



# INDUSTRIAL RELATIONS

## Employers' Organisations

THE most significant movement distinguishable in the ensuing notes is the growing agitation by employers in the United States against restrictive immigration legislation. The reason given for this action is that America cannot supply the unskilled labour its industry requires<sup>(1)</sup>. A shortage of this type of labour is declared to be imminent and in some cases already a fact. The President of the Bethlehem Steel Corporation, commenting on the labour shortage in his plants, states that only 6,518 immigrant working men were added to the country's productive forces last year and an actual decrease in the numbers of the working class was to be anticipated this year. The National Bank of Commerce has warned the public that the most thoughtful leadership is essential, because the immigration problem is fraught with "vital social and economic consequences". The Associated Industries of Massachusetts, at their annual meeting on 18 October, adopted a resolution asserting that a "growing shortage of labour" was interfering with necessary production. The American Hardware Manufacturers' Association, at their convention held on 20 October, declared themselves in favour of "selective tests in order that such immigrants may be admitted as would beneficially assimilate with American citizenship". In the following notes similar expressions of opinion will be found in the reports of the American Mining Congress, the meeting of the American Iron and Steel Institute, and the convention of the American Bankers' Association. The special significance of this agitation lies in the fact that it is the first positive reaction upon industrial relations of the anticipated revival in business prosperity.

The most widespread and persistent activity of employers' organisations for the last two years has been the effort to reduce costs in order to meet international competition<sup>(2)</sup>. This tendency, expressed most frequently in a desire to prevent any further decrease in hours of labour, sometimes even to increase the duration of work, is here exemplified in the joint statement of employers presented at the recent International Labour Conference and in expressions of opinion coming from employers' associations in countries as widely separated as Australia, Denmark, France, Japan, and New Zealand.

In the United States the two great strikes in the coal-fields and on the railways have given rise to a strong feeling against trade

---

<sup>(1)</sup> Cf. *International Labour Review*, Vol. VI, No. 5, Nov. 1922, p. 752.

<sup>(2)</sup> Cf. *Ibid.* Vol. VI, No. 6, Dec. 1922, pp. 935 et seq.

unions being immune from laws making "combinations in restraint of trade" illegal. Various suggestions made by such well known industrial leaders as Judge E. H. Gary, President of the United States Steel Corporation, and Mr. L.F. Loree, President of the Delaware and Hudson Railroad, are given in these notes. The convention of the American Mining Congress also expressed itself very strongly on this point. Some form of arbitration would seem to be the solution generally favoured. An interesting commentary on this proposal is to be found in the complaints voiced at the All-Australian Employers' Conference against the conciliation and arbitration Acts in force in that country, which are stated, first, to be rigid, as well as defective in other points, while, in the second place, the awards made under them were not always loyally obeyed.

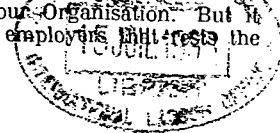
A number of important developments in the organisation of employers' associations have recently taken place. The international organisation of agricultural employers has now been definitely established and a constitution is being drafted. The formation of the Japanese Economic League represents a notable advance in that country along regular Western lines. In Denmark a proposal to modify the constitution of employers' associations in order to bring in small employers and even self-employers is an interesting attempt at a more complete form of organisation than has yet been secured in any other country. The details given of the types of associations in countries having such peculiar problems of organisation to meet as Canada and Japan exemplify how physical difficulties and industrial development affect the growth and structure of employers' associations.

#### INTERNATIONAL ORGANISATIONS

At the Fourth Session of the International Labour Conference, held at Geneva from 18 October to 3 November 1922, Mr. Carlier, the employers' delegate for Belgium, and Mr. Lithgow, the employers' delegate for Great Britain, made a joint statement on behalf of the employers' group defining the attitude of the employers towards the work of the International Labour Organisation; the following is the text.

The employers' delegates feel that they ought, in the first place, to point out that certain of the criticisms which have been made as to the non-ratification of the Washington Conventions and as to the conditions for applying labour legislation in the several countries are essentially matters which concern the governments of the states which are Members and whose representatives at the Conference have had the opportunity of replying.

The workers' delegates have at the same time appealed to the sense of justice and goodwill of the employers. Upon these the workers can fully rely; the spirit which animated the employers at Washington and which is the spirit of Part XIII of the Treaty of Peace still lives in them. Employers have never departed from their determination to do everything in their power to improve the lot of their fellow-workers, nationally as regards their own individual countries and also internationally through the medium of the Permanent International Labour Organisation. But it must not be forgotten that it is above all upon employers that rests the



responsibility of providing the means of national existence. It is not upon deficient production nor upon production at excessive costs that a nation can live, and it is not from these that a government can procure the means of maintaining state services.

What were the intentions of those who drew up the Washington Conventions and particularly that relating to the 8-hour day? In fixing a reduced working day, what they had in mind was the amount of effective work which could be done and, further, that there would be granted the necessary provisions for adjusting the new régime to meet the particular requirements of each particular case. After taking note of the objections which governments have raised to the ratification of Conventions one is forced to ask oneself whether sufficient account was taken of the conditions under which these Conventions would have to be applied.

Moreover, at the close of the war there was a general feeling that the supplying of the world's immediate material wants would lead to an era of economic prosperity. The artificial and transitory character of that prosperity, however, soon became evident, and there arose the universal crisis which had been predicted in certain quarters, but which public opinion had refused to anticipate.

During the four years of war, the belligerent nations not only used up the wealth they had amassed, but through the large loans which they had to incur they were forced also to mortgage the future wealth which the work of the coming generation has to create.

In the non-belligerent countries, the accumulation of gold and credits has become so great that these countries find themselves almost as embarrassed through their wealth as the belligerent countries are through their poverty, with the result that business becomes more and more difficult between one country and another.

Faced with such a situation, each country must co-operate to restore the financial strength and economic stability of the world. Each country must honour its signature by contributing to the creation of that wealth which alone will allow its obligations to be liquidated. That is a duty which involves the honesty and solidarity, not only of each country, but of all countries. In this task each citizen must contribute his share. Present-day conditions, which impose upon employers constant sacrifices to keep their works open and to provide work for their employees, should not less impose upon governments the obligation to pursue resolutely a policy of strict economy. These same conditions ought also to encourage the workers to play their part in the general effort. All that employers have done, whenever possible, to improve their plants and methods of working has not proved sufficient to make up for the undeniable falling off of output.

The signatories of the Peace Treaty, in setting up the International Labour Organisation to assure better conditions for the workpeople, also intended that no country should be penalised in its competitive trade through its having given improved conditions to its workpeople. The situation to-day has to be faced anew. Certain countries are so placed that the forcing of them to give effect to the conditions prevailing in the more fortunate countries would be to involve them in the greatest risks and expose their workpeople to unemployment on a serious scale. It is for these reasons that the employers' delegates feel it their duty to state that, while still remaining true to the high ideals of the Washington Conference, they must yield to the necessity which compels every country to require from its people the sacrifices which are inseparable from the process of re-establishing its economic welfare and restoring the peace of the world.

On 2 October 1922 representatives of national associations of agriculturists from Belgium, Czechoslovakia, Denmark, France, Great Britain, Netherlands, Italy, Norway, and Sweden met at Brussels for the purpose of founding an international organisation of agricultural employers. The formation of such a body had been suggested on the occasion of the Third International Labour Conference in October

1921<sup>(\*)</sup>, but had been postponed until the publication of the decision of the Permanent Court of International Justice on the competence of the International Labour Organisation in agricultural matters. It was decided to appoint a small committee to meet shortly in London to draft the constitution of the new organisation, which will act in the future as the official representative of agricultural employers in all matters relating to the International Labour Organisation.

Dr. Posthuma, former Minister of Agriculture of the Netherlands, was elected President of the new Organisation, and Mr. J. Donaldson, President of the British National Farmers' Union, Vice-President. The National Farmers' Union of Great Britain has placed its secretariat at the disposal of the committee.

### Australia

The annual All-Australian Employers' Conference was held at Brisbane from 15 to 17 August 1922. Resolutions were adopted to the following effect.

That the reduction of the standard hours of the working week below 48 hours is an unjustifiable handicap to the industries of the Commonwealth and prejudicial to the interests and welfare of all sections ;

That steps be taken either to obtain amendments to the Commonwealth Conciliation and Arbitration Act or an amendment to the Federal Constitution with a view to restricting the functions of the arbitration court to purely inter-State matters ; and that, unless the awards of the arbitration courts are loyally obeyed by both employers and employees, the legislation creating them should be repealed ;

That, failing the repeal of the arbitration laws, these should be amended to provide that, in the event of any body of employers or employees refusing to comply with the court's award, such award should automatically cease to operate and should not be re-enacted until the court had received satisfactory guarantee that it will be lawfully obeyed ;

That the Conference recommend to the Commonwealth and State Governments the inclusion in any Bill brought forward to amend conciliation, arbitration, or wages boards Acts the following alterations : an amendment omitting power to give retrospective effect to any award ; and an amendment omitting power to grant preference to trade unionists ;

That, while recognising the principle of the living wage, the Conference desires to draw the attention of the Commonwealth and State Governments to the fallacious foundation upon which the present basic wage system of the Commonwealth and State arbitration courts is founded, as evidenced by the widespread unemployment caused by the undue burden thus placed upon industry ; and strongly urges upon those Governments the desirability of amending the provisions of the various arbitration Acts so as to place them on a more equitable basis ;

That the Conference recommend to the Commonwealth and State Governments the inclusion in any Bills which they may bring in to amend their respective conciliation, arbitration, or wage boards Acts, the following alterations : an amendment making it obligatory upon the arbitration court to issue declarations of the basic wage at periods not exceeding six months ; and an amendment of the basic wage provisions to provide for a different standard in place of the present two-children or three-children standard ;

That the claim for equal pay for women workers is unsound ;

That in the opinion of the Conference the only system by which the great majority of the industrial workers of Australia can secure any substantial and permanent increase in their earnings is by the unrestricted recognition and application of the principle of payment by results, with an adequate provision for the protection of a minimum standard wage in all industries.

---

(\*) *International Labour Review*, Vol. VI, No. 3, Sept. 1922, p. 390.

The question of apprenticeship was also discussed, but, in view of its great importance to the development of the industries of the Commonwealth, the matter was referred to a special committee for full enquiry and report.

### Canada

Mr. W. C. Coulter, employers' delegate for Canada at the Fourth Session of the International Labour Conference held in Geneva from 18 October to 3 November 1922, supplied the International Labour Office with some details of the organisation of the Canadian Manufacturers' Association. This Association was formed 51 years ago, and now comprises 4,500 members. Great difficulties in organisation have been experienced owing to the fact that the plants of members are scattered over a huge area, and vary greatly in size, some of them employing as few as five workers while others employ many thousands..

The various branches of the work of the Association are divided among departments, each in charge of a committee which directs the work with the help of secretaries and experts. These departments are : tariff, transportation, commercial intelligence, trade sections, legal, industrial relations, and publishing. A monthly magazine, *Industrial Canada*, is published by the Association's own editorial staff, under the control of the Publishing Committee.

The work of all these national committees is under the control of an executive council headed by the president and vice-presidents of the Association, with central office at Toronto, Ontario. For the convenience of the different sections of the country, the Association is divided into five divisions — Maritime, Quebec, Ontario, Prairie, and British Columbia — each controlled by an executive committee. Their work is divided among sub-committees, as in the case of the central body. Each division has its own office and staff, and carries on the work of the Association within its own territory, acting independently of the central body in Provincial matters where the principles of the Association are not involved. Within each division local branches are established in the larger cities, and these also have their executive committee, with power to deal with purely local questions.

### Denmark

The General Meeting of the Danish Employers' Federation (*Dansk Arbejdsgiverforening*) was held in Copenhagen, 4-5 October 1922.

In submitting the annual report, Mr. Langkjaer, president of the Federation, stated that during the past year there had been a reduction in the number of members for the first time since the formation of the Federation. During the period 1913 to 1921 the membership had risen from 8,480 to 18,300. This very considerable increase had occurred concurrently with the appearance of numerous war industries, so that some reduction was to be expected. No figures were given as to the present membership, but the number of affiliated organisations had decreased from 253 to 248.

Referring to the resolution on the 8-hour day adopted at the previous general meeting (\*) Mr. Langkjaer gave an account of the work done by the committee appointed in agreement with the General Federation of Trade Unions to determine what regulations of working hours were in force abroad. He pointed out that the limitations on working hours in Denmark, although not statutory, were greater than those in other

---

(\*) *International Labour Review*, Vol. V, No. 2, Feb. 1922, p. 277.

countries. The speaker also gave expression to the dissatisfaction of the employers concerning the Unemployment Act of December 1921, and demanded the introduction of stricter supervision over the payment of unemployment relief.

Mr. Langkjaer then dealt with the tendency on the part of certain employers to break away from the Federation. He referred particularly to a number of co-operative agricultural societies which during the dispute in the spring of 1922 had opposed the policy of the Employers' Federation; certain employers' organisations in the handicraft trades had also shown signs of leaving the Federation. Speaking for the executive of the Employers' Federation, Mr. Langkjaer said that, while a certain degree of centralisation was necessary to safeguard the interests of the employers as a whole, the executive regarded it as of first importance that the constituent organisations should have complete control over, and be responsible for, collective agreements.

The attention of the executive had been chiefly given of late to the forty local associations organised on a territorial basis which furnished valuable support to the central organisation during the dispute early in the year. A committee was to be appointed to consider the best form of organisation for maintaining effective relations between the affiliated organisations and the central body.

By 193 votes to 7 the meeting approved proposals designed to bring within the Federation master craftsmen employing a very limited amount of labour. These proposals provided that, subject to the approval of the executive of the Employers' Federation, any affiliated organisation may decide to organise itself into two sections, section A for members of the Employers' Federation, and section B for master craftsmen whose total pay-rolls for the previous calendar year do not exceed 2,000 kroner. Members of section B would be represented on the executive of their organisation, but would not be entitled to more than one-third of the seats. These members would not be held competent to deal with questions concerning strikes, lock-outs, conclusion of agreements and similar matters affecting the members of section A or the Employers' Federation. Members of Section B would be required to undertake that, in the event of a stoppage of work, they would act loyally towards the members of Section A and other members of the Employers' Federation.

### France

In a letter addressed to the Minister of Public Works, Mr. Mercier, President of the Chamber of Mines of the Nord and Pas de Calais, defines the present position of the industry with regard to wages and hours of work. At a meeting held on 26 August 1922 between representatives of the mining companies and delegates of the miners' unions of the Nord and Pas de Calais the employers' delegation stated that the mining companies were seriously affected by the unprecedented economic crisis and that, if the situation did not improve, they would be compelled to make a substantial reduction in wages. As it had not yet been possible to amend the statutory regulations concerning hours of work in the mines, the companies would have been compelled to make the proposed reduction earlier if the results of the American coal strike and a slight decrease in transport rates had not brought temporary relief. In view of this improvement in the situation, the mining companies had considered it their duty to continue for some time further to impose heavy sacrifices upon themselves for the benefit of their workers, being

convinced that the Act governing hours of employment in mines would be amended so as to enable French mines to meet foreign competition and improve the economic position of the country.

### Japan

The inaugural meeting of the Japanese Economic League (*Nihon Keizai Kenmei*) was held in Tokio on 1 August 1922. This League was organised by the leading business men of the country on the return of a group of important industrial employers sent by the Japan Industrial Club to study conditions in America and Europe. The prospectus of the League states that, in view of the paramount importance of economic questions in the welfare of the modern nation, it has been found necessary to set up an organisation which will be able to express definite views on economic questions for the guidance of the business world and of the Government.

Among the questions referred to as requiring immediate attention are the regulation of prices, the encouragement of export trade, reform of the system of taxation, changes in industrial legislation, and means of dealing with labour difficulties. One of the chief aims of the new League is to maintain relations with business organisations in other countries and especially to become a member of the International Chamber of Commerce.

At a general meeting of the directors of the League held on 1 August resolutions were adopted in favour of reducing the burden of taxation by appropriating the surplus revenue resulting from disarmament and the curtailing of administrative expenses; reducing prices by the exercise of universal thrift and diligence; establishing a permanent investigation agency in connection with the League to study various questions concerning public finance; and taking part in the work of the International Chamber of Commerce.

Mr. Yamashita, the Japanese employers' delegate at the Fourth Session of the International Labour Conference held at Geneva 18 October to 3 November 1922, in a speech made at the Conference stated that the Draft Conventions relating to hours of work and other labour questions adopted at the First Session of the International Labour Conference with the special clauses inserted so as to adapt them to the peculiar conditions of labour in Japan had been well understood and appreciated in that country. Many employers, including himself, had resolved to experiment with the 8-hour day system in their own factories, and there were now quite a large number of industrial establishments in Japan complying with the provisions of that Convention. It had been found, however, that it was difficult to change at once the old habits and accustomed speed of workers unused to the intensive labour which must necessarily accompany shorter hours. In his own case the workmen had shown greater efficiency than before during the first few weeks following on the change, but after that production had fallen off. He considered that Japanese workmen should be allowed to work, at least for the present, longer hours and less intensively. Mere comparison of working hours can be no criterion as to the effect on the workers' health unless the pressure at which the work is done is also taken into consideration.

Mr. Yamashita, referring to the conduct of industrial relations in Japan, said :

In Japan, however, there still exist, except in very modernised factories, specially intimate and friendly relations between the employers and the

employees. They are the legacies inherited from the time of our feudal system, and strong as has been the influence of all modern ideas about labour, that tender and loyal sentiment, partaking more of the family relation than of that between employer and employee, has not yet been totally destroyed.

I may mention as an example a widespread custom in Japan of paying to the workmen who are discharged a retirement gratuity. This is given to workmen who have to leave our works for reasons beyond their control. This is not required by law, nor is it merely an old age pension as you understand it, but it is a general custom among us. The amount varies, of course, in the different works and according to the particular case of the workmen in question. The highest of these gratuities would amount to the accumulated wages of that workman for a number of years.

Another difficulty which Japanese industry was called upon to encounter was the competition set up by China, which, being a country using a silver currency, had not been affected by the depreciation of gold during the war. As a consequence the costs of production were still low and, moreover, China had not yet ratified any of the Draft Conventions concerning labour.

Referring to the regulation of night-work for women and children, Mr. Yamashita gave as his opinion that, wherever this practice was actually injurious to the health of workers, it should most certainly be strictly prohibited. Except in the textile industries, however, night-work was not prevalent in Japan because, as Japanese workers live for the main part in paper-partitioned rooms, they are unable to get sufficient sleep during the day time, with the consequence that where night-shifts are worked the output suffers. In the textile industries, however, the workers were generally accommodated in foreign-built dormitories. Official and private investigations were now being made to determine whether or not the effect of night-work in textile mills is injurious. The Japanese Factory Law already prohibits night-work of women and children, but that part of the law does not come into force until nine years hence. This waiting period, Mr. Yamashita considered, might before long be shortened by the Government.

