

INDUSTRIAL RELATIONS

Trade Union Organisations

THE Near East crisis was the occasion of a manifesto from the British Trades Union Congress to the effect that it had set itself firmly against any course of action which might "prejudice an early peace and lead to renewed hostilities", while the congress of the International Federation of Transport Workers has reaffirmed the resolution passed by its congresses of Christiania (1920) and Geneva (1921) ⁽¹⁾ which declared that the whole industrial power of the transport workers, railwaymen, and seamen would be used to prevent a fresh outbreak of war. The Executive Committee of the International Federation of Factory Workers has decided to make enquiries in different countries concerning the number of factories capable of producing munitions. The International Federation of Trade Unions co-ordinates and gives expression to the peace policy of its affiliated organisations. It is now preparing a great demonstration for peace in the shape of an international congress to discuss means of averting war.

The International Federation of Transport Workers, in passing a resolution in favour of the revision of the peace treaties, reiterates a demand frequently put forward by the International Federation of Trade Unions and its affiliated unions. The transport workers feel themselves to be affected with especial severity by the economic depression, which they attribute to the peace treaties, as the decline in international trade throws transport workers out of employment.

At their recent congresses several organisations have given much attention to the labour clauses of the Peace Treaty and to the International Labour Office. The International Federation of Christian Wood Workers expressed the fear that "the promises set forth in Part XIII of the Peace Treaty concerning the improvement in the condition of the working classes are receding further and further from realisation". The Convention of the Canadian Trades and Labour Congress urged the Canadian Government to give more consideration to the decisions of the International Labour Conference, and deplored the fact that Canada was one of the states which had made the least progress in the matter of ratifying Draft Conventions.

The freedom of association guaranteed by Part XIII is invoked by the International Federation of Trade Unions in a letter of protest, dated 14 August, to the Italian Government regarding the destruction of property and buildings belonging to workers' organisations by the Fascisti. The congresses of two international federations — the building workers and the transport workers' — passed resolutions of protest on the same point. The transport workers' federation also asked its affiliated organisations to direct public attention in their respective countries to the restrictions to which Hungarian trade unions are subjected.

⁽¹⁾ *International Labour Review*, Vol. II, Nos 2-3, May-June 1921, pp. 31-32.

The same federation decided to collaborate with the International Labour Office, as well as with the International Federation of Trade Unions, in carrying out its plan to establish international standards for working conditions for those employed in the transport industry. The International Federation of Christian Wood Workers, which is to investigate the position of wood workers in various countries, intends to utilise statistical material collected by the International Labour Office. The Catholic workers' associations in Western Germany also desire to keep in touch with the Office.

The International Federations of Factory Workers and Building Workers have refused to admit the Russian unions to affiliation on the ground that the latter are also affiliated to the International Federation of Red Trade Unions. Nevertheless, the congress of the International Federation of Building Workers decided that friendly relations should be maintained with the Russian building workers in view of the appearance of certain bona fide trade union activities in Russia. Two aspects had to be considered. On the one hand, the hostile attitude of the International Federation of Red Trade Unions, with its system of communist 'cells', could not be disregarded. On the other hand, account had to be taken of the fact that, with the restoration of private capitalism in Russia, the situation of trade unions there was undergoing serious modification. The Russian delegates who attended in order to support the case for admission stated that Russian unions were already obliged to adopt the same tactics as unions in Western Europe. The proceedings of the All-Russian Trade Unions Congress tend to confirm this; all the familiar apparatus of industrial relations — collective agreements, strikes, conciliation and arbitration — is now operating in Russia.

Evidence of the movement towards concentration into organisations covering an entire industry is to be found in this month's notes in the project to form an international industrial federation for the building industry (building workers, stone workers, carpenters, painters), the scheme adopted by the British cotton workers for a stronger central organisation, and the proposal made by the German transport workers for the constitution of an industrial federation for the transport industry — a proposal which has, however, been provisionally rejected by the railwaymen.

In May last, at an international conference of building guilds held at Leipzig, it was decided to assemble information as to the guild movement in various countries with a view to founding an International Federation of Building Guilds on the occasion of the congress of the International Federation of Building Workers. The data furnished by the building workers' federations of Sweden, Denmark, Czechoslovakia, Netherlands, Switzerland, Luxemburg, France, Germany, and Italy⁽²⁾ indicate that there is great variety both in the origin and organisation of guilds. Divergent views as to the place of guilds in the labour movement were apparent in the discussions of the joint congress of building workers' federations and of building guilds, held on the same occasion as the congress of building workers. In Germany the guilds are looked upon as a realisation of the Socialist idea; a British delegate, however, took the view that, though they constitute indeed a remarkable experiment, they have no value in the struggle against capitalism. In reply to the proposal of a German delegate that building workers' unions should

(2) *Soziale Bauwirtschaft*, No. 19.

give the guilds financial as well as moral support, the same British delegate remarked that such support was inadvisable because the workers, having already been involved in labour disputes with co-operative societies and democratic municipalities, might one day have similar difficulties with the guilds ; in that case they would not wish that the latter should be the stronger by the financial support of the unions. However, this view was not shared by the other delegates, who mostly approved the idea of giving financial support. The important result of the joint congress was the foundation of the International Federation of Building Guilds.

INTERNATIONAL ORGANISATIONS

The executive committee of the *International Federation of Trade Unions* met at Amsterdam on 21 and 22 September. The principal business was the arrangement of the International Peace Congress to be held at the Hague from 10 to 15 December. The organisations to be invited include all affiliated national trade union centres ; the Socialist parties of each country and the Second and Vienna Internationals ; the secretariats of craft internationals ; co-operative societies and international co-operative associations ; the principal pacifist organisations of each country. The provisional agenda include the following subjects of discussion : mobilisation of all factors which make for peace ; the functions of education, and the functions of governments and political bodies in the promotion of peace.

Meanwhile, the Federation has organised intensive and widespread propaganda. A fund for the sole purpose of combating war is being built up, both from the voluntary gifts of workers in different countries and from the sale of anti-war stamps which the Federation is now printing. Ten million of these have already been ordered by twelve national trade union organisations. The intention is that each worker, by buying and using these stamps or otherwise contributing, should realise his personal duty as a volunteer in the army of peace. Posters and post-cards are also being produced, the former for public display and the latter for sale among trade unionists.

The fifth congress of the *International Federation of Building Workers* was held at Vienna from 2 to 5 October. In addition to delegates from 15 national building workers' organisations, there were present as guests the secretaries of the International Federations of Carpenters, Painters, and Stone Workers, and a representative of the International Labour Office. At present there are affiliated 22 federations in 17 countries with a total membership of more than 1,200,000 ; the Polish and Spanish federations have intimated their desire for admission.

There were three main topics of discussion. First, the organisation of an international industrial federation for the building trades to combine the International Federation of Building Workers with those of Stone Workers, Carpenters, and Painters, was considered. A committee was appointed to elaborate a scheme which should preserve the autonomy of the several crafts within a single International. Secondly, the admission of the Russian Federation of Building Workers was discussed. Here a compromise was effected ; this federation was not admitted, but friendly relations will be maintained

with it. Thirdly, the congress considered the rebuilding of the devastated regions. A special conference was arranged to consider this matter in the first fortnight of November. The International Federation of Building Workers will set up an office to recruit foreign labour for reconstruction work. The congress voted a resolution condemning the treatment of Italian trade unions by the Fascisti.

A joint congress of building workers and building guilds resulted in the foundation of an International Federation of Building Guilds, to be composed exclusively of guilds recommended by a federation affiliated to the International Federation of Building Workers.

The *International Federation of Transport Workers* held its congress at Vienna from 2 to 6 October and following days. Over 100 delegates, from 19 countries and representing a total membership of 2,300,000, attended.

The congress had three principal questions to deal with: the standardisation of working conditions, the socialisation of the transport industry, and the world situation as it affects transport workers.

The secretariat of the International Federation of Transport Workers was asked by the railwaymen's committee to draft a scheme for the international regulation of working conditions for all classes of transport workers. It would be the task of each national organisation to take action in its own country in accordance with the scheme laid down, and to report results achieved to the secretariat. The latter would, with the collaboration of the International Labour Office and the International Federation of Trade Unions, try to secure the realisation of international standards.

The dock workers' committee proposed a resolution which was adopted by the congress. The following demands were formulated: raising of wages in ports where the standard is low up to that of ports where the standard is highest; fullest measure of workers' control; control of labour supply by unions; provision of maintenance allowances to compensate for casual nature of dock employment; full wages in case of accidents; regulations for safety, including prohibition of employment of women and children. Affiliated organisations are instructed to employ all means at their disposal to carry through these demands.

It was considered impossible to draw up a uniform plan for the socialisation of the transport industry in view of the economic, geographical, and cultural differences between countries.

In connection with a report on the world situation, resolutions were passed expressing sympathy with Italian trade unionists and pledging support to the International Federation of Trade Unions in its attempts "to counteract the Fascist terror in Italy and if necessary to resort to the weapon of boycott". A discussion on the peculiar situation of trade unions in Hungary led to a resolution that affiliated organisations should take steps "to call the attention of the League of Nations to its latest member." A resolution was unanimously passed in favour of revision of the peace treaties as being "economically unsound and morally objectionable."

The Executive Committee of the *International Federation of Factory Workers* has decided to make enquiries concerning the number of factories in different countries capable of producing munitions.

The request for affiliation made by the All-Russian Federation of Workers in the Chemical Industry was rejected on the ground that this Federation is affiliated to the International Federation of Red Trade Unions.

The congress of the *International Federation of Christian Wood Workers* was held on 28 and 29 September at Essen ; delegates were present from Germany, Austria, Belgium, Netherlands, and Switzerland. A discussion on the situation of the wood industry in various countries led to a decision to make use of statistical material published by the International Labour Office. The following resolution was adopted.

The International Federation of Christian Wood Workers, after a detailed examination of the economic and social condition of the workers in various countries, finds that the precarious situation of the working class has become accentuated and threatens to be still further aggravated with the consequence that the very existence of working-class families, the ideal of social progress, and the results obtained in that domain are in danger, while the promises set forth in Part XIII of the Peace Treaty concerning the improvement in the condition of the working class are receding further and further from realisation.

The congress sees the cause of this state of affairs in the fact that those at present in power are not always agreed in the application of energetic measures for the reorganisation and stabilisation of world economy on the basis of mutual confidence inspired by Christian principles and brotherly love.

The congress exhorts all affiliated organisations to use all their influence with their governments in order to direct attention to the resolutions of the second congress of the International Federation of Christian Trade Unions at Innsbruck, and expects the League of Nations and the International Labour Office to show themselves worthy of the trust of the working classes by acting definitely in a like spirit of conciliation between peoples, which alone can lead to the restoration of world economy.

Another resolution invited all affiliated organisations to take active measures to safeguard the 8-hour day. The Executive Committee was instructed to undertake an investigation of the application of family wages and of workers' holidays in all countries.

NATIONAL ORGANISATIONS

British Empire: Great Britain

Statistics of Trade Union Membership

The British Ministry of Labour has recently published (*) statistics of the membership of trade unions in the United Kingdom at the end of 1921. The total number of registered and unregistered unions was 1,296 at the end of 1921 as compared with 1,425 at the end of 1920. This reduction is to be ascribed mainly to amalgamations.

The following table shows the membership (male, female, and total) of trade unions at the end of 1913, 1920, and 1921, arranged by groups. The classification is imperfect owing to the fact that some unions have members in more than one group ; in such cases the whole union is attributed to the group in which the majority of its members are

(*) *Labour Gazette*, Sept. 1922. London.

believed to be employed. The presentation of the table corresponds as far as possible with that of a table showing membership from 1914 to 1919, published in the *Review* last year (*).

TRADE UNION MEMBERSHIP IN GREAT BRITAIN BY TRADES AND SEX,
1913, 1920, 1921

Group of unions	Male			Female			Total		
	1913	1920	1921	1913	1920	1921	1913	1920	1921
	Thousands			Thousands			Thousands		
Building	250	572	470	—	—	—	250	572	470
Mining and quarrying	920	1,148	937	—	7	5	920	1,155	942
Metal, engineering and shipbuilding	546	1,131	1,003	1	17	11	547	1,148	1,014
Textiles									
Cotton	158	165	158	214	292	276	372	457	434
Other textiles	50	81	71	36	171	129	86	252	200
Cleaning, dyeing, finishing, etc.	55	83	71	11	30	23	66	113	94
Clothing									
Boot and shoe		66	59		33	27		99	86
Tailoring and other clothing	82	44	38	25	95	57	107	139	95
Transport (land and water)									
Railways	327	606	501	—	12	6	327	618	507
Other transport	361	633	513	—	12	10	369	645	523
Agriculture	21	208	147	1	3	2	22	211	149
Paper printing, etc.	79	149	138	6	72	57	85	221	195
Woodworking and furnishing	60	116	96	1	6	4	61	122	100
Teachers	52	67	64	70	141	146	122	208	210
Shop assistants, clerks, etc.	114	334	227	22	133	74	136	472	301
Miscellaneous	98	188	162	7	63	48	105	251	210
General labour	351	1,119	783	24	174	80	375	1,353	863
Employees of public authorities	215	361	322	24	96	78	239	457	400
Total	3,747	7,131	5,760	442	1,362	1,053	4,189	8,493	6,793

The total membership was lower in 1921 by 1,700,000 or 20 per cent. than in the previous year. The number of male members fell 19 per cent. and that of female members fell 24 per cent. There was a decrease in every group except that of teaching, where the figure rose slightly. The groups in which the largest absolute decreases took place were general labour (491,000), mining and quarrying (213,000), and shop assistants, clerks, etc. (171,000). The largest percentage decreases were in the groups of shop assistants, clerks, etc. (44 per cent.), general labour (36 per cent.) and tailoring and other clothing (32 per cent.). The groups in which the loss in female membership was most severe were general labour (95,000 or 54 per cent.) and shop assistants, clerks, etc. (64,000 or 46 per cent.).

In comparison with the figures for 1913 every group shows an increase in membership; in the case of agriculture membership increased from 22,000 to 149,000, while it almost trebled in textiles, and more than doubled in paper, printing, etc. and shop assistants, clerks, etc.

From the decline in membership of unions represented at the Trades

(*) *International Labour Review*, Vol. III, Nos. 1-2, July-Aug. 1921, p. 106.

Union Congress (from 6,390,523 in 1921 to 5,065,170 in 1922) it may be inferred that during the present year there has been a further considerable decline in the aggregate membership of trade unions.

The annual conference of the *United Textile Factory Workers*, which embraces all the unions in the cotton industry, was opened at Blackpool on 21 August. More than 200 delegates attended, representing about 400,000 members.

A scheme was adopted for the constitution of an organisation to be known as the Cotton Workers' Federation, the chief functions of which would be to secure the best terms and conditions of employment for the workers in all sections of the trade and to promote labour legislation. It was thought impracticable at present to transfer any authority from the separate unions to some central body. The Federation would co-ordinate strike movements among unions affiliated to it.

The congress pronounced in favour of unemployment insurance by industry. Funds should be provided by employers, workers, and the state and should be administered by a joint board of employers and workers ; there was no suggestion that the state should participate in the management of the funds.

Co-partnership and Trade Unionism

The question of the right of trade unions to expel members who are alleged to be acting without due regard for working-class interests came up in the course of the year in connection with an appeal case in the House of Lords. The case turned on the right of certain members of the Amalgamated Society of Carpenters, Cabinet Makers, and Joiners and of the General Union of Operative Carpenters, and Joiners to share in the co-partnership scheme of Lever Brothers. Rule 32 of the Amalgamated Society forbids members to join in a co-partnership or other scheme when such scheme "makes provision for the operatives holding a minority of shares in the concern". The members had originally joined in the Lever Brothers scheme, had been threatened by their unions with expulsion, had sought to obtain an injunction restraining their unions from expelling them, had failed, had appealed, and, in turn, had finally to answer their case on appeal from the other side in the House of Lords on 29 July. The arguments advanced referred partly to the application of Section 4 of the Trade Union Act of 1871, and partly turned on the interpretation of Rule 32 of the Amalgamated Society. The trade unions had maintained that none of their members could, to quote the words of the Act, bring an action "for the enforcement of any agreement or rules concerning the terms and conditions under which members should be employed", and that the injunction to restrain them from expelling the members was such an action ; the Lords, however, held that the injunction was not such an action, as the co-partnership scheme in question did not apply to the conditions of labour ; in other words, it was ruled to be something outside of, and extra to, the remuneration offered. The second part of the ruling given by the learned judges was particularly interesting, as it was a carefully considered interpretation of the effects of a rule inserted in the constitution of a trade union for the admitted purpose of preventing members from getting their interests "entangled" with the interests of owners ; Lord Buckmaster declared that, though it was out of place

in the court to discuss "the wisdom of the plan which sought to keep those interests apart", yet there was no doubt that the right to give and withhold labour, which had "on certain occasions unfortunately proved to be the only means of obtaining redress of grievances", was "impeded" by such entanglement of interests. He stated, however, that, in spite of the clear purpose of the rule, it was not possible in law to make it bear the interpretation for which it had been framed, and therefore dismissed the appeal, the other Lords concurring.

South Africa

A "One Big Union" entitled the *South African Industrial Federation Industrial Union* is in process of formation. The Union recognises five departments of industry: building, manufacture and general production, public utilities, transport, and mining. The originality of the scheme lies in the fact that every worker not only belongs to his industrial department but also to his craft section, both of which are national organisations. An industrial department thus contains members of several craft sections, and likewise the members of a craft section may belong to several industrial departments. Both the craft section and the industrial departments have autonomy in their own particular affairs. The general interests of members as workers are attended to by the National Congress, which elects a General Council and an Executive. Among the advantages claimed for the scheme are that the old craft organisation is not broken up, administrative expenses are reduced, and larger insurance benefits can be paid out for a given contribution.

Germany

The eleventh congress of the German Transport Workers' Union (*Deutscher Transportarbeiterverband*) was held in Berlin from 2 to 9 September. The membership was reported to have increased from 191,073 at the end of 1918 to 567,447 at the end of 1921.

A discussion on joint labour associations (*Arbeitsgemeinschaft*) resulted in a resolution to the effect that participation in these organs was a matter of expediency and not principle; following the recommendation of the Leipzig congress⁽⁵⁾, the Union decided to remain in the central joint labour association for the transport industry.

A report was submitted containing proposals for the creation of an organisation covering the whole transport industry; the railwaymen and state and municipal workers would be approached with this object.

The German Union of Railwaymen (*Deutscher Eisenbahnerverband*) held its second congress from 11 to 17 September in Munich. The membership at the end of March 1922 was 440,223.

The congress decided that the amalgamation proposed by the Transport Workers' Union was premature, but that the existing working agreement should continue. A comprehensive report was read on the general economic situation, and a resolution was adopted in favour of the introduction of an economic system designed to meet

(5) *International Labour Review*, Vol. VI, No. 3, Sept. 1922, p. 376.

the needs of the community and providing for the collaboration of the workers in the central administration of industry.

The fourteenth congress of Catholic Workers' Associations in Western Germany (*Verband Katholischer Arbeitervereine Westdeutschlands*) which has a membership of 186,000, was held from 30 September to 2 October at Essen. An important declaration was made of the attachment of Catholic workers to the Republic. Strong opposition would be offered to an attempt to exclude Socialists from the Government, on the ground that an anti-Socialist party would become an anti-social party. The chairman stated that Catholic workers ought to concern themselves more in the future than they had done in the past with international institutions such as the League of Nations and the International Labour Office, and should certainly keep in constant contact with the latter.

An extensive programme of activity was approved for the association of Catholic workers in local, State, and Federal affairs.

The tenth congress of the Christian Union of Wood Workers (*Zentralverband christlicher Holzarbeiter*), whose membership is over 80,000, was held from 24 to 27 September at Essen. A report on family wages led to the conclusion that wages ought to depend on efficiency, but that it was the duty of the state to provide for the needs of large families. Other reports were approved in favour of collaboration with employers on questions of production and general economics and urging Christian workers to take advantage of the Works Councils Act in order to make their influence felt in that sphere.

Norway

At a meeting on 3 October the Representative Body of the Norwegian Federation of Trade Unions (*Arbejdernes faglige Landsorganisation*) adopted by 62 votes to 15 the proposal submitted by the Executive Committee recommending the withdrawal of the Federation from the International Federation of Trade Unions (*). The question of the relations with the International Federation of Red Trade Unions (Moscow) will be determined by the next congress in February 1923.

Czechoslovakia

The Federation of National-Social Trade Unions (*Ceskoslovenska Obec Delnicka*), in its recently published report for 1921, shows that during the year its membership increased from 348,399 to 412,894. The total receipts from all sources exceeded 20 million Czechoslovak kronen. Thirty-nine affiliated organisations publish their own periodicals, most of which are monthlies. Extensive educational work is being done by the various organisations; 862 lectures and 146 courses of training were given during the year, and 342 libraries are being maintained.

Russia

The fifth All-Russian Trade Union Congress (*Vsielrossiitsky S'ezd profesionalnikh soyzsov*) was held at Moscow on 5 September

(*) *International Labour Review*, Vol. VI, No. 1, July 1922, p. 39.

and following days ; 952 trade union representatives attended, 188 in an advisory capacity only. The annual report of the All-Russian Central Council of Trade Unions shows that the change from compulsory to voluntary membership has resulted in a decrease in membership from 8,400,000 in July 1921 to 5,100,000 in August 1922. This decrease, however, should be regarded as having strengthened the unions, as it meant that they had been purged of the non-proletarian elements accidentally attached to them. Moreover, the decrease was partly to be ascribed to the diminution of industrial activity, and was not to be taken as an indication of opposition or apathy towards the trade union movement. In regard to wages the Council followed the policy of increasing rates as far as the resources of the state would bear. Not a single concession had been concluded without the participation of the Council. The educational and other work of the Council had consisted in "proletarianising" the higher schools and developing vocational education. The position of the trade unions under the new economic policy was described, and a resolution was put forward embodying the main lines of trade union policy in the future. It is believed that this resolution, which is summarised below, was ultimately assented to for the most part by the congress.

Wages should be regulated by collective agreements, although this should not be compulsory. The Government should not interfere in the conclusion of collective agreements, except by fixing a minimum wage. The interests of the workers are already adequately protected by the existing code of labour laws and it is thought that government interference might tend to prevent the workers obtaining the best possible terms. The All-Russian Central Council of Trade Unions should establish an average unit for the calculation of wages in order to guarantee them against fluctuations of prices. Trade unions should indeed strive to increase wages, but remember that it is not yet possible to raise them to pre-war level. The system of paying wages partly in kind should be discontinued ; in future they should be paid wholly in money. A fixed rate of output should be guaranteed by collective agreements and piece work should be widely adopted. Overtime, however, should be strictly limited to prevent unemployment.

Labour disputes should, if possible, be settled by the mediation of local dispute commissions, and not in a one-sided manner by trade unions acting alone. Only if the award of the dispute commission is unacceptable to the parties concerned should recourse be had to official conciliation bodies, on which employers and workers are represented. Dispute commissions should also act as the organs for the conclusion of collective agreements, piece-rate fixing, etc. All strikes must be sanctioned by the central committees of trade unions and not by their local branches. The right to strike should be determined by the relation of the workers interested to the national economy ; thus a food workers' union might strike because its members work for the open market, whereas a strike of railwaymen would be a blow at the state. Trade unions should study the resources, possibilities, and conditions of labour with a view to formulating a suitable policy for the protection of labour. They should also take a larger part in the work of the organs of state control.

Employers' Organisations: a Survey

THE series of articles on employers' organisations began with the November 1921 issue of the *International Labour Review*. This month, in place of the usual record of recent developments, an attempt has been made to distinguish some outstanding trends and tendencies of employers' associations during the portion of 1921-1922 covered by these articles, a period characterised in many countries by an industrial depression of unprecedented severity.

The total change of conditions caused by the general business inactivity has been responsible for bringing about material adjustments in the policies and activities of employers' associations. Previously industry had been chiefly preoccupied in securing the labour and material requisite for production. When the market broke the absolute necessity of reducing costs became the first consideration. To reduce costs a general tendency manifested itself among employers to lower wages on the basis of what "industry can bear" rather than on that of the cost of living; to oppose firmly any further shortening of the hours of labour; and to give greater attention to methods of increasing efficiency and eliminating waste. The general lack of effective demand reflected in widespread unemployment caused economic power to shift from the side of the workers to that of the employers. This brought about the practical cessation of encroachments by workers' organisations on managerial functions with the consequence that the aggressive counter-movements on the part of employers fell off somewhat. At the same time a certain trend towards a conciliatory policy became noticeable on the part of the more liberal organisations of employers. On the other hand, welfare and similar schemes were no longer regarded as of the same importance as before inasmuch as there was no longer any difficulty in obtaining the necessary labour. Finally, to adjust their organisations to the changing circumstances employers generally strove to observe a uniform policy together with a less centralised system of negotiations.

THE NECESSITY OF REDUCING COSTS

The imperative necessity of reducing costs has been the dominant thought behind the policy of employers' associations during the past eighteen months. The worldwide business depression which began early in 1920 brought about a general reduction of prices. To reduce prices while still retaining a margin of profit sufficient to make production worth while, producers usually found it necessary to reduce costs. Moreover, in most of the industrial countries of the world, lack of demand on the home market impelled industry to seek markets abroad with more than usual eagerness; and to meet the strenuous competition of the world market it was essential to reduce costs to the very minimum. As a consequence, employers' associations throughout the world have declared in favour of one or more of the three chief methods of lowering the cost of production, namely, wage reductions, longer working hours, and increased efficiency.

Wage Reductions

Two main criteria for the determination and adjustment of wages have been recognised by employers: the cost of living and 'what industry can bear'. In almost every country variations in the cost of living have been accepted as a sufficient reason for wage adjustments; but it would seem that the majority of employers are opposed to the rigid application of this principle, and argue that the only plan which can be considered as economically sound is to pay what the industry can afford. In their opinion the cost of living, although undoubtedly an important factor in the question, is by no means the decisive one. The following extract from the report of the Federation of British Industries on earnings of labour and cost of production⁽¹⁾ expresses a typical attitude.

Another argument which is often adduced is that no reduction in wages should take place unless preceded by a fall in the cost of living. This is due to the practice which grew up during the war of using the cost of living index figure as a standard for the fixation of wage rates. During the war there was an unlimited demand for munitions, and as the Government was the sole purchaser there was no means of estimating the value of the product on an ordinary competitive basis. The cost of living index figure was therefore probably the most equitable test which could be applied.

Indeed, it may be admitted that even under normal conditions a variation in the cost of living affords a *prima facie* case for a variation in wages, since it commonly indicates a variation in the general purchasing power of money, which is reflected in the value of the article which the wage earner is engaged in producing.

But the real and ultimate test must always be what industry can bear. As soon as the price of a product falls to a point at which the industry can no longer afford to pay a particular rate of wages, the insistence upon that rate must cause unemployment.

'What industry can bear' is usually determined by conditions in the world market. Wage reductions have very generally been justified on the ground that, without them, it would be impossible to meet foreign competition⁽²⁾. With every country and every industry pursuing this policy progressive reductions in wages might conceivably be carried to extremes, were it not for the check exercised by the cost of living principle. The extent to which this principle is admitted and the manner in which it is recognised differ according to circumstances. As a broad generalisation it may be said that on a rising market variations in the cost of living are usually accepted by employers as affording a reliable basis for wage adjustments; but on a falling market the essential consideration is 'what industry can bear', and the extent to which the cost of living is accepted as a modifying factor usually depends upon the bargaining power of the parties concerned.

In France and Germany a particular application of the principle of adjustment of wages according to the cost of living has been admitted by many employers in the 'social wage' or 'family allowance', by which special grants are made to workers with family responsibilities from central funds established by the employers.

The actual negotiation of wage adjustments has been carried on in very many different ways in the different countries, depending usually

⁽¹⁾ *International Labour Review*, Vol. V, No. 4, Apr. 1922, p. 598.

⁽²⁾ *Ibid.* Vol. IV, No. 2, Nov. 1921, p. 79 (Switzerland); Vol. V, No. 1, Jan. 1922, p. 76 (Great Britain); Vol. V, No. 4, Apr. 1922, p. 596 (Czechoslovakia); Vol. V, No. 5, May 1922, p. 761 (Belgium), and p. 765 (Netherlands); Vol. V, No. 6, June 1922, p. 910 (France).

on the degree of centralisation of the employers' and workers' organisations. The general trend of employers' associations in this respect would seem to be towards uniform policy but decentralised action. The four northern European countries — Sweden, Norway, Denmark, and Finland — present an interesting example of the adoption of such methods on an international scale. At a meeting of the leading employers of these countries⁽³⁾ it was decided that an immediate all-round wage reduction was necessary, and the central federations in these countries, acting through their members, proceeded to put this decision into effect as far as circumstances permitted. In this connection it is to be noted that the General Federation of Danish Employers (*Dansk Arbejdsgiverforening*) declared itself opposed to any general collective agreement covering the whole country such as had previously existed⁽⁴⁾. In Germany the central federation issued a series of principles to be observed in the negotiation of wage agreements⁽⁵⁾. In Great Britain, France, Italy, Czechoslovakia, and Switzerland, agreements were frequently made by separate trades or industries. In the United States alongside of some reductions by industry were many instances of independent action confined to a certain trade in a single town or district⁽⁶⁾.

A complementary activity of employers' associations in those countries where wage negotiations were least centralised has been the direction of propaganda against existing wage scales in certain industries which for various reasons had remained above the general level. In the United States the continuance of the relatively high rates of pay in the coal mines and on the railroads has been made the subject of general agitation by employers' associations, whose spokesmen attributed much of the bad trade and unemployment to the high cost of these basic services.

Hours of Work

The period immediately preceding the industrial depression was characterised by actual or projected reductions of hours of work throughout the world. The last eighteen months have seen a determined effort on the part of employers to retrace at least in part what many of them regard as a step too hastily taken. In considering this movement it is necessary to keep in mind that the prime motive behind the movement for a longer working day is not increased production, but reduction of costs; for, as has been frequently pointed out by employers and others, if it were merely a question of production, hours should be decreased rather than increased now that demand is less. This consideration makes plain what would otherwise seem highly paradoxical, namely, that the agitation for a longer working day frequently goes on side by side with a movement for the systematic organisation of short time.

The campaign for increasing the hours of work or in any case allowing no further decrease has been carried on with varying degrees of intensity in all the industrial countries of the world, but particularly in the countries of western Europe. France, Belgium, Denmark, and Sweden have taken prominent parts in this movement. In France the

(3) *Ibid.* Vol. V, No. 2, Feb. 1922, p. 277.

(4) *Ibid.* Vol. V, No. 2, Feb. 1922, p. 277.

(5) *Ibid.* Vol. IV, No. 3, Dec. 1921, p. 48.

(6) *Ibid.* Vol. V, No. 1, Jan. 1922, p. 80.

question of the 8-hour day has been made the subject of discussions and resolutions at almost every meeting of employers' associations for the last year.

Opposition to the 8-hour day has been especially violent in certain industries, noticeably the building industry⁽⁷⁾. The reason for this is that building, particularly in the northern countries, is a seasonal occupation. It is held that under the conditions necessarily obtaining in the industry the 8-hour day can be applied in principle only. It is suggested that hours of work should be restricted to so many per year, thus allowing for a longer working day during fine weather and a shorter one during bad weather. Employers in industries which are dependent to a great extent upon machinery, such as cotton spinning and the textile trades generally, are also firmly opposed to the 8-hour day⁽⁸⁾. They point out that the rate of production is governed by the speed of the machinery and is almost independent of the human factor. Consequently, as the machinery is already worked at top speed, any reduction in hours means a corresponding reduction in output.

The suggestions made for the amendment of the regulations governing hours of work naturally vary in the different countries, but can for the most part be classified under a few main heads. Thus, in addition to the suggestion that arrangements be made to distribute the hours of work over a longer period than the day or week, the following typical proposals have been put forward.

(1) Suspension of the 8-hour day Act till the general economic situation permits of its enforcement, or until an international agreement can be arrived at.

(2) Legal recognition of agreements between employers' and workers' associations providing for modifications in the hours of work.

(3) Permission to work extraordinary overtime as a transitional measure, e.g. 300 hours per annum for 7 years.

(4) Extensive exemptions, according to the needs of the district, industry, and type of work.

Certain characteristic demands made in different countries may be quoted.

In France the Association of Metal and Mining Industries in mechanical, electrical, and metal engineering⁽⁹⁾ (*Union des industries métallurgiques et minières de la construction mécanique, électrique et métallique*), in a request to the Ministry of Labour for the amendment of the regulation applying the 8-hour day to the metal-working industries, proposed that hours of work should be restricted to 2,500 per annum, the actual working day not to exceed 10 hours. Where work consists of mere attendance or is of a discontinuous nature, the period of duty should be 4 hours a day longer than the general duration of work of the establishment, such increase not to involve hours of attendance exceeding 12 a day. In addition, 150 hours' overtime per annum were asked for, together with a special allowance of 300 hours

(7) Ibid. Vol. IV, No. 3, Dec. 1921, p. 497 (International), p. 499 (Belgium), p. 500 (Finland).

(8) Ibid. Vol. IV, No. 2, Nov. 1921, p. 72; Vol. VI, No. 1, July 1922, p. 50; Vol. VI, No. 2, Aug. 1922, p. 220 and p. 222. See also reports by the National Industrial Conference Board on *Hours of Work as related to Output and Health of Workers in Cotton Manufacturing* (Research Report No. 4), *Wool Manufacturing* (Research Report No. 12), and *Silk Manufacturing* (Research Report No. 16).

(9) *International Labour Review*, Vol. VI, No. 2, Sept. 1922, p. 391.

a year overtime for 7 years, the maximum duration of the actual working day not to exceed 12 hours.

The Federation of German Employers' Associations ⁽¹⁰⁾ (*Vereinigung der deutschen Arbeitgeberverbände*) considered that it should be made legal to arrange working hours by agreement, so that, without exceeding the statutory 48-hour week, industrial exigencies could more easily be met; that any exemptions from the provisions of the 8-hour Act decided upon by collective agreements binding an entire industry should take effect irrespective of the recognition or non-recognition of such exemptions by the Act; and that, when shorter hours were worked on Saturdays and days before holidays, this time should be made up by working longer hours on the other days of the week.

In Denmark the General Federation of Danish Employers ⁽¹¹⁾ (*Dansk Arbejdsgiverforening*) proposed that, in seasonal trades where working hours during certain months of the year are necessarily less than 8 per day, an extension of working hours during the remainder of the year should be allowed; that work merely involving supervision, caretaking, or watching, the cleaning of public buildings, and similar work not requiring great physical effort, and all intermittent work, should be excepted from regulations on the 8-hour day; that no obstacle should be advanced by workers' organisations to the working of overtime to any extent required; and that it be made possible to arrange modified hours of work by agreement between employers' and workers' organisations.

Outside the continent of Europe employers' associations have been less concerned over the regulation of hours of work, probably because the hours of work are, in general, less regulated.

In the United States the United States Steel Corporation would appear to have made a concession to public opinion in reducing the number of employees working the 12-hour day ⁽¹²⁾. In the printing industry the United Typothetae of America ⁽¹³⁾ still maintain a long drawn out struggle against a determined effort to apply the 44-hour week throughout the industry. In the textile and clothing industries attempts to lengthen the working day have not been successful. In Great Britain the National Union of Manufacturers ⁽¹⁴⁾ announced their intention of vigorously opposing the 48-hour week, declaring in favour of leaving the employer free to make such arrangements with his workers as were best suited to the particular industry. The Canadian Manufacturer Association ⁽¹⁵⁾ considered that the establishment of an 8-hour day by law in an undeveloped country like Canada would be disastrous, and that in any event it was impossible to think of taking such steps until similar laws were passed in the United States. In Australia the New South Wales Chamber of Manufacturers ⁽¹⁶⁾ have attempted without success to obtain the repeal of the 44-hour week, urging that it put them at a competitive disadvantage with manufacturers in the neighbouring state of Victoria.

Closely related to the question of hours of work is that of holidays with pay. In Sweden, Norway, and Poland employers' associations have declared themselves opposed to this concession.

⁽¹⁰⁾ Ibid. Vol. VI, No. 1, July 1922, p. 46.

⁽¹¹⁾ Ibid. Vol. V, No. 3, Mar. 1922, p. 467.

⁽¹²⁾ Ibid. Vol. VI, No. 1, July 1922, p. 49.

⁽¹³⁾ Ibid. Vol. V, No. 3, Mar. 1922, p. 473.

⁽¹⁴⁾ Ibid. Vol. IV, No. 2, Nov. 1921, p. 75.

⁽¹⁵⁾ Ibid. Vol. VI, No. 3, Sept. 1922, p. 395.

⁽¹⁶⁾ Ibid. Vol. V, No. 3, Mar. 1922, p. 466.

Increased Efficiency

The reduction of cost by increase of efficiency has received attention from employers' associations in the United States more than in any other country⁽¹⁷⁾. The publication in 1921 of the report on *Waste in Industry*, prepared by a specially appointed committee of the Federated American Engineering Societies, in which 50 per cent. of the preventable waste in industry was laid to the fault of the management, made a very deep impression upon employers. The extent and gravity of the industrial depression in the United States also gave rise to a strong desire on the part of employers to stabilise industry. This has resulted in an intense and widespread interest on the part of business men in the study of business cycles⁽¹⁸⁾, while the value of statistical information for the purpose of enabling producers to foresee probable changes in demand for commodities and to regulate their production accordingly has come to be fully recognised.

In Sweden the Federation of Swedish Industries (*Sveriges Industriförbund*)⁽¹⁹⁾, which embraces nearly every industry in the country, proposed to the Government that a Standardisation Commission representing technical and industrial organisations, the Ministries of Trade, Defence, and Communications, and the chambers of commerce should be set up with the object of advancing the standardisation of industrial products. The organisation points out that, by creating a few standard types of industrial products to take the place of the many varied types in existence, the cost of production could be very considerably reduced, while industry during periods of depression would be able to manufacture for stock and thus to some extent limit unemployment.

The desire to increase efficiency and eliminate waste has also taken the form of opposition to trade union practices which tend to restrict output. This has been particularly noticeable in the United States building trades. Many employers' associations have been at pains to expose the evil effect of such practices, quoting numerous instances of how they hinder production and increase cost.

The Citizens' Committee to enforce the Landis Award⁽²⁰⁾ in Chicago was especially organised for the purpose of stamping out these abuses, and the campaign in the United States against the 'closed shop' (referred to later) is in part directed against such restrictions.

The movement among employers in favour of vocational training and apprenticeship may also be considered as another aspect of the attempt to increase efficiency with the object of reducing costs. Schemes for the rapid training of apprentices on strictly practical lines

(17) Ibid. Vol. V, No. 4, Apr. 1922, p. 602; Vol. VI, No. 1, July 1922, p. 49; No. 2, Aug. 1922, p. 227; No. 3, Sept. 1922, pp. 395-396.

(18) Ibid. Vol. VI, No. 3, Sept. 1922, p. 396.

(19) Ibid. Vol. VI, No. 3, Sept. 1922, p. 394.

(20) Ibid. Vol. V, No. 2, Feb. 1922, p. 280. The following is a typical example of such abuse from *American Industries* of February 1922. On 18 December 1918 the Painters' District Council, Boston, Mass., notified all the employers that "the brush to be used in oil shall not exceed $4\frac{1}{2}$ inches and under no circumstances are our members allowed to use brushes any wider"; and on 2 December 1918 the Painters' District Council notified employers "... that the members of the Brotherhood will not be allowed to work with or operate any machine used to apply paint or any other substance used by painters to any surface where paint is applied".

have been introduced in a number of industries in the United States, notably the construction⁽²¹⁾, printing⁽²²⁾, and metal⁽²³⁾ industries, and are reported to be proving successful. In France employers' associations, particularly the chambers of commerce⁽²⁴⁾, have taken great interest in apprenticeship and the re-organisation of the training courses in national technical schools⁽²⁵⁾.