Mr. Yamashita also supplied the International Labour Office with information regarding the organisation of employers' associations in Japan. He stated that no organisations having as their primary function the settlement of labour questions have yet been set up. There are, however, many associations of the type of the chambers of commerce and the Japanese Industrial Club. At present there are sixty-three chambers of commerce in Japan proper, having as their object the consideration of economic questions arising in their respective localities. Representatives of the chambers of commerce meet from time to time and act in concert as the "Federation of Chambers of Commerce of Japan" for objects of common interest. The Japan Industrial Club was established in Tokio in 1917 and now has nearly 800 members. Its object is the promotion of industry by establishing closer relations among its members. It is by far the most influential of such organisations in Japan. The Osaka Industrial Association is a similar body made up of employers in Osaka and the surrounding district. Of associations representing a single industry the chief are the following, each being the most influential organisation in that industry: the Japan Cotton Spinners' Association, the Mine Owners' Society, the Japan Electric Association, the Match Manufacturers' Association, the Silk Industry Central Union, the Japan Ship Owners' Association, the Imperial Railway Association, the Formosa Sugar Industry Union, and the Shipbuilders' Union.



## New Zealand

The *Industrial Bulletin*, the official organ of the New Zealand Employers' Federation, commenting on the 44-hour week Act, states that the supporters of this measure had predicted that production would be increased rather than decreased by the shorter hours of work, because the workers would produce more than before since they would not be suffering from the fatigue of longer hours. Far from this being the case, the worst forebodings of employers have been justified. Discontent in industry has shown no abatement, production has dangerously fallen off, and costs have increased till leading manufacturing establishments have had to close down. At the last annual conference of the Shires Association, the president stated that the 44-hour week had hampered many district councils, and that there was not one district council which, if it had been in the same position as a private business, would not have been compelled to shut down on account of this legislation.

## United States

The forty-eighth annual convention of the American Bankers' Association, held in New York from 2 to 5 October 1922, gave considerable attention to labour questions.

Mr. Thomas B. McAdams, president of the Association, in his address referred to "two tendencies which today need most careful diagnosis and handling in so far as the effect upon the future of our nation internally is concerned..... first, class movements, the outgrowth of social and economic unrest, which tend to advance the interests of one group at the expense of the nation as a whole, and, second, paternalism in government".

As illustrative of the first of these tendencies, Mr. McAdams said :

We must view with alarm the tendency of certain groups of organised labour to advance their claims for changed working conditions and their demands for the maintenance of the high standard of wages created through the necessity of war, by considering these questions solely from the viewpoint of their own individual interest and without proper consideration of the public welfare, which must ever remain paramount..... Every far-seeing American must view with sympathy a properly conducted movement which has for its motive the relief of distress and the increase of human happiness, provided that in its conduct it is equally as considerate of the rights of others as it is aggressive in the advocacy of its own policies. The danger in human organisation, regardless of how meritorious may be its motives at the beginning, is that, having attained its objective, it will then come under the influence of unscrupulous leaders and impose penalties and restrictions even more severe than those against which in its inception it had with propriety protested.

Mr. McAdams went on to say that industrial difficulties cannot be settled permanently through the exercise of force on the part of either the employer or the employee, and that they cannot be happily adjusted so long as labour, in addition to maintaining the right of the individual to refuse to perform a task for a specific consideration, denies others the right to accept the position thus vacated. Consultation, co-operation, and arbitration, as contrasted with commercial warfare, have been the means of solving industrial disagreements, and it should not be difficult to devise administrative machinery to determine questions in dispute and enforce conclusions conceived in the interests of the whole community.

Capital and business have been definitely curbed in their activities and restrained from so combining and eliminating competition as to advance

their own interests at the expense of public welfare. The strike is no longer a local incident, but, through nation-wide agreement, has become a menace to the public welfare, and should be made subject to the laws protecting the people against other combinations in restraint of trade..... In the interests of organised labour, as well as of the nation, the time has come when Congress should face the situation fearlessly, and pass such legislation as will make labour a more effective part of our productive machinery. Give it the same but no more protection than is accorded any other citizens, and eliminate for all time the possibility of jeopardising the health and happiness of the people by the abuse of special privileges under which it is now allowed to operate.

Mr. Thomas W. Lamont, of J. P. Morgan and Co, referring to the prevalence of strikes, said :

We all say that we deplore these wretched struggles, yet the extent of our regret must be measured by our endeavour to prevent their recurrence by our attempt to reconcile conflicting views. As bearing upon this situation, I ask you who are so influential in counselling large men of business to remember that in this country there are still traces of arrogance among employers, as there are manifest signs of arrogance in labour. Yet the employer has even less excuse for arrogance than the labourer. The high wages of the war and of the years just after had not only a somewhat 'spoiling' effect upon labour : they gave labour the feeling that it must always share in the prosperity, never in the adversity, of business. I deplore that feeling ; yet I beg to remind you here that that feeling of labour, in so far as it was directed to the improvement of living conditions, to the gaining of a little leisure and of the time to play and be happy, was wholly right, and to the advantage of the community.

Mr. L. F. Loree, president of the Delaware and Hudson Railroad, maintained that the labour union in its present form is a menace to society. He recommended the passage of legislation providing that such organisations may be sued in courts of law ; that their records be open for inspection and audit, and that the use of funds for political purposes be made a criminal offence ; that at least 14 days' notice of any strike be given to the State officer having authority over labour affairs, that such officer have authority to conduct all necessary enquiries and make public all information involved in the controversy ; and that strike ballots be safeguarded so as to prevent intimidation or misrepresentation, and that the result of the vote be final and not subject to acceptance or veto by the chief officer of the union.

Among other speakers before the convention, Mr. Frank A. Munsey advocated a change in immigration laws, asking for a policy of selective immigration. Mr. Munsey pointed out that America does not produce its own labour supply, and blamed the educational system as responsible for this.

Mr. James S. Alexander, president of the National Bank of Commerce, New York, manifested a distinctly sympathetic attitude towards labour, and impressed upon both workers and employers the necessity of breadth of view and tolerance. He held that further wage readjustments were necessary, but urged that it was disastrous to the community for the employers to take advantage of slack business periods to reduce wages and working conditions unduly.

Governor Henry W. Allen, of Kansas, in an address on the Kansas Industrial Relations Court, reiterated his well known contention that the public interests are paramount to the interests of either labour or capital in industrial disputes.

The twenty-second general meeting of the American Iron and Steel Institute was held in New York, 27 October 1922.

Judge E. H. Gary, president of the Institute, in his address to the meeting, said that when considering economic questions everyone should endeavour to determine the final effect upon the nation as a whole. Personal or private gain or advancement, or political advantage, must be subordinated to the general public good. A combination calculated to control business or production either as to quantities or prices by the employers or by the employees interferes with the natural course of business, and results in hardships upon all who are outside of the combination, who may be termed the consumers.

He deprecated the tendency to believe that everything objectionable in the economic system can be overcome by the adoption, amendment, or repeal of laws. The full exposure to the people of the business methods and management of public and private institutions and organisations would, he said, create and formulate a powerful, effective, and satisfactory public sentiment, which would in the end be more potential than penal statutes. Judge Gary expressed the opinion that investigations by legislative committees have sometimes been of great benefit, and have resulted in correcting existing evils, but more frequently they were harmful because unfair, politically partisan, and managed without regard to rules which govern legal procedure.

Referring to the continued prosperity in the iron and steel industry, Judge Gary stated that there had unfortunately been some interference with its natural development owing to an insufficient supply of labour. This shortage of labour was caused for the main part by the percentage immigration laws, which limited the number of workers coming to America. He considered that these laws should be promptly changed, the restrictions being directed to the question of quality rather than of the numbers of immigrants entering the country.

Judge Gary expressed the hope that there would soon be held in Washington another peace conference for the full and frank discussion of all unsettled financial, commercial, and industrial questions in which the American people are directly or indirectly interested.

Mr. Dwight W. Morrow, an attorney of the firm of J. P. Morgan and Co., addressing the meeting, said that he looked forward to the time when the capitalist-labourer would be the owner of industry. He considered that one of the greatest things Judge Gary had accomplished was to increase the number of employees who were also stock-holders.

Before the opening of the regular session it was announced that the committee appointed to investigate the 12-hour day in the steel industry was not ready to report.

The twenty-fifth annual convention of the American Mining Congress was held in Cleveland 9 to 14 October 1922. The convention adopted the following resolution in favour of legislation prohibiting strikes and lock-outs in essential industries.

Whereas the right to live is the privilege of every law-abiding American citizen, and

Whereas this right of late has been seriously threatened by the assumption of labour organisations in arrogating unto themselves the destiny of human existence by forcibly obstructing the production and distribution of basic necessities; therefore,

Resolved, that this congress in no equivocal language expresses its belief that strikes or lock-outs in essential industries should be impossible, as they are destructive to the life of the commonwealth; and be it further

Resolved, that laws should be made and enforced by all the power of the Government that shall forever strip labour organisations as well as employers of the ability to interfere with the production and distribution of the necessities of life.

The convention also adopted other resolutions (a) authorising a committee to investigate the labour shortage in metal mining, a shortage attributed in part to immigration restrictions; (b) urging that standard practice for the equipping and operating of all mines be fostered with a view to reducing prices to the public; (c) pledging members to work for the elimination of "all unnecessary paternalistic activities" on the part of the Government; (d) directing that efforts of the congress be devoted to eliminating all possible interferences of Federal, State, and local governments in mine operations; (e) approving the work of the new committee on industrial co-operation in the Mining Congress, and calling upon employers and employees to join in a movement for "harmonious relations, continuous employment, fair wages, reasonable profit, and low prices".

The Division of Industrial Co-operation of the American Mining Congress, whose activities were endorsed by the convention, proposes to make a survey of the different forms of "welfare work" obtaining in both the coal and metal industries, to investigate the possibilities of the various systems, and to disseminate the information widely to the general public. The actuating principles of this division are declared to be that

industrial peace will be brought about only through confidence in management, and that confidence can be secured only through a closer personal touch between management and employees. . . . Future peace of industry will not be found in 'organised employers' and 'organised employees' that are created to fight each other. . . . There is a common ground upon which every employer and employee can meet, and this common ground is born of confidence and sustained through a recognition of interdependence. The mining industry needs the regenerating influence of reciprocal relations between employer and employee. There is no other road to permanent industrial peace.

The convention also decided to appoint a committee of seven representative men from the entire mining industry, who would offer their services to the new Federal Fact-Finding Commission, and present such information "as will aid it in making recommendations that tend to stabilise the industry and to safeguard the rights of the public".

---

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

## Cost of Living and Retail Prices

THE general course of recent prices of foods and other necessities of life as judged by the index numbers of the cost of living in the great majority of countries included in this survey exhibits few marked or uniform changes. There are, however, signs that, except in the countries where conditions are special or where the exchange rates show decided declines, retail prices generally tend at present in a large number of countries to attain a certain comparative stability. The clearest tendency towards stabilisation is seen in the non-European countries, e.g. Canada, the United States of America, New Zealand, and India. In Europe, in some countries, e.g. France, the cost of living indexes show a downward trend, but the index numbers of food record an advance in the price level. The recent fall in the rate of exchange in Italy, Belgium, and France is reflected in their retail food prices which show an appreciable rise. This is specially the case in Belgium and Italy (Rome), where the latest available index numbers show a reaction from the low level attained in the early part of the year to a point well above the maximum reached during the year (i.e. in January last).

A substantial fall in retail food prices is, however, shown by Norway and Sweden, the index numbers for November for the latter country recording a fall of ten points or nearly 6 per cent. from the October level.

The recession in prices in Austria that was referred to in the last number of the *Review* has continued in November and December, the index number for December showing a fall of over 16 per cent. from the September level.

The Statistical Bureau's cost of living index number for Germany for November is 44610 as compared with 22066 in October, which shows that prices have slightly more than doubled in one month. This figure covers food, heating, lighting, rent, and clothing. The item of clothing has been included only for the last few months; leaving out this item, the index figure is 40047 for November against 19504 in October — an increase of 105 per cent. In food alone, the rise was 106.5 per cent.

For the first time since May of this year the index number of the cost of living for Finland records a fall, and although there has been some increase in rent and heating and lighting, the fall in the level of prices far more than counterbalances that rise.

The usual tables corresponding to those published in previous numbers of the *Review* are given below. The account of the different methods of compilation of index numbers employed by the different countries which was given in the July number of the *Review* has now been brought up to date and is appended to this article. The Federal Labour Office of Switzerland has completed its enquiry into prices of articles of clothing and footwear and publishes index numbers inclusive of the groups of food, fuel and light, and clothing. Reference is made to this index number in the notes on method.

---

(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.

# NOTES ON THE METHOD OF COMPILING THE COST OF LIVING INDEX NUMBERS IN THE TABLES

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

The period chosen as base varies in different countries; some use a pre-war base, others a post-war one. In some countries, e. g. Austria, indexes are prepared on the "chain system"; i. e. the rise or fall is calculated in the basis of prices in the preceding month.

The index numbers in tables I to V have a pre-war base period. Wherever possible, the common base July 1914=100 has been taken. In addition, tables VI, VII, and VIII give index numbers calculated for a post-war base period, which, wherever possible, is taken as December 1920=100.

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

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

(a) *Standard Budget Method.* The weights are fixed by means of an enquiry into the actual amounts spent by a number of families;

(b) *Theoretical Budget Method.* The weights are based on partial information or on theoretical considerations, e.g. the minimum standard necessary for healthy existence. In the case of food the nutritive value in calories may be taken;

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

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

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

Groups included in the budget: food (17), heating and lighting, rent, and "sundries", which includes clothing. This complete index number is available only from January 1922 and has apparently been stopped from July. The figures prior to January 1922 do not include expenditure under the group "sundries" and are, therefore, not strictly comparable with the later figures. Until December

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 t.)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
<i>July</i>											
1914	400	400	400	400	400	400	400	400	400	400	400
1915	403	*	*	408	*	*	97	416	405	400	*
1916	406	*	*	416	*	*	102	436	418	408	*
1917	414	*	*	443	*	*	130	455	442	427	*
1918	418	*	*	448	*	*	146	482	474	452	*
1919	426	*	*	429	*	*	155	241	177	168	*
1920	459	935	1125	453	*	455	190	262	247	198	931
1921	133	1124	1125	149	*	379	155	237	180	158	1214
1922	420	4990	6122	139	264500	366	147	499	167	153	1142
<i>1921</i>											
Mar.	447	4028	4035	458	*	444	165	*	*	163	1104
June	136	1048	1080	149	*	384	152	237	*	156	1128
Sept.	130	1212	1212	143	*	386	155	*	177	157	1278
Dec.	424	1746	1934	138	53300	393	152	212	174	156	1172
<i>1922</i>											
Jan.	439	4825	4903	*	66900	387	149	*	*	—	1124
Feb.	438	2209	2477	*	77000	380	148	*	*	154	1120
Mar.	136	2639	2740	135	77800	371	146	*	167	152	1107
Apr.	437	3436(a)	3177	*	87200	367	145	*	*	152	1109
May	437	3803	3455	*	109300	365	145	*	*	152	1111
June	435	4147	4149	139	187100	366	146	199	167	152	1137
July	*	5392	6122	*	264500	366	147	*	*	153	1142
Aug.	*	7765	10271	*	593200	366	147	*	*	152	1159
Sept.	—	13319	16368	—	1130600	371	147	*	166	152	1160
Oct.	—	22066	26069	*	1036800	376	147	*	*	—	1178
Nov.	—	44610	—	—	970100	384	—	—	—	—	1169
Dec.	—	—	—	—	937500	—	—	—	—	—	—

TABLE II. FOOD INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Aus- tralia (30 towns)	Austria (Vienna)	Belgium (59 towns)	Bulgaria (4 towns) (b)	Canada (60 towns)	Den- mark (100 towns)	Spain (Madrid) (b)	United States		Finland
		(71 towns)	(Berlin)								(51 towns)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
<i>July</i>													
1914	400	400	400	400	400	400	400	400	400	400	400	400	400
1915	407	*	*	431	*	*	149	405	428	406	98	97	*
1916	416	*	*	430	*	*	178	444	446	417	409	109	*
1917	428	*	*	426	*	*	321	457	466	421	443	438	*
1918	434	*	*	431	*	*	617	475	487	458	464	460	*
1919	439	*	*	447	*	*	1326	486	242	174	486	476	*
1920	497	1267	1377	494	*	459	4694	227	253	190	215	240	1013
1921	439	1491	1541	161	*	410	1612	154	236	184	145	135	1323
1922	416	6836	7143	148	328200	381	2444	141	184	179	139	133	1144
<i>1921</i>													
Mar.	460	1352	1316	181	*	434	1506	172	*	188	153	141	1169
June	444	1370	1449	165	*	419	1666	148	236	181	141	129	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.	421	2463	2622	142	74800	417	2259	143	*	179	139	—	1151
Feb.	419	3020	3051	140	87100	399	2365	142	*	179	139	131	1145
Mar.	419	3602	3580	141	90400	382	2379	138	*	181	136	129	1124
Apr.	421	4356	4255	143	104300	378	2455	138	*	190	136	131	1127
May	420	4680	4531	147	137400	379	2632	137	*	188	136	130	1132
June	418	5149	4755	146	242100	384	2379	138	184	183	138	130	1139
July	416	6836	7143	148	328200	381	2444	141	*	179	139	133	1144
Aug.	416	9746	11132	149	722400	377	2463	139	*	178	136	132	1165
Sept.	417	15417	17612	149	1353100	386	—	138	*	179	137	132	1166
Oct.	419	26623	28775	—	1190700	406	—	139	*	178	140	—	1157
Nov.	—	54982	—	—	1119300	432	—	—	—	—	—	—	1140
Dec.	—	—	—	—	1052100	—	—	—	—	—	—	—	—

(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)		Luxem- burg	Norway (31 towns)	New Zealand (25 towns)	Nether- lands (Amsterdam)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (49 towns)	Date
(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)
400	400	400	400	400	400	400	400	400	400	400	July 1914
•	•	99	•	•	417	407	•	•	425	•	1915
•	•	416	•	•	446	444	•	•	448	439	1916
•	•	446	•	•	490	449	442	•	480	466	1917
•	•	497	286	•	253	427	183	•	203	219	1918
238	•	205	280	•	275	432	495	•	208	257	1919
344	489	343	444	•	302	449	247	•	255	270	1920
307	177	387	494	384	302	157	208	25709	222	236	1921
302	465	429	488	359	255	444	187	78798	181	190	1922
							(a)				1921
338	460	384	568	•	304	460	210	47974	233	249	Mar.
307	173	390	506	388	302	457	208	20270	249	236	June
295	485	400	520	444	296	456	199	39847	240	234	Sept.
297	479	423	539	398	283	149	190	46740	192	216	Dec.
											1922
•	473	430	523	399	•	•	•	46883	488	•	Jan.
•	463	426	522	396	•	•	•	48085	486	•	Feb.
294	465	445	503	377	266	445	192	52358	482	195	Mar.
•	462	420	490	364	•	•	•	58627	181	•	Apr.
•	463	427	492	361	•	•	•	63944	180	•	May
302	403	425	488	355	255	444	187	68407	184	190	June
•	465	429	488	359	•	•	•	78797	181	•	July
•	464	431	494	357	•	•	•	90823	179	•	Aug.
289	465	437	498	361	249	—	175	407661	478	190	Sept.
•	462	—	504	368	•	•	•	428408	180	•	Oct.
—	460	—	—	387	•	•	•	170965	180	•	Nov.