REDUCTION OF COSTS TO STIMULATE DEMAND

The problem of reducing costs which employers have had to face during the last eighteen or twenty months is a very real one, and one for which the solution is urgently required. Nevertheless, it is necessary to remember that the reduction of costs is not in itself an end, but only a means to an end, that end the stimulation of effective demand. "Goods can be produced in abundance. The unemployed want work. Machinery lies idle. There are inexhaustible supplies of fuel. Money is as cheap as in 1914. The essentials of production are complete except for one thing, and that thing the most important of all; what economists call 'effective demand' is lacking. It is becoming increasingly obvious that without 'effective demand' there can be no production in the world of to-day"⁽²⁶⁾. Some few far-sighted employers have drawn attention to the necessity of examining very carefully the ultimate effect of the methods employed to reduce costs so as to ensure that these methods are such as are calculated to increase effective demand.

CONTROL OF INDUSTRY

During the period preceding the industrial depression the incursions made by workers' organisations upon managerial functions had given rise to counter-movements on the part of employers. The strength of these counter-movements has declined as the need for them lessened. The so-called 'open shop' movement in the United States is a conspicuous example of this. The term 'open shop' and its opposite the 'closed shop' are not susceptible of exact definition, being used even among employers with many different shades of meaning. The 'closed shop' is normally one that employs trade union workers only. The union itself may be a 'closed union' with strict regulations governing the admission of new members; or it may admit new members freely, in which case the 'closed shop' merely means that employment in such an establishment entails membership of the trade union. The 'open shop' is usually defined as one in which union and non-union men are employed without any discrimination one way or the other; but its practical application has frequently resulted in discrimination against union men. The employers engaged in the 'open shop' campaign in the United States fall into three fairly well defined groups. The most moderate group merely oppose the abuses of the 'closed shop'; the centre group go further and wish to follow a

(21) Ibid. Vol. VI, No. 1, July 1922, p. 51; No. 4, Oct., pp. 575-576.

(22) Ibid. Vol. V, No. 4, Apr. 1922, p. 600.

(23) Ibid. Vol. VI, No. 1, July 1922, p. 50.

(24) Ibid. Vol. VI, No. 1, July 1922, p. 45.

(25) Ibid. Vol. VI, No. 2, Aug. 1922, p. 223.

(26) Quoted from an editorial in *Imperial Commerce*, Aug. 1922, the organ of the Imperial Commerce Association.

free employment policy of non-discrimination ; the extreme group go so far as to institute individual contracts in which the worker engaged signs an agreement not to join a trade union. This movement reached its height early in the industrial depression. Since then, the object of the moderate group having been largely attained and the objects of the extreme group somewhat toned down, the movement seems to have declined in vigour. Nevertheless, it is still very strong and is likely to remain so while it has such ardent protagonists as the National Founders' Association⁽²⁷⁾, the National Erectors' Association, and the Associated Employers of Indianapolis⁽²⁸⁾.

In Great Britain the Engineering and National Employers' Federations⁽²⁹⁾ attributed the engineering lock-out in the spring of 1922 to a definite clash of opinions on the question of managerial functions. They stated that "the issue is a refusal by the trade unions to continue the recognition of the employer's right to exercise managerial functions unless with the prior consent and approval of the unions" and added that "it is essential in the interests of the country, the workpeople, and the employers that freedom of management should be maintained in the works, restrained only by agreements entered into mutually with the trade unions".

In Italy the General Confederation of Italian Industry⁽³⁰⁾ (*Confederazione generale dell'industria italiana*) state that, regarding the extension of workers' control of industry as inimical to discipline, inasmuch as the workers' organisations counted it a step towards revolution and the abolition of the present economic system, the Federation have considered it their duty to oppose such a course with all means at their disposal.

CONCILIATORY MOVEMENT OF EMPLOYERS

Certain employers' associations in the United States and Great Britain have taken up a definitely conciliatory attitude in their treatment of industrial relations. The report of the New Jersey Chamber of Commerce⁽³¹⁾ with its unqualified denunciation of the more extreme elements of the 'open shop' movement and its broad proposals for a basis of co-operation between employer and employee is a case in point. The report of the Committee on Industrial Relations of the Merchants' Association of New York⁽³²⁾ is likewise of a conciliatory nature ; it condemns discrimination against trade unionists under the pretence of keeping an 'open shop' ; maintains the necessity of employers and employees settling between them the question of unemployment ; and advocates the provision of "a channel of expression and responsible consultation on all matters in any plant which affect the employees in their relations with their employers", this without prejudice to successful working agreements with trade unions.

In Great Britain the National Alliance of Employers and Employed⁽³³⁾, which has as its object the establishment of a better

(27) *International Labour Review*, Vol. V, No. 3, Mar. 1922, p. 472.

(28) *Ibid.* Vol. V, No. 6, June 1922, p. 944.

(29) *Ibid.* Vol. V, No. 5, May 1922, p. 763.

(30) *Ibid.* Vol. V, No. 4, Apr. 1922, p. 598.

(31) *Ibid.* Vol. V, No. 4, Apr. 1922, p. 601 ; and Vol. V, No. 5, May 1922, p. 766.

(32) *Ibid.* Vol. IV, No. 2, Nov. 1921, p. 79-80.

(33) *Ibid.* Vol. V, No. 2, Feb. 1922, pp. 273-274 ; and Vol. VI, No. 2, Aug. 1922, p. 224.

understanding between the leaders on both sides, has been reorganised on a national scale. The activities of the Alliance are educational in nature. In some districts expert lecturers, who are also trade unionists, are employed; in others, classes and study circles on economics and industrial history are formed; classes are also sometimes held in conjunction with the local workers' educational centre or university, and students are trained in public speaking on condition that they place their services at the disposal of the Alliance for a certain period. The employers' associations officially represented upon the executive of the Alliance include the Federation of British Industries, the National Federation of Iron and Steel Manufacturers, the Brass Founders Employers' Association, the Associated Chambers of Commerce, the Incorporated Federated Association of Boot and Shoe Manufacturers, and the Central Land Owners' Association.

EMPLOYERS' PROPOSALS FOR PREVENTING INDUSTRIAL DISPUTES

The efficacy of works councils as a means of preventing industrial disputes has been endorsed by employers' associations in many different countries⁽³⁴⁾. The possibility of some form of arbitration also finds supporters among employers⁽³⁵⁾. The movement in the United States in favour of industrial courts is of particular interest. The New York Board of Trade and Transportation⁽³⁶⁾ and the Chamber of Commerce of New York State both drafted Bills aiming at the prevention of strikes and lock-outs by providing means of arbitration, and making stoppages unlawful along the lines of the Kansas Industrial Court Act. Owing to the opposition of organised labour and the rousing of a strong body of public opinion against the alleged interference with the rights of the individual, these Bills were not enacted by the State Assembly.

The proposal advanced in Great Britain for a ten years' industrial truce during which time strikes and lock-outs would be forbidden has received support from some employers, although the demand for recognition of the principle of employment or maintenance which accompanied it was considered extreme⁽³⁷⁾.

THE SOCIAL RESPONSIBILITIES OF EMPLOYERS' ASSOCIATIONS

The responsibility of the employer to safeguard the worker — to see that his life and limbs are not endangered, that his health is not undermined, that he has opportunity for necessary recreation and self-improvement, that he has the means to enable him and his family to live in health and decency, above all, that he has reasonable security of employment — is recognised in different ways and to different degrees. Generally speaking, employers' associations object to anything resembling "paternalism" or "unfairness" or "bureaucratic mismanagement" on the part of the government, and insist that the views of employers

⁽³⁴⁾ Ibid. Vol. IV, No. 3, Dec. 1921, pp. 497, 502; and Vol. V, No. 1, Jan. 1922, p. 78.

⁽³⁵⁾ Ibid. Vol. IV, No. 2, Nov. 1921, p. 75.

⁽³⁶⁾ Ibid. Vol. V, No. 3, Mar. 1922, p. 473; Vol. 5, No. 5, May 1922, pp. 768-769.

⁽³⁷⁾ Ibid. Vol. VI, No. 4, Oct. 1922, p. 571.

be duly taken into consideration before the enactment of any legislation effecting industry. The agitation against the trade boards in Great Britain⁽³⁸⁾, the objections to the Bills on social insurance⁽³⁹⁾ and of family allowances⁽⁴⁰⁾ in France, the criticisms of the Bills on unemployment insurance⁽⁴¹⁾, employment exchanges⁽⁴²⁾, and the regulation of collective agreements⁽⁴³⁾ in Germany, the slogan : "less government in business and more business in government" in the United States, show this tendency very plainly.

A complementary activity of employers' associations is the readiness they show to co-operate with governments in the framing of legislation and the solution of industrial problems generally⁽⁴⁴⁾. The education of public opinion on questions of economics and industry by employers individually and collectively has also been undertaken in a number of countries⁽⁴⁵⁾.

In the matter of practical social activities employers throughout the world have shown considerable interest in 'industrial self-betterment' or 'welfare work'; but their activities in this direction have not been so marked during the last eighteen months as in the period preceding the industrial depression. The safety movement which has progressed so rapidly in practically all industrial countries during the last few years continues to engage the attention of employers' associations. This particular branch of activity has received special notice in the United States, where its importance as a factor in the elimination of industrial waste has been frequently emphasised.

ORGANISATION

During the period under consideration considerable progress has been recorded in the organisation of new employers' associations and the further development of associations already formed. The International Organisation of Industrial Employers is now firmly established and the formation of an agricultural section proposed by action of the employers assembled at Geneva on the occasion of the Third International Labour Conference in November 1921⁽⁴⁶⁾ has been accomplished. As previously indicated, the international activities of the central employers' associations in the four northern European countries have been particularly noteworthy.

The period has been marked by the proposed or actual formation of a number of new central organisations. Thus in France it has been suggested that the central employers' federations should set up a National Federation "to guide the policy of the regional and department federations and associations and to receive the complaints and resolutions

(38) Ibid. Vol. IV, No. 3, Dec. 1921, p. 503-504; Vol. V, No. 2, Feb. 1922, p. 275.

(39) Ibid. Vol. V, No. 4, Apr. 1922, p. 597; Vol. V, No. 6, June 1922, p. 941; Vol. VI, No. 2, Aug. 1922, p. 221.

(40) Ibid. Vol. V, No. 2, Feb. 1922, p. 272; Vol. V, No. 5, May 1922, p. 762; Vol. V, No. 6, June 1922, p. 941.

(41) Ibid. Vol. V, No. 3, Mar. 1922, p. 469.

(42) Ibid. Vol. IV, No. 3, Dec. 1921, p. 501; Vol. V, No. 2, Feb. 1922, p. 273.

(43) Ibid. Vol. V, No. 2, Feb. 1922, p. 273.

(44) Ibid. Vol. V, No. 5, May 1922, p. 768; Vol. VI, No. 1, July 1922, p. 48; Vol. VI, No. 4, Oct. 1922, p. 571; Vol. VI, No. 1, Nov. 1922, p. 750.

(45) Ibid. Vol. V, No. 1, Jan. 1922, p. 79; Vol. VI, No. 1, July 1922, p. 48.

(46) Ibid. Vol. VI, No. 3, Sept. 1922, p. 390.

of all those organisations in order to transmit them to the public authorities and to support them as far as possible". In Czechoslovakia a central Commission on Czechoslovak industry representing the two chief employers' organisations (the Czechoslovak *Ustredni spaz cekoslovenskych pumyslniku* and the German *Deutscher Hauptverband der Industrie*) has been formed as a first step towards the amalgamation of the Czechoslovak employers' organisations into a single association⁽⁴⁷⁾. In Roumania a central office of employers' associations⁽⁴⁸⁾ (*Biroul Central el Assoatiuni lor Patronale*) has been set up. In Chili the Association of Industry (*Asociación del trabajo*)⁽⁴⁹⁾ has been constituted with the object of co-ordinating the activities of the employers in that country.

Together with this tendency towards greater centralisation in organisation a certain movement towards decentralisation in administration is noticeable. In Germany the Federation of German Employers' Associations (*Vereinigung der deutschen Arbeitsgeberverbände*)⁽⁵⁰⁾ has made over a number of functions previously exercised by the central federations to district and local territorial groups, while in order to facilitate the conclusion of collective agreements, which frequently affect several trades and different localities or districts, the Federation has set up district liaison offices (*Zentralstellen* or *Austauschstellen*). In Sweden and Denmark, as has already been noted, the trend towards decentralisation of actual negotiations is plainly marked, while there has been some inclination among small employers in these countries to break away from the central federations to save the expense of membership⁽⁵¹⁾. In the United States a tendency towards decentralisation of negotiations has been particularly well exemplified in the coal mining industry and on the railways. In both instances the main efforts of the employers have been directed toward replacing national agreements by State or district agreements.

An organic movement such as changes in the structure and functions of employers' associations is too gradual to permit of any definite judgment as to its force and direction based on data for so short a period as that under consideration. Examination of the instances quoted here would seem to indicate that centralisation in the matter of policy and in the conduct of relations with the government and other countries, coupled with decentralisation in actual negotiations with workers, is the general trend of employers' associations.

⁽⁴⁷⁾ Ibid. Vol. VI, No. 3, Sept. 1922, p. 393.

⁽⁴⁸⁾ Ibid. Vol. IV, No. 3, Dec. 1921, p. 51.

⁽⁴⁹⁾ Ibid. Vol. V, No. 6, June 1922, p. 939.

⁽⁵⁰⁾ Ibid. Vol. VI, No. 5, Nov. 1922, p. 754.

⁽⁵¹⁾ Ibid. Vol. VI, No. 4, Oct. 1922, p. 573.

PRODUCTION AND PRICES ⁽¹⁾

Cost of Living and Retail Prices

THE most noticeable feature in recent figures of cost of living or retail food prices in the great majority of countries is the general tendency towards stabilisation. The gradual and continued fall in price level, which was a characteristic phenomenon of the year 1921, continued in 1922 in many countries. This fall then gave place to a temporary advance, due in many cases to seasonal influences. But the latest figures received show that this increase has generally ceased and slight decreases are shown in most countries.

While these remarks apply generally to the great majority of the countries, there are some countries which require special mention. For the first time since the war Austria records in October a drop in the cost of living, the index figure for the middle of October amounting to 8 per cent. less than the figure for the middle of September. This small sign of improved conditions seems chiefly due to the prospective stabilisation of the crown. In particular, the prices of meat, fat, flour, potatoes, and sugar dropped, while the cost of clothing and rent remained unchanged.

The index number of the cost of living in Poland for October was 128,408, which was an increase of about 20 per cent. over the September level and of about 40 per cent. over the August level. With only a slight interruption in the Spring of 1921 prices have steadily increased.

The substantial fall in prices in Czechoslovakia referred to in the last number of the *Review* has continued in October, the index number for which shows a further fall of over 6 per cent. from the September level, or of nearly 30 per cent. during three months. Norway is the only other country which shows a substantial and continuous decline, the index having fallen uninterruptedly from 302 in June 1921 to 249 in September 1922.

The official index figure of cost of living in Germany was 22,066 in October, which represents an increase of over 65.5 per cent. over the September level. The most noticeable rise since August has taken place in the cost of clothing, which has more than trebled in two months. In April it was 48 times the pre-war level, in August 125 times, and in October 386 times.

The recent rise in rents in Finland which was referred to in the last number of the *Review* has now ceased, but although the index number of foodstuffs shows a fall of 9 points, on account of the large increase in the index number for taxes—a group included in the general cost of living—the general index shows a rise of 18 points.

The usual tables corresponding to those published in previous numbers of the *Review* are given below. A brief account of the dif-

(¹) 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.

ferent methods of compilation of the index numbers employed by the different countries was given in the July number of the *Review* ⁽²⁾.

The cost of living index numbers for Canada hitherto published in table I covered, in addition to foodstuffs, heating and lighting, rent, clothing, and miscellaneous. On account of some difficulty in analysing results, the Department of Labour in Canada have not published since the beginning of this year index numbers for clothing or the complete series inclusive of the clothing and miscellaneous groups. Hence the figures now incorporated in the table including only food, heating and lighting, and rent.

The Statistical Office (*Bureau de Statistique*) of the Grand Duchy of Luxemburg has published index numbers of the cost of living, including only the three groups of food, fuel and lighting, and clothing, which are shown in table I. The index covers 19 commodities : food, 13 items ; fuel and lighting, 4 items ; and clothing, 2 items. Prices are collected by the police once a month for the chief districts of the country. The average prices in the different centres are combined by the Statistical Office and the general index number is the average of these average prices weighted according to a theoretical budget for a family of five persons. The base is July 1914 as 100.

⁽²⁾ *International Labour Review*, Vol. VI, No. 1, July 1922, pp. 53 to 65.

INDEX NUMBERS WITH PRE-WAR BASE PERIOD
(Base shifted to July 1914 = 100 as far as possible)

TABLE I. COST OF LIVING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (6 towns)	Austria (Vienna)	Belgium (59 towns)	Canada (60 towns)	Den- mark (100 towns)	United States		Finland (21 towns)
		(71 towns)	(Berlin)						(32 L.)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
<i>July</i>											
1914	100	100	100	100	100	100	100	100	100	100	100
1915	103	*	*	108	*	*	97	116	105	100	*
1916	106	*	*	116	*	*	102	136	118	108	*
1917	114	*	*	113	*	*	130	155	142	127	*
1918	118	*	*	118	*	*	146	182	174	152	*
1919	126	*	*	129	*	*	155	211	177	168	*
1920	159	935	1125	153	*	455	190	262	217	198	931
1921	133	1124	1125	149	*	379	155	237	180	158	1214
1922	120	9990	6122	139	264500	366	147	199	167	153	1442
<i>1921</i>											
Mar.	147	1028	1035	158	*	441	165	*	*	163	1404
June	136	1048	1080	149	*	384	152	237	*	156	1428
Sept.	130	1212	1212	143	*	386	155	*	177	157	1278
Dec.	124	1746	1934	138	53300	393	152	212	174	136	1172
<i>1922</i>											
Jan.	139	1825	1903	*	66900	387	149	*	*	—	1124
Feb.	138	2209	2177	*	77000	380	148	*	*	154	1120
Mar.	136	2639	2740	135	77800	371	146	*	167	152	1107
Apr.	137	3436 ^(a)	3177	*	87200	367	145	*	*	152	1109
May	137	3803	3455	*	109300	365	145	*	*	152	1111
June	135	4147	4149	139	187100	366	146	199	167	152	1137
July	*	5392	6122	*	264500	366	147	*	*	153	1142
Aug.	*	7765	40271	*	593200	366	147	*	*	152	1159
Sept.	—	13319	16968	—	1130600	371	147	*	166	152	1160
Oct.	—	22066	26069	*	1036800	376	—	*	*	—	1178
Nov.	—	—	—	*	—	—	—	*	—	—	—

TABLE II. FOOD INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Aus- tralia (30 towns)	Austria (Vienna)	Belgium (51 towns)	Bulgaria (4 towns) (b)	Canada (60 towns)	Den- mark (100 towns)	Spain (Madrid) (b)	United States		Finland (21 towns)
		(71 towns)	(Berlin)								(51 towns)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
<i>July</i>													
1914	100	100	100	100	100	100	100	100	100	100	100	100	100
1915	107	*	*	131	*	*	*	105	128	106	98	97	*
1916	116	*	*	130	*	*	*	114	146	117	109	109	*
1917	128	*	*	126	*	*	*	137	166	121	143	138	*
1918	134	*	*	131	*	*	*	175	187	158	164	160	*
1919	139	*	*	147	*	*	*	186	212	174	186	176	*
1920	197	1267	1377	194	*	459	1694	227	253	190	215	210	1013
1921	139	1491	1541	161	*	410	1612	154	236	184	145	135	1323
1922	116	6836	7143	148	328200	381	—	144	184	179	139	133	1144
<i>1921</i>													
Mar.	160	1352	1316	181	*	434	1506	172	*	188	153	141	1169
June	144	1370	1449	165	*	449	1666	148	236	181	141	139	1188
Sept.	133	1614	1653	154	*	423	1896	155	*	187	150	135	1404
Dec.	125	2357	2541	143	57900	438	2187	149	197	181	147	135	1230
<i>1922</i>													
Jan.	121	2463	2622	142	74800	417	2259	143	*	179	139	—	1151
Feb.	119	3020	3051	140	87100	399	2365	142	*	179	139	131	1145
Mar.	119	3602	3580	141	90400	382	2379	138	*	181	136	129	1124
Apr.	121	4356	4255	143	104300	378	2455	138	*	190	136	130	1127
May	120	4680	4531	147	137400	379	2632	137	*	188	136	131	1132
June	118	5119	4755	146	242100	384	2379	138	184	180	138	150	1139
July	116	6836	7143	148	328200	381	—	144	*	179	139	133	1144
Aug.	116	9746	11132	149	722400	377	—	139	*	178	136	132	1165
Sept.	117	15417	17612	149	1353100	386	—	138	*	179	137	132	1160
Oct.	—	26623	28775	—	1190700	406	—	—	*	—	—	—	1157

(a) New series.

(b) These index numbers include, in addition to foodstuffs, certain fuel and light commodities.

The sign * signifies "no figures published".

The sign — signifies "figures not available".

INDEX NUMBERS WITH PRE-WAR BASE PERIOD
(Base shifted to July 1914 = 100 as far as possible)

TABLE I (cont.). COST OF LIVING INDEX NUMBERS

France (Paris)	India (Bombay)	Italy (Rome) (Milan)		Luxemburg	Norway (31 towns)	New Zealand (25 towns)	Netherlands (Amsterdam)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (49 towns)	Date
(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)
100	400	400	400	400	400	400	400	400	400	400	July 1914
*	*	99	*	*	117	407	*	*	125	*	1915
*	*	116	*	*	116	411	*	*	148	139	1916
*	*	146	*	*	190	419	142	*	180	166	1917
*	*	197	286	*	253	127	183	*	203	219	1918
238	*	205	280	*	275	132	195	*	208	257	1919
344	189	313	441	*	302	149	217	*	255	270	1920
307	177	387	494	384	302	157	208	25709	222	236	1921
302	165	429	488	359	255	144	187	78798	181	190	1922
							(a)				1921
338	160	384	568	*	301	160	210	17974	233	249	Mar.
307	173	390	506	388	302	157	208	20270	219	236	June
295	185	400	520	404	296	156	199	39817	210	231	Sept.
297	179	423	539	398	283	149	190	46740	192	216	Dec.
											1922
*	173	430	523	399	*	*	*	46883	188	*	Jan.
*	165	426	522	396	*	*	*	48085	186	*	Feb.
291	165	415	503	377	266	145	192	52358	182	195	Mar.
*	162	420	490	364	*	*	*	58627	181	*	Apr.
*	163	427	492	361	*	*	*	63914	180	*	May
302	163	425	488	355	255	144	187	68407	184	190	June
*	165	429	488	359	*	*	*	78798	181	*	July
*	164	—	491	357	*	*	*	90823	179	*	Aug.
289	165	437	498	361	249	—	—	107661	178	190	Sept.
*	162	—	504	368	*	*	*	128408	180	*	Oct.
*	—	—	—	387	*	*	*	—	—	*	Nov.

TABLE II (cont.). FOOD INDEX NUMBERS

France (Paris)	India (Bombay)	Italy (Rome) (Milan)		Norway (31 towns)	New Zealand (25 towns)	Netherlands (Amsterdam)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (49 towns)	Switzerland (22 towns)	Czechoslovakia (b)	Date
(15)	(16)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)
100	400	400	400	400	400	400	400	400	400	400	400	July 1914
120	123	*	95	*	112	114	*	132	124	119	*	1915
129	142	*	141	151	119	117	*	161	136	141	*	1916
183	184	*	137	210	127	146	*	204	171	179	*	1917
206	244	*	203	321	139	175	*	210	265	222	*	1918
261	289	*	206	304	144	196	*	209	312	250	*	1919
373	388	*	318	445	167	210	*	262	288	239	*	1920
306	363	174	402	506	164	180	45655	226	230	207	1551	1921
297	315	160	459	492	144	140	129811	175	179	153	1430	1922
												1921
358	429	154	386	582	299	193	32883	238	247	218	1489	Mar.
312	363	169	409	523	290	166	180	35393	220	231	1520	June
329	350	183	430	545	290	161	179	60728	210	228	1498	Sept.
323	349	176	458	567	268	150	150	74659	185	202	1487	Dec.
												1922
319	*	169	469	558	257	147	448	73598	179	189	176	Jan.
307	*	160	463	562	245	145	449	75157	177	188	173	Feb.
294	323	161	446	525	238	141	143	81269	173	184	162	Mar.
304	*	157	455	499	234	144	137	94865	172	181	153	Apr.
317	*	158	455	503	230	145	136	10438	170	177	152	May
307	315	158	454	494	227	143	437	108069	180	178	153	June
297	*	160	459	492	233	144	140	129811	175	179	153	July
289	*	159	463	498	232	141	139	149512	172	180	152	Aug.
291	312	161	472	508	228	139	—	—	172	180	153	Sept.
290	*	158	—	517	220	139	—	—	176	178	—	Oct.

(a) New series.

(b) These index numbers include, in addition to foodstuffs, certain fuel and light commodities.

The sign * signifies "no figures published"

The sign — signifies "figures not available"

INDEX NUMBERS WITH PRE-WAR BASE PERIOD
(Base shifted to July 1914 = 100 as far as possible)

TABLE III. CLOTHING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Austria (Vienna)	Canada (60 towns)	Denmark (100 towns)	United States	
		(71 towns)	(Berlin)				(32 towns)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
July 1914	100	100	100	100	100	100	100	100
» 1915	*	*	*	*	125	110	105	105
» 1916	*	*	*	*	143	160	120	119
» 1917	*	*	*	*	167	190	149	148
» 1918	*	*	*	*	198	260	205	198
» 1919	*	*	*	*	234	310	215	232
» 1920	*	*	1316	*	260	355	288	276
» 1921	*	*	1077	*	173	248	223	189
» 1922	164	6519	8855	451700	—	217	172	173
Mar. 1921	*	*	1077	*	195	*	*	204
June »	*	*	1077	*	173	248	223	194
Sept. »	*	*	1197	*	173	*	192	184
Dec. »	172	*	2188	117400	173	225	184	183
Mar. 1922	167	4829	3385	142800	*	*	176	174
June »	164	6519	5982	271200	*	217	172	174
Sept. »	—	26000	25247	1915900	*	*	171	175
Oct. »	—	38.64	39418	—	*	*	*	—

TABLE IV. HEATING AND LIGHTING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Austria (Vienna)	Canada (60 towns)	Denmark (100 towns)	Spain (Madrid)	United States	
		(71 towns)	(Berlin)					(32 t.)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
July 1914	100	100	100	100	100	100	100	100	100
» 1915	100	*	*	*	97	130	108	101	99
» 1916	111	*	*	*	99	175	130	108	104
» 1917	115	*	*	*	126	220	125	124	118
» 1918	128	*	*	*	148	275	157	148	136
» 1919	131	*	*	*	156	292	174	146	150
» 1920	155	*	1158	*	193	563	180	172	177
» 1921	*	*	1316	*	193	401	196	182	181
» 1922	*	5989	6000	237300	182	301	190	174	177
Mar. 1921	173	*	1211	*	208	*	200	*	193
June »	*	1279	1316	*	196	401	197	182	181
Sept. »	*	1410	1368	*	190	*	194	181	180
Dec. »	*	1999	2158	50800	186	333	193	181	186
Mar. 1922	*	2965	3263	84000	183	*	192	176	179
June »	*	4822	5053	167000	180	301	190	174	177
Sept. »	*	16112	20000	1265800	—	*	—	184	182
Oct. »	*	—	27895	—	—	*	—	*	—

TABLE V. RENT INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (6 towns)	Austria (Vienna)	Canada (60 towns)	Denmark (100 t.)	United States	
		(71 towns)	(Berlin)					(32 towns)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
July 1914	100	100	100	100	100	100	100	100	100
» 1915	97	*	*	94	*	85	100	102	101
» 1916	96	*	*	94	*	84	102	102	102
» 1917	97	*	*	95	*	90	105	100	100
» 1918	105	*	*	99	*	100	108	109	105
» 1919	110	*	*	105	*	109	113	114	112
» 1920	116	*	164	115	*	132	130	135	135
» 1921	*	*	182	121	*	142	141	159	154
» 1922	*	343	255	129	2100	144	155	161	157
Mar. 1921	116	*	164	120	*	148	*	*	148
June »	*	203	164	121	*	141	141	159	154
Sept. »	*	218	182	123	*	143	*	160	156
Dec. »	*	225	182	124	400	143	141	161	156
Mar. 1922	*	250	200	126	1400	145	*	160	157
June »	*	313	255	129	2100	144	155	161	157
Sept. »	*	417	291	—	3300	—	*	161	157
Oct. »	*	—	582	—	—	—	*	*	—

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

INDEX NUMBERS WITH PRE-WAR BASE PERIOD
(Base shifted to July 1914 = 100 as far as possible)

TABLE III (cont.). CLOTHING INDEX NUMBERS

Finland (21 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	United Kingdom (97 towns)	Sweden (49 towns)	Date
			(Rome)	(Milan)				
(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
100	100	100	100	100	100	100	100	July 1914
*	*	*	—	*	107	125	*	» 1915
*	*	*	—	*	157	155	160	» 1916
*	*	*	—	*	205	200	210	» 1917
*	*	*	261	284	304	310	285	» 1918
*	296	*	—	221	388	360	310	» 1919
1049	485	290	466	651	336	430	390	» 1920
1038	353	263	495	512	292	280	270	» 1921
1098	315	260	511	621	249	240	210	» 1922
1031	398	239	576	696	308	325	295	Mar. 1921
1032	353	263	445	532	292	290	270	June »
1090	318	268	444	534	280	265	250	Sept. »
1107	318	261	—	563	271	250	240	Dec. »
1098	312	253	—	596	260	240	225	Mar. 1922
1049	315	260	—	621	249	240	210	June »
1089	—	245	—	—	242	230	205	Sept. »
1094	*	—	—	—	—	*	—	Oct. »

TABLE IV (cont.). HEATING AND LIGHTING INDEX NUMBERS

Finland (21 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (4 towns)	United Kingdom (30 towns)	Sweden (49 towns)	Switzerland (23 towns)	Date
			(Rome)	(Milan)						
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)
100	100	100	100	100	100	100	100	100	100	July 1914
*	*	*	—	*	134	102	*	115	115	» 1915
*	*	*	—	*	204	108	*	157	129	» 1916
*	*	*	—	*	348	123	*	218	182	» 1917
*	*	*	160	220	476	136	*	293	302	» 1918
*	164	*	—	290	316	145	*	295	372	» 1919
1232	296	151	178	611	477	177	230	386	387	» 1920
1265	308	176	—	899	366	199	250	220	220	» 1921
1263	287	167	—	515	263	185	190	188	201	» 1922
1252	319	176	279	1054	388	194	240	316	357	Mar. 1921
1270	308	177	246	899	366	199	260	264	220	June »
1250	307	176	—	899	337	200	238	231	221	Sept. »
1249	306	174	—	828	311	195	225	207	218	Dec. »
1231	302	167	—	530	289	191	215	196	212	Mar. 1922
1261	287	167	—	515	263	185	190	188	203	June »
1238	—	167	—	—	242	—	185	183	202	Sept. »
1302	—	—	—	—	—	—	188	—	—	Oct. »

TABLE V (cont.). RENT INDEX NUMBERS

Finland (21 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (25 towns)	United Kingdom (25 towns)	Sweden (49 towns)	Date
			(Rome)	(Milan)					
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
100	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
395	100	165	100	108	147	116	118	130	» 1920
553	110	165	157	139	161	121	152	155	» 1921
767	160	165	157	208	168	132	153	163	» 1922
418	100	165	143	139	161	121	144	155	Mar. 1921
535	110	165	157	139	161	121	145	155	June »
596	121	165	157	139	166	129	152	163	Sept. »
603	133	165	—	184	166	129	155	163	Dec. »
603	140	165	—	184	168	132	155	163	Mar. 1922
754	160	165	—	208	168	132	153	163	June »
810	—	165	—	—	173	—	152	163	Sept. »
787	—	—	—	—	—	—	150	—	Oct. »

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

INDEX NUMBERS WITH POST-WAR BASE PERIOD
(Base shifted to December 1920 = 100 as far as possible)

TABLE VI. COST OF LIVING INDEX NUMBERS

Date	Italy		Netherlands		Poland	
	Milan	Florence	The Hague	Amsterdam	Lodz	Posen
Dec. 1920	400	400	400	400	100 (a)	400
Mar. 1921	408	406	95	95	98	122
June »	400	400	95	94	96	185
Sept. »	404	99	94	90	246	645
Dec. »	463	407	92	86	227	908
Jan. 1922	99	405	*	*	233	886
Feb. »	99	404	*	*	257	951
Mar. »	96	403	93	87	277	1093
Apr. »	94	401	*	*	295	1200
May »	95	402	*	*	326	1254
June »	95	404	88	84	—	—
July »	96	401	*	*	—	—
Aug. »	97	402	*	*	—	—
Sept. »	98	403	—	—	—	—
Oct. »	—	404	*	*	—	—

TABLE VII. FOOD INDEX NUMBERS

Date	Austria	Italy		Netherlands		Poland	Switzerland
	Vienna	Milan	Florence	The Hague	Amsterdam	(35 towns)	(33 towns)
Dec. 1920	100(a)	400	400	400	400	100 (a)	100 (a)
Mar. 1921	122	112	110	98	95	126	97
June »	150	108	104	102	96	146	91
Sept. »	245	108	103	99	88	254	89
Dec. »	942	111	115	96	84	323	82
Jan. 1922	1142	109	111	*	*	318	81
Feb. »	1428	107	109	*	*	333	76
Mar. »	1457	102	108	99	85	369	74
Apr. »	1619	98	105	*	*	418	70
May »	2028	99	106	*	*	448	67
June »	3431	98	105	90	80	—	67
July »	4830	101	106	*	*	—	69
Aug. »	11000	102	106	*	*	—	66
Sept. »	—	—	109	—	—	*	66
Oct. »	—	—	110	*	*	—	—

TABLE VIII. INDEX NUMBERS FOR OTHER GROUPS

Date	Clothing				Heating and lighting					Rent			
	Italy		Netherlands		Italy		Netherlands		Switzerland (33 tow.)	Italy		Netherlands	
	Milan	Florence	The Hague	Amsterdam	Milan	Florence	The Hague	Amsterdam		Milan	Florence	The Hague	Amsterdam
Dec. 1920	400	400	400	400	400	400	400	400	100(a)	400	400	400	400
Mar. 1921	89	400	79	86	118	106	96	97	98	400	400	401	401
June »	68	79	73	79	104	88	83	87	84	400	400	409	411
Sept. »	68	79	71	77	104	88	88	86	80	400	410	413	413
Dec. »	73	78	72	74	93	91	84	75	75	100	110	114	115
Mar. 1922	76	79	69	70	58	93	82	75	73	132	409	116	120
June »	79	78	69	69	58	93	73	75	69	149	109	119	122
Sept. »	—	78	—	—	—	79	—	—	69	—	109	—	—

The sign * signifies «no figures published».
The sign — signifies «figures not available».
(a) Base: Beginning of 1921—100

Wholesale Prices in Various Countries

THE figures available as to the movement of wholesale prices in various countries during September and October show that the tendency towards stabilisation continues. This tendency, which was noticed in the last number of the *Review*, is now even more marked. In nearly all the extra-European countries very little change has occurred during recent months. For example, in South Africa, Australia, New Zealand and Canada the price level has only moved one or two points in either direction. In the United States the price level, which advanced substantially during the first seven months of the year, now shows a slight decline. The official index number for the end of September is 153 as compared with 155 for the previous month. In Japan the fluctuations have been somewhat irregular during the year; for this country, as for China, figures for September and October, however, are not yet available. The only remaining extra-European countries for which information is available are Egypt and India. In both of these countries the price level is still declining. In Egypt the decline has been very marked, prices having fallen 20 per cent. since February, while in India no substantial fall was recorded until September, when prices fell 4 per cent. and remained stationary in October.

In European countries prices are still falling in the United Kingdom, Norway, Sweden and the Netherlands. Two of the three index numbers for the United Kingdom show that the decline from July to August continued from August to September. The present price level is from 50 to 55 per cent. above the pre-war level. In Norway and Sweden the movements of prices have been fairly similar, and apart from one or two fluctuations have continuously declined since the beginning of 1921. Prices in Denmark have not shown any such marked tendency, and after the large fall in 1921 fluctuated irregularly in 1922, and now stand at a level slightly higher than at the beginning of the year.

Some countries show definite increases in the price level. These are France, Italy, Germany and Poland, and to a certain extent Switzerland. In both France and Italy the level of prices now stands at a markedly higher point than six months ago. In France, apart from a slight reaction in September, prices have steadily risen since February of this year, and in Italy since May. In Switzerland prices, which have remained fairly stable during the summer months, show a sharp upward trend in October, the index number rising from 163 to 169. This rise is general to all the groups of commodities included in the index.

Germany and Poland stand out from all other countries by the continual and rapid increase of prices. In Poland the index number stood, at the end of August, at about 163,000 (1913=100), a rise of about 35 per cent. in one month. In Germany prices are rising so rapidly that for practical economic purposes it is necessary to calculate index numbers every ten days. The figures given in the appended table relate to the average monthly index, but the "ten-day" figures show that the index number which stood at 29,746 on 25 September rose to 37,972 on 5 October, 49,528 on 15 October and 72,602 on 25 October, prices nearly doubling in the period from 5 to 25 October.

INDEX NUMBERS OF WHOLESALE PRICES ⁽¹⁾
(Base shifted to 1913 = 100 as far as possible)

Date	South Africa	Germany		Australia (Melbourne)	Belgium	Canada	China (Shanghai)	Denmark	Egypt (Cairo)	Spain	United States	
		Official	Frankfurt Ztg.								B. of Lab. Stat.	Fed. Res. Bd.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
<i>Annual average</i>												
1913	100	100	*	100	*	100	100	100	*	100	100	100
1914	97	106	100	106	100	100	*	*	100	101	98	*
1915	107	142	*	147	*	109	*	138	102	119	101	*
1916	123	153	*	138	*	134	*	164	124	141	127	*
1917	144	179	*	153	*	175	*	228	169	166	177	*
1918	153	217	*	178	*	205	*	203	207	207	194	*
1919	165	445	*	189	*	216	133	294	226	204	206	214
1920	223	1486	1965(*)	228	*	246	140	382	299	221	226	239
1921	160	1914	2130(*)	175	*	182	145	236	180	190	147	148
1921												
Mar.	166	1338	2130(*)	190	*	194	143	270	182	193	155	152
June	150	1366	*	170	*	179	148	253	166	186	142	142
Sept.	138	2067	*	168	368	172	148	202	176	183	144	146
Dec.	131	3487	*	165	369	170	146	178	170	183	140	142
1922												
Jan.	138	3665	4217	154	366	168	149	177	168	180	138	142
Feb.	*	4103	4599	154	356	169	148	182	169	179	144	146
Mar.	*	5433	5420	153	350	167	152	178	153	177	142	147
Apr.	128	6355	6703	155	344	166	148	177	148	179	143	149
May	*	6458	7384	162	348	167	146	179	141	178	148	158
June	*	7030	851	163	356	165	144	180	139	177	150	162
July	127	10059	9102	164	360	166	144	180	138	174	155	165
Aug.	*	19202	13978	163	360	164	142	178	139	174	155	164
Sept.	—	28698	29116	—	360	163	—	176	—	173	153	—
Oct.	—	—	43223	—	—	162	—	180	—	—	—	—
			94402									

INDEX NUMBERS OF WHOLESALE PRICES (cont.)
(Base shifted to 1913 = 100 as far as possible)

Date	France	India (Bombay)	Italy	Japan	Norway	New Zealand	Netherlands	Poland	United Kingdom			Sweden		Switzerland
									Official	Economist	Statist	G.H.T.	Official	
(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)
<i>Annual average</i>														
1913	100	*	100	100	100	100	100	*	100	100	100	100	100	*
1914	102	100	96	96	115	104	105	100	*	99	98	116	*	100
1915	140	*	133	97	159	123	145	*	*	123	127	145	*	*
1916	188	*	204	117	233	134	222	*	*	161	160	185	*	*
1917	262	*	299	149	341	151	286	*	*	204	206	244	*	*
1918	339	237	409	196	345	175	392	*	*	225	226	339	*	*
1919	356	222	364	240	322	178	297	*	*	235	242	330	*	*
1920	509	215	624	268	377	212	284	*	307	283	295	347	359	*
1921	345	196	578	201	269	201	181	*	497	181	188	241	222	190
1921														
Mar.	360	190	604	191	312	208	188	*	211	189	209	237	249	208
June	325	197	509	192	294	200	182	*	198	179	183	218	223	179
Sept.	344	207	580	207	287	197	180	60203	187	183	176	182	201	184
Dec.	326	190	595	210	269	189	165	57046	168	162	157	172	188	176
1922														
Jan.	314	190	577	206	260	186	161	59231	164	159	156	170	180	171
Feb.	307	186	563	204	253	181	162	63445	162	158	156	166	178	171
Mar.	308	192	533	201	240	180	161	73729	160	160	157	164	178	163
Apr.	314	188	527	198	236	180	161	75406	160	159	159	165	176	161
May	317	189	524	194	231	177	165	78634	160	162	159	164	176	160
June	326	190	537	197	230	175	167	87694	160	162	160	164	174	161
July	32	188	558	204	232	177	162	101587	160	163	158	165	174	163
Aug.	334	188	54	195	227	—	155	155786	156	158	152	163	174	163
Sept.	329	184	582	—	225	—	153	—	154	156	154	154	170	163
Oct.	337	181	—	—	221	—	—	—	155	—	—	155	—	169

(1) Figures supplied by the Economic Section of the Secretariat of the League of Nations and relating in general to the date nearest to the end of the month.
(2) Figures for January.

The usual table of wholesale prices in various countries corresponding to that in previous numbers of the *Review* is given opposite. All the figures for the official index of the United Kingdom have, however, been changed by the Board of Trade. The change is due to the discovery of a slight error in the calculations, and not to any change of methods. The new figures are all from 4 to 6 points (or about 2 per cent.) below the former figures. A brief account of the different methods of compilation of the index numbers was given in the July number of the *Review* ⁽¹⁾.



⁽¹⁾ *International Labour Review*, Vol VI, No. 1, July 1922, pp. 67 to 75.

EMPLOYMENT AND UNEMPLOYMENT

Statistics of Unemployment

FOR most countries the latest unemployment figures available show an improvement as compared with the previous month. In Belgium unemployment has become almost negligible, and in the Scandinavian countries, the Netherlands, and Switzerland a steady decline has taken place since March 1922. In Canada a greater activity is indicated for September than for August in all provinces, with the exception of Nova Scotia and British Columbia, where a slight increase of unemployment was reported.

In the United States employment has improved in all sections of the country, and shows an encouraging condition. The United States Employment Service reports that at the end of October there were 53,000 more workers employed in 1,428 representative firms than in the previous month, and in 56 cities out of the 65 industrial centres covered by returns there has been an increase of employment, while in 8 a decrease was reported.

In Italy the latest figures received indicate an increase of unemployment, due chiefly to unemployed agricultural workers.

Though in France unemployment hardly exists, the number of applicants for work at the end of October has slightly increased; on the other hand the number of persons in receipt of unemployment benefit has declined. In the United Kingdom employment continued bad, and shows little change as compared with September. Some improvement was reported in the pig-iron industry, in iron and steel manufacture and in the woollen and worsted industry, but there was a further decline of employment in the cotton industry.

In Germany the figures for August and September show an increase in unemployment as compared with previous months. This is the first time that an increase has been recorded since January 1922. The enormous decrease in the purchasing power of the mark in the country itself, and the lack of credit to industries are the chief reasons for the decline of activity. It should be noted that this increase of unemployment at the end of August was due entirely to unemployed female workers, while the percentage of unemployed males among trade union members remains the same as in the previous months (0.5 per cent.). Tobacco workers and machinists show the greatest increase of unemployment, partly counterbalanced by good employment in the clothing industry.

The available information for short time shows that the decline recorded in previous months still continues, with the exception of Italy, where a slight increase took place at the end of August as compared with July.

NOTE TO TABLES

Though the figures shown in the tables are comparable within each country, they are not to be used for comparisons between different countries,

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

End of month	Germany	Austria	Belgium	Canada	Denmark	Massachusetts	Norway	Netherlands	United Kingdom		Sweden
									Trade unions	Compulsory insurance	
A. Number of Workers Covered by the Returns (in Thousands)											
1913										(3)	
Mar.	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											
Mar.	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											
Mar.	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											
Mar.	5779	344	668	207	294	237	51	394	1528	12000	165
June	5841	364	669	182	299	243	89	396	1279	12200	145
Sept.	5965	368	746	183	287	237	74	393	1433	12200	154
Dec.	6103	370	757	161	282	209	30	395	1432	11902	144
1922											
Jan.	5798	*	763	159	280	*	38	372	1406	11902	141
Feb.	6159	*	740	163	278	*	38	375	1390	12120	137
Mar.	6284	379	730	158	278	217	38	368	1353	12120	150
Apr.	5992	*	720	142	278	*	38	366	1387	11881	139
May	6124	*	701	151	278	*	37	—	1393	11881	128
June	6239	374	711	152	269	216	37	—	1394	11881	128
July	5983	*	692	163	269	*	36	—	1334	11881	149
Aug.	6335	*	686	148	—	*	—	—	1300	11881	—
Sept.	6339	—	690	—	—	—	—	—	1300	11881	—
Oct.	—	*	685 ²	—	—	*	—	—	1279	11750	—
B. Percentage of above Workers Unemployed											
1913										(3)	
Mar.	2.8	6.4	1.5	*	7.8	8.3	1.8	3.4	1.9	3.5	7.1
June	2.7	7.3	2.1	*	3.7	4.5	0.7	3.9	1.9	2.8	2.6
Sept.	2.7	7.0	3.2	*	3.8	5.0	1.2	4.9	2.3	3.7	2.3
Dec.	4.8	5.3	3.5	*	15.1	8.5	3.7	9.1	2.6	4.6	4.4
1919											
Mar.	3.9	6.5	*	5.6	20.5	11.4	2.2	14.2	2.8	*	7.6
June	2.5	8.5	*	2.6	3.6	2.8	1.1	8.7	1.7	*	6.1
Sept.	2.2	6.2	*	2.2	3.1	2.7	1.2	4.5	1.6	*	3.2
Dec.	2.9	5.2	*	3.5	16.5	4.1	2.6	9.0	3.2	6.5	3.8
1920											
Mar.	1.9	5.6	*	3.4	6.7	4.1	1.5	7.7	1.1	3.6	4.5
June	3.9	6.2	*	2.5	2.0	14.6	0.7	5.9	1.2	2.6	3.4
Sept.	4.5	6.2	5.8	3.3	2.7	16.4	1.8	4.1	2.2	3.8	2.9
Dec.	4.1	7.8	17.4	13.1	15.1	29.2	6.8	13.4	6.1	5.8	15.8
1921											
Mar.	3.7	11.4	10.4	16.5	23.6	22.1	16.1	13.9	10.0	11.3	24.5
June	3.0	12.5	9.9	13.2	16.8	20.1	20.9	8.1	23.1	17.8	27.7
Sept.	1.4	11.4	9.6	8.5	16.6	19.1	17.1	6.8	14.8	12.2	27.3
Dec.	1.6	9.5	6.6	15.1	25.2	24.2	22.9	16.6	16.5	16.2	33.2
1922											
Jan.	3.3	*	6.4	13.9	28.9	*	23.5	20.0	16.8	16.2	34.8
Feb.	2.7	*	5.8	10.6	33.1	*	25.1	21.9	16.3	15.2	32.1
Mar.	1.1	9.2	5.2	9.6	27.9	18.8	25.1	14.1	16.3	14.4	30.6
Apr.	0.9	*	3.9	10.4	24.0	*	23.2	11.5	17.0	14.4	28.6
May	0.7	*	3.3	7.4	16.1	*	17.8	10.5 ²	16.4	13.5	23.3
June	0.6	9.6	2.6	5.3	13.2	12.2	15.5	9.5 ²	15.7	12.7	21.5
July	0.6	*	1.9	4.1	12.5	*	12.6	9.4 ²	14.6	12.3	19.8
Aug.	0.7	*	1.6	3.6	11.1	*	—	9.2 ²	14.4	12.0	17.4
Sept.	0.8	—	1.4	2.8	—	—	—	9.0 ²	14.6	12.0	15.3
Oct.	—	*	1.4 ²	—	—	*	—	—	14.1	12.0	—

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

(2) Provisional figures. — (3) After March 1922 the Irish Free State is not included in these statistics. The sign * signifies "no figures published". The sign — signifies "figures not yet received".

TABLE II. STATISTICS OF SHORT TIME

Date (End of month)	Belgium	Italy	United Kingdom		Switzerland
	Number	Number	Number	Percentage of insured workers	Number
<i>1921</i>					
April	118,041	69,270	1,077,317	9.0	95,374
June	86,823	238,940	832,340	6.8	76,116
September	60,958	154,350	322,315	2.6	69,421
December	36,232	178,662	315,760	2.7	53,970
<i>1922</i>					
January	36,092	159,231	287,499	2.4	49,181
February	32,100	149,711	266,162	2.2	46,761
March	28,912	153,542	222,693	1.8	40,315
April	35,308	135,964	188,639	1.6	39,249
May	26,135	143,782	133,590	1.1	34,292
June	23,817	95,334	146,448	1.0	30,629
July	23,097	88,668	82,999	0.7	28,279
August	16,801	89,399	74,669	0.6	25,538
September	17,034	—	66,499	0.6	23,352
October	—	—	56,862	0.5	21,585

TABLE III. OTHER STATISTICS RELATING TO UNEMPLOYMENT

Date (End of month)	Austria	France		Italy			Switzerland			Czechoslovakia		Poland
	Vienna	Number of applicants for work	Number of persons in receipt of benefit	Number of wholly unemployed			Number of workers registered			Number of persons unemployed	Number of persons in receipt of benefit	Number of persons unemployed
	Number of applicants for work	(*)		Agriculture	Industries	Total (*)	Employed on Public Works	Wholly unemployed	Total			
<i>1921</i>												
Mar.	24,344	44,061	91,225	43,559	187,345	250,145	7,746	39,831	47,577	102,180	53,086	80,000
June	24,802	21,316	47,331	43,581	306,338	388,744	8,863	45,176	54,039	103,170	46,128	115,000
Sept.	24,236	17,748	21,797	84,693	356,266	473,216	13,166	53,480	66,646	70,780	26,802	70,000
Dec.	49,618	47,373	10,032	142,107	372,334	541,755	18,803	65,164	88,967	78,312	32,802	173,000
<i>1922</i>												
Jan.	29,619	48,535	9,640	194,125	383,127	606,819	49,662	77,429	97,091	113,015	54,422	178,000
Feb.	33,783	48,807	9,224	171,957	372,882	576,284	24,253	75,288	99,541	142,454	78,526	183,000
Mar.	37,482	16,605	8,474	137,484	332,428	498,606	27,343	61,756	89,099	128,336	69,719	173,000
Apr.	39,472	14,094	7,861	113,037	300,801	442,034	24,777	56,022	80,799	125,070	68,945	142,000
May	38,221	8,456	7,149	95,88	302,405	424,773	23,455	47,655	71,100	114,584	63,800	128,000
June	36,789	9,896	4,488	65,012	280,963	372,001	22,356	37,100	59,456	106,175	55,072	10,500
July	38,483	11,348	6,027	49,104	230,847	304,242	18,785	33,395	52,180	—	—	87,000
Aug.	—	10,526	4,063	58,631	232,872	317,486	49,900	31,889	51,789	—	—	—
Sept.	—	10,258	2,880	—	—	—	17,499	32,013	49,512	—	—	—
Oct.	—	11,445	2,052	—	—	—	16,457	31,761	48,218	—	—	—

(1) These figures give the number of workers remaining on the live register.

(2) Including miscellaneous occupations.

TABLE IV. VOLUME OF EMPLOYMENT IN THE UNITED STATES

Date (End of month)	Numbers employed by 4,428 firms, to nearest thousand	Percent. increase (+) or decrease (—) on previous month	Index of employment (January 1921 = 100)
<i>1921</i>			
Mar.	4,588,000	— 4.50	97.5
June	4,527,000	— 2.90	93.8
Sept.	4,545,000	+ 4.20	94.9
Dec.	4,493,000	— 4.70	91.7
<i>1922</i>			
Jan.	4,557,000	+ 4.20	95.6
Feb.	4,565,000	+ 0.57	96.1
Mar.	4,604,000	+ 2.50	98.5
Apr.	4,617,000	+ 0.74	99.3
May	4,669,000	+ 3.20	102.5
June	4,721,000	+ 3.20	105.7
July	4,729,000	+ 0.46	106.2
Aug.	4,727,000	— 0.12	106.1
Sept.	4,756,000	+ 1.61	107.9
Oct.	4,809,000	+ 2.92	111.1

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 (i.e. '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 the reliability of the figures. The most important of these differences and the sources used in compiling the tables were given in a series of notes published at the end of the corresponding article in the July number of the *Review* ⁽¹⁾.

Though the figures themselves are not comparable, the rate of fluctuation in unemployment can be deduced from them and compared as between one country and another.



⁽¹⁾ *International Labour Review*, Vol. VI, No. 1, July 1922, pp. 79-80.

WAGES AND HOURS

Wages and Hours in United States Industries

A wide survey of wages, hours of labour, and employment in the principal manufacturing industries in the United States from July 1914 to January 1922 has been published by the National Industrial Conference Board, a research organisation maintained by employers ⁽¹⁾. The investigation covered 3,801 establishments in twenty-six different industries and employing at the time of the high-water mark of industrial activity in June 1920 over a million wage earners.

As basis of the comparisons made, July 1914 was selected, as this date was the last period in which the economic situation was unaffected by the outbreak of the world war. The Board considers this period as fairly representative of normal conditions in American industry. It may be pointed out, however that the middle of the year 1914 was a period of industrial decline, which reached its lowest in the following winter. Obviously the use of a single month as the base period is less satisfactory than the whole year would have been. Special attention is given to the period June 1920 to December 1921, for which monthly figures are given. In all cases the general averages are given for all wage earners, but separate data are given for males and females, while male workers are subdivided into skilled and unskilled groups.

WAGES

In December 1921 the average hourly earnings of all wage earners were 48.2 cents, or 98 per cent. above the level of July 1914. The decline from the maximum reached in September 1920 to the end of 1921 amounted to 22.4 per cent. of the maximum figure, or a reduction of 13.9 cents per hour.

In September 1920 the increases over the averages of July 1914 of skilled male workers, of unskilled male workers, and of women were 150 per cent., 164 per cent., and 166 per cent. respectively, the greatest relative increases having been those of women, while skilled male workers received the smallest proportional advances. By the end of December 1921 the increases over July 1914 were 98 per cent. for skilled men, 92 per cent. for unskilled men, and 122 per cent. for women. Thus during the period of declining wages between September 1920 and the end of 1921 the unskilled male workers suffered

(1) NATIONAL INDUSTRIAL CONFERENCE BOARD : *Wages and Hours in American Manufacturing Industries, July 1914 to January 1922*. Research Report No. 52. 235 pp. New York, Century Co.

greater relative decreases than skilled male workers, while, on the other hand, the proportionate reductions in the hourly wages of women were less severe.

In particular industries the greatest percentage increases in hourly earnings in December 1921 over July 1914 were in woollen, cotton, silk, hosiery, paper products, and boot and shoe manufacturing. The smallest percentage increases were in iron and steel, agricultural implement, fertiliser, and brick and tile manufacturing, in foundry and machine shops, and in newspaper printing and publishing establishments. In a number of these industries average hourly earnings had shown relatively great advances at the time of the peak in 1920, but the subsequent decline was very severe.

At the end of 1921 average weekly earnings of all wage earners were \$22.27, or 80 per cent. above the level of July 1914. In July 1920 they had been \$29.68 or 140 per cent. above the pre-war figure, and the decline during the second half of 1920 and in 1921 amounted to 25 per cent. of the July 1920 figure. The decline began to be serious in the last two months of 1920 and the early months of 1921, largely owing to a great reduction in working hours. In the latter half of 1921, however, weekly earnings were well sustained, for, although hourly rates continued to decline, there was an increase in working hours.

In July 1920 the weekly wages of skilled male workers were 136 per cent. above the level of July 1914, those of women had risen by 137 per cent., while unskilled male workers had received the greatest relative advances, namely, 149 per cent. By the end of 1921 the percentage increases over July 1914 were 80, 74, and 102 for skilled men, unskilled men, and women respectively, unskilled male workers having suffered the greatest, and women the least, relative decline.

The greatest percentage increases in weekly earnings in December 1921 over the level of July 1914 were in the textile industry, paper, wood pulp and paper products manufacturing, book and job printing and publishing, and furniture making, while the smallest percentage advances were in all branches of the metal industry, fertiliser manufacturing, paint and varnish manufacturing, and newspaper printing and publishing.

The decline between July 1920 and the end of 1921 was more extensive in weekly than in hourly earnings, owing to the working of short time.

EMPLOYMENT

The total decline in employment in all industries from June 1920 to the end of 1921 amounted to 35.8 per cent., the severest period being between December 1920 and July 1921, after which there was a slight improvement (about 3 per cent.). The employment situation in 1921 was worst in the metal trades, brick and tile, chemical, and rubber manufacturing, while, on the other hand, an improvement was effected in the textile industries.

During the period June 1920 to the end of December 1921 the percentages of decline in employment for the three groups were as follows: unskilled male workers 41.5 per cent., skilled male workers 37.4 per cent., women 20.8 per cent. Thus at the end of the period there was a smaller amount of unemployment amongst women than for men, while the group most severely affected was that of unskilled male workers. In the second half of 1921 there was a considerable

increase in the employment of women, largely owing to the improvement in the textile industry.

HOURS

In July 1914 the number of hours in an average nominal week was 55.1, but by June 1920 they had declined to 50.7, and remained practically without change up to July 1921. Then a great decline in the hours of the nominal week occurred in the foundry group, so that in July 1921 the average hours were 49.9 per nominal week. Minor changes were affected during the remainder of the year, and in December the number of hours averaged 49.8.

The average hours worked declined from 51.0 hours in July 1914 to 48.5 in June 1920. After November 1920 the effects of the industrial depression led to severe reduction in actual hours. In April 1921 the average working week was of 43.6 hours, but the slight revival in the closing months of the year brought the week to 46.2 hours. It was this increase which helped during the last months of 1921 to maintain weekly earnings in a condition of relative stability.

The longest hours in the average nominal week in December 1921 were in fertiliser manufacturing (54.6 hours), cotton manufacturing in the southern area (54.6 hours), and in brick and tile making (54.2 hours). They were shortest in book and job printing (47.6 hours), rubber manufacturing (47.6), and meat packing (47.9 hours).

COMPARISON OF EARNINGS WITH THE COST OF LIVING (2)

Estimates of changes in real as distinct from money wages were made by dividing the indexes of money wages at given dates by those of the cost of living for corresponding periods.

Real Hourly Wages

On the basis of hourly earnings, the average real wage in July 1920 was 23 per cent. higher than before the war. The real wage rose until March 1921, when it was 35 per cent. above the level of July 1914, but fell to December 1921, when the real hourly earnings of all wage

(2) Calculations of real earnings, based on the index numbers of the cost of living published by the Bureau of Labour Statistics, give somewhat lower percentage increases in real wages over 1914 than those calculated by the National Industrial Conference Board. The National Industrial Conference Board gets its wage data through correspondence, while the Bureau obtains its data direct from the payrolls of employers through special representatives who visit each establishment. The enquiries of the Bureau, as a rule, also cover a much larger number of establishments in each industry.

The cost of living index of the Bureau is usually higher than that of the Industrial Conference Board. The retail prices from which the Bureau's index is computed are obtained by special agents for the same grade of articles entering into the workmen's family budgets. The differences between the two cost of living indexes are due to the differences in the articles included and in the methods of collecting prices.

earners were 22 per cent. higher than in July 1914. As regards the various groups the percentage increases over the pre-war level were, in December 1921, 18 per cent., 22 per cent., and 36 per cent. for unskilled men, skilled men, and women respectively.

Real Weekly Earnings

The peak of real weekly earnings of all wage earners was in October 1920, when the increase over 1914 was 21 per cent. A considerable decline followed, largely owing to the shortening of working hours, but during the last half of 1921 real weekly wages were relatively stable and in December 1921 about 11 per cent. higher than in July 1914. For the three groups the increases in December 1921 over 1914 in real weekly earnings were: unskilled men 7 per cent., skilled men 11 per cent., women 24 per cent.

The number of workers covered by the enquiry in July 1914 was 483,251, and in December 1921 was 558,518.

TABLE I. AVERAGE HOURLY AND WEEKLY EARNINGS IN MANUFACTURING INDUSTRIES IN THE UNITED STATES 1914, 1920, 1921

Occupation groups	1914	1920				1921			
	July	June	Sept.	Dec.	Mar.	June	Sept.	Dec.	
<i>Average hourly earnings</i>	dollars								
Skilled men	0.280	0.689	0.700	0.681	0.629	0.595	0.574	0.555	
Unskilled men	0.207	0.534	0.549	0.531	0.475	0.451	0.415	0.398	
Women	0.153	0.417	0.415	0.408	0.333	0.361	0.352	0.347	
All wage earners	0.243	0.612	0.621	0.608	0.552	0.520	0.497	0.482	
<i>Average weekly earnings</i>	dollars								
Skilled men	14.19	33.53	33.56	31.25	27.43	26.05	25.35	25.56	
Unskilled men	10.89	26.86	27.10	25.00	21.49	20.25	19.06	18.92	
Women	7.82	18.79	18.41	16.76	15.98	15.94	15.62	15.76	
All wage earners	12.36	29.67	29.68	27.60	24.17	22.93	22.15	22.27	

TABLE II. AVERAGE NOMINAL AND ACTUAL HOURS PER WEEK IN MANUFACTURING INDUSTRIES IN THE UNITED STATES 1914, 1920, 1921

Occupation groups	1914	1920				1921			
	July	June	Sept.	Dec.	Mar.	June	Sept.	Dec.	
<i>Average nominal hours per week</i>									
All wage earners	55.1	50.7	50.5	50.5	50.7	50.7	50.0	49.8	
<i>Average actual hours per week</i>									
Skilled men	50.6	48.7	47.9	45.9	43.6	43.8	44.1	46.0	
Unskilled men	52.7	50.3	49.7	47.1	45.1	44.9	46.0	47.6	
Women	50.1	45.2	44.4	41.0	42.8	44.1	43.3	45.5	
All wage earners	51.0	48.5	47.8	45.4	43.8	44.1	44.6	46.2	

TABLE III. INDEX NUMBERS OF EARNINGS, HOURS OF WORK, AND EMPLOYMENT
IN MANUFACTURING INDUSTRIES IN THE UNITED STATES
1920 AND 1921
(Basis : July 1914=100)

Occupation groups	1920			1921			
	June	Sept.	Dec.	Mar.	June	Sept.	Dec.
<i>Average hourly earnings</i>							
Skilled men	246	250	243	225	212	205	198
Unskilled men	258	264	257	229	218	200	192
Women	267	266	262	239	231	226	222
All wage earners	252	256	250	227	214	205	198
<i>Average weekly earnings</i>							
Skilled men	236	237	220	193	184	179	180
Unskilled men	247	249	230	197	186	175	174
Women	240	235	214	204	204	200	202
All wage earners	240	240	223	196	186	179	180
<i>Average nominal hours per week</i>							
All wage earners	92	92	92	92	92	91	90
<i>Average actual hours per week</i>							
Skilled men	96	95	91	86	87	87	91
Unskilled men	95	94	89	86	85	87	90
Women	90	89	82	85	88	86	91
All wage earners	95	94	89	86	86	87	91
<i>Employment</i>							
All wage earners	148	140	117	103	93	92	96

MIGRATION

Notes on Migration

THE section on *International Action* includes this month an account of the conclusions reached at the Fourth Session of the International Labour Conference at Geneva on the subject of migration; also short notes on international Agreements touching migration problems recently concluded between France and Esthonia, and the Netherlands and Belgium, as well as on the suggested renewal of Agreements between Italy and ex-enemy countries. Some papers read at the meeting of the International Law Association at Buenos Ayres are mentioned.

Under *Migration Movements* summaries are given of emigration and immigration statistics, mostly covering the years 1920 and 1921, referring to various parts of the British Empire (India, British Malaya), to Czechoslovakia, Sweden, Finland, the Kingdom of the Serbs, Croats, and Slovenes, the United States, and Mexico. An analysis of the ports used by European emigrants is made, and some figures on alien labour in the French coal mining industry quoted.

The notes on *Government Policy and Legislation* include a considerable amount of information on movements and the policy underlying them within the British Empire; land settlement work in its connection with immigration is described in Canada, Australia, and New Zealand, information supplied on the position of Indians within the Empire, on Indian emigration to Ceylon, on restrictions on entrance to Kenya Colony. The policies of the French and Swiss Governments is noted in regard to the admission of foreign labour into their countries, and, in the case of Switzerland, in regard to the possibilities of emigration as a relief for unemployment; policy in the Netherlands and in Sweden is also noted. The new regulations applying the Emigration Act in the Kingdom of the Serbs, Croats, and Slovenes are described, and short notes added on events in Spain, Portugal, on clandestine immigration into the United States, and the landing of foreign seamen in Argentina.

The section on *Welfare and Protection Work* describes work done by the International Labour Fund in Spain, by the Swiss labour exchanges, by the 1820 Memorial Settlers' Association in South Africa, and by Dr. Barnardo's Homes.

INTERNATIONAL ACTION

The International Labour Conference and Emigration

The International Labour Conference, at its fourth session held at Geneva from 18 October to 3 November, discussed emigration and immigration problems for the first time in the history of the Conference;

a full description of the session will be found in the opening article of this issue. One of the items on the agenda was the communication to the International Labour Office of statistical and other information on emigration, immigration, repatriation, and the transit of emigrants ; this item had been the initial point on the programme drawn up by the International Emigration Commission, as will be seen by a reference to the December 1921 issue of the *Review* (p. 559).

On 19 October a Commission of 36 members (12 workers', 12 employers', and 12 government delegates) was set up by the Conference for the discussion of the question ; this Commission met under the chairmanship of Mr. J. de Michelis, Commissioner-General of Emigration in Italy, and of Mr. Tom Moore, Canadian workers' delegate and President of the Trades and Labour Congress in Canada. The text of the proposed Recommendation, as drafted by the International Labour Office, was discussed, various amendments adopted, and subsequently submitted to full Conference, which agreed to the Recommendation unanimously, 87 members being present.

The Recommendation, of which the text will be found in the article on the Conference of this issue to which reference has already been made, is divided into three parts. The first recommends governments to communicate every three months all information available concerning problems of emigration and immigration. The second part asks, in addition, for the communication of annual figures on emigration and immigration which will give indications as to sex, age, occupation, nationality, country of last residence, and country of proposed residence. The third part recommends governments to conclude between themselves agreements providing for a uniform definition of the term 'emigrant', the particulars which should be entered on the identity papers issued to emigrants, and the use of a uniform method of recording statistical information.

The Conference also adopted two Resolutions, the first of which invited the International Labour Office to make every effort to facilitate international co-ordination of migration statistics, particularly drawing the attention of the Office to the importance of adopting the following age classification : under 15, and under 25, from 25 to 55, and above 55 years. The second Resolution stated the desirability of continuing the collaboration of the Office with the League of Nations in regard to putting down the traffic in women and children.

Three further Resolutions on emigration problems were submitted to the Conference. The first was introduced by Mr. Gosling, Technical Adviser to the British workers' delegate, and proposed the conclusion of agreements regarding state supervision and regulation of steamship lines, ports, ships, trains, booking and banking offices used by emigrants, the right of entry of emigrants, and the publication of information regarding wages, and the state and conditions of employment in countries receiving emigrants.

The second Resolution was introduced by Mr. Skokowski, Technical Adviser to the Polish government delegates, and invited the International Labour Office to secure the collaboration of experts in various countries in the study of emigration problems.

The Third Resolution, introduced by Dr. Paulina Luisi, government delegate from Chili, and others, asked that the question of emigrant women and children should be placed on the agenda of the next Conference and that there should be close collaboration between the International Labour Organisation and the Advisory Committee on the Traffic in Women and Children.

The three resolutions were referred to the Governing Body for examination.

Franco-Esthonian Agreement

The Commercial Agreement signed at Paris between France and Esthonia on 7 January 1922 contemplates the conclusion of a Convention between the two countries on the subject of emigration and immigration. Article 21 stipulates that in six months from the date of the ratification of the Agreement "the contracting parties bind themselves to negotiate an arrangement which shall protect them mutually as regards emigration from the effects of any measure or regulation tending to deflect normal traffic or to obstruct normal recruitment of immigrants" ⁽¹⁾.

The Commercial Agreement in question has provisionally been put into application in France pending its approval by Parliament. It contains the usual clauses to the effect that nationals of either of the parties shall enjoy on the territory of the other party the same rights as are granted to nationals of the most favoured nation, that they shall not be liable to any levy, tax, or due other or higher than those which may be imposed on nationals of the most favoured nation.

Renewal of Agreements between Italy and Ex-Enemy Countries

Acting under the authority of the Treaty of Versailles and the other peace treaties, Italy has made application to various ex-enemy countries (Germany, Austria, Bulgaria, and Hungary) for the renewal of agreements, declarations, and arrangements which were in force before the war, and which related to emigration and the treatment of aliens. The subjects with which these agreements and arrangements deal are extradition or repatriation of criminals, expelled persons, persons who have lost their nationality, or are in a state of destitution, and the assistance and protection of destitute persons and stranded seamen ⁽²⁾.

Agreement between the Netherlands and Belgium on Accident Insurance

The Convention on industrial accident insurance signed at the Hague on 9 February 1921 by representatives of Belgium and the Netherlands was registered on July 31 by the Secretary-General of the League of Nations at the request of the Belgian and Netherlands Governments. The principle laid down by this Convention is that industrial establishments which come under the terms of workmen's compensation legislation in either of the two countries, shall, where they have a principal establishment in the territory of one country and a branch establishment in the territory of the other, be reckoned to be amenable exclusively to the legislation of the country where their operations are being carried on. Cases admitting of an exception are listed in the Convention.

Conference of the International Law Association

In August the International Law Association held its annual conference at Buenos Ayres. The problem of expatriation and allied

⁽¹⁾ *Journal officiel*, 17 Aug. 1922, p. 8579. Paris.

⁽²⁾ See complete list in *Bollettino dell' emigrazione*, July 1922. Rome.

problems were discussed at length on August 29. Mr. Fraser, the British delegate, in the course of a lecture stated that, in his opinion, the right of expatriation was an absolute and indefeasible right; a person who expatriates himself should be regarded as having lost the nationality of his country of origin and should be considered either as having no nationality at all or else as having acquired that of the country in which he resides. Dr. Alcides Calandrelli argued that, from the point of view of private international law, every person expatriating himself in order to establish himself on the territory of a state whose legislation is based on the *lex domicilii* should be subjected to that legislation, which should be considered the only one applicable to him. Mr. Collin, the French delegate, advocated the adoption of international Conventions for the settlement of nationality questions. A resolution was adopted by a large majority calling attention to the desirability of codifying private international law and according greater protection to persons when they come within the action of international law.

Another resolution was proposed by Mr. Hollis R. Bailey, the United States delegate, demanding the revision of national laws limiting the right of expatriation, and placing the discussion of the universal recognition of this right on the agenda for next year's conference (*).

MIGRATION MOVEMENTS

British Empire

Returned Indian Emigrants

The annual report on emigration from the port of Calcutta to British and foreign colonies for the year 1921 shows that, owing to the abolition of indentured emigration to the colonies, no labourers were despatched from India to any of the colonies during the year. Of the emigrants who returned from the various colonies to India 1,408 were unable to fit themselves again into the social structure of the country, were unable to get employment, and were consequently destitute. They were permitted by the Indian Government to re-emigrate to the colonies of British Guiana (272) and Fiji (1,136) as free passengers. The number of emigrants who left the colonies of British Guiana, Trinidad, Fiji, Jamaica, Mauritius, Natal, and Surinam was 10,556, as against 6,544 leaving the colonies of British Guiana, Trinidad, Surinam, Natal, and Fiji in 1920. The aggregate savings brought by returned emigrants amounted to 35,74,996 rupees as against 11, 95, 302 rupees in 1920, the average savings per emigrant being 338 rupees as against 152 rupees in 1920 (*).

British Malaya

The census which was taken in British Malaya in 1921 disclosed a number of facts which are of particular interest from the point of view of emigration. British Malaya includes the colony of the Straits Settlements, the Federated Malay States, and six Unfederated States. The total population is given as 3,358,054 (2,672,754 in 1911). Had it not been for a stream of immigrants from China, India, and the islands

(*) *La Nacion*, 26-30 Aug. 1922. Buenos Ayres.

(*) *The Statesman*, 15 Sept. 1922. India.

of the Malay Archipelago, there would have been a decrease in the population instead of the increase shown.

The males numbered 2,061,622 and the females 1,296,432, that is to say, there were only 628 females per 1,000 males (572 in 1911). This disparity between the sexes is also due to immigration, for only the Malays, the Eurasians, the Malaya-born Chinese and Indians form settled populations.

The population is classified in six main racial divisions, as follows.

Racial divisions	1911	1921
Europeans ⁽¹⁾	11,085	14,954
Eurasians	10,870	12,645
Malays	1,437,712	1,651,051
Chinese	916,619	1,174,777
Indians	267,203	471,666
Other nationalities	29,265	32,961
Total	2,672,754	3,358,054

⁽¹⁾ This term includes all persons of white race from whatever part of the world they come.

Classified according to place of birth, 1,823,170 or 54.3 per cent. were born in British Malaya, while 1,534,884 or 45.7 per cent. were immigrants.

The most important immigration takes place from Sumatra, Java, and the other islands of the Malay Archipelago, but no statistics are available.

The Indian immigrants are mainly of the coolie class, although a certain number of them are shopkeepers and traders. In the years 1911 to 1920 inclusive there were 908,109 Indian immigrants, and 561,913 Indians returned to India. These figures are obtained at the port of Penang, through which all the Indians pass.

The Chinese form the bulk of the trading, shopkeeping, and labouring classes practically throughout British Malaya. In the years 1911 to 1920 inclusive 1,599,338 Chinese immigrants arrived at Singapore. Figures for departing Chinese are only available from 1916 onwards; they numbered 244,470 in 1916 to 1920 (as compared with 593,976 immigrants in the same period). A few Chinese enter British Malaya from Siam, but not in sufficient numbers to affect the figures appreciably ⁽⁵⁾.

Alien Labour in the French Mining Industry

The French Minister of Labour has stated on information supplied by the Department of Mines, that out of a total of 135,675 workers employed on undersurface work in coal mines 26,609 are of alien nationality; of these 10,747 are employed in the Douai district, 5,645 in the Béthune district, and 3,691 in the St. Etienne district, while other districts mentioned in the order of their importance in this respect are those of Lyons, Toulouse, Alais, Clermont-Ferrand, and Marseille ⁽⁶⁾.

⁽⁵⁾ *The Census of British Malaya 1921.*

⁽⁶⁾ Cf. *Journal officiel*, 29 Sept. 1922, p. 2582. Paris.

Emigration from Czechoslovakia in 1920 and 1921 ⁽⁷⁾

The total number of emigrants leaving Czechoslovakia was 34,617 in 1920 and 35,010 in 1921. Their destinations were as follows.

	1920	1921
European countries	16,350	16,478
American countries	16,833	17,043
Other continents	34	43
For unknown destinations	1,400	1,446

Taking overland emigration within Europe only, we find the countries of destination as follows.

	1920	1921
Austria	4,490	6,111
Germany	5,197	3,783
Hungary	2,193	2,174
Kingdom of the Serbs, Croats, and Slovenes	1,110	1,603
Poland	472	538
France	1,308	523
Total	14,770	14,732

The districts from which the emigrants came were as follows.

	1920	1921
Slovakia	13,137	14,885
Bohemia	13,513	11,977
Moravia	5,023	5,084
Sub-Carpathian Russia	1,677	2,094
Silesia	1,267	970
Total	34,617	35,010

Of the emigrants leaving Slovakia the greater number went to America, namely, 11,032 in 1920 and 12,012 in 1921; on the other hand, of the emigrants leaving Bohemia by far the largest number went to European countries, namely, 9,361 in 1920 and 8,544 in 1921 ⁽⁸⁾.

Swedish Emigration in 1921

The Central Office of Statistics in Sweden has just published figures which show that emigration from Sweden in 1921 surpassed immigration into the country, thus reversing the movement of the three previous years. The total number of emigrants from the country in 1921 was 8,950 or 1.51 per thousand of population, and the total number of immigrants into the country was 8,551 or 1.44 per thousand of population.

The Central Office statistics are, as always, based on the entries made in the parish registers; they give a total of 5,881 oversea emigrants (2,859 men and 3,222 women). They have been compared, as regards oversea emigration, with those of the Office of Social Affairs,

(7) Information supplied to the International Labour Office by the Ministry of Social Affairs and the Statistical Office of the Republic of Czechoslovakia. The Czechoslovak Government has also made certain estimates of pre-war emigration, which have been communicated to the Labour Office.

(8) Regular statistics were begun on 1 Jan. 1922.

which are based on information supplied by the provincial authorities and the Norwegian and Danish Governments; these give a total of 5,062 oversea emigrants (2,488 men and 2,574 women) ⁽⁹⁾.

Emigration from Finland in 1921 ⁽¹⁰⁾

The total number of persons emigrating from Finland in 1921 was 3,557 or 1.06 per thousand of population. There was a considerable preponderance of women, namely, 2,277 women and girls as against 1,280 men and boys. The distribution by age was as follows.

Ages of emigrants	Men and boys	Women and girls
Below 16	237	248
From 16 to 20	155	459
From 21 to 25	273	555
From 26 to 30	203	402
From 31 to 35	183	239
From 36 to 40	108	169
From 41 to 50	81	103
Above 50 and of age unknown	40	102

There were 2,603 unmarried persons, 771 married persons, 125 widowers, widows, or divorced persons, and 58 persons whose conjugal status was unknown.

The distribution by occupations was as follows.

Occupations	Men and boys	Women and girls
Belonging to the smallholder or farmer class	323	508
Belonging to the agricultural tenant or other agricultural classes	236	406
Day labourers and persons in casual employment	288	251
Domestic servants	7	262
Factory workers or foremen	51	51
Artisans	114	114
Of other or of unknown occupations	264	685

On the whole number of emigrants 41.4 per cent. came from the agricultural districts.

Serb-Croat-Slovene Oversea Emigration in 1921 ⁽¹¹⁾

Very complete statistics have been received illustrating oversea emigration from the Kingdom of the Serbs, Croats, and Slovenes in 1921. The total number of emigrants was 12,965, of whom 5,102 were men and 7,863 women and 9,646 literate and 3,369 illiterate.

⁽⁹⁾ The difference between the two sets of figures is explained by the fact that all persons obtaining passport papers are noted on the parish registers as leaving, whereas, as a matter of fact, some of them abandon their journey after having got their papers, without advising the authorities. The difference can hardly be due to the fact that some emigrants left by Norwegian ports and were not on the parish registers for the year, as the number of these persons was very small, namely, only 257 in all; the number of those leaving by Danish ports in the same way is even more insignificant.

⁽¹⁰⁾ Information supplied to the International Labour Office by the Minister of Social Affairs in Finland.

⁽¹¹⁾ Information communicated to the International Labour Office by the Emigration Office of the Province of Zagreb (Agram) on order of the Minister for Social Affairs at Belgrade. These figures are the first issued in this country on oversea emigration.