TABLE II (cont.). FOOD INDEX NUMBERS

France		India	Italy		Norway	New Zealand	Nether-lands	Poland	United Kingdom	Sweden	Switzer-land	Czecho-slovakia	Date
(Paris)	(330 L.)	(Bombay)	(Rome)	(Milan)	(31 towns)	(25 towns)	(Amsterdam)	(Warsaw)	(630 towns)	(49 towns)	(23 towns)	(b)	
(b)	(b)												
(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)
400	400	400	400	400	400	400	400	400	400	400	400	400	July 1914
120	123	*	95	*	123	112	114	*	132	124	149	*	1915
129	142	*	144	151	153	149	117	*	161	136	144	*	1916
183	184	*	137	210	203	127	146	*	204	171	179	*	1917
206	244	*	203	324	271	139	175	*	210	265	222	*	1918
264	289	*	206	304	290	144	196	*	209	312	250	*	1919
373	388	*	318	445	319	167	210	*	262	288	239	*	1920
306	363	474	402	506	295	164	180	45655	226	230	207	1551	1921
297	315	160	459	492	233	144	140	129811	175	179	153	1430	1922
358	429	454	386	582	299	469	493	32883	238	247	248	4489	1921
312	363	469	409	523	290	166	180	35393	220	234	213	4520	Mar.
329	350	483	430	545	290	161	179	60728	210	228	198	4545	June
323	349	476	458	567	268	150	150	74659	185	202	187	4556	Sept.
													Dec.
349	*	469	469	558	257	147	148	73598	479	489	476	4467	1922
307	*	460	463	562	245	145	149	75157	477	488	173	4464	Jan.
294	323	461	446	525	238	141	143	81269	173	184	162	4414	Feb.
304	*	457	455	499	234	144	137	91805	172	181	153	4415	Mar.
317	*	458	455	503	230	145	136	401454	470	177	152	4444	Apr.
307	315	458	454	494	227	143	137	408069	480	178	153	4475	May
297	*	460	459	492	233	144	140	429841	175	179	153	4430	June
289	*	459	463	493	232	141	139	149512	472	180	152	4290	July
291	312	461	472	508	223	139	141	*	472	180	153	4105	Aug.
290	*	458	—	517	220	139	—	—	476	177	155	4016	Sept.
297	—	455	—	—	216	—	—	—	478	468	—	—	Oct.
													Nov.

(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	143
» 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
Sept. 1921	*	*	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. »	158	26000	25247	1915900	*	*	171	175
Oct. »	*	38664	39418	—	—	*	*	—
Nov. »	*	14163	—	—	—	—	—	—

## 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	
		(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	*	5939	6000	237300	182	301	188	174	177
Sept. 1921	*	1410	1368	*	190	*	194	181	180
Dec. »	*	1999	2158	50800	186	333	193	181	186
Mar. 1922	*	2965	3263	86000	183	*	192	176	179
June »	*	4822	5053	167000	180	301	190	174	177
Sept. »	*	16112	20000	1265800	—	*	185	184	182
Oct. »	*	25175	27895	—	—	*	184	*	—
Nov. »	—	—	—	—	—	—	—	—	—

## TABLE V. RENT INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (6 towns)	Austria (Vienna)	Canada (60 towns)	Denmark (100 towns)	United States	
		(71 towns)	(Berli)					(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
Sept. 1921	*	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. »	*	795	582	—	—	—	*	*	—
Nov. »	—	—	—	—	—	—	—	—	—

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 (31 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	299	466	651	336	430	390	» 1920
1038	353	263	495	512	292	280	270	» 1921
1098	315	260	511	621	249	240	210	» 1922
1090	318	268	444	534	280	265	250	Sept. 1921
1107	318	261	—	563	271	250	240	Dec. »
1098	312	253	—	596	260	240	225	Mar. 1922
1099	315	260	—	621	249	240	210	June »
1089	326	245	—	629	242	230	205	Sept. »
1094	*	234	—	629	—	230	—	Oct. »
1093	*	229	—	—	—	—	—	Nov. »

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

Finland (31 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	*	—	220	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
1250	307	176	—	899	337	200	238	231	221	Sept. 1921
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	291	167	—	515	242	—	185	183	202	Sept. »
1302	*	167	—	519	—	—	188	183	203	Oct. »
1330	*	167	—	—	—	—	—	186	—	Nov. »

TABLE V (cont.). RENT INDEX NUMBERS

Finland (31 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (25 towns)	United Kingdom (25 towns)	Sweden (49 towns)	Date
			(Rome)	(Milan)					
(14)	(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
335	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
596	121	165	157	139	166	129	152	163	Sept. 1921
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	175	165	—	208	173	—	152	163	Sept. »
787	*	165	—	208	—	—	150	—	Oct. »
795	—	165	—	—	—	—	—	—	Nov. »

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		Switzer- land (33 towns)
	Milan	Florence	The Hague	Amster- dam	Lodz	Posen	
Dec. 1920	100	100	100	100	100 (a)	100	*
Mar. 1921	108	106	95	95	98	122	100
June »	100	100	95	94	96	185	93
Sept. »	101	99	94	90	216	645	89
Dec. »	103	107	92	86	227	908	85
Jan. 1922	99	105	*	*	233	886	*
Feb. »	99	104	*	*	257	951	*
Mar. »	96	103	93	87	277	1093	77
Apr. »	94	101	*	*	295	1200	*
May »	95	102	*	*	326	1254	*
June »	95	101	88	84	337	1352	70
July »	96	101	*	*	409	1599	*
Aug. »	97	102	*	*	451	1803	*
Sept. »	98	103	—	79	—	—	69
Oct. »	98	104	*	*	—	—	*

TABLE VII. FOOD INDEX NUMBERS

Date	Austria	Italy		Netherlands		Poland	Switzer- land (33 towns)
	Vienna	Milan	Florence	The Hague	Amsterdam	(35 towns)	(33 towns)
Dec. 1920	100(a)	100	100	100	100	100 (a)	100 (a)
Mar. 1921	122	112	110	98	95	126	97
June »	150	108	104	102	96	146	94
Sept. »	215	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	473	67
July »	4830	101	106	*	*	566	69
Aug. »	11046	102	106	*	*	—	66
Sept. »	20090	103	109	—	70	—	66
Oct. »	18567	104	110	*	*	*	67

TABLE VIII. INDEX NUMBERS FOR OTHER GROUPS

Date	Clothing				Switzer- land (33 towns)	Heating and lighting				Switzer- land (33 tow.)	Rent			
	Italy		Nether- lands			Italy		Nether- lands			Italy		Nether- lands	
	Milan	Florence	The Hague	Amsterdam		Milan	Florence	The Hague	Amsterdam		Milan	Florence	The Hague	Amsterdam
Dec. 1920	100	100	100	100	*	100	100	100	100	100(a)	100	100	100	100
Mar. 1921	89	100	79	86	100	148	106	96	97	98	100	100	104	104
June »	68	79	73	79	92	104	88	83	87	84	100	100	109	111
Sept. »	68	79	71	77	89	104	88	88	86	80	100	110	113	113
Dec. »	73	78	72	74	85	93	91	84	75	75	100	110	114	115
Mar. 1922	76	79	69	70	75	58	93	82	75	73	132	109	116	120
June »	79	78	69	69	72	58	93	73	75	69	149	109	119	122
Sept. »	80	78	—	67	70	58	79	—	75	69	149	109	—	124
Oct. »	80	—	—	—	—	59	—	—	—	—	149	—	—	—

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

1919 the system of weighting was that of the standard budget based on an enquiry made in 1910. Since 1920 the aggregate expenditure method has been adopted, based on the period 1917 to 1919. In spite of this change of method, the Office of Census and Statistics considers that the two sets of data are comparable.

From 1914 to 1919 the index numbers refer to yearly averages; from July 1920 to monthly averages. The figure given for June 1922 in table I is the figure in the earlier series without "sundries". The figure for July 1922 in table III refers to June. The rent index number for 1914 to 1917 refers to the yearly average; for 1918, 1919, and 1920, to the month of August; and for 1921 to February. Original base: 1910=1000.

**Germany:** (a) *Wirtschaft und Statistik.*

Official index number (tables I and II). Groups included in the budget, food (13), fuel (2), lighting (2), and rent; since April 1922 the group of clothing has also been included. The prices are collected from more than 600 towns with the help of the municipal statistical offices; the index number for the whole country is, however, based on reports from 71 towns from March 1922, (39 towns in 1919 and 1920, 47 from January 1921 to March 1922). The index was largely reconstructed as a result of a meeting of the officers of the provincial and municipal Statistical Departments held in January 1922. In addition to the increase in the number of towns covered, the base prices were recalculated, more uniform methods for the collection of prices and rents were laid down and the system of weighting was amended. When the index was begun in 1919-1920, official prices were used for state-controlled commodities; when the official ration was less than the amount in the standard budget, the balance was reckoned at the trade price, either ordinary or illicit. This has now been discontinued. Prices which are now secured twice a month are open market prices. An average price for each commodity for the whole country is calculated by taking the mean of the average prices in different towns, weighted with the population of the towns. The general index number is the average of these average prices, weighted according to a theoretical budget for a family of five persons. Base: average of October 1913, January, April, and June 1914=100. The complete index number for cost of living as far as available is published in table I. It should be noted that the figures in that table before and after April 1922 are not comparable. The available figures for the different groups are given in tables III, IV, and V.

(b) *Berlin: Finanzpolitische Korrespondenz.*

An unofficial index number for Berlin, calculated by Dr. Kuczynski. Groups included in the budget: food (about 15), clothing (2), heating and lighting (2), rent, and miscellaneous. The index numbers in the tables have been calculated from the original data giving the minimum cost of subsistence for a working-class family of four persons in Berlin. System of weighting: for food, a theoretical budget is fixed each month, based on market prices and available supplies, so as to ensure a sufficient number of calories at a minimum price; both the number of items and the weights are variable. For the other groups a fixed theoretical budget is taken. The expenditure on the "Miscellaneous" group is taken as about 30 per cent. (25 per cent. before July 1920) of the sum fixed each month for food. Base: August 1913 to July 1914=100.

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

Only two distinct groups are included: food and groceries (46), and rent. The former group includes, in addition to 41 items of food, 2 of lighting and 2 of laundry. The prices for the different towns are obtained directly, under compulsory powers, from the principal retailers with a large working-class trade, detailed enquiry forms being sent to them regularly. The system of weighting is that of pre-war aggregate expenditure, estimated with great accuracy. The index numbers in the tables have been calculated from the data showing the amounts necessary to purchase what would have cost £1 in 1911. The figures are quarterly averages in the case of cost of living. In tables I

and V the annual index numbers refer to different months each year. The food index number differs from the others in that it covers 30 towns (instead of 6 in the cost of living index), and that it refers to the monthly averages. Base : 1911=100.

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

(a) Index Number of the *Paritaetische Kommission.*

A new index number, which is accepted as a basis for adjusting wages in most Austrian industries. Groups included are : food (13), clothing (3), fuel and light (4), and rent. Prices are collected from various co-operative associations and firms, and are the ruling prices on Vienna markets. An average is calculated for each article and weighted according to the theoretical weekly expenditure of a normal person on the principal articles of necessity. In the case of food the articles are chosen so as to contain a certain value in calories and albumen, and the consumption is assumed to remain unaltered from month to month. The price level of 15 December 1921 is taken as base and the group and general indices are calculated from that base on the "chain system". The weighted prices are also calculated with July 1914=1 as base, and these figures are given in the tables. The monthly index numbers refer to the middle of the month.

(b) Index Number of the *Bundesamt für Statistik.*

Groups included in the budget : food (26), clothing (11), fuel and light (3), rent, miscellaneous (7). Food prices are taken from the Vienna municipal market. Official prices are given for State-controlled commodities ; during the period of official rationing, when the official ration was less than the amount in the standard budget, the balance was reckoned at the trade price, either ordinary or illicit. The index numbers show the fluctuations in the minimum cost of subsistence for a family of four-persons in Vienna. The method of weighting used for the food group is based on a theoretical budget fixed each month according to market prices and supplies, so as to ensure a sufficient number of calories at a minimum price. For the other groups a constant theoretical budget is used. Original base : July 1914=100. The general index number was discontinued in 1922, but the food index, including also 2 fuel items, is still continued January 1921=100 being the base.

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

Two distinct index numbers are given. Table I : index number of 56 items : food (34), clothing (12), heating and lighting (5), household articles (5) Prices are collected on the 15th of the month by the Ministry of Food from retailers whose customers belong to different classes. This general index number is not weighted and does not include rent, and is therefore not properly speaking a cost of living index number. No separate index number is published for the different groups. Table II : index number of 22 items of food, weighted according to a standard budget based on the enquiry of the Solvay Institute of Sociology into the expenditure of 602 families with an income of less than 5 francs a day in 1910. The same prices are used as in the unweighted index number. For both index numbers the monthly figures refer to the 15th of the month. Base : April 1914=100.

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

No general cost of living index number is published ; but the index given under the head "food" is based on foodstuffs (41, including tobacco), heating and lighting (5), and soap. The weighting is based on the annual expenditure of an average family during the years 1908 to 1912. During the years 1918 and 1919 only the prices under state control were taken into account. For the year 1914 prices in 58 towns were obtained ; for the year 1915 those in 66 were taken ;

for the years 1916-1919 prices were collected in 12 towns, and since then prices in only four towns were obtained. The figures in the table for 1915 to 1919 refer to annual averages. Base : 1901 to 1910=100.

**Canada :** *The Labour Gazette of the Department of Labour.*

Groups included in the budget : food (29), fuel and light (5), and rent. A more complete index including clothing and sundries was published for some time, but has now been discontinued. Food prices are secured from retail merchants, and compiled by the Bureau of Statistics, fuel prices obtained from the correspondents of the Department as well as through the Bureau of Statistics and rents are reported by correspondents of the Department, and checked by enquiries made from time to time. System of weighting : theoretical pre-war budget of a skilled workman's family of five persons with an income of \$21.00 per week in 1913. In tables I, II, IV, and V the monthly index numbers refer to the 15th of the month until the end of 1920, and to the first of the month after the month in question from January 1921 onwards. They have been calculated by the International Labour Office from the published figures giving the expenditure in dollars for a normal family, with July 1914=100 as base.

The index numbers for clothing, now discontinued and based on a special investigation made by the Department, are given in table III, with base 1913=100. The figures given in that table from 1914 to 1920 refer to December.

**Denmark :** *Statistiske Efterretninger.*

Groups included in the budget : food, clothing (included laundry), heating, lighting, rent, taxes and subscriptions, and miscellaneous. Until 1920, Copenhagen prices only were used. From 1921 onwards, the enquiry has been extended to the provincial towns and about 100 rural communes. The system of weighting is that of the standard budget, fixed for a normal family of five persons spending 2,000 kr. in the year 1914 and based on an enquiry made in 1909. The index numbers, which are only published half-yearly, are the average of two successive quarters for food, heating and lighting, and clothing, and a half-yearly statement for the other groups. Base : July 1914=100.

**Spain (Madrid) :** Index Number of the *Instituto Geografico y Estadístico.*

This new index number is not one of general cost of living, as it includes only animal food products (10), vegetable food products (9), and fuel and sundries (\*). The prices are those usual on the Madrid markets, and no weighting is used. For the years 1915 to 1920, the index is quarterly ; from 1921, monthly, referring to the 15th of the month. The figures in tables II and V for 1915 to 1920 inclusive refer to the third quarter of each year. Base : average of 1914=100.

**United States :** (a) *Monthly Labour Review of the Bureau of Labour Statistics.*

The cost of living index number is unusually complete and satisfactory. It includes the following groups : food (22 items until December 1920, 43 from January 1921), clothing (24 items for winter, 38 for summer, and 53 for the year as a whole, i.e. 77 or 91 according to season), heating and lighting (6), rent (various categories), furniture and household articles (25), and miscellaneous (19 items, including taxes and subscriptions, medical and travelling expenses, amusements, etc.). Prices are reported regularly by the retailers themselves and are officially checked. The data are collected for 51 towns) for food; and for 32 towns for the other groups (up to 1917 only for 18 towns). The system of weighting is that of the standard budget, based on enquiries made in 1917 and 1918 into more than 12,000 working-class families in various parts of the United States. The figures for food in table II relate to the period July 1914 as base ; the figures in table I for the cost of living and in tables III, IV, and V for clothing, lighting and heating, and housing, relate, however,

to July 1913 as base period, no figures being available for July 1914. The figures in tables I, III, IV, and V, moreover, relate to December of each year up to 1918, to June for the years 1919 and 1920, and to May and December for 1921.

(b) **Massachusetts** : Index Number of the *Special Commission on the Necessaries of Life*.

Groups included in the budget : food (37 items), clothing (17), shelter (rent of single, two-family, and three-family houses), fuel, heat, and light (4), and sundries (including ice, car fare, entertainment, medicine, insurance, church, tobacco, reading, furnishings, organisations). Prices are secured by special agents investigating the usual market prices. System of weighting : theoretical budget for hypothetical wage-earner's family of five persons, based on an investigation made by the National Industrial Conference Board in October 1919. The indices are monthly, and refer to the average of the month. Base : average of 1913=100.

**Finland** : *Sosialinen Aikakauskirja*. — *Social Tidskrift*.

Official index number including the following groups : food (14), clothing (2), rent, fuel, tobacco, a daily newspaper, and taxes (new group added in 1922). Prices are collected by official agents of the Central Social Board in 21 towns. The system of weighting is that of a standard budget for a working-class family of live persons with a yearly income of 1600-2000 Fmks., based on an official enquiry made in 1908-1909. The state, church and municipal taxes imposed in 1914 on an annual income of 2000 Fmks. are taken as base for the "taxes" group. The indices are monthly, and refer to the average of the month. Base : first half of 1914=100. The index numbers are also calculated with July 1914=100 as base.

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

(a) The cost of living index number (table I) calculated by the *Commission régionale d'Etudes relatives au coût de la vie à Paris* includes the following groups : food (the index number of the *Statistique générale de France* is adopted), clothing, heating and lighting, and miscellaneous. System of weighting : theoretical budget. The annual indices in tables I, III, IV, and V refer to June. Base : first half of 1914=100.

(b) The food index numbers calculated by the *Statistique générale de France* include oil and methylated spirits in addition to 11 foodstuffs. The Paris index number, the data for which are used in calculating the cost of living index number, is based on prices reported by a large co-operative society in the suburban working-class quarters. Since September 1920 prices at several retail shops have also been used. The prices for the index numbers of the towns with more than 10,000 inhabitants are collected by a questionnaire to the mayors of the various towns. The enquiry has been extended to Alsace-Lorraine since 1919. The weighting is based on the same theoretic budget for both index numbers ; the base has been transferred to July 1914=100.

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

Groups included in the budget : food (17), clothing (3), heating and lighting (3), and rent. Prices are collected in great detail twice a week by a special investigator from ten of the principal retailers in Bombay. System of weighting : average aggregate expenditure of the whole of India during the five years before the war. Base : July 1914=100.

**Italy** : *Bollettino municipale mensile, Città di Milano* ; *Bollettino del Ufficio del Lavoro di Roma* ; *Communication from the Ufficio di Statistica, Comune di Firenze*.

(a) Tables I to V. Groups included in the budget : food, clothing, heating and lighting, rent, and miscellaneous. The system of weighting adopted for

both index numbers, with some slight differences between, is that of the pre-war budget. Base : first half of 1914=100.

(b) Tables VI to VIII. From 1920 onwards, a certain number of Italian towns have been calculating new cost of living index numbers on uniform lines, according to recommendations of the Statistical Congress of Italian towns held at Milan in July 1920. Weighting is based on a theoretical post-war budget which to some extent allows for variations in local conditions. Index numbers are given for Florence and Milan only. Base : July 1920=100.