These emigrants came from the following districts.

District	Number of emigrants	District	Number of emigrants
Croatia-Slavonia	6,547	Dalmatia	817
Slovenia	2,489	Bosnia-Herzegovina	469
Voyvodinia	2,270	Montenegro	207

The distribution by occupation and age was as follows.

Occupations	Men	Women	Percentage
Skilled workers	356	142	3.84
Unskilled workers	2,477	3,626	47.06
Agricultural workers	837	850	13.02
Liberal professions	74	7	0.63
Dependants (without occupation)	1,358	3,238	35.45
Total	5,102	7,863	100.00

Ages	Men	Women
Under 18	1,811	2,400
From 18 to 35	1,665	3,347
From 36 to 50	1,439	1,921
Over 50	187	195

The distribution by religion and race was as follows.

Religions

Roman Catholic	9,727	Protestant	1,700
Orthodox Serb	1,421	Mahomedan	5
Greek Orthodox	48	Jewish	64

Races

Croat	6,211	German	2,594
Serb	1,361	Magyar	700
Slovene	1,944	Roumanian	51
Other Slav races	65	Other races	30

The countries of destination were as follows.

Destination	Number of emigrants	Destination	Number of emigrants
The United States	12,400	Chili	78
Argentine	304	South Africa	15
Canada	87	Australia	10
Other countries			1,573

No emigrant left by a national port or on a national vessel. The ports used were as follows.

Ports of embarkation	Number	Ports of embarkation	Number
Cherbourg	3,436	Bremen	619
Trieste	3,111	Rotterdam	631
Havre	2,593	Antwerp	194
Other ports			1,573

The number of those who had employment assured to them in their country of destination was 10,801, while 2,164 persons had no assurance of employment. There were 3,097 persons who left owning property in their home country, 167 who had sold property before leaving, and 5,105 who were without means. Passages had been pre-paid by relatives or friends for 7,533 persons, 466 had been supplied with cash for their journey, and 4,966 had paid for their own tickets.

Finally, 10,930 persons left near relatives in their home country, and 2,035 left no near relatives. Moreover, 9,465 persons left their country for the first time, 2,918 for the second time, 544 for the third time, 31 for the fourth time, and 7 had already left it four times or oftener.

Ports used by European Emigrants

As some European countries have little or no seaboard, emigrants from these countries are forced to embark at ports in other countries. The volume of this movement in 1921 from the ports of Antwerp, Rotterdam, Amsterdam, Danzig, Trieste, Hamburg, Emden, and Bremerhafen may be seen from the following table, which, however, covers only the ports mentioned.

Countries of origin of emigrants	Number of emigrants	Port by which embarked					
		Antwerp	Rotterdam	Amsterdam	Danzig	Trieste	German ports
Poland	66,466	23,817	8,699	742			3,190
Czechoslovakia	16,391	3,337	5,877	191	28,074	1,944	6,883
Kingdom of the Serbs, Croats, and Slovenes	5,017		710				1,824
Roumania	8,216	3,625	2,408	216	222	322	1,423
Russia	6,704	3,116	472	313	2,330 ⁽¹⁾		473
Hungary	6,188	1,331	3,053	96		318	1,390
Austria	4,138	273	777	172		145	2,771
Total	113,120	35,499	21,996	1,720	30,631	5,310	17,954

⁽¹⁾ Includes emigrants from the Baltic states

United States ⁽¹²⁾

Statistics for the fiscal year ending 30 June 1922 show that 309,556 immigrant aliens were admitted, 13,731 aliens were debarred, and 198,712 emigrant aliens departed. Of the 309,556 immigrant aliens 149,741 were males and 159,815 females. Of the 198,712 emigrant aliens 143,223 were males and 55,489 females.

The following table shows the last permanent residence of the immigrant aliens and the future permanent residence of the emigrant aliens.

Continent of origin or of destination	Immigrant aliens	Emigrant aliens
Europe	216,385	166,297
Asia	14,263	12,814
Africa	520	133
America	77,448	18,759
Oceania	940	709

In the case of the following countries the number of those of that nationality leaving the United States was greater than the number entering the country: Bulgaria, (an excess of 363), Greece (4,049), Italy (13,332), Poland (4,946), Portugal (3,927), Spain (6,128), Kingdom of the Serbs, Croats, and Slovenes (3,686), China (1,956). There was a relat-

⁽¹²⁾ *Monthly Labour Review*, Sept. 1922. Washington. "Immigrant aliens" are defined as arriving aliens whose permanent domicile has been outside the United States and who intend to reside permanently in the United States; "emigrant aliens" are defined as departing aliens whose permanent residence has been in the United States and who intend to reside permanently abroad.

ively small excess of immigration from Belgium (338), Czechoslovakia (4,695), Hungary (1,449), Japan (2,348) and Turkey in Asia (267).

The number of Asiatic emigrants and immigrants was as follows.

	Immigrant aliens	Emigrant aliens
Chinese	4,406	6,362
Japanese	6,716	4,368
Indians	360	267

Taking the movements within the American continent only, the following were the countries either of last residence or of destination.

Country of origin or of destination	Immigrant aliens	Emigrant aliens
British North America	46,810	4,480
Mexico	19,551	6,285
Central America	970	955
South America	2,268	1,787
West Indies	7,749	5,252

Distribution by occupations was as follows.

Occupations	Immigrant aliens	Emigrant aliens
Skilled workers	51,588	17,958
Liberal professions	10,955	3,313
Agricultural and miscellaneous	115,963	122,497
Without occupation (including dependants)	131,050	54,944

In the detailed classification by occupation, in which 77 different occupations are given, only one class, that of unskilled labourers, shows an excess of emigration. For that class there were 32,726 immigrants and 100,058 emigrants.

Immigration to Mexico in 1921 ⁽¹³⁾

It is stated on the authority of the Minister of the Interior in Mexico that 108,387 persons entered Mexico in the course of 1921. Their nationalities were as follows.

Nationalities	Number	Nationalities	Number
Mexican	69,467	British	1,198
North American	11,864	Guatemalan	996
Spanish	6,674	German	910
French	6,321	Italian	877
Chinese	1,276		
Central American nationalities		407	

The principal occupations represented were as follows.

Occupations	Number	Occupations	Number
Agricultural workers	59,000	Semi-skilled metal trade workers	3,000
Commercial workers	13,000	Of no occupation	14,177
Miners	2,000		

Emigration and Immigration in Brazil in 1921 ⁽¹⁴⁾

The total number of persons entering Brazil during 1921 was 71,202 and the total number of persons leaving 44,107. Of the persons enter-

⁽¹³⁾ *Excelsior*, 6 Sept. 1922. Mexico City.

⁽¹⁴⁾ Information communicated to the International Labour Office by the Land Settlement Office of the Ministry of Agriculture in Brazil.

ing 10,418 were registered as first class passengers, and 60,784 as second or third class passengers i.e. as immigrants proper. Of these 60,784 immigrants 47,864 arrived on their own initiative and 12,920 received a grant from their government: 40,278 were men and 20,506 were women.

Of the 44,107 persons leaving 9,222 were registered as first class passengers and 34,885 as second or third class passengers i.e. as emigrants proper.

In addition to 2,308 persons who were of Brazilian nationality and were being repatriated the immigrants entering Brazil had come from the following countries.

Countries of emigration	Number	Countries of emigration	Number
Portugal	19,981	Roumania	1,107
Italy	10,779	Japan	840
Spain	9,523	Austria	760
Germany	7,915	Poland	653
Turkey	1,843	France	633
Russia	1,523	Other countries	under 500

In addition to 1,380 persons who were of Brazilian nationality the emigrants leaving Brazil were distributed by nationality as follows.

Nationalities	Number	Nationalities	Number
Portuguese	16,625	Russians	641
Italians	5,913	British	619
Germans	1,236	French	608
Turko-Arabians	842	Other nationalities	under 500

The distribution as regards nationality, taking the countries of the American continent only, was as follows, for immigrants and for emigrants.

Countries of origin or of destination	Immigrants	Emigrants	Countries of origin or of destination	Immigrants	Emigrants
North America	338	409	Chili	28	29
Argentina	196	393	Mexico	28	17
Uruguay	117	118	Peru	16	14
Other countries of the American continent				28	34

GOVERNMENT POLICY AND LEGISLATION

British Empire

Canada

The new Canadian immigration policy⁽¹⁵⁾, as announced in the "National Land Settlement Plan", involves the co-ordination of both public and private agencies in an attempt to assure reasonable success to immigrants. It is based, in the first place, upon the selection of suitable emigrants, and, in the second place, upon such assistance and supervision as will reduce the possibility of failure to a minimum.

This agricultural immigration will be drawn largely from the British Isles, the United States, and those European countries whose citizens are likely to become farm owners in Canada. It is also proposed to promote an extensive movement of British boys to Canadian farms and to encourage the migration of British women to Canada for employment on farms and in domestic service.

⁽¹⁵⁾ *Labour Gazette of Canada*, Oct. 1922, Ottawa.

The new Dominion policy co-ordinates the work of the Dominion Governments, the Provincial Governments, the Canadian railways, the Canada Colonisation Association ⁽¹⁶⁾, and, so far as emigrants from the British Isles are concerned, the Oversea Settlement Committee of the British Government.

The actual work of settling these immigrants will devolve largely upon the Canada Colonisation Association. This Association, although a private organisation, is under a Board of Directors national in character and will include in its activities the settlement of immigrants in all parts of the Dominion. It has a subscribed capital of \$1,500,000. A large number of active field men will be employed abroad to carry on a widespread publicity campaign; official land agents will be employed at home in showing land to prospective settlers and in assisting sales. The Association, together with the Canadian and British Governments, will jointly finance a national welfare organisation embracing local community clubs to care for and follow up incoming settlers.

The Dominion Government, through its Department of Immigration, will maintain and extend its agencies in Great Britain, the United States and other countries to promote an increasing flow of selected settlers to Canadian farms. It will utilise its offices and literature as well as the British and foreign press, to inform prospective settlers respecting the land-purchase scheme and the welfare activities of the Canada Colonisation Association. The Agents-General of the Provincial Governments in Great Britain will also assist in selecting suitable settlers for the various Provinces.

The Canadian railways will co-ordinate their immigration activities with those of the Canada Colonisation Association by participating in the management of the Association through appointing representatives to its Board of Directors, and will further assist the Association by granting special transportation rates for settlers' effects, and by establishing special rates for colonisation agents.

The Oversea Settlement Committee of the British Government will financially assist the Canada Colonisation Association in caring for British settlers en route for Canada; in befriending them through local community clubs until they become firmly established; and in such other ways as may be agreed upon between the Oversea Settlement Committee and the Canada Colonisation Association.

The scheme contemplates an expenditure of between \$30,000,000 and \$40,000,000 for carrying on the work and it is estimated that within a period of from five to ten years 10,000,000 acres will be put under settlement.

Position of Indians in the British Empire

It may be recalled that the Imperial Conference of 1921 passed the following Resolution:

The Conference, while reaffirming the resolution of the Imperial War Conference of 1918, that each community of the British Commonwealth

⁽¹⁶⁾ Information is not available as to the exact relationship between the Western Canada Colonisation Association, whose scheme for immigration and land settlement was described in the November issue of the *International Labour Review* (Vol. VI, No. 5, pp. 781-782), and the newly formed Canada Colonisation Association. In any case it is clear that the plan now under the name of the latter is one and the same as that of the Western Canada Colonisation Association.

should enjoy complete control of the composition of its own population by means of restriction on immigration from any of the other communities, recognises that there is an incongruity between the position of India as an equal member of the British Empire and the existence of disabilities upon British Indians lawfully domiciled in some other part of the Empire. The Conference accordingly is of the opinion that in the interests of the solidarity of the British Commonwealth it is desirable that the rights of such Indians to citizenship should be recognised.

The representatives of South Africa regret their inability to accept this resolution in view of the exceptional circumstances of the greater part of the Union.

The representatives of India, while expressing their appreciation of the acceptance of the resolution recorded above, feel bound to place on record their profound concern at the position of Indians in South Africa, and their hope that by negotiation between the Governments of India and of South Africa some way can be found, as soon as may be, to reach a more satisfactory position.

As a result of this resolution the Governments of Austria, New Zealand, and Canada invited the Rt. Hon. Srinivasa Sastri, representing the Indian Government, to visit those Dominions in order to confer with the Governments as to the best methods of giving practical interpretation to the resolution. Mr. Sastri, who has now concluded his tour, has succeeded in obtaining certain definite improvements in the position of the Indian population of the three Dominions.

The Queensland Government have undertaken to allow Indians already domiciled in the State to re-enter the banana industry⁽¹⁷⁾. In South Australia legislation is being introduced to permit Indians to participate in the benefits of the Murray Irrigation Scheme by owning and occupying land. In the Commonwealth as a whole the Prime Minister has agreed to introduce a Bill to admit Indians to the benefit of the old age pension Acts. This latter question is also to be considered in New Zealand whenever the law on the subject is revised. The universities of Australia, apart from that of Brisbane in which accommodation is very limited, have agreed to admit Indian students. Western Australia and Queensland will decide at the forthcoming conference of State Premiers whether they will admit Indians to the franchise. The Commonwealth franchise is also likely to be extended to Indians.

In Canada the question of admitting Indians to the franchise in British Columbia, the only province in which it has hitherto not been granted, will be submitted to the Provincial parliament. The question of the Dominion franchise will come before the Dominion parliament.

In reply to a question as to whether the hopes and expectations with which he had started on his imperial mission had been fulfilled Mr. Sastri replied in the affirmative, but said that his expectations extended only to this, that he might be able to lay the foundation of a better understanding of India in the Dominions. He added that he had brought away the most satisfactory impressions of the prospects of an absolute improvement, reaching, indeed, to a complete understanding between the white and the Indian populations of the Empire⁽¹⁸⁾.

Indian Emigration to Ceylon

The Standing Committee on Emigration at Simla has examined the members of a deputation from the planters of Ceylon, who asked that

⁽¹⁷⁾ Cf. *International Labour Review*, Vol. V, No. 3, Mar. 1922, p. 502.

⁽¹⁸⁾ *The Times*, 12 Oct. 1922. London.

the Draft Rules for the regulation and protection of unskilled Indian emigrant labour⁽¹⁹⁾ should be amended so as to provide for free emigration to that colony. In the case of Ceylon, it was urged that the Indian population, amounting to about one-seventh of the whole, was getting on fairly well, and that by the abolition of the "Tundu system"⁽²⁰⁾ the root of labour discontent had been abolished.

The Committee also examined a delegate representing the Ceylon estate labourers, who maintained that no deviation from the Draft Rules should be permitted unless the following conditions were fulfilled: (1) complete cancellation of the debts of the labourers, (2) the fixing of a minimum wage to be paid weekly, (3) the abolition of all cash inducements or loans to coolies in India, (4) the abolition of child labour, (5) provision of compulsory education to labourers' children up to the age of 12, and (6) the establishment of a repatriation fund⁽²¹⁾. A deputation from the planters of the Federated Malay States has also been heard by the Committee.

It is understood that the Standing Committee has agreed to a minimum wage to be fixed by the Government of India and the Ceylon Government, the appointment of a Wage Board to fix the minimum wage from time to time, and, also, of a Protector of Emigrants in Ceylon⁽²²⁾.

Kenya Colony

An Ordinance was introduced into the Legislative Council of Kenya Colony on 30 August to amend the former Enemy Aliens Restriction Ordinance of 1919. The original Ordinance by which ex-enemy aliens are prohibited from entering the Colony, except by special permit, expires this year, and the new Ordinance would maintain this provision in force until 31 August 1923. After that date it can be extended by the Governor-in-Council from time to time provided no such extension exceeds twelve months.

At the same sitting an Ordinance was introduced dealing with passports. This is a necessary consequence of the restriction on the immigration of ex-enemy aliens, and of the fact that the passport system, which had been in use hitherto, has been abolished as a result of a recent proclamation bringing to an end all special war measures. The proposed Ordinance simply states that, with certain exceptions, no person may enter or remain in the Colony unless he is in possession of a valid passport issued within the previous two years⁽²³⁾.

Australia

An agreement as to financing immigration and land settlement has been signed by the Commonwealth and the New South Wales Governments. Immigration will be associated only with land settlement, and the cost of settling immigrants on the land will be borne by the United Kingdom, the Commonwealth, and the State in approximately equal proportions, the total amount for each settler, including his wife and children, not to exceed £1,000. The British Government will make a

⁽¹⁹⁾ *International Labour Review*, Vol. VI, No. 5, Nov. 1922, p. 780.

⁽²⁰⁾ This is the system by which a labourer working on an estate cannot obtain employment on another estate unless he produces a document from his first employer setting out the amount of his liability.

⁽²¹⁾ *The Hindu*, 7 Sept. 1922. Madras.

⁽²²⁾ *Allahabad Leader*, 8 Sept. 1922. Allahabad.

⁽²³⁾ *The Leader of British East Africa*, 2 Sept. 1922. Nairobi.

grant of £300 per settler. Part of the money contributed by the British and State Governments will be used for the purpose of training settlers on arrival. The State Government will assume complete liability for the settler as soon as he is placed on the land, and also for making the land available. No definite number of immigrants is mentioned, but the State Government will make known its requirements from time to time, as the land is made available.

The New South Wales Premier stated that the scheme would be applicable to all suitable crown lands in the State, and he announced that arrangements had already been made for three hundred British officers to be settled on the Murrumbidgee area ⁽²⁴⁾.

A Bill has been introduced into the Commonwealth Parliament for the ratification of the Agreements with Victoria and Western Australia. The total amount of money which the Commonwealth Government will be required to find in order to carry out the obligations entailed by these Agreements will be £2,260,000 up to 30 June 1923. The Labour party opposed the Bill on the ground that it would mean flooding the labour market, and they maintained that no immigrants should be brought to Australia until the land requirements of Australians had been met ⁽²⁵⁾.

New Zealand

A discussion took place on 1 August in the New Zealand House of Representatives on the subject of immigration. The leader of the Opposition moved a resolution which declared "that, while approving of the necessity for a safe policy of immigration in New Zealand, it is considered that while unemployment is acute the bringing of immigrants to New Zealand is unwarranted". The representatives of the Labour Party in supporting this resolution said that if houses and employment were available for immigrants they would not object to immigration, but, on the contrary, would help the Government in this matter, because there was no doubt that New Zealand had room for a much larger population. The Minister of Immigration in reply said that 7,005 immigrants came to the Dominion in 1921-1922, of whom 1,256 were wives, 172 intended wives, 1,056 domestics, 2,085 children; of the remaining 2,436, 566 went on the land, 189 were miners, and 1,681 represented almost every skilled trade, so that no one could seriously contend that the arrival of these immigrants seriously interfered with labour conditions.

The resolution was defeated by 33 votes to 17 ⁽²⁶⁾.

Maltese Emigration to Australia and France

The Superintendent of Emigration for Malta has asked the Australian authorities in London to lift the embargo on an unlimited Maltese migration to Australia, and to include Maltese in the benefits of present and prospective schemes of assisted passages and land settlement; he further urged the immediate grant of authority to use the unexpended balances of the quotas for 1920 and 1921, and the reinstating of Malta and Gozo in the benefits of the nominated passage scheme to Australia. Satisfaction was obtained as regards the filling

⁽²⁴⁾ *Daily Telegraph*, 15-21 Aug. 1922. *Sydney Morning Post*, 16 Nov. 1922. London.

⁽²⁵⁾ *The Times*, 12 Oct. 1922. London. The extra amount of money which will have to be voted in view of the New South Wales Agreement is £1,240,000.

⁽²⁶⁾ *New Zealand Herald*, 2 Aug. 1922. Auckland.

up of the quotas, with the result that, from 16 May to the end of 1922, 393 Maltese emigrants may proceed to Australia. The other three points have been referred to the Australian Commonwealth Government.

The Superintendent of Emigration also entered into negotiations in Paris with a view to the employment of Maltese workers in the devastated regions. The question was referred to the Permanent Inter-Ministerial Immigration Commission, which decided that Maltese workers could be so employed on the following conditions :

- (1) The workers must be of good conduct and morals.
- (2) Their capabilities should as far as possible be guaranteed by a certificate delivered by the Maltese authorities.
- (3) The workers will be asked for in small groups and should leave Malta within fifteen days of the receipt of the demand.
- (4) The workers must pay for their voyage to Marseilles, and be provided with sufficient money to proceed to the place where they are to work. At Marseilles they will be told where to go to, and will, as a rule, be asked to sign a contract. There will, however, be no obligation on the immigrants to do this ⁽²⁷⁾.

Admission of Foreign Workers into France

The Director of Public Safety on 20 July 1922 issued a Circular defining the procedure to be followed in applying the Decree of 6 June on immigrant labour ⁽²⁸⁾. The Circular relieves immigrant workers in agricultural or coal mining occupations from the obligation of obtaining a visa on their employment contracts. On the other hand, immigrant workers in industry or commercial occupations must, in order to be admitted into the country, either be able to produce in crossing the frontier an employment contract stamped with the visa of the Labour Ministry at Paris, or else obtain an offer of employment from the nearest immigration office or employment exchange in the neighbourhood of the frontier station through which they are passing. The decision as to the admission of any foreign worker wishing to enter France without an employment contract is in the hands of the representatives of the Ministries of Labour and of Agriculture attached to the immigration offices who act on the general instructions issued by their respective Ministries and with due regard to the state of the labour market. The agents of the Public Safety Department similarly attached have analogous supervisory powers as regards police and safety measures and, to some extent, as regards health regulations.

The Circular also states that, in view of the decision of the Inter-Ministerial Immigration Committee to exempt the families of foreign workers coming under the terms of the Decree of 6 June from passport and visa formalities, if desirous of joining or accompanying their breadwinner, such families will in future be admitted into France on production of a certificate from the employer giving the names and relationships of the members of a foreign worker's family and stating that he is in receipt of wages sufficient for their maintenance and can offer them suitable accommodation.

⁽²⁷⁾ *Emigration, Reports and Correspondence as to Mr. Casolani's Mission to London. 1922.* Malta, Government Printing Office.

⁽²⁸⁾ *International Labour Review*, Vol. VI, No. 4, Oct. 1922, pp. 607-608.

Special regulations are issued dealing with office staff, clerks, and domestic servants; they have to obtain an employment contract stamped with the visa of the Ministry of Labour ⁽²⁹⁾.

Foreign Labour in Swiss Seasonal Industries ⁽³⁰⁾

The Federal Department of Justice and Police has issued a Circular to the cantonal police authorities suggesting that they should exercise a strict supervision over seasonal immigration, with a view to preventing alien workers who have entered Switzerland for seasonal work from remaining in the country during the winter months and so aggravating the unemployment crisis. The fear of not being allowed to return to Switzerland the following summer has induced many of these foreign workers to remain in the country after their job is finished. The Federal Council recommends the issue of authorisations to return, to be issued by the cantonal police authorities to well conducted persons known to them as regular seasonal workers accustomed to come back year after year; but persons who pass to another canton on completion of their job should at once be sent back to their original canton and authorisations to return should be refused to them.

The Circular draws attention to the fact that a certain number of Italian building workers, who originally crossed the frontier with a transit visa only, have found employment with their old employers in Switzerland. As there was need of them, they were not forced to return to their country, but merely fined. In future all foreign workers so entering with a transit visa only and thus obtaining employment and, indeed, all seasonal workers who enter without the proper visa will be sent back to their country, whatever the state of the labour market in Switzerland.

The Federal Labour Bureau has also recommended the cantonal authorities to prevent women entering the country to take up places as domestic servants from afterwards abandoning such service for employment in commerce or industry. Employers should always advise the cantonal labour bureau when a foreign servant leaves their employ ⁽³¹⁾.

Organised Emigration from Switzerland

A conference of workers' delegates in the Swiss watchmaking trade met at Bienne on 2 October and adopted a resolution protesting against the policy of the Federal Council and of several of the cantonal governments in suggesting emigration as a remedy for unemployment. The resolution demands the strict enforcement of the 8-hour day in the watchmaking trade; it is claimed that this would secure employment to the Swiss unemployed in their own town and would tend to prevent Swiss workers from being forced to emigrate ⁽³²⁾.

By a Federal Decree of 13 October the Federal Assembly has agreed to the request for a credit of 50 million francs addressed to it by the Federal Council ⁽³³⁾. The Decree authorises the Federal Council to assign out of this credit not more than 30 millions of francs for the

⁽²⁹⁾ *La Main-d'œuvre agricole*, Aug. 1922. Paris.

⁽³⁰⁾ See *International Labour Review*, Vol. V, No. 4, Apr. 1922, p. 641.

⁽³¹⁾ *Le Marché suisse du travail*, 14 Oct. 1922. Berne.

⁽³²⁾ *Journal de Genève*, 3 Oct. 1922, Geneva.

⁽³³⁾ *International Labour Review*, Vol. VI, No. 5, Nov. 1922, p.

purpose of financing the provision of employment in other countries ⁽³⁴⁾. The Federal Council has further sanctioned in the 1923 budget an item of 50,000 francs for an enquiry into a scheme of emigration designed to relieve unemployment in Switzerland ; provision will also be made for improving the recruitment and transport of emigrants to countries overseas and more especially for encouraging settlement schemes in Canada and Brazil ⁽³⁵⁾.

In view of reports in the Swiss and foreign press it may be stated that the Swiss Government has opened no negotiations with countries of immigration on the subject of finding employment abroad for Swiss unemployed persons. The Federal Council originally instructed the Political Department and the Department of Public Economy to enquire into the question. It was then proposed to establish a large commission endowed with certain powers. Meanwhile a smaller committee was constituted, composed of the Chiefs of the Section for the Interior in the Political Department, of the Federal Emigration Bureau, and of the Federal Labour Bureau. This committee examined the question and its report incorporated some suggestions to the effect that one or more reliable experts should be sent to study conditions abroad at first hand, approach governments of countries of immigration in order to obtain all information and assistance desirable for the carrying out of settlement schemes, and should report to the Emigration Bureau ; the Bureau was to forward these reports, together with its own recommendations, either direct to the Federal Council or possibly to the large emigration commission which, as already stated, it was proposed to set up.

Policy in the Netherlands and in Sweden ⁽³⁶⁾

The National Unemployment Council on 31 August of this year submitted a report to the Minister of Labour on measures for dealing with the unemployment crisis. The report recalls the fact that the crisis has largely arisen on account of the cessation of employment for Dutch seasonal workers in Germany. The Council recommends an examination into the possibility of so organising unemployment allowances as to prevent unmarried Dutch workers from being able to refuse to take up suitably paid employment in Germany when offered to them. Workers resident in the Netherlands, who go to work in Germany, are at the present moment receiving a supplementary payment in florins from the Netherlands Government. In spite of the inconveniences attached to it, this subvention (*Markentoeslag*) has proved of great use and the Council asks that the appropriation of 250,000 florins which was voted on the 1922 budget for this purpose should be maintained in the 1923 estimates.

The Council further recommends a policy of encouraging larger numbers of seasonal workers in agriculture to proceed to the north of France and asks the Government to assign the necessary appropriation for this purpose. It also requests the Government to take the necessary measures to encourage emigration to oversea countries on the lines laid down by the Emigration Association ⁽³⁷⁾, and to make

⁽³⁴⁾ *Recueil des lois fédérales*, No. 33, 25 Oct. 1922. Berne.

⁽³⁵⁾ *Gazette de Lausanne*, 23 Oct. 1922. Lausanne.

⁽³⁶⁾ *Tydschrift van den Nederlandsche Werkloosheidsraad*, No. 9, 1922.

⁽³⁷⁾ See *International Labour Review*, Vol. VI, No. 3, Sept. 1922, p. 427.

sure that the three per cent. quota permitted to enter the United States shall be fully used up next year.

The Council finally draws the attention of the Government to the entry into the Netherlands of German workers who live close to the frontier and work for wages which could not possibly satisfy a Dutch worker. Measures are asked for to prevent this practice, which is especially widespread in south Limburg ⁽³⁸⁾.

In this connection it may be remarked that the attention of the Swedish Ministry of Social Affairs has been drawn by the Swedish Foremen's Union to a somewhat similar problem in Sweden. In a report communicated to the Ministry the Union protests against a possible relaxation of the regulations for the issue of passports for entry into the country, and recalls that Swedish industry during the war employed a considerable number of foreign workers in order to satisfy its increasing need for labour. So far as appointments to positions as foremen are concerned, a considerable number are at present given to foreigners for motives of economy and it is thus that foremen are often sought for from countries whose currency is depreciated, especially Germany, because they are willing to work for wages considerably below those demanded by Swedish foremen. In consequence of the unemployment crisis, which is still serious in Sweden, this question has become acute. Swedish foremen consider that as long as their compatriots continue to be victims of unemployment the immigration of foreign foremen and supervisors should be forbidden as a general rule. They demand that the procedure at present applied, according to which their union is consulted upon every demand for admission, should be continued, and they express the opinion that as a general rule positions as foremen should be reserved to national workers ⁽³⁹⁾.

Serbo-Croat-Slovene Regulations

Regulations for the application of the Emigration Act ⁽⁴⁰⁾ were issued in August. They prescribe that the Emigration Section of the Ministry of Social Affairs may, in co-operation with the Ministry of Foreign Affairs, conclude treaties for the protection of emigrants or persons repatriated. Among its other functions and duties are the preparation of an annual report for submission to the National Assembly, the granting of licences to representatives of shipping companies, the compiling of statistics, the issuing of official publications, etc. There is also a General Emigration Office to supervise transportation undertakings, grant emigrants' passports, record vital statistics for Jugo-Slav citizens abroad and for aliens in the Kingdom, and to provide an information service for prospective emigrants; it will keep statistics for the various provinces, and draw up comparative tables with the help of foreign statistics and comparative economic statistics for the different countries to which Jugo-Slav emigration takes place.

⁽³⁸⁾ See also *Tydschrift van den Nederlandsche Werkloosheidsraad*, No. 9, 1922, p. 445, where reference is made to the exhaustive enquiry on the subject conducted by the Dutch Association of Employment Exchanges, which held its annual conference on 13 and 14 September at Nimwegen. The representative of the government exchange at Enschede stated that there were already about 2,000 workers in his district willing to work for a wage of 12 or 13 florins, a sum which would not be a living wage to a Dutch worker.

⁽³⁹⁾ *Ny Tid*, 29 Aug. 1922, Stockholm.

⁽⁴⁰⁾ *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 259-260.

Until Jugo-Slav ports are available for emigrant traffic this Office will have its seat at Zagreb. Port, railway, and shipping commissioners will be appointed directly by the Ministry of Social Affairs to check the passports, supervise hostels and the work of the shipping companies, and to collect statistics. Emigration attachés abroad will protect the interests of Jugo-Slav citizens in foreign countries and will report to the Home Government with regard to any action which may be harmful to those interests.

An emigrant is defined as a Jugo-Slav citizen who emigrates to an overseas country (beyond the Suez Canal or the Straits of Gibraltar), with the intention of earning his living by "physical" work; women, children, and relatives of emigrants, even though they emigrate at a later date, are included in the definition.

Representatives of licensed steamship companies may, with the permission of the Ministries of Trade and Industry, sell tickets for unlicensed lines, if the latter afford the only means of travelling to a particular country. For the present fares may be paid in dinars or in a foreign currency, at the choice of the emigrant. After 31 December 1922 all emigrants holding tickets for unlicensed shipping companies will be refused permission to cross the frontier. Tickets must not be delivered to women and girls suspected of emigrating for an immoral purpose until the emigration authorities have made an enquiry.

Model transport contracts, which are issued by the Minister of Social Affairs, make provision for insurance against accident and death from the moment the shipping company first becomes responsible for the emigrant to the time of disembarkation.

The Emigration Fund will be constituted by means of head tax, the amount of which will be 100 dinars. This tax will be collected by the shipping companies and paid directly to the State Mortgage Bank. Repatriated emigrants have also to pay the head tax through the Jugo-Slav consulate. Fines imposed on the shipping companies for infringement of the law will also be paid into the Emigration Fund. The Fund will serve for the payment of all expenses of the emigration service, both at home and abroad, which exceed the amount laid down in the yearly budget⁽⁴¹⁾.

Spain and the International Labour Conference

During a sitting of the Information and Publicity Section of the Supreme Emigration Council in Spain, held on 23 September, a workers' delegate, Mr. F. Vila, drew attention to the emigration work of the International Labour Organisation and stated that, in his opinion, the internationalisation of labour statistics is a matter of vital interest to Spanish emigrants. Mr. Vila criticised both the present state of Spanish statistics and the Government's answer to the questionnaire circulated by the International Labour Office in preparation of the agenda of the Fourth International Labour Conference. He stated that a detailed set of answers to the questions put had been prepared by the International Labour Fund (*Bolsa del Trabajo Internacional*)⁽⁴²⁾.

Historical Survey of Sources of Information in Portugal

Mr. Alvaro Neves publishes in the *Emigration Bulletin* of the

⁽⁴¹⁾ Regulations for the Application of the Emigration Act, communicated by the Government of the Serb-Croat-Slovene Kingdom.

⁽⁴²⁾ See below p. 986. *El Emigrante español*, 5 Oct. 1922, Madrid.

Portuguese Government⁽⁴³⁾ a complete list of all laws and regulations relating to emigration which have been enacted in Portugal since 19 August 1842 up to 19 June 1920. The list includes 106 Acts, Decrees, Circulars, and Orders. A bibliography is added of the principal literature on the subject published in Portugal, covering the period 1844 to 1921 and mentioning 99 publications.

Clandestine Immigration into the United States

It is difficult to know exactly to what extent clandestine immigration is taking place by overland and oversea routes from the countries adjacent or near to the United States. Criminal practices are alleged and the press has not only drawn attention to the harmful activity of certain recruiting agents, but has stated that such clandestine immigrants are used as cheap labour and, in some cases, as strike-breakers. It is reported that the Government of Cuba, where clandestine emigration of Chinese and others is said to be active, has been asked by the Government of the United States to take strong measures to put down these secret practices; Mexico is also stated to be preparing stricter measures of regulation for recruiting agents. In Italy the General Emigration Office has issued instructions that all applicants for passports to Mexico shall be informed that they cannot proceed from Mexico to the United States. It has, in fact, been decided to refuse the issue of further passports to Mexico or any of the Central American Republics except to persons who can show on documentary evidence, which evidence must bear the visa of the Italian consular authority in their country of destination, that they are reasonably secure of finding employment in that country⁽⁴⁴⁾.

Argentine Decree on the Landing of Foreign Sailors

In consequence of the opposition shown by shipping agents and shipping companies, the Argentine Government has issued a Decree dated 7 August, amending that dated 9 June 1921, in respect of conditions of entry into Argentina for foreigners belonging to crews of all types of ships.

By the terms of this new Decree every sailor borne on the roll of any ship entering an Argentine port must carry a "sailing paper" with photograph attached, and also a personal record made out and certified by the captain of the ship. The consular representatives of Argentina abroad should affix their visa to the "sailing papers" of the crew of every ship proceeding to Argentina, when they inspect the ship's roll. As for the personal records, they should be handed by the captain to the General Immigration Department for its visa within forty-eight hours of the arrival of the ship in an Argentine port; otherwise the sailors concerned will not be allowed to land. If a member of a crew lands without permission from the captain, and the ship is still in Argentine territorial waters, the captain must notify the Argentine shipping authorities within twenty-four hours, at the same time transmitting to them all necessary documents.

When a sailor has to be landed on account of illness, the captain must immediately inform the shipping authorities of the fact, who in turn will notify the General Immigration Department.

⁽⁴³⁾ *Boletim de emigração*, Vol. II, Nos. 2, 3, 4, and 5, Aug.-Dec. 1921.

⁽⁴⁴⁾ *Le notizie sull' emigrazione e sul lavoro*, 14 Sept. and 4 Oct. 1922. Rome.

Finally, the Decree provides that every sailor wishing to remain in the country must fulfil all the conditions required by the law, and obey the regulations issued on immigration.

The Decree comes into force 120 days after publication with respect to ships coming from Asia, Africa, and Oceania, and 90 days after with respect to those coming from Europe and America ⁽⁴⁵⁾.

WELFARE AND PROTECTION WORK

The International Labour Fund in Spain

The emigration association known as the International Labour Fund (*Bolsa del Trabajo Internacional*), founded in 1915 at Madrid for the study of migration problems, protection of, and information to, emigrants and repatriated persons, and principally to stem the tide of emigration, held its general meeting from 16 to 18 September 1922. At this meeting there was passed a resolution in favour of the development of reciprocity agreements with associations of emigrants abroad, such as that already existing between the Fund and the Spanish Federation in Brazil and one which it is proposed to conclude with the Ibero-Cuban Association. Another demanded the direct representation of the association on the Supreme Emigration Council of Spain, and a third asked that an amnesty be granted upon application to emigrants who have violated emigration laws or who have committed minor misdemeanours.

The meeting also demanded that the definition of 'emigrant', which in Spain includes only third-class passengers, should be extended to include also second-class passengers. The meeting discussed the questionnaire of the International Labour Office on the subject of migration and the detailed reply which had been drawn up by the association ⁽⁴⁶⁾. The meeting declared itself in favour of the measures advocated in the questionnaire, urging especially the adoption of a uniform definition of 'immigrant' and the issue of uniform identity cards in various countries.

This association plays a considerable part in the Spanish emigration movement. It had in 1920 a membership of 55,000 and is registered by the authorities as an association of public utility. It has organised a great deal of welfare work for its regular members, who are mostly of the working classes, in order to assist them when they emigrate from, or return to, Spain; it provides industrial accident, shipwreck, and death benefits. A large organisation for the reception abroad of emigrants has also been built up, having representatives stationed in Uruguay, Cuba, Chili, Brazil, Peru, Argentina, and the United States.

The association is also interested in the protection of women and children and in the campaign against the white slave traffic and for the suppression of the harmful activities of secret emigration agents.

⁽⁴⁵⁾ *La Vanguardia*, 8 Aug. 1922. Buenos Ayres.

⁽⁴⁶⁾ The questionnaire of the International Labour Office has been translated into Spanish in full in the journal of this association, *El Emigrante español*, 5 Aug., 20 Aug., 20 Sept. 1922. See also above, under *Government Policy and Legislation*.

⁽⁴⁷⁾ See also above under *Government Policy and Legislation*.

Placing of Foreigners in Switzerland ⁽⁴⁷⁾

A considerable activity in the placing of foreign workers is shown by the Federation of Swiss Labour Exchanges (*Fédération des bureaux de placement*). According to its report for 1921 the Federation received 27,555 applications for work from foreign workmen out of a total of 219,066 and from 47,742 foreign working women out of a total of 294,174.

The 1820 Memorial Settlers' Association in South Africa

The 1820 Memorial Settlers' Association of South Africa, which was founded in 1921 and commemorates the first organised settlement of British subjects on a large scale in 1820 and 1821, has brought out under its auspices to South Africa 334 settlers who had with them a capital amounting to £827,650. South Africa is chiefly interested in settlers having considerable capital.

The settler, on arrival in South Africa, is sent to a farmer on a month's trial. If this proves satisfactory, he enters into an agreement for eighteen months or two years. For a single man board and lodging are provided by the farmer and free tuition is given. In the case of a married settler, the settler pays for the accommodation of his wife and family at a moderate rate, but in some cases paid employment is found for the wife. At the end of the period of agreement the settler is generally in a position to start farming on his own account ⁽⁴⁸⁾.

Dr. Barnardo's Homes

The *Annual Report* of Dr. Barnardo's Homes for 1921 refers to emigration as having been of unusual interest. The number of boys and girls sent to Canada during the year was 506, thus bringing the total of those who have been sent to Canada from the Homes at any time to 26,889. A first party of 47 boys was also sent to Australia ⁽⁴⁹⁾.