**Luxemburg :** *Bureau de Statistique.*

Official index numbers of the cost of living, covering 19 commodities, groups included in the budget being food (13 items), fuel and lighting (4 items). Prices are collected by the police once in 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. Base : June 1914=100.

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

Groups included in the budget : food (55), clothing, heating and lighting, rent, taxes, and miscellaneous. At the beginning of 1920 there was a considerable increase in the number of commodities, which somewhat broke the continuity of the series. Prices are for the most part provided by correspondents of the Central Statistical Office. The weighting is that of a standard budget for a working-class family of four persons with an income of about 1500 kr. in 1914. Monthly index numbers are calculated for food and heating only ; quarterly index numbers for the other groups. In all the tables the figures given against the headings July 1914 to July 1920 refer to June. Base : July 1914=100.

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

Groups included in the budget : food (59, including 3 laundry items and tobacco), heating and lighting (7), and rent. The local factory inspectors collect prices from retailers in the 25 chief towns (4 towns only for heating and lighting). The average price of each commodity is the average of the prices current in each town, these prices being weighted with the population of the town. The weighting is based on the aggregate expenditure of the whole country from 1909 to 1913 ; the index numbers are published quarterly and refer to the average of the quarter. Base : 1909 to 1913=1,000. The food index number in table II differs from that included in the general index number of table I with regard to the period covered ; it is published monthly instead of quarterly, and relates to the average of the six months ending with the month in question. The system of weighting is the same in both cases. Base : 1909 to 1913=1,000. In tables I, IV, and V, the annual index numbers refer to June.

**Netherlands :** (a) *Amsterdam: Maandbericht van het Bureau van Statistiek der Gemeente Amsterdam.*

There are three distinct index numbers. Table I : The cost of living index number covers food, clothing, heating and lighting, rent, taxes and subscriptions, laundry, upkeep of furniture, travelling expenses, amusements, etc. It is very complete and in addition takes changes in consumption into account. For this purpose a series of special enquiries was made each quarter in question, beginning from March 1917, into the expenditure of about 30 working-class families, and the results are compared with the data of the standard budget calculated in 1911. This index number was discontinued in September 1920, but has since been revived. The figures given in the table refer to the base 1910-1911, no data having been published for 1914.

Table II : Food index number, weighted according to a pre-war standard



budget. The base was originally 1913, but the necessary calculations have been made in order to change it to 1914. The figures from 1914 to 1919 refer to the average for the year.

Tables VI to VIII : This cost of living index number covers the same groups of commodities as the one published in table I. But the weighting is that of a single standard budget, based on the enquiry made in March 1920 for the first index number. The published data giving weekly expenditure in florins for a normal working-class family have been used in order to calculate index numbers for the different groups with December 1920=100 as base.

The base period for the figures as published is March 1920=100. In order to facilitate comparison of the price-levels since September 1920 with those prevailing before the war, the Municipal Bureau has made this series continuous with the series referred to in paragraph 1 above. To do this, the index number in this series for March has been put equal to 213.7 (the index number in the old series) instead of 100, and all subsequent figures have been increased in the same proportion. A continuous series based on the pre-war level is thus rendered available and is published in table I. This method is not strictly accurate. The figures subsequent to March 1920 in the old series are not wholly comparable with those which precede them, as the method of compilation is different for the two periods, but the figures given in table I provide means for judging the general movement of price-levels for a long period.

**(b) The Hague :** *Maandschrift van het Centraal Bureau voor de Statistiek.*

Tables VI to VIII : The cost of living index number for the Hague includes the following groups : food (21), clothing, heating and lighting, rent, miscellaneous (taxes, subscriptions and insurance premiums, cleaning, education, amusement, etc.). The prices are in some cases obtained from retailers, in others from official lists or tradesmen's books. The system of weighting is that of the standard budget, based on an enquiry made in December 1920 by the Hague Statistical Office on 30 working-class families in that town. The cost of living and food index numbers are published with December 1920=100 as base ; the index numbers for the other groups have been calculated for this article from the figures giving the detailed expenditure in florins.

**Poland :** *Statistique du Travail* of the Central Statistical Office.

(a) Tables I and II : Warsaw. Groups included in the budget : food (16), clothing (7), heating and lighting (2-3), rent, miscellaneous (7, including cleaning and travelling expenses, education, amusements, etc.). Prices are as a rule obtained from State and municipal establishments. Official prices are used for State-controlled goods ; when the official ration is less than the amount in the standard budget, the balance is reckoned at the trade price, either ordinary or illicit. The system of weighting is that of a theoretical budget for a working-class family of four persons in Warsaw. Index numbers for the separate groups, except food, are not available. Base : 1914=100.

(b) Table VI : Index numbers for Lodz and Posen include the following groups : food, heating and lighting, rent, and miscellaneous, and in addition, for Posen, clothing. The method used is similar to that for the Warsaw cost of living index number. The original bases are respectively. Lodz : February 1921=100 ; Posen : December 1920=100.

(c) Table VII : Index number for food for 35 towns only. (Formerly index numbers for the cost of living in 38 chief towns were being published). Base : January 1921=100.

**United Kingdom :** *Labour Gazette.*

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

Prices are obtained as follows. For food, they are reported by the Employ-

ment Exchange Officers from all towns with more than 50,000 inhabitants and 530 small towns and rural districts. For clothing, an enquiry form is sent to 500 retailers in 97 towns. For heating and lighting and "miscellaneous", prices are reported by correspondents or obtained directly from a certain number of retailers. For rent, they are based on enquiries made of Property Owners' Associations and Trades Councils. Fluctuations in local rates are also taken into account. The system of weighting is that of the standard budget. It is based on an enquiry made in 1904 by the Board of Trade into the expenditure of 1,944 working-class families of live or six persons, supplemented by the results of an enquiry into the cost of living in 1912. The various group index numbers, except that for food, are only approximations. In the tables the monthly index numbers refer to the first of the following month. From 1914 to 1919 the clothing index number refers to June. Base : July 1914=100.

#### **Sweden : *Sociala Meddelanden.***

Groups included in the budget : food (50), clothing (20), heating and lighting (5), rent, taxes, and miscellaneous (furniture, subscriptions, travelling and medical expenses). Prices are for the most part collected by official investigators, supervised by the Social Board and by local committees. The weighting is that of a standard budget, based on an enquiry made in 1913-1914 into 1,350 households, for a working-class family of four persons with a yearly income of 2,000 Kr. in 1914. The index numbers for food and heating and lighting are monthly ; those for the other groups are quarterly. The figures refer to the first of the month following the month stated. In tables I, III, and V, the 1914 figures refer to December and those for 1917 to September. Base : July 1914=100.

#### **Switzerland : (a) *Schweizerischer Konsumverein.***

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

#### **(b) *Le Marché suisse du Travail.***

Official index of cost of living published by the *Office fédéral du Travail*. Groups included in the index : food, fuel and lighting, and clothing. The index is based on an investigation into household budgets made in 1920. The consumption of 1920 is measured for each month from January 1921 onwards, using as starting point both June 1914=100 and January 1921=100. The results have been classified according to three groups of consumers, namely, salaried employees, skilled and unskilled workers. The prices obtained, except in regard to articles of clothing, are those prevailing in the last week of each month in 33 Swiss towns. Prices of articles of clothing are obtained once in every quarter. The index number of skilled workers, based on the first quarter of 1921=100, is incorporated in table VI. The index number for food alone is given in table VII. The base for this is January 1921=100. The index numbers for fuel and lighting relate to wood, coal, gas, electricity, and petrol, and the prices of these are obtained by the Federal Labour Office. They are given in table VIII, along with those for clothing, which have been recently calculated on the basis of the prices of clothing, underwear, and shoes prevailing in

June 1914. The published figures for fuel and lighting have as their base January 1921=100, while those for clothing, which are quarterly like the general index, have been calculated from the expenditure in francs given for each quarter.

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

No general cost of living index number is yet published. The index number for foodstuffs includes not only food (21), but also fuel, oil, and soap (27 items). Prices are provided by local authorities and by certain workers' organisations in 466 localities. The average prices in different towns of the various articles are weighted with the population of the town in question in order to obtain an average price for the whole country, and the general index number is an unweighted average of the average prices.

Formerly two series were being published, one based on official prices for controlled goods and the other on prices in the free market. The index numbers now published relate to prices in the free market only and are shown in table II. The Statistical Office also publishes another series of index numbers for a group including textiles, boots, and mens' hats (14 items). This is not published in the *Review*. Base : July 1914=100.



## Wholesale Prices in Various Countries

THE general movement towards a stabilisation of prices, which has been noted during the past few months, has continued during October and November, as the figures available for these months show. Two different groups of countries, however, fail to show any such stabilising movement and are on that account to be clearly distinguished from the general tendency. In one group prices have continued to advance without interruption for several months ; in the other they tend to decline. The most remarkable example in the first group is Germany if the rate at which the rise in price levels proceeds is taken into consideration ; but from the point of view of the actual levels attained Poland ranks first. In Germany prices in December stood at ten times what they had been in August and had risen 75 per cent. by comparison with the previous month ; in Poland, on the other hand, the monthly rise between September and October was only 30 per cent.

France and Belgium, probably owing to the effects of their exchange movements, are the other two countries which have shown a certain marked tendency towards higher price levels during the past few months ; the index numbers of both countries have risen since April by about 40 points, and in November stood 3.5 times above the pre-war level in France and in October 3.8 times above it in Belgium.

The second group of countries, which show a tendency towards a decline in prices, includes Japan, India, Sweden, Norway (where the tendency to decline appears to be giving place to a movement towards stabilisation), and Czechoslovakia ; the present issue of the *Review* is the first in which it has been possible to give any figures for the last named country. The policy of deflation which has been pursued in Czechoslovakia has produced a rapid and continued lowering of prices which has been noticeable throughout the year. Whereas in January (the first month for which figures are available) the index number was 18 times the 1914 level, in November it was only 10 times that level ; the general level of wholesale prices has therefore sunk to nearly half what it was in January.

The second country for which figures are given for the first time in this issue is Peru ; the figures down to May show a slight tendency towards stabilisation in this South American country also.

The usual table of wholesale prices in various countries is given below, brought up to date ; also notes explanatory of the methods used in establishing the figures given.

### NOTES ON THE METHODS OF COMPILING THE INDEX NUMBERS OF WHOLESALE PRICES IN THE TABLES

In order to give a clear idea of the meaning of the various index numbers a short explanation of the methods used in different countries is given.

Index numbers of wholesale prices are intended to provide a measure of the changes in the purchasing power of money. The prices of a number of commodities at a certain date are therefore combined so as to show the general movement of the prices of all the commodities with reference to another date. For this purpose a certain period is chosen as "base", and the price-level at

INDEX NUMBERS OF WHOLESALE PRICES <sup>(1)</sup>  
(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		France
		Official	Frankfurter Ztg.								B. of Lab. Stat.	Fed. Res. Bd.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
<i>Annual average</i>													
1913	100	400	*	100	*	100	100	100	*	100	100	100	100
1914	97	406	400	406	100	100	*	*	100	104	98	*	102
1915	107	142	*	147	*	109	*	138	102	119	101	*	140
1916	123	153	*	138	*	134	*	164	124	141	127	*	188
1917	141	179	*	153	*	175	*	228	169	166	177	*	262
1918	153	217	*	178	*	205	*	293	207	207	194	*	339
1919	165	415	*	189	*	216	133	294	226	204	206	211	356
1920	223	1486	1965(2)	228	*	246	140	382	299	221	226	239	509
1921	160	1944	2130(2)	175	*	182	145	236	180	190	147	148	345
<i>1921</i>													
Mar.	166	1338	2130(2)	190	*	194	143	270	182	193	155	152	360
June	150	1366	*	170	*	179	148	253	166	186	142	142	325
Sept.	138	2067	*	168	368	172	148	202	176	183	141	146	344
Dec.	131	3487	4217	185	369	170	146	178	170	183	140	142	326
<i>1922</i>													
Jan.	138	3665	4599	154	366	168	149	177	168	180	138	142	314
Feb.	*	4103	5420	154	356	169	148	182	152	179	141	146	307
Mar.	*	5433	6703	153	350	167	152	178	153	177	142	147	308
Apr.	128	6355	7384	155	344	166	148	177	148	179	143	149	314
May	*	6458	7851	162	348	167	146	179	141	178	148	158	317
June	*	7030	9102	163	356	165	144	180	139	177	150	162	326
July	127	10059	13978	164	360	166	141	180	138	174	155	165	326
Aug.	*	19202	29116	163	360	164	142	178	139	174	155	163	331
Sept.	—	28698	43223	164	364	163	139	176	138	172	153	164	324
Oct.	—	56601	94492	166	385	162	142	180	—	171	154	—	338
Nov.	—	115100	166495	—	—	164	—	182	—	—	—	—	353

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

Date	India (Bombay)	Italy	Japan	Norway	New Zealand	Netherlands	Peru	Poland	United Kingdom			Sweden		Switzerland	Czechoslovakia
									Official	Economist	Statist	G.H.T.	Official		
(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)
<i>Annual average</i>															
1913	*	400	400	400	400	400	400	*	400	400	400	400	100	*	*
1914	400	95	96	115	104	105	104	400	*	99	98	146	*	400	100
1915	*	133	97	159	123	145	120	*	*	123	127	145	*	*	*
1916	*	201	117	233	134	222	146	*	*	161	160	185	*	*	*
1917	*	299	149	341	151	286	176	*	*	204	206	244	*	*	*
1918	237	409	196	345	175	392	213	*	*	225	226	339	*	*	*
1919	222	366	240	322	178	297	220	*	*	235	242	330	*	*	*
1920	215	624	268	377	212	284	238	*	307	283	295	347	359	*	*
1921	196	578	201	269	201	181	205	*	197	181	188	211	222	190	*
<i>1921</i>															
Mar.	190	604	191	312	203	188	*	*	211	189	209	237	249	208	*
June	197	509	192	294	200	182	*	*	198	179	183	218	223	179	*
Sept.	207	580	207	287	197	180	205	60203	487	183	176	182	201	184	*
Dec.	190	595	210	269	189	165	190	57046	168	162	157	172	188	176	*
<i>1922</i>															
Jan.	190	577	206	260	186	161	190	59231	164	159	156	170	180	171	1843
Feb.	186	563	204	253	181	162	191	63445	162	158	156	166	178	171	1617
Mar.	192	533	201	240	180	161	190	73729	160	160	157	164	178	163	1559
Apr.	188	527	198	236	180	161	187	75106	160	159	159	165	176	161	1505
May	189	524	194	231	177	165	186	78634	160	162	159	164	176	160	1466
June	190	537	197	230	175	167	—	87694	160	162	160	164	174	161	1437
July	188	558	201	232	177	162	—	101587	160	163	158	165	174	163	1438
Aug.	188	571	195	227	177	155	—	135786	156	158	152	163	174	163	1375
Sept.	184	582	193	225	174	153	—	132365	154	156	151	159	170	163	1233
Oct.	181	601	190	221	—	156	—	201326	155	158	153	155	—	169	1076
Nov.	176	596	—	221	—	—	—	—	—	159	—	—	—	170	996

(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.

this period is put equal to 100. The changes in the corresponding prices for the other periods are then observed, and the relative increase or decrease is calculated for each commodity. The two kinds of mean most generally used are the arithmetic mean (the result of dividing the sum of all the relative prices by their number) and the geometric mean (the root of the product of the various prices, the degree of the root being equal to the number of items). Since the economic importance of the commodities varies, it is generally necessary, in calculating index numbers, to use a process of "weighting": each price is first multiplied by a "weight" proportional to the importance of the commodity in production or consumption, and the sum of these products is then taken (direct weighting). A shorter and simpler method of weighting is to include several quotations for the important commodities, referring either to different markets or to different qualities or brands, or else to different stages in the manufacture of the same article (for instance, raw cotton, yarn, and piece goods). This method of multiple quotations is nearly always used when geometrical averages have to be calculated. The base period adopted is as a rule fixed, and covers one or more "normal" years. In the "chain system", however, the base is variable, and the relation of the month or year in question to the period immediately preceding is found. At a later stage any of these successive bases may be taken as the initial base of the series.

In our table, the base has been shifted to 1913 as 100 whenever possible. Some countries have had to be excepted, for which there are no available data for that year. In order to shift the base, the averages for the various dates are divided by the 1913 average. This introduces a small mathematical error in dealing with index numbers which are averages of relative prices, such as those of, e. g., Canada, France, and Italy. A slightly different and more accurate result would be obtained by calculating the relative price of each article with reference to the new base, and taking the average of these relative prices for the index number.

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

Official index number covering 188 commodities in 11 groups, viz., metals; jute, leather, and hides and skins; grains, meal, etc.; dairy produce; groceries; meat; building materials; chemicals; fuel and light; soft goods; miscellaneous. The prices taken are in general the predominant prices. The average price in the Union for each article is obtained by taking the mean between the Johannesburg average price and the average of the prices for the coast towns. The method of weighting is by aggregate expenditure.

Base : 1910=1,000.

#### **Germany : (a) *Wirtschaft und Statistik*.**

Official index number covering foodstuffs, raw materials and semi-manufactured products; 38 commodities in 7 groups as follows: vegetable foodstuffs (5 articles), animal foodstuffs (8), groceries (5), hides and leather (4), textiles (6), metals (7), coal and iron (3). The prices quoted are those current in the principal markets; in some cases the factory or pit-mouth price is given. Official prices are also taken into account. The group index numbers are the simple arithmetic mean of the relative prices of the various articles in the group. The general index number—the only one which is weighted—is the weighted average of the group index numbers. The weights for each group are based on the aggregate expenditure on the commodities in the group during the period from 1908 to 1912. The monthly index numbers refer to the average for the month.

Base : 1913=100.

#### **(b) *Frankfurter Zeitung*.**

The index number published by this paper includes foodstuffs, raw material, semi-manufactured and manufactured goods, in all 98 commodities classified into five groups as follows: (1) food, drink, and fodder (26); (2) textiles and leather (13); (3) metals and minerals (18); (4) miscellaneous (chemicals, building materials, etc.) (18); (5) finished goods (23). The prices used, most of which are

published regularly in the *Frankfurter Zeitung*, are partly those ruling on the chambers of commerce (more especially for metals and cotton), partly those fixed by the state or by producers' organisations, or else are market prices. The system of weighting by multiple quotations has been used to some extent by entering several kinds and qualities of certain products of special importance. The index number is the arithmetic mean of the relative prices of the 98 commodities. In the tables the monthly index numbers refer to the first Saturday of the month following the month stated.

Base : middle of 1914=100.

#### **Australia (Melbourne) : Quarterly Summary of Australian Statistics.**

Official index number including 92 commodities, mainly raw materials, in the following groups : agricultural products (16 articles), dairy produce (including honey, eggs, ham, etc.) (9), meat (5), grocery (21), metals and coal (14), textiles and leather (10), building materials (10), chemicals (7). The prices are those current on the Melbourne market. The method of direct weighting is used in calculating the index number. The weights are based on the aggregate expenditure of the years 1906 to 1910 estimated by adding imports to production and subtracting exports. The monthly index numbers refer to the end of the month.

Base : 1911=1,000.

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

Two official series are published, one of which is based on the "chain system" and the other on a pre-war period. The second series is the one published in the *Review*. The sources of the price quotations for the two index numbers are the same. For the series of the "chain system" over 200 quotations are obtained for about 130 commodities, and the list of commodities is subject to change. The second series is calculated for 128 commodities, which are not subject to change. The following 16 groups are included in the first series : foodstuffs (16 articles), fuel (7), iron and steel products (15), oils and similar substances (7), pottery (10), glass-making (3), chemicals (12), artificial manures (5), fats (7), textiles (21), building materials (14), resinous products (2), hides and leather (9), tobacco (1), paper industry (1), raw rubber (1). The prices are given by manufacturers and are average market prices during the second half of the month. The average price for each commodity is the arithmetic mean of the quotations in the various markets for the different kinds or qualities. The group index numbers and general index number are geometrical means of the various relative prices. The system of weighting used is a variant of the method of multiple quotations. The number of articles in each group is fixed so as to be proportionate to the importance of the group as a whole in the total consumption. This number is based on Belgian statistics of commerce, on the 1910 Census of Industry and Commerce, and on the results of an official enquiry on a large scale on commercial and industrial centres. The general index number, then, is the only one which is weighted. The monthly index numbers refer to the second half of the month.

Base : April 1914=100.

#### **Canada : *The Labour Gazette of the Department of Labour*.**

Official index number including 271 quotations (raw materials and semi-manufactured goods) in 14 groups as follows : grains and fodder (15 quotations), animals and meat (17), dairy products (9), fish (9), fruits and vegetables (25), groceries (25), textiles (20), hides, leather, boots and shoes (11), metals and implements (33), fuel and lighting (10), building materials (48), house furnishings (16), drugs and chemicals (16), miscellaneous (17). The prices are obtained from the daily press and from commercial papers and reports ; and from manufacturers and wholesale dealers when these sources fail. The prices given are therefore in all cases market prices, except for a few important articles for which the average import price is taken. Annotations for most farm products are obtained weekly and averaged for the month ; the quotations for the other

commodities are taken for the middle of the month. The index number is the arithmetic mean of the various quotations expressed as a percentage of the price at the base period. There is no weighting, but the compilers consider that an index number based on a sufficiently large number of commodities and qualities does not require weighting. The monthly index numbers refer to the middle of the month.

Base : 1890-1899=100.

**China (Shanghai) :** *Treasury Department's Bureau of Markets.*

Official index number covering 147 commodities in 5 groups, viz., cereals, other food products, textiles, metals, miscellaneous (including fuels, building materials, industrial materials, and sundries). The prices are those of the Shanghai market, and refer to the last Wednesday of the month. The base was originally September 1919 as 100. In order to afford a comparison with the pre-war period, the calculations have been extended back to February 1913, for which month the prices for the 147 articles were investigated and collected.

Base : September 1919=100.

**Denmark :** *Finanstidende.*

The index number of this financial paper includes 33 commodities in 2 groups (raw materials and semi-manufactured goods). The prices are obtained from the produce exchanges and a certain number of traders, so as to get the market prices actually current. The general index number is weighted, the weights being based on the aggregate consumption of the country, but the weighting has been simplified by using only the numbers 1, 2, 3 and 4. In the tables the monthly index numbers refer to the first of the month following the month stated. The base is the average of the prices on 1 July 1912, 1 January and 1 July 1913, 1 January and 1 July, 1914=100.

**Egypt (Cairo) :** *Monthly Agricultural Statistics.*

Official index number covering 26 commodities (21 foodstuffs, cotton, soap, crude alcohol, mineral oil, and coal). The prices given are the average Cairo prices.

As the geometric average has replaced the arithmetic average since February 1922 and the number of commodities is now different, the figures given in preceding issues of the *Review* have been recalculated.

Base : January 1913 to July 1914=100.

**Spain :** *Instituto Geografico y Estadístico.*

This new official index number comprises 74 commodities belonging to the groups of foodstuffs (36) and manufacturing material (38); separate index numbers are calculated for either group. Index numbers are further calculated for sub-groups within these two major groups, as follows : sub-groups of the foodstuffs group : (1) animal foodstuffs, (2) vegetable foodstuffs, (3) other foodstuffs and drink; sub-groups of the manufacturing material group : (1) fuel, gas, and electric current, (2) textiles and leather, (3) metals, (4) building materials, (5) chemical products and miscellaneous. With a view to giving more value to important commodities several qualities are taken; thus home extracted and imported coal form two separate categories.

The prices given are not taken from a uniform source. The prices for meat, cheese, eggs, butter, and fresh fish are the prices for Madrid only. The prices for vegetable foodstuffs are those given in the *Boletín de Agricultura técnica y económica*, which only gives the prices quoted for the 15th of each month; for coffee and cocoa prices quoted at Barcelona have been given, and for beer those quoted at the bars in Madrid; for other commodities the calculation has been made from prices ruling at Madrid, Segovia, Barcelona, Valencia, Bilbao, and Ciudad Real.

The general index number is the simple arithmetic average between the two indexes for foodstuffs and manufacturing material.

Base : 1913=100.



**United States : (a) *Monthly Labour Review of the Bureau of Labour Statistics.***

The index number covers raw materials, semi-manufactured and finished goods. The number of items has been changed several times. There are 450 quotations divided into nine groups as follows : (1) farm products (56 commodities) ; (2) food (105) ; (3) cloths and clothing (70) ; (4) heating and lighting (20) ; (5) metals and metal products (53) ; (6) lumber and building materials (47) ; (7) chemicals and drugs (43) ; (8) house furnishing goods (31) ; (9) miscellaneous (25).

Of the 450 series of quotations, 40½ series have been weighted and used in computing the index numbers.

Prices are taken from trade journals or are reported by manufacturers, merchants or Chambers of Commerce and are often taken from several markets for a single commodity. The method of direct weighting is used. The weights are based on the quantities marketed as given by the 1919 Census of Manufactures. The figures for this purpose are mostly taken from official statistics of production and trade. In the reports given prior to May 1922, the plan was followed of confining an article to a particular group regardless of its fitness for inclusion also under other group designations. After the revision of method effected in May 1922, articles properly falling under more than one of the classifications adopted have been included under each classification. For example, structural steel, nails, and certain other metal products used in building have been put into the group of building materials as well as in that of metals ; similarly, certain other agricultural products are classified under farm products and food. In computing the general index number for all commodities, however, such articles have been counted only once, thereby avoiding duplication in the final result. When several quotations have been collected for a single commodity, a weight is chosen for each quotation depending on the nature of the article and the market in question. The aggregates of these prices and weights are then taken, but the aggregates for different years cannot be directly compared with the aggregate for the base year 1913, for, as already mentioned, the number and kind of commodities dealt with have not always been the same. The following procedure is therefore adopted : the aggregate for the year in question is compared with the aggregate for the same commodity in the year when the change was made, e. g. 1917. Then this index number with 1917 as base is transferred to the base 1913, using for this purpose the index number for 1917 calculated on the former list of commodities, and having 1913 as base. The ultimate base is thus 1913=100. The monthly index numbers refer to the average for the month.

**(b) *Federal Reserve Bulletin.***

The index number published by the Federal Reserve Board is compiled specially for the purpose of international comparisons. It covers 60 different commodities with 80 or 90 quotations and classified as follows : (a) origin (goods produced in the country, imported goods), (b) use (exported goods and goods for consumption), and (c) stage of manufacture (raw materials, producers' goods, consumers' goods). It follows that the same commodities are repeated in the different groups. Prices are mainly provided by the Bureau of Labour Statistics and are to a large extent the same as those used in calculating the index number of the Bureau. The method of direct weighting is used for both the group and general index numbers. The weights are based on official statistics of production, import, and export. Separate values are chosen for each group, depending on the point of view adopted in the classification. The weighting for the general index number is based on production and imports. The monthly index numbers refer to the average of the month.

Base : 1913=100.

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

Official index number covering 20 foodstuffs and 25 industrial raw materials (no manufactured goods) ; 45 commodities in all in 6 groups as follows : vegetable foodstuffs (8 articles), animal foodstuffs (8), sugars, coffee,

and cocoa (4), minerals and metals (7), textiles (6), miscellaneous (12). The prices are obtained from the Paris produce exchanges and from the special Commissariat of the Paris central markets, or are taken from economic and commercial journals. The monthly index numbers refer to the end of the month. The index number is the arithmetic mean of the relative prices of the different commodities, and is not weighted.

Base : 1901-1910=100.

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

Official index number including 43 articles arranged in 11 groups as follows : (a) food groups (15), viz., cereals (7), pulses (2), sugar (3), other food (3) ; and (b) non-food groups (28), viz., oilseeds (4), raw cotton (5), cotton manufactures (6), other textiles (2), hides and skins (3), metals (5), other raw and manufactured articles (3). The prices are collected from business firms in Bombay. The weighting is obtained by giving several quotations for the more important commodities (e. g. 11 items for cotton out of 43). The annual index numbers refer to the average of the year, the monthly ones, dating from January 1920, to the average of the month.

Base : July 1914=100.

**Italy :** *Economista.*

This index number, compiled by Prof. Bachi, has been revised twice. The old index (from 1913 to 1919 in the tables) includes 38 commodities in 5 groups, and is an unweighted arithmetic mean of the relative prices of these articles. The index for the years 1920 and 1921 includes 76 quotations in 8 groups. From January 1922 onwards, the number of quotations has been increased to 100, distributed as follows ; vegetable food (25), animal food (13), chemicals (11), textiles (12), building materials (6), minerals and metals (16), vegetable products other than food (5), miscellaneous industrial products (12). The relative importance of the different groups remains unaltered. Prices are collected from the principal Chambers of Commerce, and the Association of Silk and Cotton Merchants. Some weighting is effected by the method of multiple quotations. The series is calculated by taking the arithmetic mean of the relative prices on the chain system. The index number has also, from 1920 onwards, been calculated by taking the geometric mean. The monthly index numbers refer to the end of the month.

Base : 1901-1905=100.

**Japan :** *Bank of Japan.*

The index number includes 56 commodities : 19 food articles and 37 non food articles, both raw materials and manufactured goods. The prices are supplied by merchants and associations in Tokyo and Yokohama. The index is unweighted, being a simple arithmetic average of the relative prices of individual commodities. The monthly index numbers refer to the average for the month.

Base : October 1900=100.

**Norway :** *Oekonomisk Revue.*

The index number calculated by this economic journal includes 92 quotations in 11 groups : animal foods, vegetable foods, oil-cake, fuel, iron, other minerals, building materials, textiles, hides and leather, wood pulp, paper. The general index number is an arithmetic mean, with some weighting by the method of multiple quotations by giving two or more quotations for the more important commodities. In the tables the yearly index numbers from 1914 to 1921 refer to December ; the monthly indexes, to the end of the month.

Base : December 1913 to June 1914=100.

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

Official index number covering 106 quotations for 86 commodities (food-stuffs, raw materials, and semi-manufactured goods). The various group index numbers include some additional quotations, making 140 in all, grouped as follows : agricultural produce (15 quotations), flour, oatmeal, etc. (4), animal products (wool, hides, butter, etc.) (14), general merchandise and crockery (44), building materials (31), leather (7), chemicals and manures (21), coal (4). The prices ruling during the month are collected from wholesalers in the four principal towns. The method of direct weighting is used for both the general and group index numbers, but on account of the difference in their composition the calculations are made quite separately. The weights are based on the quantity of each commodity sold for consumption in the country. This has been determined by an enquiry made from wholesalers, checked and where necessary completed by official statistics of production, imports, and exports. The monthly index numbers refer to the middle of the month.

Base : 1909-1913=1,000.

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

Official index number covering 53 commodities : 33 vegetable and animal foods and 20 raw materials and industrial products. The index number is the arithmetic mean of the relative prices of the various commodities and is unweighted.

Base : 1901-1910=100.

**Poland : *Statistique du Travail. Office Central de Statistique de la République Polonaise.***

This is an official index number, compiled by the Central Statistical Bureau in Warsaw. The index number is constructed on the basis of prices in January 1922 as 100, but it is also re-computed on the basis of prices in January 1914=100. The index consists of 72 commodities, classified under eight headings : (1) cereals and vegetable foods ; (2) animal foods ; (3) groceries and sugar ; (4) hides and leather ; (5) raw materials and textiles ; (6) metals and coal ; (7) building materials ; (8) chemicals and miscellaneous foods. The general index is an unweighted geometric average of these group indexes. The prices are furnished by the grain and merchandise exchanges and by large industrial and commercial enterprises, and apply to the latter part of each month only. The figure for January 1914 applies only to 58 commodities, owing to the fact that conditions in Poland make it impossible for the Bureau to obtain the prices of a larger number of commodities for 1914. The re-computation of the index number on the 1914 base involves therefore a certain amount of unavoidable error.

**Peru : *Department of Statistics.***

The Department of Statistics at Lima publishes a monthly index number comprising 58 commodities, classified into 8 groups, as follows : (1) meat, milk, and fats ; (2) cereals and vegetables ; (3) various foodstuffs and drink ; (4) fuel ; (5) building materials ; (6) textiles ; (7) metals ; (8) miscellaneous. The general index is the simple arithmetic average of the relative prices of these commodities. The prices given are those supplied by trading trusts in Peru. Up to September 1921 the average of the whole month is given ; after that date the figures refer to prices on the 15th of the month.

Base : 1913=100.

**United Kingdom : (a) *Board of Trade Journal.***

Official index number including food, raw materials, semi-manufactured and finished goods ; 150 quotations in all for 54 commodities in 8 groups as

follows : cereals (8 articles, 17 quotations), meat and fish (5 articles, 17 quotations), other foodstuffs (10 articles, 19 quotations), iron and steel (4 articles, 24 quotations), other minerals (7 articles, 20 quotations), cotton (3 articles, 16 quotations), other textiles (6 articles, 15 quotations), miscellaneous (11 articles, 22 quotations). Current market prices are taken, except in a few cases where reports of experts are used. The index number is the geometric mean of the different quotations expressed as relative prices on the chain system. The weighting by multiple quotations is done with considerable care and is based on the results of the 1907 Census of Production. Figures for the years 1914 to 1919 have not yet been published. The monthly figures refer to the average for the month.

The starting point of the series was at first 1920, but was afterwards changed to 1913=100.

(b) *The Economist.*

The index number published by this paper includes foodstuffs, raw materials, and semi-manufactured goods ; 44 quotations in all for 33 commodities in 5 groups as follows : cereals and meat (10 quotations), other foodstuffs (6), textiles (10), minerals (8), miscellaneous (10). The prices used are market prices taken from the London and Manchester markets, and published weekly by the *Economist*. The index number, which is published monthly, is the arithmetic mean of the 44 quotations expressed as relative prices of the prices in the base period. A certain amount of weighting is effected by giving two or more quotations for the more important commodities. The monthly index numbers refer to the 15th of the month.

Base : 1901-1905=100.

(c) *The Statist.*

The index number published by this paper includes only foodstuffs and raw materials. There are 45 quotations for 36 commodities in the following groups : vegetable food (7 articles, 8 quotations), animal food (5 articles, 7 quotations), sugar, coffee, tea (3 articles, 4 quotations), metals and minerals (5 articles, 7 quotations), textiles (6 articles, 8 quotations), miscellaneous (10 articles, 11 quotations). Market prices are used ; in the case of imported goods prices in bond are taken. A certain amount of weighting is effected by giving two quotations for the important commodities. The index number is the arithmetic mean of the various quotations expressed as relative prices of the prices in the base period, which is 1867-1877=100. The monthly index numbers refer to the end of the month.

**Sweden : (a) *Göteborgs Handels- och Sjöfarts-Tidning.***

The index number of this commercial journal covers animal foodstuffs, raw materials and semi-manufactured goods. There are 47 quotations in the following groups : vegetable foods (7 quotations), animal foods (7), manure and oil-cake (4), fuel (3), oil and benzine (2), metals (5), building materials (7), textiles (5), hides and leather (4), wood pulp (3). The prices used are partly semi-official quotations and partly those reported by certain trade associations and large firms in Stockholm. The weights are the approximate quantities marketed in 1913. The index number is the weighted arithmetic mean of the various relative prices. The quotations are obtained for the middle of the month except in the case of vegetable and animal foods which are averages of weekly quotations.

Base : 1 July 1913 to 30 June 1914=100.

**Sweden : (b) Central Bureau of Commerce : *Kommerciella Meddelanden.***

This index number includes a total of 160 commodities classified into 13 groups. In order to establish the weighting coefficients of various foodstuffs the wholesale turnover of each foodstuff considered for 1913 has been calculated, import and export figures up to a certain point being included, but not re-export: for certain products, such as agricultural products, the prices of which are specially subject to rapid fluctuations, figures have been taken covering the

years 1909 to 1913. The total amount of the transactions in these commodities is about two-thirds of the total wholesale transactions of the country.

Except in the case of commodities the prices of which change rapidly or the monthly price levels of which are calculated on the basis of weekly prices, the prices given refer to the 15th of each month. The figures given are based on statistics of production and trade, which show the prices ruling on the most important markets. The average price of each commodity during each month in 1913 has been taken as a base for calculating the index number of the corresponding month in subsequent years, and this method has been used for the various groups of commodities. An investigation of the coefficients of weighting shows that 46 per cent. of the weight is assigned to raw material, semi-manufactured goods, and foodstuffs, and 54 per cent. to manufactured goods.

#### **Switzerland : *Neue Zürcher Zeitung.***

The index number published by this paper was commenced in December 1920 and is calculated by Dr. Lorenz. It covers raw materials, semi-manufactured and finished goods. There are 71 quotations in 3 groups as follows : (a) products for direct consumption (33) : food (22), clothing (5), and housing (6) ; (b) raw materials for agriculture (12) : fodder (4), manure (8) ; (c) raw materials for industry (26) : minerals and coal (11), textiles and leather (6), miscellaneous (9). The weights are differently chosen for the different groups. In the first group they are based on the consumption of working-class households according to the official enquiry made in 1919 on 277 working-class families. The weights in the second group are based on figures communicated by the Secretariat of the League of Swiss Peasants and on the value of imports. In the third group the weights are based on reports from correspondents and on statistics of imports. The sub-group "miscellaneous" is not weighted. With this exception, a weighted index number is calculated for each sub-group and group, and the three group index numbers are then weighted with the numbers 2, 1, 1 for the groups (a), (b), and (c), and the new average so obtained gives the general index number. In the tables the monthly index numbers refer to the 1st of the month following the month stated.

Base : July 1914=100.

#### **Czechoslovakia : *Narodni Listy.***

This journal has for several months been publishing index numbers calculated on July 1914=100 as a base. Separate index numbers have been calculated for the following 4 groups : (1) agricultural products and foodstuffs (24 quotations for 31 commodities) ; (2) textiles and leather (12 quotations for 12 commodities) ; (3) fuel and metals (16) ; (4) mineral oils, building materials, paper, fodder, wood, glass, methylated spirit, tar (22)).



# EMPLOYMENT AND UNEMPLOYMENT

## Statistics of Unemployment

THE latest figures of unemployment in the chief countries of Europe show that the situation has changed little. In almost every case the fluctuations up and down are very slight, though the general impression is that unemployment on the whole is slightly increasing. No country shows a definite improvement; some show a slight worsening, and only Germany and Austria show a definite setback.