The Government of Tasmania has put forward a forestry programme which includes a scheme for the settlement of boys from Dr. Barnardo's Homes. It is proposed that each settlement of boys should be allotted a block of 20,000 acres of waste land, in the centre of which a school and church would be erected for the purpose of secular and religious education. The boys would be housed in hostels, each one situated on a subsidiary block of 5,000 acres, so that there would be four hostels to each settlement, self-contained for training purposes. The boys' labour would be productive, and their education would take its due place in the programme. The Government is not able to give more than limited financial support, but the Empire Forestry League is trying to secure subsidies from the British Government under the Empire Settlement Scheme ⁽⁵⁰⁾.

⁽⁴⁷⁾ *The Star*, 2 Sept. 1922. Johannesburg.

⁽⁴⁹⁾ *The Times*, 22 Sept. 1922. London.

⁽⁵⁰⁾ *New Zealand Herald*, 5 Aug. 1922. Auckland.

INDUSTRIAL HYGIENE

Notes on Industrial Hygiene

STUDIES IN INDUSTRIAL PHYSIOLOGY

THE Lannelongue Institute of Social Hygiene of Paris was founded in 1916 under the will of the late Professor Lannelongue for purposes of scientific and educational work and organisation with a view to fostering the vitality of the French people. A committee on industrial physiology, of which Mr. Arthur Fontaine, President of the Governing Body of the International Labour Office, is chairman, has been set up by the Institute to investigate fatigue and output. The Institute has published three numbers of a series of *Notes and Memoranda* ⁽¹⁾, the contents of which are briefly summarised here.

One of the most important studies in the series is that of Mr. Frois and Mr. Caubet, who deal with output, industrial fatigue, and women's work in a powder factory. The first two sections of the report deal with matters which have long been familiar, though they were no doubt new to those in France who read the report when first published. The points dealt with include the relation between output and scientific arrangement of work, fatigue, the output of labour, and accidents. The authors then rapidly describe and criticise the principal tests of fatigue, such as output curves, sickness curves, calorimetric methods, respiratory exchange of gases, and chemical, physiological, and psychological methods. The point of chief interest in the report, however, is the study of the work of women in bundling ⁽²⁾ at the Ripault powder mills.

Analysis of the job and time study show that for each complete operation the worker has to perform a series of twelve movements in a comparatively short time—16½ seconds on the average. The performance of the work involves the use of almost all the muscles and of the higher functions, such as will (in order to maintain speed),

⁽¹⁾ INSTITUT LANNELONGUE D'HYGIÈNE SOCIALE : *Notes et Mémoires*, Nos. 1, 2 and 3. 104, 107, and 101 pp. Paris, Alcan.

No. 1 contains *Le rendement de la main-d'œuvre ; La fatigue professionnelle*; and *Le travail féminin au bottelage des poudres*; by M. FROIS and B. CAUBET.

No. 2 contains *Introduction au test de la fatigue musculaire basé sur la chronaxie*, by L. LAPICQUE; *Modification de l'excitabilité musculaire par la fatigue*, by L. and M. LAPICQUE; *Etude physiologique du travail de rivetage*, by M. FROIS; *Recherches sur les modifications des phénomènes respiratoires que produit chez l'homme le travail musculaire*, by M. MAGNE.

No. 3 contains *Recherches préliminaires sur les signes psychologiques de fatigue*, by H. PIÉRON; *Les modifications des échanges respiratoires pendant l'exercice musculaire*, by H. MAGNE.

⁽²⁾ The powder is manufactured in the form of paste and rolled into strips a few millimetres thick, which are cut into small rectangles. The work of bundling (*bottelage*) consists in taking a number of these rectangles, up to an approximate weight, setting them in a pile in a hand press, and compressing them. The bundle so made is then tied on either side and removed from the press.

judgment in certain of the operations, and attention. The work may be done either seated or standing, and, although fairly light when measured mechanically (35,000 kilogramme-metres⁽³⁾ of work done per day, corresponding to 82 calories), it is very trying when carried on day after day. This illustrates the fact that mechanical measurement of a job is no criterion of the fatigue occasioned by it.

Muscular force as measured with a dynamometer decreases towards the end of the day, showing a mild form of muscular fatigue which disappears by the following morning. Auditory acuity is also very considerably diminished. Reaction time shows a marked increase, especially towards the end of the week, indicating a slight cumulative effect of fatigue. The work always produces an increase in arterial pressure and in pulse rate, and this is much more marked in women who work standing than in those who sit. The starting effort is the greatest, and decreases progressively from the beginning of the day's work onwards, thus indicating adaption of the system to the work. After work arterial pressure falls first suddenly and then more slowly, while the pulse rate falls very rapidly below normal, subsequently rising gradually to normal again. It is therefore most important that measurements should be taken immediately work is finished.

The authors consider that the results of their tests are satisfactory, but, as fatigue affects the whole system, it would be a mistake to attempt to localise its effects in studying industrial work. In order to be able to draw correct conclusions regarding fatigue, the investigator must not limit himself to the results of a single test.

Among the practical results of the study, it may be mentioned that in the view of the authors rapid processes of manufacture are not necessarily detrimental to the physical well-being of the workers, provided that the various factors in the work and the conditions affecting output and fatigue are very closely and minutely studied. The main question in industrial work is whether the methods adopted for its execution are consistent with normal activity on the part of the worker. In the particular case of the powder mill it was possible to increase output considerably and to double wage while decreasing hours of work, restoring the weekly rest day, and abolishing night work. In addition a decrease in morbidity was noted, as a condition of normal fatigue entirely disappeared after the Sunday's rest.

The fact that the absolute or relative demands of a job can be determined by physiological investigation suggests that it will be possible to organise vocational guidance and training on the basis of scientific principles. It should also be possible, by studying the physiological effects of the conditions under which the work is done and the time necessary for the system to return to normal, to determine the limits within which the quality and quantity of work may vary.

Among other matters the Committee on Industrial Physiology has considered the possibility of establishing a test of industrial fatigue. Mr. L. Lapicque presents a tentative muscular test. He uses the term *rheobasis* to denote the force of electric current required to reach the galvanic limen, i.e. the minimum electric force required to produce a muscular excitation. The term *chronaxia* indicates the period of application required to reach the excitation limen with a current equal to twice the *rheobasis*. Experiments with the leg (*gastrocnemius*) muscle of a frog show that these two factors vary independently. Fatigue increases *chronaxia* without perceptibly affecting the *rheobasis*. *Chro-*

(³) Approximately 253,000 foot-pounds.

naxia (which is expressed in thousandths of a second), measured on a muscle or group of muscles, should provide an objective measure of fatigue in man, provided that certain disturbing factors in practical experiment can be located. Industrial experience, special practice, the commencement of work each day, preparation of work, may all cause variations; but the increase in *chronaxia* owing to fatigue is sufficiently marked and constant to serve as a sign and measurement of fatigue.

Mr. H. Piéron contributes a paper on three psychological tests of fatigue. He bases his study on the fact that, in the course of intense or prolonged work, physiological changes may affect the cerebral functions either through their general influence on the whole system or through direct participation of the cerebral functions in the work itself, as in the case of mental work, physical work requiring a sustained effort of volition, or in complex work.

Although a study of reflex excitability (in the patellar reflex) may provide indications of cerebral fatigue and overstrain, in which condition the limen of the reflex is lowered, the reflex itself is not a flexible and clear index of fatigue, as it cannot accurately reflect the simple phenomena of transitory fatigue. The author observed that the limen of the reflex was not lowered in the course of an effort which gave a dynamographic record of considerable fatigue, but rather that there were slight variations in the direction of a raising of the limen. This indicates increased cerebral inhibition, excitation having overcome fatigue.

The second study was concerned with an enunciation test. The subject was required to name as rapidly as possible objects, colours, or forms which were placed before him. This test involves difficulties which are inherent in every process requiring a maximum effort of volition, and particularly in mental tests. The chief difficulties are that the performance of the test improves with practice and that the subject is not always equally willing to make the maximum effort. The test nevertheless represents in reality the simple and practical equivalent of a series of reaction times with variation in the reaction movement and discrimination in the exciting agent. This test should indicate fatigue in the mechanism of cerebral adjustment, reflecting with fair accuracy decreased precision and rapidity in this adjustment.

Dr. P. Janet having pointed out that in a condition of nervous fatigue and depression the limen of amalgamation of dissimilar retinal impressions is lowered and the persistence of luminous impressions is prolonged, Mr. Piéron thought that this prolongation of persistence would constitute an interesting psychological test of fatigue. In his study he describes his methods in great detail. It was observed that after intense physical effort as measured by the dynamograph there is a steady increase in the apparent persistence of retinal impressions, as determined by the limen of complete amalgamation of dissimilar impressions. This reflects a specific influence of intense work, continued to the point of fatigue, on the persistence of retinal impressions. The real cause of the increase and its exact meaning have not yet been determined. It is possible that the apparent increase is connected with a condition of nervous exhaustion and overstrain, but the author has not yet obtained accurate data on this question.

The work of the rivetter which was studied by Mr. Frois was selected because it requires considerable muscular effort on the part of the worker and "the rivet drivers's work is very simple and almost uniform". Mr. Frois was therefore able to test certain methods of estimating the expenditure of energy by the system and to ascertain

the effect of periodical rests in certain forms of work. Analysis of the job, study of the elementary movements required with the chronometer and cinematograph, and of the physiological changes in arterial pressure, pulse rate, respiration, and reaction time show that the work is heavy and that the workers must be of robust physique. The work was also proved to involve considerable physiological disturbance, especially in the respiratory and circulatory systems, which are subject to very marked rhythmic action.

By minute investigation the author succeeded in proving that human energy was badly utilised in the work. Output in rivetting is extremely variable and depends on a great many factors, e.g. the nature of the work, the make-up of the gang and periodical rests. Time study by chronometer for four hours of a single gang working in uniform conditions shows a fall in output of 33 per cent. from the first to the fourth hour. The introduction of a 10-minute rest every 50 minutes during the first three hours kept the output at a practically constant level and the total output for four hours was noticeably higher than it was before. This indicates that in any work requiring muscular effort frequent periodical rests are a physiological necessity.

A number of practical conclusions are drawn from this study. The rivetter's occupation requires considerable muscular strength, and workers in this occupation should be free from any respiratory or circulatory defects. Young persons under 18 years of age should be excluded from the occupation. Even robust and muscular men cannot work at a normal rate, say for eight hours a day, for several days without fatigue. In every hour's work a complete rest of at least ten or fifteen minutes should be allowed. The amount of energy expended should be taken into consideration in calculating wages and production bonuses. Cinematographic study of the work has revealed certain peculiarities which will be of value in vocational training. It is also pointed out that the substitution of machinery for hand labour would have great economic advantages.

The volume of *Notes and Memoranda* containing Mr. Frois' study also includes an exhaustive study by Mr. H. Magne in which he endeavours to show how the phenomena of respiration are modified in the course of muscular work. Respiratory modifications are one of the most significant and important indications of metabolism of the tissues. The author first considers changes in the supply of air to the lungs and the exchange of gases which appear at the commencement of work and indicate adaptation of the system to the work. He observed that practice and fatigue appear to have no influence on the rapidity of this process of adaptation, although they have a certain influence on the manner of the adaptation.

Persons who are accustomed to mechanical work have the power of eliminating more highly concentrated carbon dioxide from the respiratory organs and this enables them to economise pulmonary ventilation. If the work exceeds the physiological capacities of the subject, the normal chemical phenomena which occur in the tissues are disturbed and incompletely oxidised substances produced in the tissues combine their detrimental action with that of the carbon dioxide. This leads to exaggerated ventilation out of proportion to the amount of carbon dioxide eliminated and the amount of oxygen absorbed. This is the most evident symptom of breathlessness. It may be pointed out that, contrary to what the subjective symptoms might appear to indicate, breathlessness does not arise from inadequate ventilation and partial asphyxia. It appears that a subject not accustomed to work

is more susceptible to the action of carbon dioxide, quite apart from any effect of abnormal products of muscular metabolism. Fatigue, on the other hand, appears to have very little, if any, effect on the respiratory phenomena accompanying the work.

Continuing his investigation of respiratory exchanges, Mr. Magne endeavours to show the value of the respiratory method from the point of view both of the muscles and of the respiratory organs. This method enables him to study more especially the expenditure of energy required by the work, the effects of this expenditure, and its variations according to the nature of the muscles involved, the force developed, the weight carried, and speed. The power of the human machine may vary between very wide limits, and its expenditure in work is never out of proportion to its total power. The respiratory method makes it possible to determine the best and most economical conditions for human labour. One general principle may be deduced from the study of various types of work — pedalling, walking, and filing. If the human machine is to be economically used, its work must be rapid and intermittent. Practice, which makes it possible to do a greater amount of work with less fatigue, appears to be a state of better nervous working. Muscle tissue appears to be an apparatus the working of which cannot be greatly improved. If the working of the human machine as a whole is to be improved, it must be by co-ordinating the work of its different organs more accurately. Fatigue, while decreasing the working power of muscle, does not greatly affect its mechanism.

The interesting and original work published by the Lannelongue Institute has been summarised here because, although the science of work is still in its infancy, it is, to quote Mr. Frois, "of such great social importance that wisdom bids us gather its modest results today and wait without impatience for its complete development".

DUST PHTHISIS IN THE GRANITE INDUSTRY

A study of dust phthisis has recently been made by Dr. Frederick L. Hoffman for the United States Bureau of Labour Statistics (4); its main points are summarised below. The granite industry was selected from among the dusty trades as probably the best illustration of the injurious consequences of continued inhalation of inorganic silicious dust, and the industry located at Barre, Vermont, as offering exceptional facilities for investigation. The co-operation of trade unions, employers, local authorities, and insurance organisations was enlisted in the course of the enquiry and the vital statistics were derived from official State reports.

Nature and Cause of the Disease

From a careful and detailed study of mortality among granite cutters the conclusion is reached that the disease certified as pulmonary tuber-

(4) UNITED STATES BUREAU OF LABOUR STATISTICS: *The Problem of Dust Phthisis in the Granite Stone Industry*, by Frederick L. HOFFMAN; Bulletin No. 293; 187 pp.; Washington Govern. Print. Office, May 1922. This study is a continuation of previous investigations of dusty trades, the results of which were published in the following Bulletins of the United States Bureau of Labour Statistics, as follows: No. 79, *Mortality from Consumption in Dusty Trades* (November 1908); No. 82, *Mortality from Consumption in Occupations exposed to Municipal and General Organic Dust* (May 1909); No. 231, *Mortality from Respiratory Diseases in Dusty Trades (Inorganic Dusts)* (June 1918).

culosis "is often not a true form of tuberculosis but, strictly speaking, a silicosis or pneumoconiosis or, in other words, dust phthisis of non-tubercular origin, though possibly in its terminal stage complicated by a superinduced tuberculosis". This has been very little, if at all, recognised among the medical profession. The figures quoted in Dr. Hoffman's report referring to deaths from "pulmonary tuberculosis" should therefore, in the author's opinion, be regarded as referring largely to deaths from fibroid phthisis.

The disease is induced by the continued inhalation of minute particles of granite dust, and the effect is markedly cumulative as trade life advances. The point at which dust infiltration becomes fatal is a matter which requires further investigation. The nature of the dust inhaled is also a factor of supreme importance. The average percentage of silica is in granite 72.96, in sandstone 85.42, while in limestone it is only 1.22. It is therefore not surprising to find the death rate per 100,000 exposed for the stone-cutting industry in Vermont, 1915 to 1918, 1064.5 for granite cutters, 1029.9 for sandstone cutters, but only 425.5 for limestone cutters, with which last the rate for glass bottle blowers, 265.9, may also be compared.

Were the disease a true pulmonary tuberculosis one would expect a very high degree of infection among the wives and daughters of granite cutters. The investigation shows that the opposite is the case, although it must be admitted that the whole subject of infection statistics is very controversial⁽⁵⁾.

Assuming the prevalent diseases to be non-tubercular in origin, the author, nevertheless, shows that the respiratory organs once impaired by dust exposure are very liable both to tuberculous and non-tuberculous respiratory diseases and that mortality from these causes among granite cutters is on the increase. The author discusses the use of pneumatic tools, which, with their greater speed and the finer dust produced, have enormously increased the dust hazard. Where they are used in indoor work their effect is almost disastrous, as may be seen by contrasting the death rate for pulmonary tuberculosis for 1912 to 1918 in the New England States (962.3 per 1,000, indoor work during the winter with pneumatic tools) with that for the same period in the southern States (441.1 per thousand, outdoor work all year round). The author even suggests the entire prohibition of the use of pneumatic tools unless an effective dust-removing device can be introduced for indoor work.

Comparative Mortality Returns

There is a marked contrast between the increasing mortality among granite cutters and the decreasing mortality among the population at large. The general mortality rate from all causes for granite cutters in Vermont increased from 11.7 per cent. in 1889 to 25.7 per cent in 1917, while that for the adult male population of 20 years of age and over in New England fell from 20.3 per cent. in 1892 to 18.0 per cent. in 1917. Taking average rates over a period, the general mortality rate from all causes among granite cutters in Vermont for the period 1915 to 1917 was 22.9 per thousand exposed as against 17.7 per thousand of the adult male population in New England.

⁽⁵⁾ Figures compiled by Professor Collis for the Brandon flint knappers in Great Britain would also seem to show that the wives of these men are singularly exempt from pulmonary phthisis; not a single death from this disease is recorded among them (1900-1902).

Comparison is also made between the mortality rates from pulmonary tuberculosis only among granite cutters and among the adult population of Vermont, Massachusetts, and other New England States. In Massachusetts the mortality rate from pulmonary tuberculosis among granite cutters rose from 410.2 per 100,000 in 1897 to 1056.3 in 1918, reaching its maximum, 1250.0, in 1916; while the corresponding rate for the adult male population fell from 295.0 per 100,000 in 1896 to 209.2 in 1917.

Further, the striking differences in pulmonary tuberculosis mortality rates among the different groups of stone workers — granite, sandstone, and limestone — are emphasised, as will be seen from the following results, which are here given in tabular form.

MORTALITY RATES FROM PULMONARY TUBERCULOSIS PER 100,000 EXPOSED
IN CERTAIN DUSTY OCCUPATIONS IN THE UNITED STATES AND CANADA

Period	Vermont	United States and Canada		
	Granite cutters	Sandstone cutters	Limestone cutters	Glass bottle blowers
1905—1909	719.5	910.5	626.8	381.1
1915—1918	1064.5	1029.9	425.5	265.9

The figures show a fairly well-marked decrease among the limestone cutters and glass bottle blowers, a certain increase among sandstone cutters, but a much larger increase among the Vermont granite cutters.

The author draws attention to the striking fact that the good physique of the workers in the industry and the good housing conditions generally obtaining have not been of avail to protect workers from the onset of disease.

Influence of Trade Life

An enquiry for mortality purposes based on trade life has not, to the author's knowledge, been previously made on an extended scale in any of the dusty trades. The present investigation was limited to pulmonary tuberculosis. No deaths from this disease are recorded during the first two years of trade life and comparatively few during the first eight years. From the ninth year the number of cases increases and attains its maximum at the twenty-first year of exposure, thus confirming other observations that about two decades of dust inhalation are required to bring about conditions favourable to death from pulmonary tuberculosis.

While normally the rate of tuberculosis frequency diminishes with increasing adult age, the contrary is shown to be the fact as to granite cutters, among whom the death rate from pulmonary tuberculosis at ages of 60 and over reaches truly appalling proportions, so much so that the statistical evidence would seem incredible if it were not supported by the additional and equally suggestive data for non-tuberculous respiratory diseases.

The following figures are remarkable. Of 599 deaths from pulmonary tuberculosis occurring among granite cutters at Barre, Vermont, between 1886 and 1919 none occurred during the first two years of

trade life, 7 after 5 years' exposure, 10 after 10 years' exposure, 16 after 15 years' exposure, while after 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, and 26 years' exposure the number of deaths were respectively 21, 19, 17, 23, 23, 27, 23, 25, 23, 16, and 21.

The author gives tables, which he states to be the first known attempt of the kind, showing the distribution of the workers by years of employment in their present occupation and the number of their previous occupations.

Other Investigations and Statistics

The author makes extensive reference to research and statistics in other countries. Two important German investigations appeared in 1913 and 1915. The first is a treatise on the stone industry in the Grand Duchy of Baden by Dr. Föhlisch and the second an investigation by Dr. Koelsch reported in the *Zentralblatt für Gewerbehygiene* in 1915. The conclusions of these writers are in conformity with those resulting from the Vermont enquiry. Switzerland and the Netherlands furnish useful data for comparative mortality rates in hazardous occupations, e.g. for those of stone cutters, cement workers, lime burners, glass cutters and blowers, workers in the building trades; the periods covered are 1908 to 1911 in the Netherlands and 1879 to 1900 in Switzerland. Comparison is also made with British industrial mortality statistics.

A statistical comparison is made of mortality returns referring to granite cutters in Vermont and those referring to workers in the notoriously unhealthy quartz mining industry at Bendigo in Australia. The figures seem to show that Vermont granite cutting is rapidly rivalling quartz mining at Bendigo as an extraordinarily hazardous occupation. The findings of the Miners' Phthisis Commission of the Union of South Africa are also mentioned, as well as the investigations recently made by Dr. E.L. Middleton in Wales. The evidence in all cases tends to confirm the superior prevalence of non-tubercular silicosis or pneumoconiosis over tubercular forms of disease among the workers exposed to dust.

The general results of the Vermont enquiry may be summed up in the author's own words.

At the present time the death rate among granite workers is practically the highest known for any occupation on record, and the increase in the death rate from year to year is lamentable evidence of inefficiency on the part of health-promoting agencies to bring about reduction and control. The problem concerns not only the wage earners, who directly pay a frightful toll in needless deaths and prolonged chronic disease, but the burden also falls, and possibly with crushing weight, upon the industry, which is deprived of skilled workers, indispensable to the trade, and of apprentices, no longer attracted to an occupation recognised even among those not familiar with the statistical facts as one of the most deadly on record.

EDUCATION

Vocational Guidance and Education

VOCATIONAL GUIDANCE IN AUSTRIA (1)

THE primary principle of vocational guidance has been defined by a leading Austrian expert as "distribution of young people among occupations according to their abilities and inclinations, so that each may enter an occupation in which he can give his best with real interest and joy in his work" (2). The need for organised vocational guidance is now very generally recognised in Austria. The war and the conditions of the post-war period have most effectively brought to the fore the need for increased national output, and for the production of goods of the best quality, and among those who have studied the subject it is unanimously agreed that, from the point of view of education, health and distribution of the population, and economic prosperity, vocational guidance is absolutely essential.

Basis of Vocational Guidance Work

Before describing the work of vocational guidance offices in Austria, it appears desirable to outline the main ideas on which vocational guidance in that country is based, in so far as they have been expressed either personally in conversation by vocational guidance workers, or in the literature on the subject.

The first requirement most generally put forward is a matter of organisation. It was pointed out that, attached to each vocational guidance office, there should always be a juvenile employment exchange to find positions for apprentices and learners. Without this vocational guidance was ineffective, as it was useless to advise a child on leaving school to enter an occupation if it were not at the same time possible to offer him a suitable position. Children would soon cease to apply to vocational guidance offices in those circumstances.

It was further pointed out that vocational guidance as at present carried out must be based on thorough occupational analyses, medical and scholastic observation, and on the data of experimental psychology. In view of the complexity of modern industrial conditions and the results of recent research in experimental psychology, vocational guidance must, in the opinion of those foremost in this field in Austria,

(1) This and the two following notes have been compiled from material supplied by the Jean-Jacques Rousseau Institute, Geneva. The documents on which this article was based were kindly placed at the disposal of the Jean-Jacques Rousseau Institute by the Austrian Ministry for Social Administration and the various vocational guidance offices.

(2) Anton GIEGL (Representative of the Vocational Guidance Section of the Joint Association of Teachers in the fourth inspectoral district of Vienna) : *Die Grundlagen für die planmässige Berufsberatung*, in the *Zeitschrift für Kinderschutz und Jugendfürsorge*, Vol. XIV, Nos. 8-9, Aug.-Sept. 1922. Vienna.

provide expert advice in the choice of an occupation. This expert advice cannot be given by any single person, as no one person can be in possession of all the necessary specialised knowledge. It should be provided by a committee of doctors, teachers, workers in the occupation, and psychologists. No one of these classes, though all are of great importance, can alone provide what is required. The child must not be advised solely on the basis of psychological or of intuitive sympathetic observation, or solely on the basis of information provided by the school or parents. Account must be taken both of experiment, school observation records, and sympathetic observation by the vocational counsellor.

An effort to enlist the co-operation of the schools in vocational guidance was made by an Order of the Education Office, dated 15 May 1922, by which, as an experiment, detailed school reports were to be introduced in the elementary and secondary schools during the scholastic years 1922-1923 and 1923-1924. In the words of the Order :

It is the duty of the school not only to provide suitable instruction and education for the children who attend it, but also to advise parents as to the future school career of their children, and as to the choice of an occupation.

In view of this fact it was decided to supplement the usual school reports by adding to the grading of scholars already in use notes on their physical and mental development. The school report gives the child's position throughout the school period, and states how far natural gifts, industry, inclination, and home conditions affect the standard of his work. The report also gives particulars of his physical and mental condition, the latter including details of sensory acuity, association of ideas, attention, memory, apperception, imagination, reasoning, type of intelligence, resistance to fatigue, emotion, will-power, and speech. The school report is in the nature of an official document, and is therefore strictly confidential. It goes with the child from class to class and from school to school, being eventually filed in the school where the child completes his period of compulsory attendance. Vocational guidance then follows, largely on the basis of data obtained by observation by the school and family.

These, however, require to be supplemented by psychological methods. The value of psychology for purposes of vocational guidance consists primarily in accurate and systematic analysis of occupations from the point of view of the abilities required. These abilities cannot be accurately determined by the questionnaire method. Information so obtained from those engaged in the occupations and from the leaders of industry certainly has its value, but should be regarded as supplementary to the results of psychological experiment. Owing to lack of funds the Federal Ministry for Social Administration, which deals with the problem of vocational guidance throughout the country, has been unable to set up an institute of applied psychology, although plans are under consideration. It has, however, secured the assistance of Dr. Erwin Lazar of the Vienna Children's Hospital. As a result of co-operation between scientific and industrial experts a series of monographs on occupations is being issued, under the title of *The Vocational Guide* ⁽³⁾, in order to assist in determining physical or mental fitness

⁽³⁾ *Der Berufsberater* (Vienna, Oesterreichischer Schulbücherverlag, 1921). Studies already issued cover the following occupations : shoemaker, wheelwright, elementary school teacher, metal polisher, house and decorative painter, metal turner, hairdresser, dental mechanic, upholsterer, constructional engineer, and glider. Others are in preparation.

for the various occupations. It is issued with the assistance of the Ministry for Social Administration, the Vienna municipality, the Vienna Continuation School Board, craftsmen's associations, the committees and staff of the vocational continuation schools, and parents' unions.

This vocational guide is arranged in tabular form in two sections. The first gives statements about their occupation by persons engaged in it, and comprises the answers to fifteen questions for each occupation. The questions answered are as follows :

(1) What operations do you perform ? What do you make ? What tools do you use ?

(2) Special peculiarities of your occupation ? Special dangers ? Seasonal industry ? Conditions ? Dependence on the weather ? Unemployment ? Are men or women in the majority in your occupation ? Is a sitting or standing position at work more general ? Are special physical demands made on arms, hands, or feet ?

(3) What previous education and special knowledge are required by a person entering your occupation ?

(4) Premiums on commencement and completion of apprenticeship ?

(5) Period of apprenticeship ? Is the apprentice given any assistance (such as board or lodging), if necessary maintenance, or regular remuneration ?

(6) Hours of work ?

(7) What are rates of wages in your occupation ?

(8) Is there a possibility of setting up an independent business ? If so, what amount of capital would be required ?

(9) What is your general opinion of prospects in your occupation and the possibilities of promotion for a beginner ?

(10) What demands does the occupation make upon physical strength ? ⁽⁴⁾

(11) What diseases (occupational diseases) are most prevalent in your occupation ? ⁽⁴⁾

(12) What physical defects would make admission into your occupation impossible ? ⁽⁴⁾

(13) What mental abilities and special traits of character are required in your occupation ? What mental defects would make admission to it impossible ?

(14) Do you consider it possible to determine the suitability for your occupation of a child who has just left school by a simple working test ? Are tools or apparatus required for this ? What test would you recommend ?

(15) Have you any other information of importance for vocational guidance about your occupation which has not been covered by the previous questions ?

The second part of *The Vocational Guide* consists of the reports of the scientific experts. They fall under three headings : (1) general physical aptitude (answers to questions 10, 11, and 12 above) ; (2) aptitude of physical defectives ; extent to which they can be employed in the occupation ; (3) mental aptitude.

A second series ⁽⁵⁾, similarly arranged in tabular form, is drawn up from the parents' point of view. It deals more with guidance in the school career, and the admission of children into the various types of educational establishment—colleges, secondary schools, or vocational schools—in Vienna and in the States of the Federation.

The occupational analysis work of the Ministry for Social Administration is described in the next section.

⁽⁴⁾ These questions are answered both by workers in the occupation and by scientific experts.

⁽⁵⁾ *Die Aufnahmebedingungen für Lehranstalten verschiedenster Art in Wien und Niederoesterreich*. Vienna, Oesterreichischer Schulbuchverlag. 1922. Similar monographs for Tyrol and Vorarlberg are published by the same firm.

Work of the Ministry for Social Administration

The competent Federal authority for dealing with vocational guidance in Austria is the Ministry for Social Administration. Under the constitution of the Ministry drawn up in 1918, vocational guidance of children on leaving school is included, with a great many other matters, in the functions of the Fourth (now Second) Division of the Ministry, which is under the direction of Dr. Robert Kauer.

It was originally intended to issue regulations or an Act dealing with the organisation of vocational guidance, but this project had to be abandoned, as the ground had not been sufficiently prepared for such a measure. The great majority of the population were as yet quite unaware of the desirability of organised vocational guidance. Attention was therefore given mainly to an intensive scheme of propaganda and education. Lectures on vocational guidance were given by members of the Division, usually by Dr. Kauer, at child welfare courses, in schools for candidates for magistrates' office, police officials, welfare workers, workers among young people, and in a large number of evening meetings for parents. This preparatory work also included the issue of instructions to the various municipalities strongly recommending the establishment of municipal vocational guidance offices. As a result of these instructions offices were set up in Wiener-Neustadt, Linz, and Steyr.

With a view to training efficient vocational counsellors a course for vocational counsellors and employment exchange officials was established as early as 1920. In continuation of this a permanent vocational guidance association was established. Courses in vocational guidance in the States (e.g. at Linz, Volkalbruck, Scharding, Graz) were encouraged and lecturers were sometimes sent. Attempts were made to use lantern slides and cinematograph films in the vocational guidance campaign. The government central film office has a number of films giving information on occupations which, although they were not prepared especially with a view to vocational guidance, have been used with great effect in classes and parents' meetings.

It was felt to be most important that vocational guidance should be based on vocational psychology and occupational analysis. Dr. Erwin Lazar⁽⁶⁾ was therefore requested to make a psycho-vocational analysis of individual industrial occupations, in co-operation with Mr. Karl Hauck, chief factory inspector, who also undertook to compile a general systematic survey of occupations⁽⁷⁾.

In connection with apprenticeship, where hitherto little had been done, the activities of the Ministry were directed mainly towards supervision of apprenticeship and intensive propaganda. In view of the first of these objects enquiries were instituted in 1920 and 1921, and all those interested were invited to take part in them⁽⁸⁾. The Division of the Ministry under Dr. Singer undertook to draft a scheme for providing employment for apprentices and learners when they have been advised and suitable supervision of apprentices.

(⁶) Analyses of the occupations of shoemaker, watchmaker, and hairdresser, made by Dr. LAZAR, assisted by Mr. TREML, were published in the *Zeitschrift für Kinderschutz und Jugendfürsorge*, loc. cit.

(⁷) KARL HAUCK : *Berufskunde*, reprinted from the *Zeitschrift für Gewerbe-Hygiene und Unfallverhütung*, Vol. II, No. 1, 1922. Vienna.

(⁸) For information on this point see p. 1002, note (10).

Work of Local Organisations

Vienna. — The Vocational Guidance Office of Vienna was established in March 1922 by the Vienna municipality and the Vienna Chamber of Labour. It is at present under the direction of Mr. Theodor Neumann. Between 1 May and 1 August of this year 2,453 children who had left school were advised either as to the choice or change of apprenticeship. The children were, as a rule, brought to the office by their school teachers, accompanied by their parents. Each child is examined by the doctors attached to the office, and serious cases of ill-health are sent to suitable hospitals. Vocational guidance is thus carried out jointly by the vocational counsellor, the teachers, the parents, and the doctor. The vocational guidance office has a juvenile employment exchange attached to it, which provides apprentices' jobs for the children when they apply for them after being advised. The number of children to be advised on leaving school will be very much larger next year owing to the introduction of compulsory school reports. There are 20,000 children in the lower elementary schools of Vienna (*).

Wiener-Neustadt. — The municipality of Wiener-Neustadt opened a vocational guidance office as early as 1 January 1921. It forms part of the public employment exchange system, and juvenile employment exchange and welfare work are placed under its control. The first work of the office was to enlighten the leaders of large-scale industry, trade, and commerce as to the objects and functions of vocational guidance, in order to gain the support of the employers. Information on the condition of the labour market is secured through the co-operation of the employment exchanges and of a trade advisory committee consisting of one representative from each of the most important establishments in the trade. In order to enlist the co-operation of the schools, lectures were given at teachers' conferences in the higher and lower elementary schools on the functions of the school in vocational guidance, the value of psychological observation of the child, and the keeping of school records and reports. The co-operation of the school doctors was similarly secured, so that the vocational guidance office can form a complete estimate of the mental and physical abilities of every child. Mentally abnormal children are sent to a psychiatrist for examination. Parents are given information as to the importance of the choice of an occupation at parents' meetings, while a circular on the vocational guidance office is sent to the parents of every child who leaves school. Efforts are made to direct the minds of growing children to the question of occupations and their future choice of one by means of lectures and the exhibition of lantern slides on technical and industrial subjects.

Welfare work is closely connected with vocational guidance, and it is endeavoured as far as possible to smooth the way for the apprentice entering industry. The attention of parents and guardians is drawn to the importance of having the contract of apprenticeship properly drawn up, and the desirability of attendance at a continuation school is emphasised. If disputes arise between master and apprentice the office endeavours to settle them, in so far as the matter falls within its competence, or refers them to the competent public office.

(*) In Austria the lower elementary school (*Volksschule*) receives children from 6 to 11 years of age, and the higher elementary school (*Bürgerschule*) those from 11 to 14. Attendance at these is compulsory. The secondary school (*Mittelschule*) receives children from 14 onwards.

Society for War Orphans' Day Welfare Centres. — The vocational guidance office of this society, which is under the direction of Mr. Arthur Winkler, undertakes psychological examination of children, in so far as suitable methods have been worked out by scientists. These examinations are conducted by Dr. Winkler, jr. Employment exchange and welfare work are here also combined with vocational guidance.

Upper Austria. — There is no uniform system of vocational guidance in Upper Austria. The town of Linz has a very complete system, linked with the Labour Office, the District Industrial Committee, the craftsmen's associations, and the child welfare committees. The municipal Child Welfare Office borrows staff from the central civil services, the schools supply the necessary information obtained by observation of the child, and the school doctors give their opinion of the physical abilities of the child.

The municipal Child Welfare Office of Steyr provides for vocational guidance on lines similar to those adopted at Linz.

Throughout the rest of this State vocational guidance is organised by the State Child Welfare Office of Upper Austria, in co-operation with the State School Board. In all higher elementary schools and the better organised lower elementary schools some of the teachers are responsible for vocational guidance. They get into touch with employment exchanges, craftsmen's associations, and any other organisations which are interested in securing an efficient new generation of workers for the strengthening and progress of the various trades. Where there are doctors attached to the schools, they undertake the medical side of vocational guidance; otherwise the municipal medical officers of health are asked to undertake the examination of the children. The vocational counsellors collect the necessary information on occupations, receive instructions and advice from headquarters at the State Child Welfare Office, which provides them with general surveys and information, and reports on their work to headquarters.

Outside Linz and Steyr there are at present 107 vocational guidance offices in Upper Austria. In the course of the school year 1921-1922 beginnings were made with vocational guidance in the secondary schools. Representatives of the various occupations which secondary school children were likely to enter were invited to supply information regarding their occupations.

Graz. — Vocational guidance in Graz was initiated by an Order of the Government of Styria issued on 24 May 1919 after consultation with all parties concerned. Attention was called to the importance of vocational guidance by means of lectures at parents' meetings, and questionnaires with explanatory leaflets for parents were sent to the schools. During the first year's work (1919) 244 children were medically examined, 151 advised as to their occupation, and 31 found employment as apprentices, through the vocational guidance office.

By a resolution of the Graz city council on 12 May 1920 the municipal vocational guidance office of Graz was officially attached to the Styrian employment exchange service. In the same year steps were taken to organise vocational guidance in the secondary schools of Graz and Styria, and today the work of the service covers all public and private higher and lower elementary schools in Graz and the vicinity and all secondary schools in Styria. A record card for psychological observation was drawn up by Professor Mally and introduced into all schools in the year 1920-1921.

Vocational guidance is at present organised as follows. During the school year the vocational guidance office sends out observation records

to the schools. The entries on these records cover the qualities and abilities of the child which provide the basis of psychological vocational guidance. These records when filled up are returned to the vocational guidance office before the end of the year and studied by psychologists. The children come to the office either singly with their parents or in parties with their teachers. The advice given is based on the joint opinion of the doctor, the psychologist, and the worker in the occupation. The necessary preliminary enquiries are made by the vocational counsellor. The medical examination follows, and occasionally also psychological examination. With this in view the vocational guidance office has established connections with the Psychological Institute of Graz University. Additional examinations on the basis of series of tests are in this way conducted, mainly for intellectual occupations, but also for manual occupations which require special physical abilities.

When the vocational guidance committee is advising children who are brought before it, certain other persons are also present. Representatives of the Orphans' Board and of the municipal Child Protection Office, in addition to the parents, are there to represent the interests of the child. Trade interests may be watched by representatives of employers and workers in the occupation in question, as well as by the doctor. The representatives of industrial associations are now always replaced by a representative of the technical industrial institute. Advice from the economic point of view is given by the vocational counsellor, who is specially trained for the purpose. A position as apprentice may subsequently be provided through the Styrian employment exchange service. Vocational guidance of adults (including re-education and retraining) and of disabled ex-Service men is also included in the functions of the office.

In 1921 372 children, of whom 204 were boys and 168 girls, received vocational guidance on leaving the higher or lower elementary schools. Of these 199 boys and 167 girls were medically examined, and in twelve cases children had to be definitely advised against the occupation which they wished to enter. A large number of the children were sent, through the municipal Child Protection Office, to convalescent homes for a few months. Psychological tests were applied to 61 boys and 30 girls, and 23 and 12 respectively of these gave negative results. Advice on industrial matters was given to all applicants. The occupation proposed by the child or its parents was agreed to in the case of 157 boys and 92 girls, while 47 boys and 76 girls were advised not to enter the occupation at which they had aimed. Suitable positions as apprentices were found for 112 boys and 51 girls. In addition to these elementary school children, 103 secondary school children—78 boys and 25 girls—visited the vocational guidance office, and to 18 of these psychological tests were given.