In Germany nearly all industries report an increase of unemployment, especially the textile, metal, and food industries. Though the percentage unemployed at the end of November is almost double that of a month previously, it is still only 1.4 per cent. of the workers. In Austria the stabilisation of the krone, coupled with the continued depreciation of the German mark, have indirectly very much contributed to the increase of unemployment in recent months. Exports are diminishing and the foreign orders to Austrian industry have slackened so much that a great number of firms reduced the number of their workers considerably. The food industry, the hotel employees, and the metal and building workers are the most affected by unemployment. In the United Kingdom there has been a further increase of unemployment in the cotton and building industries, while an improvement was reported in the coal mines and in some sections of the metal industry; on the whole, the position remains almost unchanged. In the Scandinavian countries the most recent figures show practically no change. In Switzerland and Italy, too, the industrial situation remains substantially unchanged, though slight indications of an increase in unemployment are observable. Owing to the fact that the harvesting season in Italy is practically over, there has been a large increase of unemployment among agricultural workers. In France and Belgium unemployment is almost non-existent, the total number of unemployed receiving benefit in France at the end of November amounting to only 2,600, and the latest percentage of unemployment in Belgium among organised workers is only 1.4 per cent. No more recent figures have been received in respect of Czechoslovakia and Poland.

The United States is the only country for which the figures show a distinct improvement in the employment situation at the end of November as compared with the previous month, and the state of employment is better now than it has been for two years. It should be noted, on the other hand, that figures for Canada show a distinct increase in unemployment, though information is not yet available as to which trades are affected.

### NOTES TO TABLES AND SOURCES

Though the figures shown in the tables are comparable within each country, they are not to be used for comparisons between different countries, nor can they be taken as representing the total amount of unemployment in a country. Unemployment may exist not in the form of persons out of work, but in the form of persons under-employed (i.e. 'on short time'), and as regards

TABLE I. STATISTICS OF UNEMPLOYMENT AMONG TRADE UNIONISTS <sup>(1)</sup>

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	49	394	1528	12000	165
June	5841	364	669	182	299	243	45	396	1279	12200	145
Sept.	5965	368	746	183	287	237	40	393	1433	12200	154
Dec.	6103	370	757	161	282	209	37	395	1432	11902	144
1922											
Jan.	5798	*	763	159	280	*	36	372	1406	11902	141
Feb.	6159	*	740	163	278	*	36	375	1390	12120	137
Mar.	6284	379	730	158	278	217	36	368	1353	12120	150
Apr.	5992	*	720	142	278	*	36	366	1387	11881	139
May	6124	*	701	151	278	*	36	359	1393	11841	128
June	6239	374	711	152	269	216	35	355	1394	11881	128
July	5983	*	692	163	269	*	35	352	1334	11881	149
Aug.	6335	*	686	148	—	*	34	—	1300	11881	122
Sept.	6339	—	690	161	—	—	—	—	1300	11881	139
Oct.	6455	*	691	—	—	*	—	—	1279	11750	—
Nov.	—	*	695 <sup>2</sup>	—	—	*	—	—	1306	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	2.0	7.7	1.1	3.6	4.5
June	3.9	6.2	*	2.5	2.0	14.6	0.8	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	16.5	13.9	10.0	11.3	24.5
June	3.0	12.5	9.9	13.2	16.8	20.1	20.6	8.1	23.1	17.8	27.7
Sept.	1.4	11.4	9.6	8.5	16.6	19.1	17.3	6.8	14.8	12.2	27.3
Dec.	1.6	9.5	6.6	15.1	25.2	24.2	23.4	16.6	16.5	16.2	33.2
1922											
Jan.	3.3	*	6.4	13.9	28.9	*	23.9	20.0	16.8	16.2	34.8
Feb.	2.7	*	5.8	10.6	33.1	*	25.4	21.9	16.3	15.2	32.1
Mar.	1.1	9.2	5.2	9.6	27.9	18.8	25.4	14.1	16.3	14.4	30.6
Apr.	0.9	*	3.9	10.4	24.0	*	23.4	11.5	17.0	14.4	28.6
May	0.7	*	3.3	7.4	16.1	*	17.9	10.0	16.4	13.5	23.3
June	0.6	9.6	2.6	5.3	13.2	12.2	15.6	9.1	15.7	12.7	21.5
July	0.6	*	1.9	4.1	12.5	*	12.5	9.4	14.6	12.3	19.8
Aug.	0.7	*	1.6	3.6	11.1	*	11.5	9.2 <sup>2</sup>	14.4	12.0	17.4
Sept.	0.8	—	1.4	2.8	10.6	—	—	9.0 <sup>2</sup>	14.6	12.0	15.2
Oct.	1.4	*	1.5	4.0	11.3	*	—	—	14.0	12.0	15.1
Nov.	—	—	1.4 <sup>2</sup>	—	—	*	—	—	14.2	12.4	—

(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	26,155	113,782	133,590	1.1	34,292
June	23,817	95,334	116,448	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	84,087	66,499	0.6	23,352
October	17,041	86,427	56,862	0.5	21,585
November	—	43,140	58,372	0.5	21,900

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			
	( <sup>1</sup> )					( <sup>2</sup> )						
<i>1921</i>												
Mar.	24,344	44,064	94,225	43,559	187,345	250,145	7,746	39,831	47,577	102,180	53,086	80,000
June	24,802	21,316	47,334	43,581	306,338	388,744	8,863	45,176	54,039	103,170	46,128	115,000
Sept.	24,236	17,718	21,797	84,693	356,266	473,216	13,166	53,480	66,646	70,780	26,802	70,000
Dec.	19,618	17,373	10,032	142,107	372,334	541,755	18,803	65,164	88,967	78,312	32,802	173,000
<i>1922</i>												
Jan.	29,649	18,535	9,640	194,125	383,127	606,819	19,662	77,429	97,091	113,015	54,422	178,000
Feb.	33,783	18,807	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	300,804	442,034	24,777	56,022	80,799	125,070	68,945	142,000
May	38,221	8,456	7,149	95,889	302,405	424,773	23,455	47,655	71,100	114,584	63,800	128,000
June	33,772	9,896	4,488	65,012	280,963	372,001	22,356	37,400	59,456	106,175	55,072	105,000
July	33,427	11,388	6,027	49,104	230,847	304,242	18,785	33,395	52,180	—	—	87,000
Aug.	35,914	10,526	4,063	58,634	232,879	317,986	19,900	31,889	51,789	—	—	—
Sept.	42,848	10,258	2,880	54,699	229,430	312,714	17,499	32,013	49,512	—	—	—
Oct.	—	11,445	2,032	66,026	226,764	321,011	16,457	31,761	48,218	—	—	—
Nov.	—	11,732	2,628	99,363	226,886	354,238	13,860	37,268	51,128	—	—	—

(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 1,428 firms, to nearest thousand	Percent. increase (+) or decrease (—) on previous month	Index of employment. (January 1921 = 100)
<i>1921</i>			
Mar.	1,588,000	— 1.50	97.5
June	1,527,000	— 2.90	93.8
Sept.	1,545,000	+ 1.20	94.9
Dec.	1,493,000	— 4.70	91.7
<i>1922</i>			
Jan.	1,557,000	+ 4.20	95.6
Feb.	1,565,000	+ 0.57	96.1
Mar.	1,604,000	+ 2.50	98.5
Apr.	1,617,000	+ 0.74	99.3
May	1,660,000	+ 3.20	102.5
June	1,721,000	+ 3.20	105.7
July	1,728,000	+ 0.46	106.2
Aug.	1,727,000	— 0.12	106.1
Sept.	1,756,000	+ 1.60	107.9
Oct.	1,809,000	+ 2.92	111.4
Nov.	1,834,000	+ 2.47	113.9



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 are indicated in the following notes. The fluctuations of unemployment in the different countries can, however, be followed in the tables, and compared as between one country and another.

**Germany :** *Reichs-Arbeitsblatt.*

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

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

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

**Austria :** *Ministry of Social Administration.*

The figures, which refer to the last day of the month, are based on returns from the Employment Exchanges.

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

The figures are obtained from the returns of the unemployment funds, which are the official controlling bodies of unemployment insurance offices, and refer to the last working day of the month. From March 1921 onwards the percentages relate to wholly unemployed workers only and have been calculated by the International Labour Office.

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

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

**Denmark :** *Statistiske Efterretninger.*

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

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

The figures show the numbers employed at the end of each month by 1,428 firms, employing normally over 500 workers each, together with the percentage change as compared with the previous month. The last column, giving an index of employment, has been calculated by the International Labour Office.

**France :** *Le Marché du Travail.*

The figures give for the end of each month the number of unemployed persons remaining on the live registers of the Employment Exchanges, and the number of persons in receipt of benefit from the communal Unemployment

insurance Funds. It is pointed out that benefit is not paid to workers on short time, and the figures as regards total unemployment are not complete, owing to the fact that many districts are without unemployment funds.

**Italy :** *Bolletino del Lavoro.*

The figures show the numbers totally unemployed and the number on short time on the first of each month (shown in the table as end of previous month) based on the returns of the Provincial Unemployment Funds. From June onwards the new provinces, Venetia Giulia and Venetia Tridentina, are included in the figures.

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

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

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

The figures refer to the last day of the month, and include only 11 chief unions which pay unemployment benefit.

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

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

**Poland :** *Communication from the Ministry of Labour.*

The figures, which refer to the end of the month, show the number of applicants for work registered at public employment exchanges.

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

The trade union figures refer to the last working day of the month and only relate to unions which pay unemployment benefit. Trade unions of workers in regular employment, such as railwaymen, are not included. The figures for June 1921 are exclusive of coal miners, owing to the stoppage in the industry at that date.

The figures for compulsory insurance give the number of persons wholly unemployed whose unemployment books were lodged at employment exchanges on the last Friday of the month. Owing to the increase in the number of trades covered in 1916 and again in 1920, these figures are not altogether comparable. From 1 April 1922 the figures relate to Great Britain and Northern Ireland, the administration of unemployment insurance in the Irish Free State having been transferred to the Provisional Government.

**Sweden :** *Sociala Meddelanden.*

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

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

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

**Czechoslovakia :** *Bulletin statistique de la République tchécoslovaque.*

The figures of unemployed are obtained from the returns of the Employment Exchanges and refer to the last working day of the month. The number of unemployed in receipt of benefit is obtained from the Ministry of Social Welfare ; the figures refer to the first working day of the following month and are partly included in the returns of the Employment Exchanges.

# WAGES AND HOURS

## Wage Movements in Recent Years

**I**N any study of wage changes it is necessary to draw a clear distinction between those which are merely nominal, involving an increase or decrease in the amount of money received, and those which are real and imply command over a larger or smaller quantity of goods and services. It is evident, other things being equal, that, providing the total volume of goods and services and the proportion going to the various agents of production, namely, land, labour, capital and enterprise, remain constant, changes in the amounts of currency paid as rent, interests or wages, are of no real importance. It is equally evident that real changes may be effected either with or without any alteration in the amounts of currency distributed. Such real changes may be the result of changes in the proportions of the national dividend going to the different agents of production or of changes in the total volume of the national dividend. Thus real wages may rise either by labour receiving a greater proportion of a constant flow of goods and services, or the same proportion of an increased flow. Further, one section of labour may gain at the expense of other sections. Again, an increase in the volume of goods and services produced may result from the development of mechanical inventions, from scientific progress, from the accumulation of capital, from improved industrial organisation, or from an increase in the efficiency of the workers in consequence of a higher standard of living and better education, and in this increase the workers may share.

In practice it is very difficult to disentangle the various factors outlined above and to attach to each its relative importance. The difficulty is increased by the lack of any stable standard in which wages may be expressed. In normal times, currency — usually gold — was considered as a sufficiently stable standard of measurement, but even before the war it was clearly recognised that gold changed in value. The need arose for a more stable measure, and changes in the value of gold itself were estimated by comparing the purchasing power over commodity groups of a unit of gold at different dates. On the basis of these figures, index numbers showing changes in the value of currency over various periods were calculated, and, if compared with changes in money wages for the same periods, enabled much more reliable conclusions to be formed as to the well-being of the workers at different times than if attention had been devoted merely to changes in the amounts of currency received.

During and since the war period gold has ceased in most countries to be used as the unit in which wages are paid and the instability of value of paper currencies has rendered the practical importance of index numbers of the cost of living much greater. Consequently the amount of money wages has become almost unintelligible without reference to such index numbers. The money wages of many millions of workers are now being adjusted in accordance with changes in the cost of

living so that the unit of measurement of wages has become more evidently command over a given group of commodities than had been the case in normal periods when the close connection between the nominal and the real wage received less attention. Thus in order to estimate the absolute standard of well-being of separate groups of workers or of labour as a whole, it is necessary to transform artificial units (money) into real units (goods and services). On the other hand, relative changes as between different groups of manual workers, or between manual workers and professional workers, can still be measured by means of currency. In this article it is proposed to examine, first, the relative changes during the period 1914 to 1922 measured by amounts of currency received, and, secondly, to consider some of the absolute or real changes that have been effected during the same period in various countries.

#### CHARACTER OF MATERIAL AVAILABLE

A satisfactory survey on the lines proposed, particularly with regard to real changes, is rendered extremely difficult, owing to the deplorable lack of regular series of comparable wage data and to the inadequacy in many countries of the index numbers of the cost of living, for estimating changes in the purchasing power of money. Furthermore, one of the greatest difficulties in making comparisons of an international character is that which arises from differences in the classification of workers in various industries. Thus, for example, in Germany statistics of wages of metal workers are often classified as for skilled, semi-skilled and unskilled workers, while in Great Britain the work actually engaged upon is specified, e. g. that of fitters, turners etc. Further difficulties arise from the frequent confusion resulting from the use of the general term 'wages', instead of distinguishing clearly between *wage rates* established by means of agreements between employers and workers, and *earnings* which are the amounts received as distinct from the rates at which work is undertaken. If wage rates only are considered, no account is taken of the amount of short time or overtime, while actual earnings include both these factors. Neither wage rates nor earnings, however, make any allowance for total unemployment, and to form conclusions as to the welfare of the workers in any country, it is necessary to examine not only the relationship between wages and the cost of living, but to consider also the amount of unemployment which exists. Thus at the present time many countries are passing through a period of severe unemployment, while in others employment is particularly good, and it is evidently impossible to establish a true comparison between countries where such differences occur, without taking this factor into consideration. Again, the real condition of the workers may have changed through variations in other factors than the remuneration for labour, and with regard to which wages give little or no indication. An example of such a change would be the general reduction during the period 1914 to 1921 in hours of labour in practically all countries, in consequence of the establishment of the 8-hour day. Wage statistics, further, give no clear indication as to changes in the efficiency of the workers, and no information as to the amounts of direct taxation paid by them at different periods. Further difficulties with regard to international comparisons of wages arise from the wide divergency

which exists in the methods of compiling wage statistics both within a country itself at different periods, and between different countries at the same time. Also wage statistics are often available for a given district only, and may not be typical of a whole country. For these reasons it is difficult to form international comparisons on a wide scale, and attention is confined in this article to wages of workers in the building, metal, mining, and printing industries, in which a certain degree of comparability is possible.

With regard to the cost of living, estimates of which enable money wages to be transformed into real wages, numerous difficulties also arise, and the value of the index numbers depend on the number of items included, the relative importance (weight) attached to the different items, and to the area from which price data are obtained. In some countries also, e. g. Germany, cost of living figures are based on a post-war consumption budget which does not include certain commodities of ordinary consumption before the war, owing to their excessive price or even entire absence from the market, while many of the goods available in a number of countries are at present inferior in quality to those purchased before the war. These considerations prevent the formation of true comparisons between real wages in pre-war and post-war periods.

#### FLUCTUATIONS IN PRICES AND WAGES

From 1914 until 1920, in all countries, prices and wages rose steadily, but subsequently, the uniformity of the movement gave place to a remarkable divergency. Thus during 1921 and the first half of 1922 the countries of the world may be divided into two groups, namely, those in which prices, having reached their maximum in 1920, experienced a continuous fall, and those where prices continued to rise. A few countries, however, occupied an intermediate position, prices fluctuating irregularly without any clearly marked general tendency. Those countries in which prices fell, e. g. many of the former allied and neutral countries, experienced a general wave of business depression, orders fell off enormously, producers became extremely cautious, industry stagnated, unemployment spread rapidly and, after an interval, wages followed the movement of prices. By the middle of 1922, however, in a number of these countries a tendency to stabilisation of prices began to appear, and it may be expected that, if this tendency becomes established, the reduction in wages, which still continues, may be arrested after an interval, and more settled conditions prevail.

On the other hand, in a number of countries, generally in Central Europe, for example Germany and Austria, the rise in money wages which operated from 1914 to 1920 has continued to September 1922, and has even increased in its rapidity since the middle of 1921.

The fundamental cause of differences between countries in which prices and money wages have continued to rise, and those which have experienced a fall, is financial, the depreciating currencies of Central European countries having resulted in a continuation of the ascending spiral of prices and wages which was common in greater or lesser degree to all countries until 1920.

It is necessary to distinguish carefully between the general tendencies evident during a period of rising prices and wages, from those in which prices and wages are falling.

## TENDENCIES IN PERIOD OF RISING PRICES AND WAGES

The general tendencies discussed in this section were evident in all countries from 1914 until 1920, and continue to operate in those countries where prices and wages are still rising. As already indicated it is necessary to separate relative changes, as measured by money wages, from absolute changes considered by comparing changes in money wages with those in the cost of living.

The one outstanding relative change during the period of rising prices is the change in ratio which has taken place between the remuneration of the lower paid members of various communities and that of the higher paid, if comparison is made between pre-war and post-war figures. In practically all cases the increases in wages of the lower paid workers have been proportionately greater than those of the wages or salaries of higher paid workers or of professional groups, and in consequence there is less real difference between the remuneration of various groups of workers than that which existed in 1914. This change of ratio has been world-wide in its operation, having taken place almost without exception in all countries and occupations for which figures are available<sup>(1)</sup>. It has been particularly great in those countries in which prices have risen the most.

Of this general tendency, the following special cases may be cited :

(1) There has been a considerable change in the ratio of the wages of skilled and unskilled manual workers, and the real differences as compared with those which existed in 1914 are now very much smaller, especially in countries like Germany and Austria. Thus the ratio of the wage rates of bricklayers and carpenters to those of labourers in Berlin in 1914 was about 9 : 6, and in September 1922 was only 6.3 : 6, or, in other words, whereas in 1914 skilled workers in the building trades received 50 per cent. more than unskilled workers, in 1922 they received only just over 5 per cent. more. In countries where the price level has moved to a less extent, the change in ratio was not so marked, but exists nevertheless. For example, in Great Britain the ratio of bricklayers' wage rates to those of building labourers in 1914 was approximately 9 : 6, while in June 1922 it was only 8 : 6.

(2) A second relative change very similar in character to the one described above is that professional workers, civil servants and other similar groups have received increases in salary much less proportionately than those in the wages of manual workers. Also, among the professional workers themselves, the increases in the salaries of the higher paid groups or officials have been proportionately less than in the case of the lower paid. This change, as well as the preceding one, may be illustrated by the following table which gives the ratios between the annual earnings of various groups of State employees in Germany in 1913, 1921, and 1922<sup>(2)</sup>. At each date the annual earnings of an unskilled manual worker are taken as 100, and the earnings of the other groups expressed as multiples. It is evident that in 1913 the high-salaried officials received incomes from State employment nearly seven times those of unskilled manual workers, while in August 1922 they received little more than double.