Federal Co-ordination of Vocational Guidance Work

There is a growing demand for uniformity in vocational guidance work in Austria. There are no doubt differences of opinion as to the best means for securing it ⁽¹⁰⁾; but it is felt to be very desirable that dispersal of effort and waste of energy should be avoided. With this

⁽¹⁰⁾ See *Verhandlungsschrift der am 23. und 24. Juni 1921 von den Bundesministerien für soziale Verwaltung, sowie Handel, Gewerbe, Industrie, und Bauten abgehandelten Besprechungen über Massnahmen zur Reform des Lehrlingswesens und der Lehrlingsfürsorge*, pp. 17 et seq. Vienna, Oesterreichische Druck- und Verlagsgesellschaft. 1922.

end in view, the Ministry for Social Administration is endeavouring to plan a uniform organisation of vocational guidance throughout the whole country. This uniformity, however, is not intended to bring bureaucratic centralisation in its train. Section 12 of the new Federal Constitution of 1 October 1920 places definite obstacles in the way of this. By the Constitution the Federal Government is only empowered to deal with the main principles of child welfare—and therefore of vocational guidance—while the State Governments are responsible for detailed legislation and supplementary work. This does not prevent the Federal Government from laying down the general principles on which the policy and organisation of vocational guidance in the various States is to be based. A vocational guidance committee has therefore been set up in the Ministry for Social Administration. Its objects are to introduce a system of organised vocational guidance, to supervise all offices already engaged in vocational guidance and to keep them informed, also to collect and analyse all material necessary for vocational guidance, and to publish periodical information on vocational guidance and questions connected with it, especially on economic conditions and the relations between vocational guidance and the demand for and supply of labour. With this in view Dr. Robert Kauer, who is the moving spirit of the committee, has prepared a draft of such general principles for the organisation of vocational guidance in Austria, which may be briefly summarised⁽¹¹⁾. Vocational guidance offices which already exist throughout the country or may in the future be established are to be placed to a certain extent under the control of State vocational offices to be set up in the capital cities. The functions of these offices would be the general improvement of organisation, including the issue of sets of model rules for local offices and the supervision of local officers, encouragement of the training of such officers, the supply of the necessary resources, the provision of facilities for vocational education in the spheres of agriculture, trade, handicrafts, and factory industry, liaison work between vocational guidance offices on the one hand and schools, child welfare centres, and similar institutions on the other, and equalisation of the supply of apprentices and vacancies between the different towns and States. They would also undertake to collect information and statistics for the use of the local offices, prepare literature and publish articles in the press on choice of occupation and requirements of various occupations, and encourage psychological investigation; they would receive reports from local vocational guidance offices, and would themselves report to the Federal Ministry for Social Administration.

If vocational guidance is to take a position worthy of its economic importance, it is essential, in Dr. Kauer's opinion, to create a central office in this Ministry. This office would carry on the functions also assigned to the State vocational offices, but its most important special work would be to collect statistical and other material for the analysis of occupations and of the prospects offered by them, to supply this information to the different States, and to prepare exhaustive occupational surveys. The office would collect and distribute literature on vocational guidance. It would also draft legislation on the general principles of vocational guidance, conduct propaganda, and organise training for vocational counsellors.

The foregoing survey will have shown that the conviction of the absolute necessity of vocational guidance is gaining ground among all

⁽¹¹⁾ *Zeitschrift für Kinderschutz und Jugendfürsorge*, loc. cit.

classes of the population in Austria, and that a great deal of preparatory work has been done. There is no lack of intelligence and enterprise for the further extension of vocational guidance. The only difficulty is the lack of funds. It is to be hoped that this obstacle will soon be overcome, in view of Austria's urgent need of effective utilisation of the labour power available, which can best be achieved by wisely conducted vocational guidance.

CONFERENCE ON PSYCHOLOGY AND VOCATIONAL GUIDANCE

The Third International Conference on Psychology as applied to Vocational Guidance was held at Milan, from 2 to 4 October 1922 ⁽¹²⁾. The Conference was organised by the Umanitaria Society, and the chair was taken by Professor G. E. Ferrari of Bologna. Delegates were present from twelve countries: Belgium, Czechoslovakia, France, Germany, Great Britain, Italy, Luxemburg, Netherlands, Poland, Roumania, Spain, and Switzerland. A large number of papers were read emphasising the relations between applied psychology and scientific research of many different kinds. It was shown that vocational guidance requires the co-operation of physiologists, doctors, educationalists, and economists.

It is difficult to sum up the results of the Conference, which was intended mainly to draw the attention of official bodies and the general public to the new science of vocational guidance. As a form of propaganda it was most effective, and should afford valuable assistance to scientific workers who are still feeling their way and lack the necessary equipment. It was impossible to give sufficient time to the discussion of certain problems of which a solution is urgently needed. This applies to the problems of international standardisation of tests, the meaning of the term "vocational abilities", and of natural and acquired abilities. It will perhaps be necessary to appoint a small committee to consider these matters more exhaustively. Texts of the various reports and papers presented to the Conference are not yet available. Nothing has yet been published but a brief summary of the preliminary reports received by the secretariat before the Conference. Certain points affecting labour which were discussed may, however, be mentioned here.

An attempt to define vocational abilities was made by Mr. Lahy, of Paris. His definition is: "a natural capacity for performing the operations of a given trade". This naturally gave rise to the questions how a natural ability is to be identified, and how it is to be distinguished from an acquired ability. Mr. Sorberi of Milan and Dr. Decroly of Brussels read papers on this question. Mr. Sorberi pointed out that innate abilities appear at different ages according to the function to which they are attached. They may be capable of development or may, on the other hand, be practically invariable; they may be classified as precocious and retarded, or as stationary and progressive. General intelligence has a considerable influence on all acquired abilities.

Dr. Decroly pointed out that in studying innate abilities "cause-abilities" and not "effect-abilities", elementary and not complex abilities, must be considered. Variations in attention must be neutralised by using tests which arouse interest. An innate ability is

⁽¹²⁾ The first Conference was held at Geneva in 1920, and the second at Barcelona in 1921.

likely to be precocious, spontaneous, and permanent, and to resist external influences.

An important contribution on the subject of psychological analysis of work was made by Mr. Lipmann, of Berlin. The following quotation is taken from his remarks.

In analysing work the object should not be to subdivide the processes involved into the most elementary functions. The more elementary the psychological functions used in this analysis, the less characteristic will be the manner in which they are combined in the operation under consideration. If the functions selected are more complex they will give a more exact representation of the processes which they illustrate. The subject of work may be either persons, things, or ideas. Does the work merely involve an effort of comprehension, or is it creative or symbolic in character? Are the methods of doing the work narrowly defined or comparatively unrestricted? Is the purpose of the work absolutely fixed or is it merely laid down within more or less definite limits? In the case of physical work does it require delicate or coarse muscular stimuli? Does it consist of several processes of unequal duration? Are its component processes similar or dissimilar? Does each process deal with a large or small number of objects? Is rapidity or precision more important? Can the work be reduced to mechanical movements, or does it require incessant attention on the part of the worker? Does it require the workers to work in groups? Is it better for the worker to be alone or in company? Is the work done in the open air or within a building, in a factory or at home?

The analysis of operations involved in industrial work on the lines suggested above does not follow the ordinary divisions of elementary psychology, such as sensation, perception, emotion, and will. It appears to me, however, to be of great significance in considering vocational abilities.

Mr. Lipmann's paper naturally led to a discussion of psychological classification of occupations. Among various suggestions made that of Mr. Petitpierre, Principal of the Lausanne School of Crafts, aroused much interest. He proposed to divide manual occupations into "finger-tip trades", "hand trades", and "arm trades". The watchmaker, the cabinet maker, and the carpenter serve as illustrations of each of these three classes.

Two papers read by the French delegates are of more immediate interest to students of social science. Mr. Lahy produced a medical counter-indication card which is sufficiently explained by its own heading. "The doctor's certificate will be most useful if he is asked to provide suggestions of occupations which the candidate cannot follow without danger to himself or others, rather than positive indications of trades for which the candidate is particularly suited."

Mr. Frois of the Lannelongue Institute presented the results of detailed investigations of industrial accidents and the causes of fatal accidents. Of 100 fatal accidents, 19 on an average are due to causes which could not be foreseen, 32 are due to inadequate protective measures, and 49 are really due to maladaptation of the worker to his work. Of the 49 workers to which these accidents occurred 10 had insufficient technical qualifications, 15 should for physiological reasons not have been employed on such work, and 18 had not the mental qualities required for their work (e.g. attention, presence of mind, discernment, estimate of distance).

Several papers were read on recent research, illustrating the activities of the vocational guidance institutions in Barcelona, Berlin, Brussels, Prague, Geneva, Paris, Amsterdam, London, and elsewhere, which are rapidly becoming the centres of physiological and psychological experiment.

INTERNATIONAL CONGRESS OF SOCIOLOGY

Vocational guidance was also discussed at the second International Congress of Sociology, organised by the International Institute of Sociology of Turin and held at Vienna from 1 to 8 October 1922. Papers on the subject were presented by the Vocational Guidance Institute of Barcelona and the Jean-Jacques Rousseau Institute of Geneva.

The report of the Barcelona Institute demonstrated the relation between vocational guidance and labour problems, and insisted on the absolute necessity of state financial support for the work of vocational guidance. The main tenor of the paper may be briefly outlined. Occupations and the persons engaged in them all differ between themselves. The laws of supply and demand regulating the distribution of labour between the different occupations do not always follow the laws of nature and of individual abilities, and an endeavour should be made to bring the working of these laws into harmony. It is here that the importance of vocational guidance appears; it is the best means of effecting a rational distribution of physical and mental labour power. By this system the youth about to enter employment is advised and directed towards the group of occupations for which he is the most fitted and towards the arts, professions, or industrial occupations where there is a shortage of labour and where his future will be assured. In general, therefore, vocational guidance, if organised with the co-operation of all the necessary scientific and social factors, may be regarded as a most valuable social institution. It will benefit individual workers socially and economically, as they will be guided into occupations which provide them with congenial, remunerative, and permanent work. It will benefit the employers by supplying them with the amount and type of labour they require. Lastly, it will serve the interests of the community by directing labour towards occupations where there is a shortage and diverting it from those which are overcrowded. In view of the marked influence of vocational guidance on the community, it is not enough that private individuals, educationalists, scientists, and sociologists should take an interest in it; the public authorities should give it their moral and financial support.

The Jean-Jacques Rousseau Institute outlined the scientific bases on which vocational guidance should proceed. Its proposals, which were unanimously approved by the Congress, were as follows ⁽¹³⁾ :

(1) Psychological analysis of occupations and their classification according to the abilities required.

(2) Determination of corresponding abilities in individuals and, as a preliminary, the testing of tests in order to decide their diagnostic, and still more their prognostic, value.

(3) Investigation of the process of training and educability.

(4) Determination of the importance of general intelligence in the various occupations.

(5) It should never be forgotten that a forecast of ability will never be a certainty, but a probability. Statistics should be prepared to determine this probability.

(6) Efforts should be made to arrive at a uniform system of measurement so that psychographs or psychological diagrams may be comparable between different countries and different vocational guidance offices. Grading by percentiles appears to be the most rational and least ambiguous method.

⁽¹³⁾ See INTERNATIONAL LABOUR OFFICE : *Problems and Methods of Vocational Guidance*, by Prof. E. CLAPARÈDE, p. 77. *Studies and Reports*, Series J. (Education), No. 1. Geneva, 1922.

(7) It is in the social interests of the community that every man should be in the position for which he is best fitted. It is also desirable and increasingly in accordance with the spirit of modern democracy that the various social functions should be allotted according to merit and not in virtue of any privilege. The only means of attaining this ideal is by a sound system of vocational guidance. All those who have at heart the harmonious organisation of society, both employers' and workers' organisations, should therefore facilitate by all means in their power any investigation having for its object the establishment of industrial psychology upon a firmer foundation.

FRENCH DECREE ON VOCATIONAL GUIDANCE

On 26 September a Decree was issued defining the functions of the French Under-Secretariat of State for Technical Education in matters of vocational guidance, and laying down regulations regarding the grants provided in the Budget for institutions dealing with the placing of young people in employment ⁽¹⁴⁾. The report of the Minister of Education, on whose recommendation the Decree was issued, lays down certain principles concerning vocational guidance.

Under the Act of 25 July 1919, as amended by the Act of 21 June 1920, the vocational training of young persons is placed under the control of the Under-Secretariat of State for Technical Education. Section 29 of the Act provides that in certain towns, to be specified by Ministerial Order, local occupational committees shall organise courses of training corresponding to the requirements of industry and commerce in the district. These committees are therefore required to ascertain the size of commercial and industrial establishments in the town, the number of young persons in employment, and the number for whom employment can be found on leaving school.

Under Section 47 the committees are also required to decide if a young man is capable of taking any given course. . . . The same Section provides for the establishment of a board of examiners who will hold practical and theoretical tests, and grant certificates of vocational ability, which should give the employers the necessary guarantees of efficiency.

The problem of vocational guidance had already been considered by the employment exchanges. The congress of these exchanges, held in 1920, while recognising that vocational guidance did not lie within their competence, adopted a resolution declaring their intention of endeavouring to get into touch with other bodies with a view to establishing vocational guidance offices of their own.

The Minister of Labour has stated that the general study of physiological and psychological methods of detecting the vocational abilities of children (e.g. by means of psycho-physiological tests) can only be undertaken by persons of recognised scientific knowledge, and that the finding of employment for children can only be satisfactorily conducted if their physical, moral, and psychological abilities are taken into consideration. The object of the examination for a certificate of vocational ability is clearly "the evaluation of the various capacities of young people, resulting both from their natural endowments and their training".

Clause 1 of the Decree provides that the Under-Secretariat of State for Technical Education shall be responsible for the operations preceding the entrance of young persons into industry and commerce which are undertaken in order to detect their physical, moral, and intellectual abilities.

The Decree also provides that the public employment exchanges,

⁽¹⁴⁾ *Journal officiel*, 1 Oct. 1922, Paris.

when dealing with young persons under the age of 18, must satisfy themselves that the young person is in possession of the certificate of vocational ability mentioned in Section 47 of the Act of 25 July 1919, or a certificate of attendance at compulsory vocational courses for three years.

Vocational guidance offices may be set up in order to assist the public employment exchanges in placing young people in suitable employment. These offices will be managed by the local occupational committees and will receive grants from the Under-Secretariat of State for Technical Education. Grants may also be made to vocational guidance offices established by private associations. All offices, whether public or private, will be subject to inspection by the Under-Secretariat of State for Technical Education.

OBJECTS OF VOCATIONAL GUIDANCE

An interesting discussion of the purpose and desirability of vocational guidance, arising out of an article by Mr. Maisonneuve, a lecturer in the Practical School of Nîmes, in the *Journal du Travail*, has recently been conducted in the columns of that paper ⁽¹⁵⁾.

Mr. Maisonneuve maintains that there is a danger of regarding vocational guidance as a universal panacea for all the evils of the industrial system. He considers that it does not allow sufficiently for possibilities of growth and the varied influences of ordinary life. It should enable the worker to change his trade in order to avoid unemployment through modifications in industrial processes. If the state concerns itself with vocational guidance, it should not, in Mr. Maisonneuve's opinion, adopt the point of view of the employer who merely wishes to have an adequate supply of labour for his immediate needs. He protests against a system which keeps a man employed all his life on some highly specialised and only semi-skilled work, such as making hexagonal nuts or nailing soles on shoes. He cites Fourier's idea of flitting ⁽¹⁶⁾ from one trade to another, and states that it answers to a real human need.

Mr. Maisonneuve claims that the education of young people for industry should be far more general than is usually the case, so that they may be able to move with comparative ease from one trade to another.

This article aroused considerable criticism from employers and those engaged in vocational guidance.

Mr. Jean Derdinger, chairman of the Training Committee of the Association of Master Brass and Bronze Founders in the Department of the Seine, and secretary of the Vocational Guidance Committee of the eleventh metropolitan district, writes mainly of the practical difficulties raised by Mr. Maisonneuve's suggestions. On the latter's plan the period of training, now generally three years, would have to be indefinitely extended in order to provide the general education required. He draws the distinction between the specialised labourer and the skilled worker, and states that Mr. Maisonneuve's plan of 'flitting' would only produce the former.

A somewhat similar attitude is adopted by Mr. Dalens, technical manager of a glass factory, who points out that 'flitting' from trade to

⁽¹⁵⁾ *Journal du Travail*, weekly supplement to the *Journée industrielle*, 17-18 and 24-25 Sept., 1-2 and 8-9 Oct. 1922. Paris.

⁽¹⁶⁾ *Fabrique*.

trade should not be confused with relaxations for leisure hours. A change of trade usually means a mistaken first choice, and therefore inadequate vocational guidance. Persons of real ability will correct their first mistake, but the average child, if not given definite guidance, will 'flit' from one trade to another until he settles down to highly specialised unskilled work, with its attendant monotony. Mr. Dalens suggest that those fit for nothing better may be unskilled labourers, but that it is a mistake to encourage 'flitting' artificially and thus increase the already acute shortage of skilled workers.

Much 'flitting' produces the unskilled man, less 'flitting' the semi-skilled man, and no 'flitting' the skilled man.

Experts in vocational guidance are represented in the discussion by Mr. J. L. Perret, Chief of the Regional Employment Service at Lyons and in charge of the Vocational Guidance Department of that city, and Mr. Julien Fontègne, Director of the Vocational Guidance Service of Alsace-Lorraine. Mr. Perret points out that vocational guidance does not pronounce a final judgment on the future of the child or condemn him to highly specialised unskilled work. Vocational guidance is primarily economic; it seeks to effect a judicious distribution of juvenile labour. Secondly it protects the child from failure or danger through an obviously mistaken choice of occupation. If he shows no decided bent or aptitude, it advises him and leaves him free to make his own decision. A middle course must be steered between an attempt to teach the child half a dozen trades and the tendency to drive him to monotonous specialisation.

Mr. Fontègne states that Mr. Maisonneuve has introduced confusion between vocational guidance and vocational training, to which it is the necessary preliminary. He interprets the suggestion of 'flitting' as meaning that the child should be guided towards a suitable group of occupations, between which he may choose on the basis of inclination, and family, industrial, and other conditions. Vocational schools should supplement practical training in the factory and produce fully trained workers, who in times of depression or industrial change can transfer with comparative ease to another allied trade. If a child first enters a trade for which he is really fitted he will not be seized with any desire to 'flit'.

In reply to his critics, Mr. Maisonneuve reiterates his assertion that vocational guidance must not be made an imperative article of faith, without which there is no salvation. He points to the value of the "all-round" worker in rural districts, who can turn his hand to a variety of similar trades. He does not ask for an "industrial kaleidoscope" but for some possibility of freedom and change. In conclusion he quotes the words of Mr. Gauthier, Director of the Regional Employment Office at Paris ⁽¹⁷⁾.

Vocational guidance cannot always be final when applied to a boy or girl of 14 or 15 years of age. A vocational guidance expert must be expected to make a few mistakes; or the child will change; or changes in industrial processes will thrust the worker out of his craft, especially where he is tied to living in one spot. The scope of apprenticeship ought to be widened, so that the worker is not imprisoned in a narrow specialised occupation; he ought to receive vocational training wide enough to make it always possible for him to adapt himself to circumstances.

⁽¹⁷⁾ *International Labour Review*, Vol. V, No. 5, May 1922, pp. 707-722; *Vocational Guidance*, by E. GAUTHIER.

VOCATIONAL EDUCATION

Agricultural Training in Brazil

The Government of Brazil, by a Decree of 28 February 1918, set up agricultural institutions, the purpose and organisation of which have now been more fully defined in Administrative Regulations. The institutions are intended for the education of orphans, abandoned children, and those whose families are unable to provide for their education and therefore entrust them to the care of the Ministry of Agriculture, Industry, and Commerce.

The institutions are to act as training schools and as centres of information on agriculture and rural industry for the surrounding district. Each institution may specialise in one or more branches of agriculture or horticulture, according to the conditions and needs of the locality. The necessary land for the type of cultivation undertaken is to be provided, with stables, byres, dairies, workshops, and other buildings, including a meteorological station. Bee-keeping and silkworm cultivation are also included within the scope of the work.

Preliminary courses are provided for illiterate children and those who have not completed their elementary education. Subsequently there are three courses, elementary, middle, and supplementary. The first two include general instruction in Portuguese, elementary mathematics, history and geography, civics, drawing, music, elementary science, and manual work. Special attention is paid to the physical development of the pupils by gymnastics, open-air work and play, and instruction in hygiene. Instruction which is more definitely vocational includes study of soils; treatment, drainage, and irrigation of the soil; agricultural tools and machinery; sowing and seed corn; fertilisers (animal, vegetable, and chemical); insect pests and plant diseases; pasture and stockraising; dairy and other animal produce; bee-keeping and silkworm cultivation; horticulture and fruitgrowing; handling and despatch of agricultural produce; farm accounts and agricultural associations. The various institutions will select among these subjects those most suited to their own district.

It is stated that these institutions are established for the relief, protection, and guardianship of the minors who are admitted to them, and that the instruction in agriculture is intended to facilitate their assimilation into the rural life of the country.

Education in Roumania

The Roumanian Ministry of Labour has established some forty schools for apprentices, at which a three-year course of instruction is given. The number of pupils in these schools during the school year 1921-1922 was as follows.

	Number of pupils	Number promoted
First year	2,546	2,000
Second year	885	444
Third year	189	116
Total	3,620	1,560

The discrepancy between the number of pupils enrolled in each year and the number who attained the standard required by the end of the

year is stated to be due, not to lack of interest on the part of the pupils or to inability to profit by the instruction given, but to the hostility of certain of the employers, who place obstacles in the way of their apprentices' attendance at the schools. Similar schools for commercial apprentices are also organised.

The Ministry has also for three years organised schools for illiterate and poorly educated adults. In the year 1921-1922 there were 19 such schools in operation. Classes for illiterates were attended by 839 persons and elementary courses by 908.

The amount spent by the Ministry on these three types of school during the year was 2,093,958 lei, out of a Budget estimate of three million lei.

Training of Foremen

A Sub-Committee of the Association for Education in Industry and Commerce in Great Britain has recently published a report on education for foremanship⁽¹⁸⁾. It is first pointed out that the growing specialisation of modern industry has tended to divide responsibility among a great number of persons, making "some form of committee management" essential. In former times the foreman was primarily a superior craftsman; today he must be primarily an organiser, whose duty it is "to give instruction rather than instructions". The qualifications of a modern foreman are craftsmanship, intelligence, power of organisation, initiative, and leadership.

Various types of training are suggested, varying with the age and experience of the men in question. Foremen of the old school, it is pointed out, are not generally in need of specific technical training for the work they supervise, and, though they have largely lost the habit of study, have considerable experience of life and handling men. For men such as these courses of lectures are suggested on more or less general topics, such as "How to Increase Production", the Taylor system, recent developments in manufacturing methods. In addition to this, the so-called "case method" has been found most valuable. A concrete problem of workshop management, of a type which might arise at any time in the factory, is placed before the foremen, who state and discuss the best methods of dealing with such a situation. All lectures are followed by free discussion.

Foremen of the younger school have probably had a better technical and general education than the older men, and have not yet lost the habit of study. For them more detailed lectures on workshop organisation, materials, costing and estimating, time study, and control and management of men are recommended. The need of private study to follow up the lectures should be emphasised. In this as in the former case, the exigencies of work would make it almost impossible to withdraw the men for educational work during working hours, and lectures should therefore be held in the evening or during the lunch hour.

A third type which should be catered for is young men in positions of minor responsibility, who have to some extent proved their ability and have a good education. It should be possible to arrange lectures for them during working hours, as their absence from work for short periods would not be so serious as in the case of foremen. It is suggested that lectures for them should deal definitely with the work

(18) ASSOCIATION FOR EDUCATION IN INDUSTRY AND COMMERCE: *Report on Education for Foremanship*. 20 pp. Oct. 1922.

of the various departments of the factory, the use of special tools and gauges, time study, and the principles of management. In addition, general courses on workshop organisation should be available for them in the local evening technical institute. It is from this group that foremen will be recruited, and they should therefore be trained to act as understudies to existing foremen, who too often are unwilling to train a successor.

It is suggested that classes might profitably be organised for young men who have not yet qualified for promotion, but who give promise of ability and have shown interest in the work. A group of such men, having a good general and technical education, should be selected, and sent to work in the various departments of the factory for stated periods, at the same time receiving lectures from senior members of each department on its methods and organisation. These young men might be grouped as a junior section with the class previously mentioned for purposes of lectures, and they should be encouraged to supplement their training by attendance at a technical institute.

No sharp line of demarcation can be drawn between the four classes of trainees mentioned in the report, but it is pointed out that the courses for each of them should be arranged to follow on one another, so that a youth showing signs of ability may work up from one to another as he qualifies for promotion.

The schemes outlined are mainly intended for use in engineering works of various kinds, but suggestions are also made for training foremen in general manufacturing works. Here it is stated that the qualifications of a foreman are more general than technical, and that training should deal with the larger industrial issues rather than with departmental technique. A suggested course of lectures, which has actually been worked through, is given; it should be spread over two or three winters. Outside lecturers might be secured to deal with industrial history, industrial law, economics of industry, labour organisation, industrial psychology, and scientific management. Works officials, on the other hand, might lecture on materials, costing, wage systems, the value of laboratory work, industrial waste, health and fatigue, and factory dangers. Great stress is laid on the importance of discussion during and after the lectures.

The training of forewomen, though fundamentally a similar problem to that of foremen, is shown to have certain special features. Promotion tends to be more rapid among women than among men, as their total period of employment is comparatively short. The greater domestic demands made on women workers suggest that lectures and classes should be held in the morning or very early evening rather than at night. Interesting proposals are made for selecting workers for these "promotion classes". The number of vacancies for forewomen likely to occur during the year is calculated, and a general examination is set, in which the candidates are distinguished only by numbers. The names of those who qualify in the written examination are then arranged in alphabetical order and selected on personal grounds by a committee. The successful candidates are then placed in the new positions on probation while attending the classes.

Notes on Workers' Education

WORKERS' EDUCATION IN THE UNITED STATES

THE address delivered at the International Conference on Workers' Education in Brussels by Mr. Spencer Miller, jr., representing both the Workers' Education Bureau and the Co-operative League of America, provides some interesting information supplementary to that given in the October number of the *Review* on workers' education in the United States (1).

The comparatively slow growth both of co-operation and workers' education is attributed to the size and undeveloped resources of the country, the conquest of which has largely absorbed the energies of the people and developed individualism and independence rather than group consciousness and action. A parallel is drawn between the tendencies to centralisation in co-operation and education leading respectively to the creation of the Co-operative League and the Workers' Education Bureau. Mr. Miller pointed out that the co-operative movement in the United States has developed largely among the farmers, and that this movement, providing "practical guidance based upon sound principles of co-operation", is in itself educational in character. There are three co-operative schools in the United States, democratically controlled and organised by the consumers.

According to Mr. Miller, the workers' education movement in the United States has developed to a great extent independently of either the political or industrial labour movements. The Rand School of Social Science was founded in 1906 as an avowedly Socialist institution, but is not in that respect representative of the workers' classes and schools which grew up later. Some of the more active trade unions have made education an integral part of their work, but this is stated not to be general. In a broad sense, however, workers' education in the United States began with the active agitation of organised labour for the creation of a complete system of free public elementary education. "To recognise the educational process as an instrument of social change is a significant step in advance."

After describing the foundation and constitution of the Workers' Education Bureau, Mr. Miller briefly sketched its work during the past year. In spite of business depression, unemployment, and the open shop campaign, which have reacted on workers' education as well as on the trade unions, the number of workers' educational enterprises has more than doubled during the year. Altogether more than sixty colleges and classes have been at work, and the number of students almost reached 20,000 — "a small but noticeable part of the labour movement". Mr. Miller referred to the opening of Brookwood College, where leaders and workers in the labour movement are given a year's training. About twenty-five students were enrolled for the first year. Reference was also made to the courses in industrial management

(1) *International Labour Review*, Vol. VI, No. 4, Oct. 1922, pp. 645-647.

offered by Antioch College, Ohio, and the summer school for women workers at Bryn Mawr College, Pennsylvania.

The Workers' Education Bureau devoted much of its energies during its first year to supplying the need for pamphlets and books which is very generally felt by those engaged in workers' education. Most of its income of about \$6,000 was expended on publications. A series of pamphlets and study outlines has been begun in order to assist organisers of classes⁽²⁾, while a series entitled *The Workers' Bookshelf* is to consist of text-books for working-class students on economics, history, labour problems, and literature. The first of the series to be issued is one on *Public Discussion*.

One of the most significant features of the past year's record was the support received from the trade union movement. "For the first time the American Federation of Labour has agreed to entrust the matter of the education of its membership to an organisation over which it did not exercise complete control". In conclusion Mr. Miller read a message of greeting from Mr. Samuel Gompers, President of the American Federation of Labour, ending with the words :

An international conference on workers' education marks an important step which I confidently hope will bring inspiring impetus to the movement in all countries. American labour wants to participate in work which will promote better understanding between the nations of the world and believes that international educational work will be a beneficent factor toward that end.

THE WORKERS' EDUCATIONAL ASSOCIATION OF SWEDEN

The report published on the tenth anniversary of the Swedish Workers' Educational Association (*Arbetarnas Bildningsförbund*) states that the total number of members of organisations affiliated to the Association on 31 December 1921 was 798,083. Many workers are members of several organisations, however, so that the number of persons actually belonging to the Association is considerably smaller. It may be estimated at about the same figure as the membership of the affiliated trade unions, i.e. roughly 300,000. The total number of study circles was 1,357, with about 20,000 active members. There are 620 libraries containing 119,481 volumes under the auspices of the Association, and in 1921 about 34,000 loans of books were made.

The great increase in the number of lectures given is of special interest, the report calling attention to the fact that this increase coincides with the coming into force of the Act on Hours of Work. From 1912 to 1919 the number of lectures organised ranged between 151 and 425, while in 1919-1920 no less than 1,271 were given, and the attendances totalled about 37,000. A similar increase is noted in the number and membership of study circles. The Secretary of the Association states that there can be no doubt that this progress is attributable to the increased leisure gained by the workers under the Act on Hours of Work.

The Association conducts most of its activities through its affiliated organisations. The Communist Youth Association in 1921-1922 organised 265 study circles, in which 16 per cent. of its members were enrolled. The Communist Party had 23 per cent. of its members in study circles.

(2) See under *Book Notes : Workers' Education Bureau of America*.

The Confederation of Trade Unions organised 224 circles, and the Social Democratic Labour Party 190. The highest percentage of membership enrolled in study circles is found in the Communist Party, as shown above. The next highest are found in the Social Democratic Youth Association (21 per cent.) and the Verdandi Workers' Temperance Union (19 per cent.). Certain national organisations, such the Co-operative Union, carry on educational work on an extensive scale independently of the Workers' Educational Association.

The funds of the Association are obtained from affiliation fees and members' subscriptions for attendance at study circles and lectures. During the last ten years these have totalled 700,000 kronor. Grants are also made by the Government, provincial councils and municipalities; in 1921 these amounted to 120,330 kronor.

THE BRITISH TRADES UNION CONGRESS AND LABOUR COLLEGES

The decision of the British Trades Union Congress to come to an agreement with Ruskin College and the Labour Colleges of London, Scotland, etc. was mentioned in the previous number of the *Review* ⁽³⁾. The Labour Colleges ⁽⁴⁾ represent the movement for working-class education independent of assistance or control by government or public bodies, universities, or, in fact, by any person or body not solely working-class, and for instruction in Marxian doctrines. The Executive Committee of the National Council of Labour Colleges has now passed a resolution refusing to co-operate with the Trades Union Congress in the manner suggested.

The Executive Committee of the National Council of Labour Colleges desires to state that the Labour College movement, entirely disagreeing with the educational policy of the Workers' Educational Trade Union Committee, cannot co-operate with it in any way.

WORKS LIBRARIES

A works library may be a valuable agent in adult education, as a welfare worker in a large British factory has found ⁽⁵⁾. The firm with which she works employs several thousand workers of varying grades of education; nearly one thousand are under 18 years of age. The library was opened four years ago with a grant of £15 from the management, and gifts of second-hand books. It had then only 150 volumes on its shelves, while there are now over 2,000. The membership has also grown very considerably and includes all grades of workers from managers downwards.

An entrance fee of sixpence and a weekly subscription of one penny are charged, and the income of the library during recent months has been at the rate of £100 per annum. The library is entirely self-supporting, and is constantly being enlarged. Any book specially asked for is procured, and the latest novels are always available. Borrowers are left entirely free to choose books, but if they ask the librarian — in this case the welfare worker — for advice, she endeavours to guide them towards the better types of book. It is stated that the choice of book affords an interesting measure of mental growth.

⁽³⁾ *International Labour Review*, Vol. VI, No. 5, Nov. 1922, p. 816.

⁽⁴⁾ It should be noted that Ruskin College is not included in this group.

⁽⁵⁾ *Welfare Work*, Oct. 1922. London.

GOVERNMENT REPORTS

CONDITION OF INDIA IN 1921 ⁽¹⁾

DURING the period covered by this report the administrative system of India underwent a radical change consequent on the introduction of the Montagu-Chelmsford reforms. The political, social, and economic conditions of the country and the difficulties encountered in introducing these reforms are fully described in the pages of the report. The following analysis confines itself to labour conditions and related topics.

The prosperity of India rests primarily on agriculture. The unfavourable monsoon of 1920 seriously affected the agricultural situation in 1921. By the end of 1920 approximately 80,000 persons had been in receipt of famine relief, and these conditions persisted during the first three months of the following year. The monsoon of 1921 saved the situation. The people withstood the scarcity with marked success, as compared with previous years of shortage or famine, the high prices obtained for labour at the time maintaining the general prosperity. The increase of resisting power points to progress in the average economic position of the Indian peasant notwithstanding the great poverty of the mass of the Indian population.

The economic advance achieved by the agricultural labourer has been accompanied by a tendency to joint action. Tenants' unions (or *Kisan Sabhas*) during 1921 were formed in various parts of the country for the purpose of collective bargaining with landowners and overlords and securing improved conditions of tenure and labour for their members. Legislative enactment has abolished the practice of impressed labour and attention is being devoted by the reformed Local Governments to the question of tenant right and other matters.

But if readjustment between wages and prices has to some extent begun in the agricultural districts, the same is not the case in the towns; here economic suffering is keenly felt, especially among the middle classes. Greater facilities for combination, it is true, exist for labour in the towns, and for joint action towards obtaining improved conditions. But in order to raise the efficiency of the Indian workman to the level of labour overseas, improvement in the standard of living is necessary through better wages, housing, and general conditions of labour in India. Much in this direction has already been undertaken, both by the state and by private institutions and firms. A 60-hour week has been introduced in factories through legislative enactment. Another Bill introduced in 1921 to amend the Factories Act makes provision for the further protection of children working in factories by raising the maximum and minimum ages, by reducing their hours of labour in non-textile factories, by providing for intervals of rest, and by inserting additional safeguards in respect of certification. The hours of adults in all factories have been limited, and provision made for rest intervals and week-day holidays. The definition of the word

⁽¹⁾ GREAT BRITAIN, INDIA OFFICE : *Statement exhibiting the Moral and Material Progress and Condition of India during the Year 1921*. Fifty-seventh number. London, H. M. Stationery Office. 1922. xvi+368 pp. 2s. 6d.

"factory" has been extended, and the grant of exemptions subjected to stricter regulation. Local Governments have under consideration the question of establishing health services in connection with the inspection of factories and the employment of women officials to study health questions in so far as they affect women industrial workers. Co-operative credit societies have been introduced among mill-hands, but educational facilities are greatly needed to make his own interests clear to the Indian worker.

Much has been done in the direction of improving the conditions of both the subordinate staff and the better paid officers on the railways. Grain shops have been opened, co-operation encouraged, provident funds and gratuity benefits substantially improved, railway colonies, equipped with good water supply and in some cases with electricity, started at large centres, institutes and various forms of recreation provided or assisted from railway funds. Within the last ten years the total number of railway employees rose from 560,000 to 750,000, while between 1913-1914 and 1920-1921 the wages bill increased from £14 millions to £26 millions.

In the Posts and Telegraphic Departments the salaries of postal employees were raised to meet the increase in the cost of living, and the Department worked at a net deficit of £460,000, in the case of the railways the rates charged no longer covering the cost incurred. The telegraph staff of India consists of over 13,000 officials working more than 10,000 offices, nearly 9,000 of which are open to the public. Increases of pay and overtime rates have been granted to this staff and house-rent allowances made to members of the staff not provided with free quarters.

The number of labour associations increased considerably during 1921, but the floating character of the population in the chief industrial centres accounts for the lack of cohesion and organisation characterising the greater number. Conflict between employers and employed became acute during the period under review, and in 1921 there were 400 strikes. With a view to promoting industrial peace by the establishment of the necessary machinery for the investigation of economic and labour problems, separate Labour Departments or Bureaux have been organised in the different provinces. A Bill for the registration and protection of trade unions was proposed by the Government in that year. Conciliation and arbitration boards, works councils and shop-committees on the lines recommended by the Whitley Committee in England were introduced. In order to establish cost of living index numbers an enquiry was instituted in 1921 into the cost of living of the labouring classes.

The progress of the co-operative movement throughout India during 1921 has been marked notwithstanding unfavourable political conditions. The number of agricultural credit societies in Bombay has grown from 1,993 to 2,264, the number of non-credit agricultural societies from 98 to 118; a great feature of the movement has been the introduction of banking facilities. The increase of 1,051 in the number of agricultural credit societies in Madras raised the total to 5,207; the number of non-agricultural societies rose only slightly. In Bengal the number of societies of all kinds increased from 5,408 to 6,366, agricultural societies from 4,920 to 5,787; the Bengal Co-operative Organisation Society acts as a bureau of information and advice on co-operative matters. In the Punjab agricultural societies increased from 6,831 to 8,014; four new central banks and thirteen new banking unions were formed and special societies were organised for the consolidation of

scattered holdings; in addition, 100 arbitration societies were formed with the object of preventing unnecessary litigation. In the United Provinces 883 new societies were registered, of which 827 were agricultural credit societies, bringing the total number of the latter up to 4,223; the number of non-credit societies also increased considerably. In the Central Provinces the co-operative movement also showed progress despite unfavourable agricultural conditions; societies for the protection of crops were inaugurated. In Burma the number of agricultural credit societies rose from 3,319 to 3,704; in Behar and Orissa from 2,774 to 3,247. All classes of the community have benefited from the development of people's banks, contractors' societies, and co-operative stores of various kinds. Notable among the co-operative societies have been the weavers' societies and especially the fishermen's societies on the Orissa coast; the latter, in two years, operated a radical change in the economic condition of fishermen. In Assam the number of agricultural credit societies rose during the period under review from 412 to 494, but there are no societies for agricultural production or for the sale of produce.

The development of technical schools, both government and subsidised, and of tuition by demonstration given locally was marked. In Madras the government trades school has 217 students, and the number of industrial schools supported by Government has increased to 40; steps have also been taken to encourage the organisation of practical classes for juvenile hands employed in various firms. The considerable progress recorded in the hand-loom weaving industry is due to the institution of weaving schools, permanent and peripatetic. In the Bombay weaving schools there is a regular curriculum, and instruction is given in the weaving of cotton and mercerised bordered goods of various kinds; tuition is free and pupils receive a monthly stipend of three rupees for the first three months, small prizes being given thereafter for regular attendance and production of the best cloth. Requests for the opening of a weaving school frequently follow demonstrations in a weaving centre; the demonstrator is furnished with two looms, on one of which he works with the new appliances and methods it is sought to introduce, while any local weaver may receive instruction or experiment on the other. During the year about 400 improved looms and the same number of dobbies were introduced. In the United Provinces a committee has been appointed to consider the future of weaving schools. In the Punjab instruction in the free weaving schools has been put on a more scientific basis. In Bengal hand-looms for weavers are finding favour and the manufacture of looms and accessories has been started by several engineering firms. Among technical institutions in the United Provinces may be mentioned the Allahabad Carpentry School, the new leather working school at Cawnpore, and the government fabric-printing school at Farrukhabad. The question of expanding the Chemical Research Institute has been considered by the Government, and it is proposed to build a technological institute where students will be taught the elements of engineering and the chemistry of their particular subject, and receive training on a factory scale in the subject they are studying.

The infant welfare movement has received great impetus through the All-India Maternity and Child Welfare League initiated by Lady Chelmsford, and good work has been done by the National Association for Supplying Female Medical Aid to the women of India, which is subsidised by the Government. Religious and philanthropic societies have been active among the depressed classes and lower castes in India.