---

<sup>(1)</sup> See INTERNATIONAL LABOUR OFFICE : *Wage Changes in Various Countries, 1914-1921*. Studies and Reports No. 2 (Wages and Hours),

<sup>(2)</sup> *Wirtschaft und Statistik*, No. 15, August 1922.

TABLE I. — RELATIVE ANNUAL EARNINGS OF VARIOUS GROUPS OF STATE EMPLOYEES IN GERMANY, 1913, 1921, AND 1922

Groups	1913	1921			1922		
		1 Jan.	1 Aug.	1 Oct.	1 Jan.	1 Apr.	1 Aug.
<i>Manual workers</i>							
Unskilled	100	100	100	100	100	100	100
Semi-skilled	151	104	103	104	103	103	102
Skilled	163	110	109	109	109	107	108
<i>Officials</i>							
Low-salaried	160	127	124	119	118	116	115
Medium-salaried	355	158	154	159	154	145	154
High-salaried	685	227	219	262	249	207	208

(3) A further example of the general tendency is that in a very large number of countries and industries women have received relatively greater increases than men. The general conclusion that women have received greater proportionate increases than men serves to explain why industries in which large numbers of women are employed show relatively greater wage increases than where male labour largely predominates. In table II figures are given for various countries illustrating this tendency.

TABLE II. — MONEY WAGES (WITH INDEX NUMBERS) OF MALE AND FEMALE WORKERS IN VARIOUS COUNTRIES, 1914, 1920, AND 1921

Country and group of workers	Nature of data	Currency and period	Money wages			Index numbers (1914=100)	
			1914	1920	1921	1920	1921
<i>United Kingdom (London) <sup>(1)</sup></i>							
Printing							
Male workers <sup>(2)</sup>	Rates	s. and d. p. week	39 0	400 0	400 0	256	256
Female workers			47 0	49 0	49 0	288	288
<i>Denmark <sup>(3)</sup></i>							
Male workers	Full-time earnings	Kr. p. day	4.95	47.20	44.80	347	299
Female workers			2.66	40.32	8.48	388	310
<i>Sweden</i>							
Male workers	Full-time earnings	Kr. p. day	4.82 <sup>(4)</sup>	43.23	43.42	306	304
Female workers			2.34 <sup>(4)</sup>	7.86	7.70	336	329
<i>France (Paris)</i>							
Male workers	Rates	Frs. p. day	7.78 <sup>(5)</sup>	—	27.52	—	354
Female workers			4.10 <sup>(5)</sup>	—	46.00	—	390
<i>U. S. A. (New York State)</i>							
Metal industry	Actual earnings	Dollars p. week	44.26	34.58	26.46	224	486
Textile industry			9.40	23.47	20.32	249	214
<i>Australia</i>							
Male workers	Rates	s. and d. p. week	55 4	89 40	94 6	463	472
Female workers			27 2	44 6	48 8	464	479

(1) Figures from LABOUR RESEARCH DEPARTMENT: *Wages, Prices, and Profits*. Rates for Dec. 1914, 1920, June 1921. (2) Compositors. (3) Pre-war hourly rates  $\times$  9, post-war  $\times$  8; July quarter 1920, Sept. 1921. (4) 1943. (5) 1944

(4) A fourth and final example of the general change in ratio in favour of low as compared with high-paid groups is the tendency for a somewhat greater proportionate increase in the wages of workers in small towns and provincial districts than in the larger towns and capital cities. The change under consideration, which was much more evident in European countries than elsewhere, may be illustrated by the following table :

TABLE III. MONEY WAGES (WITH INDEX NUMBERS) IN VARIOUS COUNTRIES BY DISTRICTS, 1914, 1920, AND 1921

Country, occupation, and district	Nature of data	Currency and period	Money wages			Index numbers	
			1914	1920	1921	1920	1921
<i>United Kingdom <sup>(1)</sup></i>							
<i>Railway platelayers</i>							
London	Rates	s. and d. p. week	24 0	74 0	71 0	308	296
Industrial districts			20 0	71 6	68 6	357	342
Rural districts			18 0	67 0	64 0	372	355
<i>Engineering (Fitters and turners)</i>							
London	Rates	s. and d. p. week	43 0	93 10	93 8 ½	218	218
Trowbridge			27 0	75 6	75 6	280	280
<i>Denmark <sup>(2)</sup> (male workers)</i>							
Copenhagen	Full time earnings	Kr. per day	5.49	19.12	16.72	348	305
Provinces			4.338	15.60	13.36	360	308
<i>France (male workers)</i>							
Paris	Rates	Frs. p. day	7.78 <sup>(3)</sup>	—	27.72	—	354
Other towns			4.61 <sup>(3)</sup>	—	18.92	—	410
<i>Germany (Bricklayers and carpenters)</i>							
Berlin	Rates	Mks. p. week	43.46	—	987.00 <sup>(4)</sup>	—	2271
Stettin			31.80	—	940.00 <sup>(4)</sup>	—	2956
<i>U. S. A (New York State)</i>							
New York City	Actual earnings	Dollars p. week	12.88	28.89	26.56	223	205
Outside N. Y. City			12.26	28.03	23.91	229	195

<sup>(1)</sup> LABOUR RESEARCH DEPARTMENT : *Wages, Prices, and Profits*. Figures for December 1914, 1920, and June 1921. For railway workers the lowest rate at each date is given.

<sup>(2)</sup> Pre-war hourly earnings × 9, post-war × 8. <sup>(3)</sup> 1911. <sup>(4)</sup> April 1922.

The general tendency, of which four special cases have been discussed above, was relative, and capable of being measured by currency units. Absolute changes, however, can only be considered in relation to changes in the cost of living. The most fundamental absolute tendency during the period of rapidly rising prices is that for real wages to be reduced in consequence of the 'time lag' in adjusting wage rates to the rising price level. In general, during the war period and the post-war industrial boom, money wages were raised either by means of regular increases effected in accordance with changes in the cost of living, or by irregular movements resulting from bargaining between employers and workmen. For a time, however, after the outbreak of war, the machinery of adjustment, which was more or less adequate in peace time, was not suited to the abnormal conditions which arose, and there was a 'time lag' between prices and wages which involved a lowering of the real wages of the workers. Even when the mechanism of wage change became adapted



to the new conditions, a certain 'time lag' still existed, as, if prices continued to rise during the operation of a new wage rate, the money wage received by the workers became of continually diminishing value in terms of commodities, and real wages suffered a steady decline. The 'time lag' in the adjustment of wage rates to the increasing cost of living, and the consequent lowering of real wages was greatest in a number of countries in 1917, but in the latter part of the war period and in 1919, partly in consequence of more systematic methods of adjusting wage rates, and partly because of the great demand for labour during the extraordinary industrial boom which operated throughout the world during the two years following the termination of hostilities, an improvement in real wages took place, and in many cases there was an approach to the pre-war level. Extra earnings for overtime were in many industries important in counterbalancing the real loss occasioned by the 'time lag'.

In such countries as Germany, where prices are still rising, the 'time lag' in adjusting money wages continues to operate, although it is considerably reduced by the frequency with which wages are raised, increases being made in many industries each month, or even every fortnight.

#### TENDENCIES IN PERIOD OF FALLING PRICES AND WAGES

In the period of falling prices which has operated since the end of 1920 in most of the former allied and neutral countries it may be stated that, in general, there has been a reversal of both the relative and absolute tendencies noticed while prices were rising. Thus in those occupations in which wages of skilled and unskilled workers are varied by equal amounts in consequence of a given change in the cost of living, the ratio of the wages of skilled to unskilled workers is altered in favour of the former, after an adjustment consequent upon a fall in the cost of living.

Similarly with absolute changes, in periods of falling prices, the 'time lag' in adjusting wages to the cost of living acts in favour of the workers, and it is evident that those workers who have been fortunate enough to be fully employed have benefited and have received an increase in real wages. The gain, however, has been comparatively slight, relating to the period of falling prices only, and does not generally compensate for the losses sustained owing to the 'time lag' in the adjustment of wages when prices were rising, nor for the fact that in some cases the gain is in relation to a real wage below that which was received in 1914. The gain also tends to intensify unemployment which is caused in part by the fact that falling prices reduce the stimulus to business activity, but also by the fact that payments at a fixed money wage rate during such a period implies an increasing real payment, and this adds to the burden of the employers. These consequently reduce their activity, and unemployment or the fear of it induces the workers to accept lower wages, which they do the more readily when it is realised that a money wage lowered in proportion to the fall in the cost of living does not mean a reduction in real wages. It should be further noted that in countries where prices have begun to show signs of stabilisation, wage rates continue to be reduced for a further period, and these reductions imply a lowering of real wages. This was evident in some countries in the summer and autumn of 1922.

It should be pointed out that the gain resulting from the 'time lag' has been more than counterbalanced in many industries by the losses sustained in consequence of short time and unemployment. Actually the full force of the industrial depression has been felt by those whose earnings have been greatly reduced owing to the introduction of short time, and particularly by those who have suffered from long periods of enforced idleness with little income beyond the often totally inadequate payments made by war-impoveryed governments in relief of unemployment. It is also evident that reductions in wages and increase in unemployment, by diminishing the amount of purchasing power in the hands of the consuming public, further reduce demand, and a vicious descending spiral operates with disastrous results to both employers and workers. From the trough of stagnation and distress the escape lies in a general stabilisation of industrial and financial conditions, such as will assure to the workers an adequate standard of living, and to the employers not the rapid gains of successful speculation or sudden and unexpected losses from a reversal of anticipated price movements, but the steady reward of skilful organisation and efficient production.

The combined result of the tendencies which have operated during rising and falling prices in those countries where such movements have taken place appears to be that in most industries unskilled workers are now receiving a real wage somewhat higher than before the war. Skilled workers in a number of countries are in approximately the same position as in 1914, while professional workers and officials are distinctly worse off.

In the countries where prices have continued to rise, the level of real wages in relation to that before the war is generally lower for almost all categories of wage earners and salaried staffs than in countries where a fall has been experienced during recent months. In such countries as Germany and Austria practically the only workers whose real wages in September 1922 were equal to or above those in 1914 were the unskilled workers and those in industries where the demand for labour was exceptionally high, while the official classes had suffered severe reductions.

It should be emphasised, however, that as far as the manual workers are concerned, unemployment, which is very severe in most countries where prices have been falling, is practically non-existent in those where the rise has continued.

Information is not adequate to determine the interesting questions as to whether the unskilled workers have gained at the expense of the skilled, whether manual workers have gained at the expense of professional workers, or what new relationship exists between the shares of the national dividend received by the various factors of production. Quite apart from the question of the actual increase or decrease in the quantity of the national dividend, it is evident that during the last eight years there has been a movement towards less inequality of reward of the human agents of production, to an extent both greater and more universal than any of which history gives evidence, a movement the social consequences of which may be equalled in magnitude only by the world catastrophe which was its immediate cause.

The above discussion may be illustrated by an examination of tables IV-VII, which give the nominal or money wages in a number

of countries, in 1914, 1920, 1921 and 1922, of workers engaged in the building, metal, mining and printing industries, and relative changes may be examined, both as between different countries and between various industries or grades of workers within a country, by means of index numbers calculated on the basis of the wages in 1914 (=100).

Index numbers of real wages are given, calculated by dividing those of nominal wages by the corresponding index numbers of the cost of living and multiplying the result by 100. The figures for 1920, 1921, and 1922 give the relationship existing between the real value in terms of commodities of the money wages paid at those dates in comparison with a real wage of 100 in 1914. Attention is again called, however, to the reservations emphasised in the section dealing with the character of the data used as basis for these calculations.

Table VIII gives cost of living index numbers for dates corresponding with those to which the nominal wages apply, and which have been used in the calculation of real wages.

The sources of the statistics used, together with additional notes, are given below.

## SOURCES AND NOTES

### Germany

The wage rates in the building, metal, and printing trades in Berlin are from the *Wirtschaft und Statistik*, No. 4, Feb. 1922, and No. 20, Oct. 1922. Those in the metal and printing trades are for married workers with two children under fourteen years of age. The figures for the coal mining industry are average earnings per shift calculated from the quarterly totals and published in the German Statistical Yearbook 1920, and in the *Reichsarbeitsblatt*, No. 14, Apr. 1921 ; No. 1, Jan. 1922 ; and No. 20, 31 Oct. 1922. In the case of the 1921 and 1922 figures, insurance money has been deducted to ensure comparability with the previous figures which do not include this amount.

The cost of living index numbers used are the official figures of the Statistisches Reichsamt as published in the *Wirtschaft und Statistik*, the indexes for Berlin, Kattowitz, Breslau, and Dortmund being used in the calculation of the real wages of workers in Berlin, Upper Silesia, Lower Silesia, and Dortmund respectively. No allowance is made for expenditure on clothing.

### South Africa

Averages of the wage rates of European adult male workers in nine important towns are given for the mining, building, printing, and metal industries. The mining figures which include all kinds of mining are for 30 June of each year, while those for the other industries are for the end of the year. The data were published in *Social Statistics*, No. 4, 1922, prepared by the Union Office of Census and Statistics.

### Australia

The wage figures for 1914, 1920, and 1921 are taken from *Prices, Purchasing Power of Money, Wages, etc., 1921*, while those for 1922 are from the *Quarterly Summary of Australian Statistics*, June 1922. They are for adult male workers and are generally the averages of rates paid in the six capital cities. The figures for mining include all kinds of mining.

### Austria

The wage figures for 1914, 1920, and 1921 until October are taken from the *Mitteilungen der Statistischen Zentralkommission*. Those for December 1921 are from *Report No. 1 of the Ministry of Social Administration* presented to the International Labour Office. Those for September 1922 were communicated directly to the International Labour Office by the Statistische Zentralkommission.

(continued on p. 93.)

TABLE IV. NOMINAL WEEKLY WAGES WITH INDEX NUMBERS AND INDEX NUMBERS  
OF REAL WAGES OF BUILDING TRADE WORKERS IN VARIOUS COUNTRIES,  
1914, 1920, 1921, AND 1922 <sup>(1)</sup>

Country and category of workers	Nature of data	Currency	Nominal weekly wages				Index numbers of nominal wages (1914=100)			Index numbers of real wages (1914=100)		
			1914	1920	1921	1922	1920	1921	1922	1920	1921	1922
<i>Germany</i> (Berlin)												
Bricklayers and carpenters Labourers	Rates	Marks	43.46	316.20	569.63	3,707 *	728	1311	8530	78	87	82
			29.15	306.90	539.40	3,522 *	1053	1850	12080	113	123	117
<i>South Africa</i>												
Building trade	Rates	s. and d.	100 7	164 9	156 4	—	164	155	—	106	125	—
<i>Austria</i> (Vienna)												
Skilled workers Unskilled workers	Minimum rates	Kr.	34	898	18,000	398,400 *	2641	52941	1171500	39	99	103
			21	864	16,270	321,600 *	4114	77476	1531700	61	145	135
<i>Australia</i>												
Building trade	Rates	s. and d.	65 0	95 7	102 5	102 4 *	147	158	157	90	115	115
<i>Canada</i> (Toronto)												
Bricklayers Labourers	Rates	Dollars	24.20	44.00 <sup>2</sup>	44.00 <sup>2</sup>	—	182	182	—	91	110	—
			13.20	24.20- 28.60 <sup>3</sup>	22.00- 30.00 <sup>3</sup>	—	183- 217	167- 227	—	91- 108	101- 138	—
<i>Denmark</i> (Copenhagen)												
Bricklayers Labourers	Full-time earnings	Kr.	46.44	180.48 *	146.88 *	114.72 <sup>10</sup>	389	316	247	147	149	124
			33.24	136.32 *	113.28 *	90.24 <sup>10</sup>	416	341	272	156	161	137
<i>United States</i> *												
Bricklayers Carpenters Building labourers	Rates	Dollars	33.00	55.00	55.00	48.40	167	167	147	78	94	89
			28.60	55.00	55.00	48.40	192	192	169	89	108	102
			17.60	44.00	44.00	31.90	250	250	181	116	141	110
<i>United Kingdom</i>												
Bricklayers Labourers	Rates	s. and d.	40 7	100 10	88 0	71 4 *	248	217	176	94	113	99
			26 11	87 3	68 4	53 6 *	324	254	199	122	132	112
<i>Sweden</i>												
Building trades	Full-time earnings	Kr.	31.92	87.00 *	107.88 *	—	273	338	—	101	143	—
Bricklayers Unskilled workers	Rates	Kr.	38.20	115.20	115.20	76.80 *	302	302	201	111	140	106
	Rates	Kr.	28.50	105.60	105.60	69.60 <sup>2</sup>	370	370	244	137	171	128

(<sup>1</sup>) 1920 and 1921 figures are for December unless otherwise stated. (<sup>2</sup>) September.  
(<sup>3</sup>) Rates for September, but generally applicable to the end of the year. (<sup>4</sup>) Fourth  
quarter. (<sup>5</sup>) Yearly average. (<sup>6</sup>) Figures for Great Britain and Northern Ireland  
30 September 1922. (<sup>7</sup>) 30 September. (<sup>8</sup>) 31 March 1922. (<sup>9</sup>) Chicago, May of each year.  
(<sup>10</sup>) Second quarter.

TABLE V. NOMINAL WEEKLY WAGES WITH INDEX NUMBERS AND INDEX NUMBERS  
OF REAL WAGES OF METAL WORKERS IN VARIOUS COUNTRIES,  
1914, 1920, 1921, AND 1922 <sup>(1)</sup>

Country and category of workers	Nature of data	Currency	Nominal weekly wages				Index numbers of nominal wages (1914=100)			Index numbers of real wages (1914=100)		
			1914	1920	1921	1922	1920	1921	1922	1920	1921	1922
<i>Germany</i> (Berlin) <sup>2</sup>												
Skilled workers	Rates	Marks	42.44	291.45	562.65	3,223 <sup>3</sup>	687	1326	7500	74	88	73
Semi-skilled workers			39.96	272.85	537.08	3,066 <sup>3</sup>	683	1344	7670	73	90	74
Unskilled workers			30.62	258.90	523.13	2,979 <sup>3</sup>	846	1708	9700	92	113	94
<i>South Africa</i>												
Engineering and metal working	Rates	s. and d.	105 7	168 6	168 9	—	160	160	—	103	129	—
<i>Australia</i>												
Engineering, metal workers etc.	Rates	s. and d.	57 0	92 5	98 2	98 0	162	172	—	100	123	126
<i>Austria</i> (Vienna) <sup>4</sup>												
Skilled workers	Minimum rates	Kr.	28	1,411	4,524 <sup>11</sup>	241,824 <sup>3</sup>	5039	16157	863200	75	79	76
Unskilled workers			21	1,301	4,085 <sup>11</sup>	227,712 <sup>3</sup>	6195	19452	1084200	92	95	96
<i>Canada</i> (Toronto)												
Blacksmiths	Rates	Dollars	15.40	33.60- <sup>5</sup> 40.80	28.80- <sup>5</sup> 35.35	—	248- 265	187- 230	—	108- 132	113- 139	—
<i>Denmark</i>												
Smiths and machinists	Full-time earnings	Kr.	32.20	120.48	101.76 <sup>6</sup>	100.32 <sup>7</sup>	374	316	312	142	149	147
Labourers (Ogshagene)			26.19	101.76 <sup>13</sup>	83.04 <sup>13</sup>	70.56 <sup>13</sup>	388	317	269	147	150	135
<i>United States</i>												
Iron moulders <sup>15</sup>	Rates	Dollars	21.00	48.00	43.20	37.44	228	206	178	107	114	106
Metal workers <sup>16</sup>	Actual earnings	Dollars	14.26	31.80	26.46	26.07	223	186	183	111	104	108
<i>Netherlands</i>												
Metal workers	Actual earnings	Florins	13.30 <sup>11</sup>	35.54 <sup>8</sup>	36.79 <sup>8</sup>	32.98 <sup>12</sup>	267	277	248	117	139	129
<i>United Kingdom</i>												
Fitters and turners	Rates	s. and d.	38 11	89 6	73 6 <sup>10</sup>	57 6 <sup>14</sup>	230	189	148	87	102	83
Labourers			22 10	70 9	56 11 <sup>10</sup>	40 5 <sup>14</sup>	310	249	177	117	134	99
<i>Sweden</i>												
Metal workers	Full-time earnings	Kr.	25.02	77.58 <sup>9</sup>	77.58 <sup>9</sup>	—	310	310	—	115	131	—

(<sup>1</sup>) 1920 and 1921 figures for December unless otherwise stated. (<sup>2</sup>) The increases shown for Berlin are somewhat too low, as the pre-war wages are actual average earnings which were higher than rates of wages. (<sup>3</sup>) September. (<sup>4</sup>) Minimum rates are given. The increases in average wages, especially of piece workers, have been considerably greater than in minimum rates. 1922, hourly rates multiplied by 48. (<sup>5</sup>) September rates, generally applicable to end of year. (<sup>6</sup>) Nov. (<sup>7</sup>) Jan.-Feb. (<sup>8</sup>) Second half. (<sup>9</sup>) Based on yearly average. (<sup>10</sup>) 28 Feb. 1922. (<sup>11</sup>) 1910. (<sup>12</sup>) First half. (<sup>13</sup>) Fourth quarter. (<sup>14</sup>) Figures for Great Britain and Northern Ireland only, end of Sept. (<sup>15</sup>) Philadelphia, May of each year. (<sup>16</sup>) New York State. (<sup>17</sup>) October. (<sup>18</sup>) Second quarter.