As a member of the League of Nations India was called upon to consider and take action with regard to the Draft Conventions and Recommendations adopted at the International Labour Conference held at Washington in 1919. Five out of the six Draft Conventions were ratified by India. The remaining Convention, relating to the employment of women before and after childbirth, was not ratified, but an enquiry was instituted into prevailing conditions and a report submitted to the International Labour Organisation. Efforts were made to induce employers and owners to start voluntary benefit schemes and to give them such advice and help as they might need, and the Central Government set a good example by introducing liberal rules regulating the grant of maternity leave to women in its employ. It was further suggested to Local Governments that similar rules should be framed for their employees.

LABOUR AND INDUSTRIAL CONDITIONS IN AUSTRALIA IN 1921 ⁽¹⁾

Labour Organisations

In 1921 the number of trade unions in the Commonwealth of Australia was 796 as compared with 712 in 1914 and 302 in 1906. The membership during the period from 1906 to 1921 increased fourfold. The increase in membership in any one year was greatest in 1913, when it amounted to 64,701, and least in 1915, when it was only 4,760. During recent years many associations of employees of public and semi-public

TABLE I. NUMBER AND PERCENTAGE OF MEMBERS OF TRADE UNIONS ON ESTIMATED TOTAL NUMBER OF EMPLOYEES, 20 YEARS OF AGE AND OVER, IN ALL PROFESSIONS, TRADES, AND OCCUPATIONS IN THE COMMONWEALTH OF AUSTRALIA, 1912 TO 1921

Particulars	1912	1915	1916	1917	1918	1919	1920	1921
Men								
Members of trade unions	415,554	499,160	506,981	518,582	531,090	564,262	606,620	622,493
Total number employees 20 years and over	944,599	957,410	920,686	927,470	948,239	1,017,147	1,034,853	1,074,182
Percent. in trade unions	44.0	52.2	55.0	55.9	56.0	55.5	58.6	58.0
Women								
Members of trade unions	47,670	28,871	39,575	45,605	50,665	63,423	77,830	80,516
Total number employees 20 years and over	210,213	225,588	229,418	232,856	232,301	240,807	245,596	251,394
Percent. in trade unions	8.4	12.8	17.2	19.6	21.8	26.3	31.7	32.02

⁽¹⁾ COMMONWEALTH BUREAU OF CENSUS AND STATISTICS, LABOUR AND INDUSTRIAL BRANCH: *Prices, Purchasing Power of Money, Wages, Trade Unions, Unemployment, and General Industrial Conditions 1921*. Report No. 12. pp. 216. Melbourne, McCarron Bird and Co. 1922. 2s. 6d.

bodies have been organised. There has been a gradual extension of trade unionism among male workers and a rapid extension among female workers during the period 1912 to 1921. In 1912, as shown by the table above, 44.0 per cent. of adult male workers and only 8.4 per cent. of female workers were members of trade unions; in 1921 the percentages were 58.0 and 32.0 respectively.

From 1912 onwards more than half the membership of the unions was included in organisations having more than 5,000 members. The tendency towards closer organisation is evidenced by the fact that, though membership of trade unions has increased since 1912 by 62.3 per cent., the number and membership of unions having less than 2,000 members have considerably decreased. The development of trade union organisation of an inter-state character is indicated by the fact that the number of organisations operating in two or more States has increased from 72 in 1912 to 101 in 1921, and the percentage of the membership of such organisations on the total membership of all organisations has increased from 64.6 per cent. to 80.8 per cent. during the same period.

Fluctuations in Unemployment

The table below gives the percentage of members of trade unions reported as unemployed for each quarterly period from 1913 to 1921. The total membership of unions reporting the numbers of unemployed rose from 237,216 in the first quarter of 1913 to 370,491 in the fourth quarter of 1921.

TABLE II. PERCENTAGE OF MEMBERS OF TRADE UNIONS RETURNED AS UNEMPLOYED 1913 TO 1921 BY QUARTERS

Quarter	1913	1914	1915	1916	1917	1918	1919	1920	1921
First	6.4	5.9	12.0	5.9	7.5	5.5	6.5	5.6	11.4
Second	7.3	5.7	9.5	5.3	6.3	6.2	8.5	6.2	12.5
Third	7.0	10.7	8.8	5.3	7.1	6.1	6.2	6.2	11.4
Fourth	5.3	11.0	6.8	6.7	7.4	5.5	5.2	7.8	9.5

In the report unemployment statistics are also classified by industries, by States, and by causes.

Retail Prices, House Rent, and Purchasing Power of Money

Various investigations have been made as to price indexes and the cost of living in the six metropolitan towns of the Commonwealth, in 30 towns, and in 150 towns, while other surveys have been made. In all cases there is a close correspondence in the general results. Taking the weighted average for the six capital towns, the prices of 46 items of food and groceries were 9.5 per cent. lower in 1921 than in 1920; 90.2 per cent. higher than in 1911; and 95.7 per cent. higher than in 1901; the average cost of these items for 1921 was greatest in Hobart and least in Brisbane. As regards house rent there was an increase in the average rentals in all the towns from 1917 to 1921. The weighted average index number for 1921 was 5.3 per cent. higher than in 1920, 40.4 per cent. higher than in 1911, and 87.0 per cent. higher than in 1901; the greatest increase since 1901 has occurred in Brisbane (121.1 per cent.), followed in order by Hobart (115.9 per cent.), Adelaide and Melbourne equal (104.9 per cent.), Sydney (71.8 per cent.), and Perth

(31.7 per cent.). The weighted average index numbers for the combined expenditure on food, groceries, and housing accommodation show a decrease of 4.9 per cent. in 1921 compared with 1920, an increase of 69.7 compared with 1911, and of 92.8 compared with 1901.

TABLE III. WEIGHTED AVERAGE PRICE INDEX NUMBERS FOR FOOD, GROCERIES, AND HOUSE RENT (6 CAPITAL TOWNS AND 30 TOWNS) 1911 TO 1921 AND PURCHASING POWER OF MONEY IN 6 CAPITAL TOWNS
(Base : 1911=1000)

Group	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921
<i>Food and Groceries</i>										
6 capital towns	1129	1095	1144	1416	1495	1472	1514	1716	2101	1902
30 towns	1140	1106	1155	1428	1506	1481	1523	1722	2104	1911
<i>House Rent</i>										
6 capital towns	1063	1118	1135	1081	1080	1098	1143	1215	1333	1404
30 towns	994	1042	1054	1006	1008	1026	1065	1137	1251	1317
<i>Food, Groceries, and House Rent</i>										
6 capital towns	1101	1104	1140	1278	1324	1318	1362	1510	1785	1697
30 towns	1080	1080	1113	1255	1301	1294	1336	1481	1753	1608
<i>Purchasing Power of Money</i> ⁽¹⁾ (equivalents of £ in 1914)										
6 capital towns	s. d. 22 0	s. d. 22 4	s. d. 22 10	s. d. 25 7	s. d. 26 6	s. d. 26 4	s. d. 27 3	s. d. 30 2	s. d. 35 8	s. d. 33 11

⁽¹⁾ Based on prices of food and groceries, and house rent. The amount for the second quarter of 1922 was 32s. 0d.

Current Rates of Wage and Hours of Labour

Weekly Wage Rates

Amongst adult male workers the highest weighted average nominal weekly wage at the end of 1921 was paid to employees in the mining industry (105s. 4d. per week), followed by those in the book and printing trades (104s. 7d.), and in the building industry (102s. 5d.), while the lowest paid groups were workers in hotels, restaurants, domestic servants, etc. (84s. 2d.). For adult female workers the highest average weekly wage was paid to the group which included shop assistants, clerks, etc. (50s. 0d.), followed by the clothing and boots, etc. group (48s. 7d.), and the domestic servant group, hotels, etc. (48s. 6d.), while the lowest average was paid to employees in the food and drink group (43s. 9d.).

At the end of 1921 average weekly wage rates for adult male workers were highest in Queensland (96s. 8d.), followed in order by New South Wales (95s. 10d.), Western Australia (95s. 0d.), Victoria (93s. 7d.), Tasmania (91s. 8d.), and South Australia (89s. 5d.). There was an increase in the average wage during 1921, although a much smaller one than in the preceding year. The average for the Commonwealth at the end of 1921 was 94s. 6d. per week ⁽²⁾ for adult male workers as compared with 89s. 10d. at the end of 1920, with 74s. 11d. at the end of 1919, and with 55s. 1d. at the end of April 1914.

For adult female workers the average weekly rate at the end of 1921 was 48s. 8d., as compared with 27s. 2d. at 30 April 1914 ⁽³⁾.

⁽²⁾ By the end of March 1922 a slight reduction was recorded, the average having fallen to 94s. 0d. per week.

⁽³⁾ By 31 March 1922 the average had fallen slightly to 48s. 2d.

Weekly Hours of Labour

There was a considerable diminution in each State during the period 1914 to 1921 in the number of hours constituting a full week's work both for male and for female workers. The reduction for adult male workers was from 48.93 hours per week on 30 April 1914 to 46.22 hours at the end of 1921, while the reduction for adult female workers during the same period was from 49.08 hours to 45.69. The greatest reduction in hours during 1921 took place in New South Wales, the result of the recommendations of a special court of enquiry constituted under the provision of the Eight Hours (Amendment) Act 1920. As a result of the adoption of these recommendations, the hours of labour in many industries in this State were reduced to 44 per week.

Changes in Rates of Wage

The number of changes in rates of wage during 1921 was 1,200 as compared with 1,999 during 1920, when the highest number was recorded since the systematic collection of these particulars was instituted. Not only was the number of separate changes larger in 1920, but the number of workers affected by such changes during that year was considerably higher than the number affected during any other year. The total net amount of increase per week was also higher during 1920 than for any other year.

TABLE IV. NUMBER AND EFFECT OF INCREASES AND DECREASES IN RATES OF WAGE DURING 1920 AND 1921

Year	Increases			Decreases			Total result of all changes		
	Number of changes	Workers affected	Amount of increase per week	Number of changes	Workers affected	Amount of decrease per week	Total number of changes	Total of workers affected	Net increase per week
			£			£			£
1920	4,988	1,025,441	495,436	41	2,845	728	4,999	1,027,286	494,708
1921	1,065	605,295	205,086	135	126,970	19,428	1,200	732,265	185,658

Of the 135 decreases in rates of wage recorded during 1921 no less than 105 were in New South Wales, with few exceptions during the last quarter of the year. The decreases were brought about by variations of awards by the Court of Industrial Arbitration, which took into consideration the declaration of 8 October of the Board of Trade appointed under the State Industrial Arbitration Act that the "living wage" for adult male employees was £4 2s. 0d. per week instead of £4 5s. 0d. per week previously in force in that State.

TABLE V. AVERAGE INCREASE IN RATES OF WAGE PER HEAD PER WEEK OF ADULT MALE AND FEMALE WORKERS, 1913 TO 1921 (1)

Group	1913	1914	1915	1916	1917	1918	1919	1920	1921
Adult male workers	s. d. 4 8	s. d. 5 4	s. d. 5 4	s. d. 6 0	s. d. 5 10	s. d. 4 11	s. d. 8 14	s. d. 10 2	s. d. 5 4
Adult female workers	2 41	3 5	4 1	3 9	4 3	3 8	5 5	6 9	3 11

(1) The average decrease per head per week in the first quarter of 1922 was 2s. 2d., and in the second quarter 4s. 1d.

Nominal and Effective Wages

On the basis of nominal wage data effective wages have been calculated (a) for full-time work, and (b) allowing for unemployment, on the basis of weekly wage rates and the cost of food and groceries and house rent; it is thus possible to estimate changes in the well-being of the workers. In 1915 there was a decrease in unemployment when compared with the preceding year, but, on the other hand, the cost of food and groceries showed a very substantial increase, so that while nominal wages increased slightly, effective wage index numbers, both for full work and allowing for unemployment, show a large decrease, this being the lowest year in the period covered by the investigation (1906 to 1921). In 1916, 1917, 1918, and in 1919 effective wage index numbers show increases due to the fact that the increase in nominal wage index numbers was greater than the increase in the index numbers showing cost of food, groceries, and house rent. In 1920 the effective wage index number for full work showed an increase, but, owing to the somewhat large increase in unemployment, the effective wage index number allowing for unemployment showed a decrease. In 1921 the effective wage index numbers both for full work and allowing for unemployment show increases, due to the fact that while index numbers of the purchasing power of money declined considerably, wages as a whole, and for the year, show an increase.

Operations under Arbitration and Wages Board Acts

Industrial tribunals were active during 1916 to 1920, due mainly to applications for review of existing awards and determinations owing to the continued increase in the cost of living. During this period also awards were made for many industries and callings not previously subject to industrial award or agreement. This feature was most noticeable in Queensland and New South Wales, where arbitration has been extended to employees of the state public service.

During 1921 this activity of industrial tribunals continued, although the number of awards (422) made during the year shows a decrease when compared with the number (594) made during 1920, in which year the number is the highest recorded for any annual period since 1914 when these particulars were first compiled. At the end of 1921 there were 1,222 industrial agreements in force, as compared with 972 at the end of 1920.

There was a considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions during the eight years ending 31 December 1921.

Industrial Disputes

It is evident from the table below that industrial disputes were more frequent in 1921 than in any other year covered by the statistics, particulars being recorded concerning 624 dislocations of work. It is evident, however, that the significance and effect of industrial disputes is better estimated by considering the number of working days lost and the estimated loss in wages. On this basis the years 1919 and 1917 show the greatest losses, while in 1921 there was a considerable decrease on the two previous years.

A noticeable increase in the number of stoppages of work took place in 1921 in New South Wales. In all the other States the number of

disputes was less than those recorded in 1920. The position which New South Wales occupies in comparison with other States is almost entirely due to the prevalence of disputes in connection with coal mining. Apart from these stoppages, the number of disputes in all other industries, while still in excess of that for each of the other States, does not compare unfavourably when the number of workers in each State is taken into consideration.

TABLE VI. NUMBER AND MAGNITUDE OF INDUSTRIAL DISPUTES INVOLVING STOPPAGE OF WORK IN THE COMMONWEALTH OF AUSTRALIA 1913 TO 1921

Year	Number of disputes	Workers involved directly and indirectly	Working days lost	Loss in wages £
1913	208	50,283	623,528	287,739
1914	337	71,049	1,090,395	551,228
1915	358	81,292	583,225	299,633
1916	508	170,683	1,678,930	967,604
1917	444	173,970	4,599,658	2,594,808
1918	298	56,439	580,853	372,334
1919	460	157,591	6,308,226	3,951,936
1920	554	155,566	1,872,065	1,223,716
1921	624	165,101	956,617	757,028

Industrial Accidents

The total number of fatal accidents for the year 1921 was 194, or 81.3 per cent. over the figure for the previous year, due to a large extent to the disaster in the Mount Mulligan coal mine in Queensland for which 75 deaths were reported in 1921. With the exception of South Australia, in which State there was one fatal accident less in 1921 than in 1920, all the States show considerable increases. In 1921 of the fatal accidents 103, and of the non-fatal accidents 93, occurred in connection with coal mining, while, including all kinds of mining, the numbers were 147 and 596 ⁽⁴⁾ respectively.

TABLE VII. NUMBER OF INDUSTRIAL ACCIDENTS REPORTED 1917 TO 1921

Year	Number of fatal accidents	Number of accidents incapacitating for over 14 days
1917	105	2,168
1918	127	2,000
1919	127	1,715
1920	107	1,949
1921	194	1,303

Summary of Statistics

The table below gives a general summary of the statistics of trade unionism, employment, production, prices, and wages in the Commonwealth of Australia for the period 1914 to 1921. In some cases index numbers given in the *Report* on other bases have been recalculated on the base 1914=1000.

⁽⁴⁾ Exclusive of New South Wales.

TABLE VIII. SUMMARY OF STATISTICS OF TRADE UNIONISM, EMPLOYMENT, PRODUCTION, PRICES, AND WAGES IN THE COMMONWEALTH OF AUSTRALIA, 1914 TO 1921

Year	Trade unions			Production		
	Number	Member-ship	Percentage of members not returned as unemployed ⁽¹⁾ (end of year)	Estimated value		Index numbers of value of production per head ⁽²⁾
				Total (in thousands)	Per head of population	
				£	£	
1914	712	523,271	89.0	209,495	42.40	4000
1915	713	528,031	93.2	254,620	51.02	4228
1916	705	546,556	93.3	270,444	55.47	4308
1917	747	564,187	92.6	283,629	57.47	4356
1918	767	581,755	94.5	298,669	59.37	4400
1919	774	627,685	94.8	348,483 ⁽³⁾	66.36 ⁽³⁾	1566 ⁽³⁾
1920	796	684,450	92.2	402,208 ⁽⁴⁾	75.04 ⁽⁴⁾	1770 ⁽⁴⁾
1921	796	703,009	90.5			

Year	Prices		Wages					
	Cost of living in 6 capital towns ⁽⁵⁾	Wholesale prices ⁽⁵⁾ (Melbourne)	Nominal average weekly rates (end of year)				Effective wage index numbers	
			Amount		Index numbers		Full time	Allowing for unemployment
			Adult males	Adult females	Adult males	Adult females		
			s. d.	s. d.				
1914	4000	4000	55 1	27 2	4000	4000	4000	4000
1915	1423	4396	56 6	27 4	1023	4005	905	949
1916	1140	4309	60 8	28 6	1100	1047	939	984
1917	1213	4446	64 2	30 5	1164	1124	998	1038
1918	1295	4683	66 5	31 9	1205	1168	1000	1061
1919	1461	4788	74 11	37 4	1350	1315	1017	1083
1920	1665	2458	89 10	44 6	1629	1637	1032	1069
1921	1454	1656	94 6	48 8	1715	1700	1142	1161

(1) Returns are obtained from some only of the total number of trade unions; in 1921 436 unions with a membership of 370,494 supplied data as to the numbers unemployed.

(2) Base: 1914-1900.

(3) 1919-1920.

(4) 1920-1921.

(5) Includes food, groceries, rent, clothing, and miscellaneous; figures for November of each year; base: Nov. 1914=1000.

ADMINISTRATION OF LABOUR LAWS IN BRITISH COLUMBIA IN 1921⁽¹⁾

The greater part of the *Annual Report* for 1921 of the British Columbia Department of Labour is devoted to analyses of returns concerning wages and hours of work made voluntarily by employers at the request of the Department. An analysis by industrial groups of the wages, hours, and nationality of workers employed month by month (pp. 9-28) shows that the 44-hour and 48-hour weeks were most frequently met with in the year under report, though many workers were employed for 54-60 hours weekly (e.g. in the lumber industry). Employment in general was slack, however, the normal winter

(1) BRITISH COLUMBIA: *Annual Report of the Department of Labour for the Year ending 31 December 1921*. 72 pp. H. M. Printer, Victoria, B. C. 1921.

unemployment being prolonged by a general industrial slump into spring and summer (p. 5). Much relief work was undertaken in Vancouver, while Victoria preferred the policy of assistance in kind on application (pp. 6-7). Owing to the depression of trade strikes were rarely attempted (21 as against 68 in 1920), the principal dispute occurring in the printing trade in connection with the change from a 48-hour to a 44-hour week (pp. 47-51). Wage reductions were mostly effected by the engagement of new workers on changed terms after a period of closing down (p. 5).

The fourth annual report of the Minimum Wage Board (pp. 55-72), which deals only with women's wages, gives details of wages and hours as returned by employers in the various groups of industries. The Board makes a point of insisting on proper training where learners' rates are authorised; while inexperienced adults may be paid lower rates under temporary licences (p. 56). Little difficulty was encountered in collecting arrears of wages due to workers owing to failure to pay scheduled rates from the proper date; and considerable progress in welfare work was noted during the year (pp. 64,65).

The factory inspection service, transferred from the Public Works Department to the Labour Department in 1921, is reported on very briefly (pp. 52-54), no statistics being given. The Chief Inspector notes a tendency to move factories from the centre of towns to the suburbs, and remarks that premises are often acquired without sufficient attention to the requirements of the Factory Act. Lifts in general are under the supervision of the factory inspectors, and the necessity for a frequent examination of cables is noted.

The report of the Department also contains a directory of employers' and workers' associations (pp. 33-46), and a note on the provincial employment exchange service (pp. 29-32), which received 99,240 applications for employment during the year, and placed 41,744 persons.



BIBLIOGRAPHY

Book Notes

INTERNATIONAL PUBLICATIONS

INTERNATIONAL LABOUR OFFICE: *Reports of the International Labour Conference, Fourth session, Geneva, 1922. Report of the Director of the International Labour Office. Together with Appendices (a) Special Report on the Unemployment Enquiry; (b) Special Report on the Situation with Regard to Ratification of the Hours Convention; (c) Note on the Distribution of Raw Material.* 326, 53, 94 and 24 pp. Geneva, 1922. 10s. Od. or \$ 2.00.

— : *Report on the First Item on the Agenda: (a) Reform of the Constitution of the Governing Body of the International Labour Office; (b) Periodicity of the Sessions of the Conference.*

— : *Report on the Second Item on the Agenda: Communication to the International Labour Office of Statistical and other Information regarding Emigration and Immigration and the Repatriation and Transit of Emigrants.*

— : *Supplementary Report on Items I and II of the Agenda.* 56, 92, and 32 pp. Geneva 1922.

— UNEMPLOYMENT ENQUIRY: *Remedies for Unemployment.* 142 pp. Geneva 1922. 3s. Od. or 60 cents.

This report, the first result of the enquiry undertaken in accordance with the decision of the International Labour Conference held in 1921, relates to the measures in various countries both to prevent unemployment and to mitigate its consequences. The latter are grouped under the following headings: unemployment compensation, dilution, the development of possible opportunities of employment. The international problems bearing on the present world crisis (exchange, currency, raw materials, etc.) are not touched upon, as they form the subject of other studies undertaken in conjunction with the Economic and Financial Section of the League of Nations.

— : *Emigration and Immigration. Legislation and Treaties.* 439 pp. Geneva, 1922.

This volume provides a survey of regulations relating to migration throughout the world, and an analysis of the laws, decrees, treaties, agreements, and conventions in force in this connection in 76 countries. The replies to the questionnaire addressed to the governments towards the close of 1920 in preparation for the work of the International Emigration Commission (described in the December 1921 number of the *International Labour Review*) provided a basis for this study, the information derived from them being supplemented by official documents relating to the subject obtained by the International Labour Office. The data analysed are classified according to subject; the first part deals with emigration legislation, the second with immigration legislation, the third with international agreements on both questions

The appendices provide, for each of these three parts, references to the documents consulted and detailed tables relating to the numerous subjects touched on. The principal legislative and diplomatic measures adopted between January and September 1922 are summarised in the supplement.

— : *Methods of compiling Emigration and Immigration Statistics*. 57 pp. Geneva, 1922.

This pamphlet, designed to supplement the questionnaire No. 2 addressed to the governments by the International Labour Office in view of the Fourth Session of the International Labour Conference, contains a general description of migration statistics. In the first part statistics of emigration, immigration, repatriation, and transit of emigrants, of 39 states, derived from official sources, are considered country by country, as are also the methods followed in compiling and presenting them. In the second part the statistics at present available are analysed as a whole with a view to facilitating the study of possible international measures enabling statistics in different countries to be compared.

— : *Compulsory Labour Service in Bulgaria*; a Study undertaken for the International Labour Office by Max LAZARD. 160 pp. Studies and Reports, Series B (Economic Conditions), No. 12. Geneva, 1922.

Report on the enquiry carried out at the request of the Bulgarian Government on the application of the Compulsory Labour Service Act. After some account of the principal economic and political features of the country, the author describes provisions of the Act, its application and results, and the effects on public opinion. He discusses compulsory labour in Bulgaria in relation to the circumstances in which it originated, and draws certain conclusions regarding its military, educational, and economic bearings, and the possibility of its introduction in other countries. The text of the Act and various Regulations for its enforcement are given in appendices.

— : *Methods of compiling Statistics of Unemployment. Replies of Governments*. Studies and Reports, Series C (Unemployment), No. 7. 101 pp. Geneva, 1922. 2s. or 40 cents.

In conformity with the resolution passed at the International Labour Conference held at Washington in 1919 the International Labour Office communicated to the Governments of various countries in September 1921 the draft text including the proposed classification of industries and occupations and the tables to be used in compiling statistics, requesting them to forward any observations relating thereto.

The replies received are analysed in the present study and the conclusions provisionally drawn by the unemployment services of the Office are indicated. Definite recommendations will be formulated later taking into account any new observations or suggestions which this pamphlet may call forth.

— : *Application of the Three-Shift System to the Iron and Steel Industry*. Studies and Reports, Series D (Wages and Hours), No. 3. 156 pp. Geneva, 1922. 2s. 6d. or 50 cents.

In this report are published the results of an enquiry into the application of the three-shift system undertaken by the International Labour Office at the suggestion of the Taylor Society of the United States. A questionnaire was circulated to which replies were received from the governments, employers or workers of 18 countries. The replies, which are given in full, cover the following subjects: the extent of the three-shift system, effects on output and cost, effects on the worker, and technical arrangements. One of the appendices contains extracts from the legislation of various countries bearing on hours of work in continuous industries.

— : *Problems and Methods of Vocational Guidance*. By Professor Ed. CLAPARÈDE. Studies and Reports, Series J (Education), No. 1. 80 pp. Geneva, 1922.

Dr. Claparède, Professor at the University of Geneva, discusses in this general study the principal problems of vocational guidance. After having considered in the opening chapters vocational guidance in its psychological and physical aspects, briefly summarised its history, defined the difference between guidance and selection, and discussed the methods and classification adopted in the analysis of occupations, the author deals with the problem of diagnosing vocational abilities, to which he devotes the greater part of his study. He concludes with a list of publications containing useful bibliographies on vocational guidance.

LEAGUE OF NATIONS, HEALTH SECTION: *Epidemiological Intelligence, Publication No. 4: Epidemic Diseases in Eastern and Central Europe, January to June 1922*. 28 pp. Geneva, 1922.

PERMANENT COURT OF INTERNATIONAL JUSTICE: *Collection of Advisory Opinions*. Series B, Nos. 2 and 3. 61 pp. Leyden, Sijthoff. 1922.

This pamphlet contains the English and French text of the advisory opinions given by the Permanent Court of International Justice on 12 August 1922 as to the competence of the International Labour Organisation (a) in regard to international regulation of the conditions of labour of persons employed in agriculture, (b) to examine proposals for the organisation and development of the methods of agricultural production and other questions of a like character, insofar as they refer to labour.

CONGRÈS INTERNATIONAL DES SYNDICATS REVOLUTIONNAIRES (1^{er} MOSCOU, 3-19 JUILLET 1921: *Résolutions et statuts adoptés au Congrès*. Preface by DRIDZO-LOZOVSKY. 88 pp. Paris, Petite bibliothèque de l'Internationale syndicale rouge, Librairie du travail. 1921. 2 francs.

Report of the first International Congress of Revolutionary Trade Unions held at Moscow 3 to 19 July 1921, resolutions passed and rules adopted, with a preface by Dridzo-Lozovsky.

INTERNATIONAL CHAMBER OF COMMERCE: *Regulation of Conciliation and Arbitration*. Publication No. 21. 39 pp. Paris, 1922.

This pamphlet contains the French and English texts of the rules laid down by the International Chamber of Commerce relating to the settlement of litigation between traders belonging to different countries. These rules are divided into three parts: conciliation, arbitration without legal sanction, arbitration with legal sanction.

The pamphlet contains, moreover, the text of a compromissorial clause, the inclusion of which in all traders' international contracts is recommended by the Arbitration Court of the International Chamber of Commerce.

INTERNATIONALE COMMUNISTE: *Compte rendu de la conférence de l'exécutif élargi de l'Internationale communiste, Moscou, 21 février-4 mars 1922*. 260 pp. Paris, Bibl. communiste, Libr. de l'« Humanité ». 1922. 5 francs.

Report of the conference of the executive of the Communist International held at Moscow, 21 February to 4 March 1922. A "united front" was the chief topic discussed.

ISTITUTO INTERNAZIONALE DI AGRICOLTURA. UFFICIO DELLE ISTITUZIONI ECONOMICHE E SOCIALI: *Il credito e la cooperazione agraria in Italia, nei provvedimenti di guerra.* 73 pp. Rome, 1922. 3 lire.

This report on legislation in Italy on credits societies and agricultural co-operation is the outcome of a special enquiry by the International Institute of Agriculture of Rome into laws and regulations for the promotion of agricultural production during the war and since the Armistice. The report, an extract from which will be given in *Industrial and Labour Information*, has already appeared in the *Bulletin* of the Institute, and is now published separately in Italian. It contains, in addition to the principal agricultural laws and regulations in force, statistics to show the results of government policy.

LIGUE DES SOCIÉTÉS DE LA CROIX-ROUGE: *Deuxième session du Conseil Général, Genève 28-31 mars 1922.* Vol. 1, *Compte rendu*; Vol. 11, *Rapports et documents.* 190 and 440 pp. Geneva, 1922.

The first of these two volumes, published by the League of Red Cross Societies, contains a summary of proceedings of the General Council; the second includes reports by the secretariat, among which may be mentioned those on the Junior Red Cross and the Red Cross and International Public Health, also reports of the national Red Cross societies. In the course of the second session of the General Council a representative of the International Labour Office drew attention to the community of aims and methods in the work of the Office and that of the League of Red Cross Societies in certain directions.

ROCKEFELLER FOUNDATION, INTERNATIONAL HEALTH BOARD: *Bibliography of Hookworm Disease.* Publication No. 11. 417 pp. New York, Rockefeller Foundation. 1922.

This interesting bibliography, preceded by a short description of the discovery of the parasite and the spread of the disease, includes about 6,000 items classified alphabetically by subject and country. An alphabetical list of authors facilitates reference to the works mentioned.

OFFICIAL PUBLICATIONS

AUSTRALIA

AUSTRALIAN LEGISLATIVE DIGEST. 63 pp. Sydney, Gullick, Govt. Printer 1922. 1s. 0d.

This pamphlet is described as a "Summary of Principal Bills introduced into, and Acts passed by, the Parliament of Australia during 1921; also Summary of Findings of Royal Commissions likely to lead to Legislation".

COMMONWEALTH BUREAU OF CENSUS AND STATISTICS, LABOUR AND INDUSTRIAL BRANCH: *Report No. 12. Prices, Purchasing-Power of Money, Wages, Trade Unions, Unemployment, and General Industrial Conditions, 1921.* 216 pp. Melbourne, McCarron Bird and Co., 1922. 2s. 6d.

This report is reviewed under the heading *Government Reports*.

VICTORIA

DEPARTMENT OF LABOUR: *Summary of Wages and Conditions fixed by Wages Boards or by Courts of Industrial Appeal.* 144 pp. Victoria, 1922. 2s. 0d.

This summary is brought up to date to 1 July 1922. Piece-work prices are not given.

BELGIUM

MINISTÈRE DE LA JUSTICE, ÉCOLE CENTRALE DE SERVICE SOCIAL : *Programme 1922-1923 ; Rapport 1921-1922*. 27 pp. Brussels, 1922.

This pamphlet sets forth the conditions of admission to the Central School of Social Service in Belgium and the list of subjects taught. The programme includes a theoretical course, practical investigation work, and a probationary term. The full course covers a period of two years, after which the student, having received a certificate, may attend continuation lectures.

MINISTÈRE DE L'INDUSTRIE ET DU TRAVAIL, BOURSE OFFICIELLE DU TRAVAIL. (ARRONDISSEMENT DE BRUXELLES) : *Rapports 1921*. 80 pp. Brussels, 1922.

In addition to the new regulation of the Brussels labour exchange this pamphlet contains three reports : (1) secretary's report and financial statement ; (2) general report on the work of the labour exchange ; (3) report on the work of the conciliation and arbitration committee, including the rules of arbitration procedure and a table showing the disputes dealt with by the committee in 1921, their causes, and the solutions arrived at. The results achieved during 1921 are summarised in another table. While not entirely satisfactory, these results are considered as full of promise. Conciliation is shown to be preferable to compulsory arbitration for reasons set forth in the report.

BRAZIL

LEGISLAÇÃO SOCIAL. *Trabalhos da Comissão especial de Legislação social (1919-1921)*. Third Vol., 919 pp. Rio de Janeiro, Rodriguez.

A record of the work achieved during the years 1919-1921 by the special Committee on Social Legislation appointed by the Chamber of Deputies, of particular value to all interested in social questions and international labour legislation.

BULGARIA

MINISTÈRE DES TRAVAUX PUBLICS, DIRECTION DU TRAVAIL OBLIGATOIRE : (a) *Loi sur la prestation du travail et règlement sur l'application de l'article 8 de la loi sur la prestation du travail* ; (b) *Règlement sur la prestation du travail des jeunes filles*. 23 and 15 pp. Sofia, Govern. Print. Office. 1922. 6 and 4 levas.

(a) Text of the Act on compulsory labour and Regulations relating to the enforcement of Section 8 of the Act ; (b) Regulations relating to the compulsory labour of girls.

CANADA**BRITISH COLUMBIA**

DEPARTMENT OF LABOUR : *Annual Report for the Year ending 31 December 1921*. 72 pp. Victoria, Cullin. 1922.

This report is analysed in detail under the heading *Government Reports*.

FRANCE

MINISTÈRE DU TRAVAIL: *Annuaire du Ministère du Travail, année 1922*. 508 pp. Paris, Impr. nation. 1922.

This year book issued by the French Ministry of Labour contains the text of the Decrees and Regulations issued, and various particulars relating to the staff and the internal organisation of the Ministry.

— : OFFICE DU TRAVAIL: *Tarifs de salaires et conventions collectives pendant la guerre (1914-1918)*. Vol. III. 423 pp. Paris, Impr. nation. 1922.

The first and second volumes of this work were analysed in the February and April 1922 numbers of the *Review* (p. 347 and p. 694). The third volume contains documents relating to the 48 Departments from Jura to Yonne. The Labour Bureau proposes to publish a fourth volume of documents on the mining industry and including a general survey of the matter published and the outstanding facts.

MINISTÈRE DE LA GUERRE, ÉTAT-MAJOR DE L'ARMÉE: *Projet de règlement général d'éducation physique. Annexe: Instruction sur le rôle du médecin dans l'éducation et la rééducation physiques*. 87 pp. Paris, Fournier. 1922.

Draft regulation on physical culture issued by the French War Office, with appendix on the part played by the physician in physical training.

GREAT BRITAIN

WAR OFFICE: *Report of the War Office Committee of Enquiry into "Shell-Shock"*. (Cmd. 1734). 244 pp. London, H. M. Stationery Office. 1922. 6s. 0d.

INDIA OFFICE: *Statement exhibiting the Moral and Material Progress and Condition of India during the Year 1921*. Fifty-seventh number. XVI+368 pp. London, H. M. Stationery Office. 1922. 2s. 6d.

This report is analysed under the heading *Government Reports*.

ITALY

UFFICIO COMUNALE DEL LAVORO E DELL'ABITAZIONE DI VARESE: *Relazione del Direttore alla Commissione consultiva dell'Ufficio comunale del Lavoro e dell'Abitazione*. 36 pp. Varese, 1922.

This report of the Director of the Varese Office of Labour and Housing summarises the activities of the Office in regard to housing, insurance, conciliation and arbitration, and unemployment.

MINISTERO PER L'AGRICOLTURA, ISPETTORATO SUPERIORE DELLA PESCA: *Annuario della pesca, 1922*. Preface by G. BETTINI. 384 pp. Rome, Casa ed. ital. 1922. 5 lire.

The Inspectorate of Fisheries has published in this year book the most important particulars concerning the fishing industry in Italy. The Minister of Agriculture, Mr. Bertini, states in the preface that the attention of the state should be directed towards improving the working and living conditions of fishermen and re-populating the lakes and rivers. The year book is divided into five parts relating to state institutions dealing with the fishing industry, the industry itself and allied industries, associations connected with it, and, regulations relating to sea and fresh water fisheries.

NEW ZEALAND

Awards, Recommendations, Agreements, etc., made under the Industrial Conciliation and Arbitration Act and the Labour Disputes Investigations Act. Vol. XXII, 1921, Parts 1 and 2. xci+2005 pp. Wellington, Marks, Govern. Printer. 1922.

These two large volumes contain 672 awards, recommendations, and agreements made by the Court of Arbitration of New Zealand. The awards etc. cover more than a hundred occupations. The awards themselves deal with such matters as hours of work, rates of wages, overtime, holidays, piece-work, preference for union men. A large portion are amendments of earlier awards. There is an index by occupations, and an appendix by districts giving references to the latest awards for the various occupations. There is no subject index.

SERB-CROAT-SLOVENE KINGDOM

MINISTARSTVO SOCIALNE POLITIKE: *Godisnjak o radu Ministarstva socijalne Politike u god. 1918-1921; III. Dio: Izveštaj Inspekcije Rada za god. 1921.* 621 pp. Belgrade, Vuk Karadjic. 1922.

The third part of the report on the work of the Ministry of Social Policy from 1918 to 1921, including the Report of the Labour Inspectorate for 1921, which will be analysed in detail in a future number of the *Review*.

SWEDEN

KUNGLIGA SOCIALSTYRELSEN: *Arbetsintänelser i Sverige ar 1921.* 16+39 pp. Stockholm, Nordstedt 1922.

The annual report on strikes and lock-outs in 1921 published by the Swedish Office of Social Affairs shows that the total number of working days lost owing to this cause was 2,666,313, i.e. an average of 5.9 working days per worker per year. During 1920 the total number of working days lost was no less than 8,942,543; in 1919 it amounted to 2,295,910; in 1918 to 1,436,409; in 1917 to 1,108,819; in 1916 to 474,718 and in 1915 to 83,270.

The number of stoppages of work in 1921 was 347, which is a lower number than that recorded for 1917, 1918, 1919, or 1920, but higher than in any of the years preceding 1917. The number of workers as well as the number of employers involved has also been less than in the great year of strikes, 1920, and even below the numbers affected in 1918 and 1919, being 3,322 employers and 49,712 workers. Of the stoppages 302 may be characterised as strikes, and 22 as lock-outs, while 23 were of a mixed nature. As usual, wages questions were the principal cause, occasioning 76 per cent. of all stoppages. The contention that agreements had been broken was made in the case of 66 disputes; of these 34 were formally charged against the workers, while in 7 cases formal charges were directed by either party against the other. In the case of 232 stoppages of work negotiations between the parties preceded, while in 115 cases such negotiations did not take place. Settlements of disputes were in 81 cases effected by direct assistance of the State Conciliator and in only 3 cases was an Arbitration Committee established. A total of 4,900,000 kronor was paid out by workers' organisations as relief as against 11,000,000 kronor during 1920 and an average of 900,000 kronor per year from 1910 to 1919. The loss of wages is calculated at about 32 million kronor.

UNITED STATES

DEPARTMENT OF COMMERCE: *Condition of Industries in Soviet Russia.* xxi+11 pp. Washington, Govt. Print. Office. 1922.

The pamphlet is a translation, from *Economicheskaya Zhizn* 3, 4, 7, and 8 June 1922, of a report on the desirability of a contraction and concentration of industrial activity in Russia owing to the difficulty experienced in obtain-

ing raw materials and disposing of manufactured products. The report was made by Mr. A. M. Jacub, the president of a combined commission of the Supreme Economic Council and the State Planning Commission charged with an enquiry into the industrial crisis. The report deals, in considerable detail, with the output programme of the mining, electrical, textile, foodstuffs, and other industries. The Commission came to the conclusion that in most branches of industry no further contraction was advisable as production was already extremely low. The only real solution of the difficulty was to keep industry going to its fullest capacity and for the state itself to make every sacrifice in order to provide all the capital required.

DEPARTMENT OF LABOUR, BUREAU OF LABOUR STATISTICS: *Proceedings of the Eighth Annual Meeting of the International Association of Industrial Accident Boards and Commissions*. Bulletin No. 304. 254 pp. Washington, Govt. Print. Office. 1922.

This *Bulletin* gives the papers read and the subsequent discussions which took place at the Chicago meeting, 19 to 23 September 1921, of the International Association of Industrial Accident Boards and Commissions. Among the questions debated were methods of dealing with administrative problems arising in States where workmen's compensation is met out of a State fund; the cost of industrial accidents; the value of safety education; the desirability of uniform safety standards; the advantages and disadvantages of the various methods in use of administering accident prevention laws; medical problems connected with workmen's compensation; and methods of rating disabilities, reporting accidents, and similar matters of administrative detail.

— : *The Problem of Dust Phthisis in the Granite-Stone Industry*, by Frederick L. HOFFMANN. Bulletin No. 293. 187 pp. Washington, Govt. Print. Office. 1922.

The *Bulletin* is reviewed under the heading *Industrial Hygiene*.

— : *Proceedings of the Ninth Annual Meeting of the International Association of Public Employment Services*. Bulletin No. 311. 78 pp. Washington, Govt. Print. Office. 1922.

This *Bulletin* consists of reprints of addresses delivered at the ninth annual meeting of the International Association of Public Employment Services. Employment service problems and procedure, and the prevention of unemployment, were discussed. The problems presented by the migratory worker, the handicapped ex-Service man, and the question of transportation in employment service, were among the subjects dealt with under the first of these heads; and the need for additional information so as to provide an adequate means of measuring unemployment, the efficacy of vocational guidance to prevent unemployment, and the possibilities of revising private industry through public works were treated under the second.

— FEDERAL BOARD FOR VOCATIONAL EDUCATION: *Congress of the Federal Board for Vocational Education, 1921. Fifth Annual Report*. 462 pp. Washington, Govt. Print. Office. 1921.

This report will be analysed under the heading *Workers' Education* in a subsequent number of the *Review*.

DEPARTMENT OF THE INTERIOR, BUREAU OF MINES: *Tests of Gas Masks and Respirators for Protection from Locomotive Smoke in Railroad Tunnels with Analyses of Tunnel Atmospheres*. Technical Paper No. 292. By A. C. FIELDNER, S. H. KATZ, and S. P. KINNAY. 27 pp. Washington, Govt. Print. Office. 1922.

— : *Lessons from the Granite Mountain Shaft Fire Butte*, by Daniel HARRINGTON. Bulletin 188. 51 pp. Washington, Govt. Print. Office. 1922.

— : *Operation and Maintenance of Electrical Equipment approved for Permissibility by the Bureau of Mines*. By L. C. LsLEY. Technical paper 306. 23 pp. Washington, Govt. Print. Office. 1922.

MARYLAND

STATE INDUSTRIAL ACCIDENT COMMISSION: *Seventh Annual Report for the Year 1 November 1920 to 31 October 1921 inclusive*. 26 pp. Baltimore, 1922.

A summary of general administrative work and expenses, with statistical tables relating to the number of employees insured, claims made and claims allowed, and a financial statement of the State Accident Fund of Maryland for the period specified in the *Report*.

NEW YORK

DEPARTMENT OF LABOUR: *New York Labour Laws enacted in 1922 issued under the direction of Henry D. Sayer, the Industrial Commissioner*. Special Bulletin No. III. 38 pp. Albany, N. Y., Off. of the Chief Statistician. 1922.

OHIO

CINCINNATI PUBLIC SCHOOLS EDUCATION BUREAU: *Vocational Pamphlets*. No. 1: *An Introduction to the Study of Occupations*; No. 2: *The Shoe Industry in Cincinnati*. By Jessie B. ADAMS. 23 and 31 pp. 1921.

The Vocation Bureau of Cincinnati is issuing a series of pamphlets on occupations, with a view to providing material for teachers who wish to supply their pupils with a background of information when deciding what occupation to enter. The introduction to the first pamphlet points out that the "square peg and round hole" simile has been over-emphasised and that "finding one's place in the occupational world is for most a matter of growth rather than deliberate choice". Classes for the study of occupations are to be concerned, not with the giving of advice, but with the imparting of information.

The pamphlet on the shoe industry describes, in simple language, the organisation of a modern shoe factory and the various departments and processes there carried on. It then gives details of openings for beginners, earnings, hours, and other conditions, closing with a list of references to books on the industry.

NON-OFFICIAL PUBLICATIONS

ACTION POPULAIRE: *Les carrières féminines*. Preface by Mr. Auguste ISAAC. 120 pp. Paris, Action populaire. 1922.

This work, the result of an enquiry undertaken by the Educational Committee of the Association *La plus grande famille*, reflects Catholic views and convictions; it devotes special attention to private institutions. The careers for women which are discussed from an intellectual, moral, and practical point of view are teaching of domestic economy, state and private school teaching, industrial and commercial work, factory inspection, agriculture, the legal and medical professions, hospital nursing and administration.

ANDERSON, Adelaide Mary: *Women in the Factory; an Administrative Adventure, 1893 to 1921*. Foreword by the Rt. Hon. Viscount CAVE. xiii+316 pp. London, Murray. 1922.

This history of the Woman Inspectorate of Factories and Workshops from the appointment of the first woman inspector until 1921 gives an account of the success achieved in the struggle against the hardships and sufferings of women workers through insanitary surroundings, long hours, fines and deductions from insufficient or uncertain wages, unsafe machinery and disease in dangerous and unhealthy industries, and other conditions of work tending to impair the strength and efficiency of the worker. Special attention is devoted to the employment of mothers and child labour and to the regulations on this subject. The marked development of women's employment which took place during the war brought to light hitherto undreamed of powers of endurance, activity, and enterprise; a corresponding need for legislative protection for women and competent inspection made itself apparent. The author touches on the experience gained at this time by the inspectorate, as also on the growth of the spirit of self-help among the women. The concluding chapter is devoted to factory welfare and its recognition by Parliament and to the subject of works committees and general welfare management. Information in tabular form is supplied in the appendices on the regulations for dangerous trades and reported cases of industrial poisoning and anthrax from 1900 to 1921.

ASSOCIATION FOR EDUCATION IN INDUSTRY AND COMMERCE: *Report on Education for Foremanship*. 20 pp. 1922.

This report will be analysed under heading *Workers' Education* in a subsequent number of the *Review*.

BIERSTADT, Edward Hale: *Aspects of Americanisation*. 260 pp. Cincinnati, Stewart Kidd Co. 1922.

This is a reprint of a number of articles written for various newspapers and other publications in the years 1919 to 1921 by the Manager of the American Press Section of the *Foreign Language Information Service*. The author thinks that Americans have in the past been very unsympathetic towards the immigrant, mainly from a misunderstanding of the problems which face him for some period after arrival in the new country. He thinks that Americanisation cannot be forced on people. Americanism "is a point of view, an attitude of mind. The whole problem of Americanisation is to define this point of view, and so deal with the immigrant that once it is defined he can attain it if he chooses". The principal agency for this work is, in Mr. Bierstadt's opinion, the foreign language press.

BIRCK, L. V.: *The Theory of Marginal Value*. viii+351 pp. London, Routledge; New York, Dutton. 1922.

This book, which refers constantly to mathematical principles, is designed to take the student so far in the theory of marginal value as will make it possible for him to work out problems for himself.

BUDAY, Ladislav: *La Hongrie après le traité de Trianon*. 300 pp. (36 diagrams, 34 illustr.). Paris, Roustan, 1922. 10 francs.

The author reviews in all its hearings the post-war economic position in Hungary. In the pages devoted to social policy he points out the chief dangers threatening the country, the growth of the dependent classes (salaried employees, civil servants, and war pensioners) reduced to applying for assistance the impaired health of the present generation, the high death rate and the decrease in the birth rate.

CAISSE NATIONALE SUISSE D'ASSURANCE EN CAS D'ACCIDENT: *Rapport annuel et comptes pour l'exercice 1920*. 70 pp. 1922.

In addition to the annual report and schedule containing information of a technical and of a financial nature, this pamphlet includes statistical tables

showing the number of industrial enterprises in which accident insurance is compulsory, the amount totalled by the wages of those insured, and the frequency and incidence of accidents.

CANTINEAU, F. L.: *La céruse devant la conférence internationale du Travail, III^e session, Genève octobre-novembre 1921*. 126 pp. Paris and Liège, Béranger. 1922.

Mr. Cantineau is an expert on all questions relating to white lead poisoning and has already published three works on the subject⁽¹⁾; the present book may be considered as a sequel. Mr. Cantineau summarises the outstanding features of the problem and the debate on the enactment of protective legislation at the Third International Labour Conference; he adds his own remarks on the medical, technical, and economic aspects of the problem, discussing, for instance, such topics as the diagnosis and statistics of plumbism, the action of turpentine fumes and dust, and the use of substitutes and the question of interior painting and dry rubbing down. Comparing the respective merits of the remedies proposed — total or partial prohibition of the use of white lead — he strongly advocates total prohibition, and further suggests that labour inspectorates should be empowered to enforce the regulations laid down in the Draft Convention voted at the International Labour Conference; the text of the Convention is given in an appendix.

CENTRAL BUREAU FOR THE EMPLOYMENT OF WOMEN AND STUDENTS CAREERS ASSOCIATION: *The Professional World Today*. 8 pp. London, Women's Employment Publ. Co. 1922. 6d.

This pamphlet gives a brief review of the main professions open to educated women, showing which it is advisable to attempt to enter at the present time, or the contrary.

CLARK, W. Irving: *Health Service in Industry*. 168 pp. New York, Macmillan. 1922.

This book was reviewed in detail in *Notes on Industrial Hygiene*, in the November issue of the *Review*.

COMITÉ CENTRAL DES ARMATEURS DE FRANCE: *Annuaire de la marine marchande arrêté au 31 mars 1922*. 1192+197 pp. Paris (8^e), 73, Bd Haussmann. 1922.

Annual directory of the French mercantile marine to 31 March 1922; pp. 85 to 96 contain a directory of French organisations of ship-owners, ship's officers and sea workers of various kinds.

COMPANIA MADRILENA DE URBANIZACIÓN: *La cité linéaire. Nouvelle architecture de villes*. Report presented to the first International Congress on Town Planning and Municipal Organisation, held at Ghent. Translated into French by Georges BENOÎT-LÉVY. 49 pp. Madrid, Imprenta de la Ciudad lineal. 1922. 4 francs.

A translation into French of the report of the Madrid Town-Planning Company, advancing a new theory of town construction and its application in the environs of Madrid.

⁽¹⁾ Namely, (a) *La céruse: une grave question d'hygiène professionnelle et sociale* (see *International Labour Review*, Vol. V, No. 2, Feb. 1922, p. 350); and (b) translations into French of two reports of the British Departmental Committee on the use of lead paints (ibid. Vol. IV, No. 3, Dec. 1922, p. 147).

Conferència internacional de Psicotècnica aplicada a l'Orientació professional i a l'Organització científica del Treball (Segona). 419 pp. Barcelona, Institut d'Orientació professional. 1922.

The Second International Conference on Psychology as applied to Vocational Guidance and the Scientific Organisation of Work, of which this is the report, was held at Barcelona in September 1921. The third of these conferences was held in October of this year at Milan (see above under the heading *Vocational Guidance*). The volume under review contains the programme of the Conference, the list of members and supporters, the verbatim record of the sittings (in Catalanian and French), and the full text, in the original language, of all papers and reports read at the Conference.

CONSORZIO DELLE COOPERATIVE LIGURI DI PRODUZIONE E LAVORO FRA COMBATTENTI: *Relazioni e bilanci, esercizio 1921*. 93 pp. illustr. Genoa, Tipografia sociale. 1922.

The first report published by the ex-Service men's co-operative union of Liguria, formed in June 1921; includes a list of rules and a financial statement, together with the reports received from affiliated societies.

DAYET, Maurice: *La Renaissance économique de l'Allemagne*. Preface by J. SEYDOUX. 170 pp. Paris, Les presses universitaires de France. 1922. 6 francs.

After describing the economic position in Germany immediately after the Armistice, Mr. Dayet discusses the policies and methods of leaders in industry and commerce for the economic reconstruction of their country and the conquest of foreign markets.

DURKHEIM, Emile: *De la division du travail social*. 418 pp. Fourth edition. Bibliothèque de Philosophie contemporaine. Paris, Alcan. 1922.

A new edition of Durkheim's well known work on the social influence of division of labour. The first part argues that society is the result of two tendencies. The first arises out of the mental endowment common to all men, but is tending to be displaced by the second, which is based on division of labour. The second part of the book contains an analysis of the causes of, and conditions governing such division; the third, a description of the abnormal forms which division of labour may assume. Mr. Durkheim concludes that division of labour tends more and more to become an essential condition of solidarity and may thus be considered as the basis of the modern social order. "It should, therefore, literally be the aim of the individual in a developed society to concentrate and specialise, and not to spread his activities."

EDIE, Lionel D.: *Practical Psychology for Business Executives*. The Modern Executive's Library. 392 pp. New York, Wilson Co. 1922.

This compilation of passages from books and articles on psychology has been made for the benefit of those interested in understanding "the motives and behaviour of men who work under the direction of others". It is stated that psychology becomes practical for business men in so far as its principles conform to economic laws and its technique lends itself to practical application. The extracts given, with full particulars of the source of each, are arranged under 19 headings, and a bibliography of works not quoted is given under similar headings. The divisions of the book deal with the fundamental conceptions of psychology, such as instincts and habit, in their relation to industrial management; crowd psychology and "morale"; incentives and fear; personnel service and workers' representation; industrial education and psychological tests; efficiency, fatigue, pathology and abnormal psychology in industry. This is a useful book of reference for those who have not the time

or training to discover the relevant material among all the mass of psychological literature but are willing to recognise the increasing importance of psychological factors in modern industry.

FAHR, Otto : *Die Einführung von Zeitstudien in einem Betriebe für Reihen- und Massenfertigung der Metallindustrie*. 1499 pp. Munich, Oldenburg. 1922.

This work deals with time study in mass production. After describing the principles and basis of time study the author considers at length the methods of its application in industrial enterprises, and the conclusions which may be drawn therefrom. He points out the possibilities of its development and to what extent and in what manner the results obtained can be usefully applied, showing it to be a means of increasing production and at the same time, of raising the wages of the workers. Time study should, in his opinion, be introduced in a large number of industrial enterprises with a view to unifying the methods employed by means of the experience gained.

Les Français à la recherche d'une Société des Nations, depuis le roi Henri IV jusqu'aux combattants de 1914. Textes choisis et mis en ordre. 237 pp. Paris, Bibliothèque de la "Civilisation française". 1922. 5 francs.

A collection of documents showing French aspirations and efforts towards the creation of a League of Nations from the time of Henri IV up to 1914.

GIDE, Charles : (1) *Ce que doit devenir le travail agricole d'après Fournier* ; (2) *L'industrialisme et le salariat ; le travail attrayant*. 21 and 34 pp. Paris. Association pour l'enseignement de la coopération. 1922.

These two pamphlets, reproducing lectures on co-operation given by Mr. Gide at the Collège de France during the course held 1921-1922, are a continuation to the series analysed in the *Review* of August 1922, Vol. VI, No. 2, p. 307.

Hungary of To-day. Memorandum concerning the Economic Situation of the Country 125 pp. Budapest, 1922.

English version of the publication analysed under the title *La Hongrie actuelle* in the *Review*, Vol. VI, No 3, Sept. 1922, p. 482.

HOORWICH, Isaac A. : *Immigration and Labour. The Economic Aspects of European Immigration to the United States*. Second edition, revised and enlarged. xxxii+574 pp. New York, B. W. Huebsch 1922.

The author of this important study shows himself a convinced supporter of immigration to the United States. In his opinion immigration should not be considered as the cause of the greater number of economic evils from which the country is suffering, but, on the contrary, as a condition indispensable to their cure. In this connection the present immigration from Southern and Eastern Europe equals in value that of the peoples from Northern and Western Europe which preceded it. There is detailed criticism of the report of the Immigration Commission set up by the United States Congress in 1907, of the Three per Cent. Act of 1921 restricting immigration, and of the theories hostile to immigration current in certain groups, notably among trade unionists. The first three parts of this volume, in which are considered the effects of immigration on the economic position, the population, the workers, and the principal industries of the United States, were included in the first edition of this work (1912). A fourth part has been added on the probable results of the restriction of immigration, concerning which the author takes a pessimistic view. The work includes a large number of quotations from documents and other sources, notes, tables, maps, diagrams, etc., an appendix containing statistical matter and an index.

KORNHAUSER, Arthur W.: *The Psychology of Vocational Selection*. 38 pp. (Reprinted from the *Psychological Bulletin*, Vol. xix, No. 4, April 1922). Princeton, New Jersey.

This article gives a survey of current literature on vocational selection, which is described as a "practical affair" although many of its methods are psychological. After describing briefly work done in analysing occupations, the author discusses at some length methods of determining the qualifications of applicants for work. These qualifications he classifies as general ability, special ability for particular work, and trade proficiency. He then describes briefly the use of rating scales and progress records in analysing the qualifications of workers already employed. On the whole, the author adopts a conservative attitude and denies many of the exaggerated claims advanced in support of the use of psychological methods in vocational selection, while admitting the practical value of the application of psychology to the engagement and promotion of workers. A useful bibliography of about two hundred publications is appended.

Larousse Agricole. Encyclopedia edited by E. Chancrin and R. Dumont. 2 Vols. 852 and 832 pp., both illustr. Paris, Librairie Larousse. 1922.

This agricultural encyclopedia is conceived on a scale similar to that of the famous French encyclopedia dictionary bearing the name of Larousse. It is copiously illustrated, and the list of contributors includes the names of many persons officially or educationally connected with agriculture. The preface, from the pen of M. Chancrin, gives a detailed but condensed history of agriculture from the earliest times, when man was using implements made of flint or fire-hardened wood, down to the age of the most perfected examples of the modern electric power-driven machine. The articles contributed deal mostly with the technical side of farming and the very complete way in which the encyclopedia provides for the practical farmer is noticeable, but valuable information on the rural movement in France is also given. Two specially exhaustive articles deal with agricultural education and agricultural insurance.

LEVAINVILLE, J.: *L'industrie du fer en France*. 211 pp. 4 maps. Collection Armand Collin, Section de Chimie, No. 19. Paris, Collin. 1922. 5 francs.

Leaving aside technical considerations, Mr. Levainville deals in this book with the history of the steel industry in France and the economic reasons underlying the fluctuations observed. There is a discussion of the important problem of recruiting and importing labour (pp. 117 to 128).

LONDON LABOUR PARTY: *Labour in Power and Labour not in Power. The Story of the Metropolitan Borough Councils, 1919-1922*. 16 pp. London, London Labour Party. 1922.

This pamphlet is described as being "the plain record of a remarkable chapter in the history of labour and of London municipal administration during a period of unprecedented difficulty".

LOUIS, Paul: *Histoire du Parti Socialiste en France (1871-1914)*. In the series *Histoire des doctrines socialistes (Les idées et les faits)*. 70 pp. Paris, Libr. de "l'Humanité". 1922.

A history of the formation and growth of the Socialist party in France from the Commune to the year 1914. The author describes how Socialist groups, after the Congress of Marseilles in 1879, gradually combined, merging eventually into one party affiliated to the second International. In accordance with the views set forth in his previous work, *La crise du socialisme mondial* (*), he sees in the new Communist party the embodiment of the true Socialist traditions from which the second International has departed.

(*) See *International Labour Review*, Vol. V, No. 6, June 1922, p. 1023.

LOZOVSKY, A.: *Programme d'action de l'Internationale syndicale rouge*. 140 pp. Petite bibl. de l'Internationale syndicale rouge, No. 2. Paris, Libr. du Travail. 1922. 2.50 francs.

The political programme of the Communist International.

LOZOVSKY, A.: *Les syndicats russes et la nouvelle politique*. 63 pp. Petite bibl. de l'Internationale syndicale rouge, No. 3. Paris, Libr. du Travail. 50 centimes.

A brief exposition of the latest form and methods of Communist trade unionism in Russia.

MCCLENAHAN, B. A.: *Organising the Community. A Review of Practical Principles*. Edited by G. B. Mangold. The Century Social Science Series. 260 pp. New York, Century Co. 1922.

After some discussion of the best definition of the "community", both urban and rural, the author deals at length with the social survey, as a means of discovering the needs and resources of the community and enlisting the co-operation of all public and private social agencies. Successive chapters then outline suggestions for small town, rural, and county organisation. Some repetition is inevitable in this method of treatment, but the different methods of approach and organisation suited to the different types of community are shown. A number of examples of community organisations already at work are given, and the plans of the Red Cross and other special agencies are described at some length. The book contains useful information and suggestions for those proposing to undertake a community survey, but the subsequent plans for organisation and various forms of welfare work are at once general and crowded with detail; in spite of this, however, the book provides a good general introduction to the subject.

MASSART, Ch.: *La Belgique socialiste et communiste*. Preface by Amédée DUNOIS. 150 pp. Le mouvement ouvrier international. Paris, Libr. de "l'Humanité". 1922. 3 francs.

This summary of the economic and social history of Belgium from 1830 supports the assertion of Marx that that country is "paradise for the capitalist and hell for the worker". The author describes how the Communist Party, comprising as yet a small number of adherents, has been formed in opposition to the increasing "Reformism" tendencies of the Belgian Labour Party leaders.

MILLER, Spencer, jr.: *The University and the American Worker*. 19 pp. New York, Workers' Education Bureau, 1922.

In this address, delivered by the Secretary of the Workers' Education Bureau of America before the annual meeting of the Association of American Colleges on 13 January 1922, a brief survey of the development of adult working-class education in Great Britain is given, and it is shown that the co-operation between the universities and labour, which has been so marked a feature of adult education in Great Britain, is almost entirely absent in the United States, with the exception of the work of Amherst and Bryn Mawr colleges. Mr. Miller suggests that the comparative aloofness of the academic world contributes to industrial unrest.

MONMOUSSEAU, Gaston: *Le contrôle syndical et les comités d'usine*. 23 pp. Problèmes révolutionnaires. Paris, Union des syndicats ouvriers du Département de la Seine. 1922. 50 centimes.

• Mr. Monmousseau describes in this pamphlet a somewhat complex scheme for Syndicalist reorganisation based on the works council and sets forth his views on workers' control in industry. Workers' control, in his opinion,

should be a weapon in class warfare. It must be forced upon employers. Should it result in an understanding between employers and employed, not only does it lose any measure of utility, but becomes a danger for the working classes, as it introduces into the factory a "parliamentary spirit" and the workshops "become for many years inaccessible to direct action".

NATIONAL CONSUMERS' LEAGUE: *The Unstandardised Industry: Hotels. How to Standardise it.* 7 pp. New York, National Consumers' League. 1921.

A brief study outlining a scheme of reform in working conditions in the hotel industry in the United States.

NATIONAL INDUSTRIAL CONFERENCE BOARD: *The Physician in Industry. A Symposium.* Special Report No. 22. 98 pp. New York, 1922.

The National Industrial Conference Board has recently issued a symposium comprising a number of articles supplied by well known experts in industrial hygiene and dealing with questions such as: Physical Examinations, Training for First Aid, Dental Schools in Industry, etc.

ŒUVRES SOCIALES FÉMININES CHRÉTIENNES DE BELGIQUE: *Rapport du Secrétariat général (1912-1922).* 32 pp. illustr. Louvain, F. Centerick, 1922.

This pamphlet, profusely illustrated, sums up the present position of women's Christian social work in Belgium. After describing the history, methods, and organisation of the General Secretariat, information is supplied concerning some central organisations — the National Federation of Women Workers' Leagues (*Fédérations nationales des ligues ouvrières féminines*), the Women's Inter-Trade Union Committee (*Commission intersyndicale féminine*) — and also concerning some educational institutions — the National Federation of Women's Societies for the Study of Social Science (*Fédération nationale des cercles féminins d'études sociales*), and the Catholic School of Social Science (*École sociale catholique*).

ORGANISAÇÃO SOCIAL SINDICALISTA: *Subsídios para a discussão das teses sob este título, no. 3 Congresso Nacional Operário.* 128+xx pp. Lisbon, Comissão Organizadora. 1922.

This small book, written in a lucid and vivid style, would make an excellent introductory booklet. Social science is discussed from a slightly unusual point of view, the author making it the foundation of certain ideas advocated by him and discussed at the third National Congress of Workers in Portugal.

PICARD, Roger: *L'application de la loi sur la journée de huit heures.* Bulletin No. 56. 38 pp. Paris, Association française pour la lutte contre le chômage et l'organisation du marché du travail. Dec. 1921.

In this study on the application of the 8-hour day Act in France, published by the Association for the Prevention of Unemployment and the Organisation of the Labour Market, Mr. Picard examines the way in which the Act is enforced in different industries, the attacks it has been subjected to, and its influence on production; he concludes that it should be neither abrogated nor revised. "This Act", he states, "exact[s] from society an effort at assimilation and adaptation", but "the evil effects imputed to it have not been proved; the imperfections have been imagined. On the other hand, it has been established that long working hours are as unfavourable to increased production as they are harmful to the workers' health".

An interesting bibliography is added in an appendix.

POTTER, Pitman B. : *An Introduction to the Study of International Organisation*. The Century Political Science Series, edited by Frederic A. Ogg. xiv+647 pp. New York, Century Co. 1922.

International organisation has been defined in this book as "a form of world government which proceeds by the voluntary co-operation of separately organised nations"; in other words, it is based on free consent and the preservation of national identity. This conception has found its expression today in the League of Nations. A number of subjects discussed in this book have been dealt with mainly in their relation to the League. As a preliminary to the study of the economic and social basis of international relations in modern times, the author traces the formation of the state-system and the conditions which originally gave rise to international intercourse in its various forms. The state-systems of antiquity and of mediaeval times are described, and the process by which mediaeval empires and principalities gradually gave way to the national state. Next, the institutions and methods of international organisation are considered; attention is particularly devoted to the subject of diplomacy, treaty negotiation, international law, arbitration, and international administration, including official unions, commissions and bureaux, and private international associations. Passing then to international conferences and congresses, and the problem of peace, the author demonstrates the necessity of unifying the activities of national states in their relations one with another by gathering them into one federal system, and here follows an account of the establishment of the League of Nations and its organic structure. The Covenant of the League of Nations, as adopted in 1919, is examined and criticised. Reference is made to the International Labour Office, provided for by the Treaty of Versailles, the scope of its work, and its relations to the League. The creation of the International Court of Justice is dealt with more fully in a previous chapter, following on a study and criticism of the Hague system of international arbitration and the efforts made towards improved methods of judicial settlement of international disputes. The composition and functions of the Assembly, the Council, and the Secretariat of the League and their activities during 1920-1921 are dealt with at length in the concluding chapters. Documents illustrating the development of international organisation and a bibliography are appended.

ROBERTS, Kenneth L. : *Why Europe leaves Home*. 356 pp. New York, The Bobbs-Merrill Co. 1922.

The author has summarised in this volume some travel notes made during a journey through Europe in 1921. In the first three chapters he describes in colloquial language the conditions prevalent in countries of emigration to the United States and draws conclusions analogous to those which determined the enactment of the Three per Cent. Act. In his opinion, however, numerical restriction is insufficient to safeguard American interests and racial selection is essential, attention being drawn to the qualities chiefly inherent in the so-called "Nordic" races which render the latter more desirable than the eastern or southern European elements. In the fourth chapter the author considers a system of selection of immigrants in their own country in accordance with the demands of the United States labour market. On arrival in the United States immigrants would be immediately sent to the localities in which they are needed. Further chapters are devoted to such diverse subjects as Russian refugees in Europe, and the drink problem in England and Scotland.

SARGENT, A. J. : *Coal in International Trade*. 73 pp. London, King. 1922. 2s. 6d.

SAVAGE, Marion Dutton : *Industrial Unionism in America*. 344 pp. New York, Ronald Press Co. 1922.

The trend of the labour movement in the United States is the subject of this study, in which three types of industrial unionism are considered; the

first includes the organisations within the American Federation of Labour which have the industrial form, or show a tendency towards it; the second, of a more revolutionary nature, is apparent in the unions which seek to include **all industries within one organisation**; the third is represented by the independent industrial unions which have affiliated neither with the American Federation of Labour, nor with the Industrial Workers of the World, nor with any other all-inclusive body. The ultimate aim of all these unions is to wrest control of working conditions from the hands of the employing class. According to the author the unions recognise, however, that a period of preparation is necessary before the workers have acquired a standard of education which will fit them for the control of production. A bibliography is appended.

SCHVAN, August: *Towards a New Social Order*. 128 pp. London, Allen and Unwin. 1922.

The theories advanced in this book with regard to the building up of new conditions are based on considerations relating to man's dependence on the land and the natural resources it contains, and his right of access to these resources. Exclusion, the author maintains, means infringement upon the liberty of those excluded and entails a right to compensation. The payment of the economic rent, provided the total amount be distributed in equal parts to all the members of the community, would ensure such compensation. Deductions, in equal proportions for all, from this annual dividend (regarded as quite apart from any payment for the personal labour or services of each citizen), would be made to meet the expenditure required for the maintenance or public institutions deemed necessary for the protection of individual liberty. As capital derived from land values, however, has, in many cases, been transferred to other investments, the author would divide the burden of the economic rent between all owners of capital, as well as that of the redemption of all public debts. Limitation of the functions of the state to a single object — the protection of the liberty of the individuals within the state — and the abandonment of any legislation which can in any way affect people living outside it, absolute freedom of exchange, abolition of taxation direct or indirect, are regarded by the author as the best guarantees for the conservation of peace and the cessation of internal political strife. Schemes to effect various reforms of a radical nature are detailed.

SOCIÉTÉ POUR L'ASSISTANCE PATERNELLE AUX ENFANTS EMPLOYÉS DANS LES INDUSTRIES DES FLEURS ET DES PLUMES: *Bulletin annuel 1920-1921. Compte rendu de l'Assemblée générale du 25 novembre 1921*. 80 pp. Paris, 1922.

The annual *Bulletin* (1920-1921) of the Society for the Assistance of Children employed in the Feathers and Artificial Flowers Industries, containing a report of the general meeting held 25 November 1921.

STOCKTON, Frank T.: *International Moulders' Union of North America. Johns Hopkins University Studies in Historical and Political Science*: 222 pp. Baltimore, Johns Hopkins Press. 1921.

This is a carefully written history of the growth, policy, activities, and methods of one of the American so-called 'International' (United States and Canada) Unions, the International Moulders' Union. The subject was analysed in detail in a previous number of the *Review* (9).

TASSY, Edmé, and LERIS, Pierre: *La Cohésion des Forces intellectuelles*. 77 pp. Paris, Gauthier-Villars. 1922. 2.50 francs.

In a previous volume entitled *Les Ressources du Travail intellectuel en France* the authors gave a complete list of associations for intellectual co-

(9) See John P. FREY: *Thirty Years of Industrial Democracy*, in the *International Labour Review*, Vol. V, No. 4, Apr. 1922, pp. 539-542.

operation. The present work is in the nature of a commentary on the former ; it supplies information on the origin, methods, and possibilities of intellectual collaboration and demonstrates the influence which the tendency of intellectual workers to combine may have on the interests of a whole profession and on the recruiting of staff for intellectual work. The authors review the different organisations dealing with the subject. The appendices contain data on the work of the *Association des Compagnons de l'Intelligence* and the French provincial societies formed to assist intellectual workers.

THOMSON, W. H. : *Workmen's Compensation. An Outline of the Acts.* Preface by George Hicks. 96 pp. London, Labour Publishing Co. 1922.

A summary of the provisions of Acts relating to workmen's compensation, in language simple enough to be understood by the general reader.

TRAVERS-BORGSTROEM, Arthur : *Le mutualisme. Essai de synthèse.* Translated from the English by J. L. PERRET. xviii+131 pp. Paris, Alcan. 1922. 6 francs.

TROTZKI, Léon : *Nouvelle Etape.* 140 pp. Paris, Bibl. communiste, Librairie de "L'Humanité". 1922. 4 francs.

This volume embodies two lectures delivered at Moscow by Trotzki immediately before and after the third Congress of the Communist International. In the first the author gives his views on the state of the world in 1921 ; in the second he criticises the work of the Congress and tries to draw from it lessons of practical value. He enlarges on Communism in Italy, Germany and France, and on the necessity for serious preparation for the attainment of power.

UNION SUISSE DU COMMERCE ET DE L'INDUSTRIE : *Rapport sur le commerce et l'industrie de la Suisse en 1921.* v+438 pp. Zürich, Union suisse du commerce et de l'industrie. 1922.

This annual publication furnishes a general survey of the industrial and commercial activities of Switzerland.

UNITED TEXTILE FACTORY WORKERS' ASSOCIATION : *Enquiry into the Cotton Industry 1921-1922.* 122 pp. Blackburn, Dickinson. 1922.

This enquiry was conducted by the Labour Research Department, London, for the United Textile Factory Workers' Association. Four main aspects are treated in the report, namely, the capital side of the industry ; hours of labour ; industrial maintenance ; and foreign competition.

On the capital side, it is concluded that the industry is honeycombed with middlemen at all stages of manufacture. The spinning section was heavily overcapitalised during the 1919-1920 boom, leaving a heavy burden on the industry owing to the necessity for a higher rate of profits per unit of output, with consequent inflation of prices which maintains the depression.

With regard to hours of labour, attention is directed to the standard hours worked at various dates and comparison is made with changes in the hours of labour in other industries in Great Britain (1914 to 1921), in the cotton industry in Germany and other European countries, and in the United States in 1921.

Taking cotton processes as a whole, it is stated, the effects of a reduction of hours would be an increase in hourly output but a fall in total production, the latter less than proportionate to the reduction of hours. Industrial accidents are attributed chiefly to fatigue and speed of production, and shorter hours mean fewer accidents provided speeding up does not counterbalance the gain effected. Spoilt work and lost time are reduced by shorter hours, while loss of output may be avoided by improved factory organisation, and the scrapping of obsolete machinery.

Concrete proposals for reducing hours are considered, and, in view of the average yearly output required, making allowance for the shorter hours worked and smaller numbers of workers now in the industry, a working week of 40 hours with a maximum day of 7½ hours seems quite desirable. In any case 8 hours as the maximum working day and 44-hour week should be agreed upon as an intermediate arrangement. The question of short time as a means of meeting a period of depression is discussed, while possible methods of stabilising output are considered.

The proposal that the industry should accept the responsibility of providing for its own unemployed at full wage rates is advocated by the creation of reserves. To such reserves the workers should not be called upon to contribute, the cost of maintenance being properly chargeable to the industry as a real and necessary element in the cost of production.

It is believed that there is no serious danger to the British cotton industry from foreign competition.

VARGA, Eugène : *La dictature du prolétariat. Problèmes économiques*. Translated by Alzir HELLA and O. BOURNAC. xxvii + 200 pp. Paris, Libr. de "l'Humanité". 1922. 6 francs.

Mr. Eugène Varga, whose work on the dictatorship of the proletariat has been translated by Messrs. Alzir Hella and O. Bournac, was a people's commissary in the Hungarian Communist Republic which followed the war and lasted four months and a half. The threefold aim of his book is to explain the economic and practical aspects of the régime, to show under what conditions and to what extent it operated in Hungary and to draw a comparison between that country and Soviet Russia. The author admits the difficulties attending the application of Communist theories and considers that these difficulties can be overcome only by "international revolutionary solidarity".

WIGFORSS, Dr. E. : *Industriens Demokratisering*. 100 pp. Stockholm, Tidens Förlag. 1922.

The author of this booklet, which within limited space gives a very clear account of the many different projects tending to "the realisation of industrial democracy", is one of the best known members of the Swedish Government Committee investigating this question since 1920, which is expected to hand in its report shortly, probably by the New Year. Various English movements are summarised, the Whitley scheme, guild socialism, the English building guilds movement, and other proposals; also legislative measures in Germany and Austria, various measures and projects in Italy, Norway, Denmark, Switzerland, and the United States, Syndicalist ideas, Rathenau's 'Autonomous Industry', certain Austrian and French proposals for undertakings jointly managed by producers and consumers, John Leitch's "man to man" method, and the Liberal programme put forward by Professor Ramsay Muir in *Liberalism and Industry*. An account of an American project on 'collective contracts' ends the pamphlet.

WORKERS' EDUCATION BUREAU OF AMERICA: *How to Start Workers' Study Classes*. Workers' Education Pamphlet Series No. 1. 27 pp. New York, Workers' Education Bureau. 10 cents.

This is the first of a series of study outlines and syllabuses which it is proposed to issue for the use of teachers and students in labour colleges and classes. It gives practical suggestions for organising classes, attracting students, and securing financial and moral support. It also gives brief suggestions of the type of subject, methods of instruction, and teachers which are most desirable.

ZENTRALVERBAND DEUTSCHER KONSUMVEREINE; *Jahrbuch 1922*. Twentieth year. 3 Vols. 2271 pp. Hamburg, Verlagsgesellschaft deutscher Konsumvereine. 1922.

The two last volumes of the year book issued by the Central Federation of German Distributive Co-operative Societies have just been published. Together

with the first volume, which appeared recently, they comprise a fund of information on the position of distributive co-operation and the co-operative movement in Germany as a whole.

The first volume contains the report of the Central Federation for 1921 and covers 471 pages with 110 statistical tables showing number of societies, membership, financial position, turnover, etc. It includes, moreover, the report of the Publishing Society of the German Distributive Co-operative Societies with balance-sheet, profit and loss statement, and statistical tables, reports on the Pensions Fund of the Central Federation (7 statistical tables), on the work of the Wages Board and the Education Committee. A chapter is devoted to the movement generally and includes a note on each of the important federations (24 statistical tables).

The second volume contains the report of the Wholesale Society and reports on the progress made by each of the auditing societies. It also gives a list of the 1,344 societies affiliated to the Federation with their full name, address, and date of foundation, information on the composition of their managing committees, their membership, constitutions, financial relations with the Wholesale Society, sales effected, nature and amount of production, number of staff, and other information.

The third volume contains a two-hundred page verbatim report of the congress held at Eisenach from 19 to 21 June 1922, and reports of the regular and extraordinary general meetings of the Wholesale Society, the Publishing Society, and the auditing societies.

The following publications have also been received by the International Labour Office.

Code Civil des Français (Naples, 1806, avec approbation). Original edition. Two vols. parchment; presented by the Executors of the late Dr. Pardo. 275+117+xxiv pp.

HUNT, Frazier : *The Rising Temper of the East*. 248 pp. Indianapolis, The Bobbs-Merrill Company. 1922. — ŒUVRES DES VIEILLARDS ET INCURABLES FRANÇAIS DE GENÈVE (SOCIÉTÉ DE L') : *Rapport du comité sur les opérations et la situation de la société en 1921*. 36 pp. Geneva, 1922. — PROTECTION DE L'ENFANCE FRANÇAISE A GENÈVE (LA) : *Rapport du comité sur les opérations et la situation de la société pendant l'année 1921*. 38 pp. Genève, 1922. — UNSWORTH, George : *Vers la République humaine. Démocratie financière*. 126 pp. Saint-Nazaire, Imprimerie ouvrière. 1921.

Errata to Volume V

1922

No. 2, August, p. 217, line 13 (*Trade Union Organisations*).

for : works councils list.

read : works councils laws.

No. 4, October, p. 540, lines 43 and 45 (*Workers Education in Belgium*)

for : a membership of 500,000

read : a membership of 668,047,

and for : a total sum of 121,000 francs

read : a total sum of 137,804 francs.

Ibid. p. 541, line 41,

for : History of music, 3 hours

read : History of music, 23 hours.

No. 5, November, p. 745, lines 3 and 4 (*Trade Union Organisations*)

for : while the membership has risen from 7,751,900 to 8,032,000, of which 1,693,100 are women.

read : while the membership has fallen from 8,032,000 to 7,751,900, of whom 591,529 are women.

Ibid. p. 763, lines 13-19 (*Wholesale Prices in Various Countries*)

read : The index numbers for Germany and Poland continue to rise consistently and to varying extents. In view of the rapidity with which prices are changing in Germany the German Statistical Department now publishes index numbers for three dates in each month, the 5th, 15th, and 25th ; etc.