TABLE VI. NOMINAL WAGES WITH INDEX NUMBERS AND INDEX NUMBERS OF REAL WAGES IN THE COAL MINING INDUSTRY IN VARIOUS COUNTRIES, 1914, 1920, 1921, AND 1922

Country and category of workers	Nature of data	Currency	Nominal wages				Index numbers of nominal wages 1914=100			Index numbers of real wages 1914=100		
			1914	1920	1921	1922	1920	1921	1922	1920	1921	1922
<i>Germany</i> <sup>1</sup>												
Upper Silesia	Actual earnings p. shift	Marks	3.57	43.89	76.84	157.71	1229	2153	4420	143	122	130
Lower Silesia			3.45	44.16	76.84	144.45	1280	2226	4185	158	162	154
Dortmund			5.15	53.14	91.90	170.40	1033	1785	3310	120	119	93
<i>South-Africa</i> <sup>2</sup>												
Mining	Rates p. week	s. and d.	115 11	179 1 0	189 11 0	—	154	164	—	98	121	—
<i>Australia</i> <sup>3</sup>												
Mining	Rates p. week	s. and d.	65 1	103 10	105 4	104 9 10	160	162	161	99	117	117
<i>Belgium</i>												
Hewers	Actual earnings p. day	Frs.	6.70	26.63 2	—	26.96 2	397	—	402	86	—	104
Underground and surface workers			5.17	20.85 2	—	21.36 2	403	—	413	87	—	107
<i>Canada</i>												
(Alberta)												
Contract miners	Earnings p. day	Dollars	5.00	10.63	9.57	—	213	191	—	111	116	—
Drivers	Rates p. day	Dollars	3.03	5.98	7.21	—	197	238	—	103	144	—
Surface workers	Rates p. day	Dollars	2.47	5.18	6.58	—	210	266	—	109	161	—
<i>United States</i>												
Bituminous (underground/machine cutters and loaders	Rates p. gross ton	Dollars	0.4485	0.94	0.94 7	0.94 7	210	210	210	97	117	126
Pick or hand miners	Rates p. gross ton	Dollars	0.65	1.1164	1.1164	1.1164 7	172	172	172	79	96	103
Motormen, timbermen, tracklayers etc.	Rates p. day	Dollars	2.84	6.00	6.00	6.00 7	211	211	211	97	117	126
Tracklayers' helpers	Rates p. day	Dollars	2.62	5.75	5.75	5.75 7	219	219	219	101	122	131
<i>France</i>												
(Saint-Etienne)												
Hewers	Rates p. day	Frs.	7.46	25.79	21.85	—	346	293	—	90	83	—
Underground and surface workers			5.40	20.67	17.47	—	333	324	—	100	93	—
<i>Netherlands</i>												
Underground workers	Actual earnings p. shift	Florins	2.79	8.22 8	6.81 8	6.46 4	265	268	232	121	129	124
Surface workers			1.86	5.53 8	4.88 8	4.74 4	268	283	255	122	136	136
<i>Great Britain</i> <sup>10</sup>												
Northumberland	Actual earnings p. shift	s. and d.	6 3	—	—	8 9	—	—	140	—	—	78
Durham			6 3	—	—	9 1	—	—	146	—	—	81
Eastern area			6 5	—	—	12 7	—	—	196	—	—	109
Lancs., North Staffordshire and Cheshire			6 0	—	—	9 2	—	—	153	—	—	85
South Wales and Mon.			7 3	—	—	9 8	—	—	134	—	—	74
Scotland			6 11	—	—	9 8	—	—	140	—	—	78
All districts			6 7	—	—	10 3	—	—	135	—	—	86
<i>Sweden</i>												
Skilled workers	Rates p. day	Kr.	17.30	55.20	55.20	31.20 8	319	319	180	118	148	95

(<sup>1</sup>) 1920 and 1921 figures for fourth quarter, 1922 for second quarter. (<sup>2</sup>) Apr. 1920 figures for Southern Basin. (<sup>3</sup>) Jan. 1922 figures for Southern Basin. (<sup>4</sup>) June quarter. (<sup>5</sup>) Fourth quarter. (<sup>6</sup>) June. (<sup>7</sup>) March. It should be noted that wage rates are representative only if full time is being worked, and in the bituminous mines of the United States the amount of unemployment is very considerable. In 1921 the average number of days worked was only about 170. (<sup>8</sup>) September. (<sup>9</sup>) Includes mining of all kinds. (<sup>10</sup>) 1922 figures for second quarter.

(1920 and 1921 figures are for December unless otherwise stated.)

TABLE VII. NOMINAL WEEKLY WAGE RATES WITH INDEX NUMBERS  
AND INDEX NUMBERS OF REAL WAGES IN THE PRINTING TRADE IN VARIOUS COUNTRIES  
1914, 1920, 1921, AND 1922 <sup>(1)</sup>

Country and category of workers	Nature of data	Currency	Nominal weekly wages				Index numbers of nominal wages (1914=100)			Index numbers of real wages (1914=100)		
			1914	1920	1921	1922	1920	1921	1922	1920	1921	1922
<i>Germany</i> (Berlin and Hamburg)												
Hand compositors	Rates	Marks	34.38	262	506	2,622 <sup>2</sup>	762	1472	7650	82	98	74
<i>South Africa</i>												
Printing, book-binding etc.	Rates	s. and d.	99 9	177 5	160 11	—	178	161	—	115	130	—
<i>Australia</i>												
Books and printing	Rates	s. and d.	63 3	99 6	104 7	104 0 <sup>10</sup>	157	165	164	97	120	120
<i>Austria</i> (Vienna)												
Book printing	Minimum Rates	Kr.	38	816	17,424	289,672 <sup>8</sup>	2147	45852	762300	32	86	67
Bookbinding			27	1,140	16,222	254,285 <sup>8</sup>	4220	60080	941800	63	113	83
<i>Canada</i> (Toronto)												
Hand compositors <sup>6</sup>	Rates	Dollars	20.50	38.00 <sup>2</sup>	38.00 <sup>2</sup>	—	183	183	—	92	112	—
Cylinder pressmen <sup>7</sup>			20.00	35.00 <sup>2</sup>	36.00 <sup>2</sup>	—	173	180	—	87	119	—
<i>Denmark</i> (Copenhagen)												
Compositors	Full-time earnings	Kr.	42.12	125.28 <sup>4</sup>	125.76 <sup>4</sup>	97.93 <sup>13</sup>	297	298	232	113	141	117
Unskilled workers			30.83	96.96 <sup>4</sup>	96.48 <sup>4</sup>	77.76 <sup>13</sup>	314	313	232	119	147	127
<i>United States</i>												
Compositors <sup>5 11</sup>	Rates Actual earnings	Dollars	21.02	34.99	38.28	38.28	166	182	182	79	105	114
Printing and paper goods <sup>12</sup>		Dollars	15.59	30.24	30.77	30.15 <sup>9</sup>	194	197	193	96	110	113
<i>United Kingdom</i>												
Hand compositors <sup>5</sup>	Rates	s. and d.	35 8	93 4	88 8	80 6 <sup>3</sup>	262	249	226	99	130	127
Bookbinders etc.			35 11	93 8	89 1	80 11 <sup>3</sup>	276	263	239	104	137	134
<i>Sweden</i> (Stockholm)												
Paper and printing	Full-time earnings	Kr.	24.80	72.80	67.74	—	293	272	—	108	115	—

(<sup>1</sup>) 1920 and 1921 figures for Dec. unless otherwise stated. (<sup>2</sup>) September. (<sup>3</sup>) Figures for Great Britain and Northern Ireland end of September. (<sup>4</sup>) Fourth quarter.  
<sup>5</sup> Book and job. (<sup>6</sup>) Newspaper offices. (<sup>7</sup>) Job offices. (<sup>8</sup>) End of September.  
<sup>9</sup> August. (<sup>10</sup>) March. (<sup>11</sup>) Boston, May of each year. (<sup>12</sup>) New York State.  
<sup>13</sup> Second quarter.

TABLE VIII. COST OF LIVING INDEX NUMBERS IN VARIOUS COUNTRIES, 1920, 1921, AND 1922 (1914=100), USED IN THE CALCULATION OF THE INDEX NUMBERS OF REAL WAGES IN THE TABLES ABOVE <sup>(1)</sup>

Country	1920		1921		1922	
<b>Germany</b>						
Berlin	Nov.	871	Nov.	1867	Sept.	10347
"	Dec.	934	Dec.	1501	—	—
Kattowitz	Nov.	857	Nov.	1768	May	3387
Breslau	Nov.	811	Nov.	1374	May	2705
Dortmund	Nov.	863	Nov.	1501	May	3556
<b>South Africa</b>	June	157	June	136	—	—
	Dec.	155	Dec.	124	—	—
<b>Australia</b>	Dec.	162	Dec.	138	March	137
<b>Austria</b> (Vienna)	Dec.	6700	Oct.	20500	Sept.	113600
	—	—	Dec.	53300	—	—
<b>Belgium</b>	April	461	—	—	January	387
<b>Canada</b>	July	201	Sept.	165	—	—
	Dec.	192	—	—	—	—
<b>Denmark</b>	July	262	Jan.	264	January	212
	—	—	July	237	—	—
<b>United States</b>	June	217	May	180	March	167
New York	June	219	May	182	March	170
"	Dec.	201	Dec.	179	June	171
Boston	June	211	May	174	June	160
Chicago	June	215	May	178	June	165
Philadelphia	June	213	May	180	June	168
<b>France</b>						
St. Etienne	Dec.	384	Oct.	350	—	—
<b>Netherlands</b>						
Amsterdam	June	219	June	208	March	192
"	Sept.	228	Sept.	199	June	187
<b>United Kingdom</b>	May	250	June	219	May	180
	June	252	Nov.	199	June	184
	Dec.	265	Dec.	192	Sept.	178
<b>Sweden</b>	June	270	June	236	Sept.	190
	Dec.	271	Dec.	216	—	—

<sup>(1)</sup> Except where otherwise stated in the notes, the cost of living figures used in calculating the index numbers of real wages are as published in the *International Labour Review* each month. A detailed description of the methods of calculation of these numbers is given in this issue of the *Review*.

sion. In all cases, minimum rates as fixed by collective agreement for the Vienna district are given. For some of the more recent dates weekly rates have been calculated by multiplying the hourly rates by 48.

The new index numbers of the cost of living differ to some extent from the earlier series, which has been used for calculating the real wages in December 1920 and October 1921.

### Belgium

The pre-war wages of coal mining are from *Document 129 of the « Commission d'Etude de la Situation économique »*.

For the post-war years, figures are given of the average daily wages of underground and surface workers on the Southern Mining Basin, data being given for April 1920 when the principle of the sliding scale was accepted for adjusting wages in accordance with variations in the cost of living, and January 1922 when the Mines Joint Commission was considering an appeal of the employers for the withdrawal of various special advances made between April 1920 and the end of 1921. The figures were supplied by the Administration des Mines, and published in the *Revue du Travail*, March 1922.



### Canada

Wage rates in the building, metal, and printing trades are for Toronto, and are those which were in force in September of each year, and which were generally applicable to the end of the year. They are taken from Reports No. 1 and 3 on Wages and Hours of Labour in Canada, issued as Supplements to the *Labour Gazette* for March 1921 and February 1922 respectively. The wages of coal miners are taken from Report No. 3. The figures for contract miners are average earnings, while those of drivers and surface labourers are rates of wages.

### Denmark

The figures for the building and printing trades are average earnings, based on quarterly statistics, the weekly earnings being calculated from hourly earnings by multiplying by 54 for the pre-war period, and by 48 for post-war years. The hourly earnings used are as published in the *Statistiske Efterretninger*, No. 19, 5 Aug. 1921; No. 2, 13 Jan. 1922; No. 14, 3 June 1922; and No. 29, 6 Nov. 1922. Those for smiths and machinists are based on employers' statistics as published in the *Statistiske Efterretninger*, No. 11, 20 May 1922, and weekly earnings have been calculated from hourly earnings as above described.

### United States

In the building, metal, and printing trades the wage rates of workers in Chicago, Philadelphia, and Boston respectively are given, the data being Union scales of wages per hour and hours of labour per week, and taken from the *Monthly Labour Review*, Oct. 1922. For the metal and printing trades the average earnings of workers in New York State are also given. These are based on pay-roll statistics collected by the Industrial Commissioner of New York State, and published in the *Industrial Bulletin*. Data are reported by 1648 firms, and these cover more than one-third of the factory workers of the State. All employees in both shop and office are included. As regards coal mining, the rates of wages of workers in the Hocking Valley District of Ohio (bituminous mines) are taken from the wage scale covering the period 1913-1918, from the award of the Fuel Administration 1919, and the Bituminous Coal Commission 1920. The rates fixed in 1920 remained in force until the end of March 1922 and in the settlement of the dispute in the second quarter of the year were continued for a further period. For machine cutters and loaders, and pick or hand miners, piece work rates are given.

The real wages of coal miners have been calculated by using the cost of living index numbers for the United States, while those in the building, metal, and printing trades are based on the cost of living index numbers in Chicago, Philadelphia, and Boston, as published by the *United States Bureau of Labour Statistics*.

### France

Figures are given of the wage rates of coal miners in the St. Etienne mining area. They are taken from the results of an enquiry undertaken by the Ministry of Labour and conducted by the chief Mining Engineer, data being obtained from the chief mines in each *arrondissement*. The results of the enquiry were published in the *Bulletin du Ministère du Travail*, Nos. 1, 2, and 3, 1922. The figures do not include the amounts of family allowances which in 1920 were 16 to 25 centimes per worker per day, and in 1921, 35 to 67 centimes.

The cost of living figures used in the calculation of real wages are those for St. Etienne published in *Bulletin de la Statistique générale de la France*, Jan. and Apr. 1922, and are based on the expenditure of a working class family of four persons, in respect of food, heating and lighting, rent, clothing, and miscellaneous. They are based on information collected by enquiry committees regarding the cost of living.

### Netherlands

The figures for metal workers are from *Bijdragen tot de Statistiek van Nederland*, No. 344, and the *Maandschrift*, Oct. 1922. Those for coal miners are average earnings of workers in the South Limburg mines, the data for

1914 and 1920 being based on yearly figures compiled by the chief Mining Engineer, and those for 1921 and 1922 being employers' statistics. They are taken from the *Maandschrift*, Jan. and Aug. 1922.

As regards the cost of living, two series of index numbers have been published for Amsterdam, the first based on pre-war data (1910-1911=100), and discontinued in September 1920. A second series is based on March 1920=100. The Statistical Office has, however, calculated a complete series by uniting the two separate ones, and this continuous series has been used in calculating the real wages.

### United Kingdom

The wage rates of workers in the building, metal, and printing trades in 1914, 1920, and 1921 are based on data published in the *Labour Gazette*, Oct. 1922. In the building trades, unweighted averages of the rates of wages in towns with populations over 100,000 are given; the metal trade figures are averages of rates in 16 of the principal districts, and in the printing trade they are averages for large towns.

In the coal mining industry the pre-war figures are for November 1913 taken from the Coal Industry Commission Report, Vol. III, 1919, pp. 55 and 56. The 1922 figures are from the statistical summaries of the Mines Department of the Board of Trade.

### Sweden

The wage data are of two kinds, (1) statistics of average earnings as published in *Societal Meddelanden*, No. 7, 1922, and (2) wage rates taken from *Ekonomisk översikt*, No. 5, 11 Sept. 1922. In the case of the earnings, which are averages calculated from yearly totals and which include men, women, and children, weekly figures have been obtained by multiplying the full-time daily earnings given by 6. With regard to the wage rates, the *Ekonomisk översikt* gives figures for 1914, for the highest point reached, and those fixed during the second quarter of 1922, which are generally applicable until the beginning of 1923. The maximum figures which were generally in force by the end of 1920 operated in most cases during 1921.

---

# MIGRATION

## Notes on Migration

### INTERNATIONAL ACTION

#### *The League of Nations and Near Eastern Refugees*

At its sitting of 19 September 1922 the Third Assembly of the League of Nations, on the recommendation of its Fifth Commission, unanimously adopted a resolution recommending that the High Commissioner for the Relief of Russian Refugees, Dr. Nansen, be authorised to use the services of his organisation in aiding relief work on behalf of refugees in the near east. The number of refugees from Asia Minor at that date in Constantinople was estimated at 200,000.

On 16 October Dr. Nansen informed the Secretary-General of the League of Nations that the Greek Government had requested him to take the steps necessary to effect an exchange of Greek and Turkish nationals in Macedonia, Thrace, and Asia Minor. Mr. Venezelos had remarked on the great urgency of this exchange of nationals, and the French, British, Italian and Japanese High Commissioners in Constantinople had addressed Dr. Nansen in similar terms. The Angora Government had also stated that it proposed to ask the Allied Powers to undertake as soon as possible a compulsory exchange of Greek and Turkish nationals.

Dr. Nansen accepted the commission and informed the Secretary-General that he proposed at once to initiate negotiations with the two Governments interested. The number of Turkish nationals at that date in Greece was estimated at 350,000.

At the beginning of December, the refugees in Greece were said to number 900,000, including 50,000 Armenians. Of these, 300,000 came from Eastern Thrace and the remainder from Asia Minor. The Greek Government has been trying to obtain money in order to enable the agriculturists among them, numbering about 550,000, to settle on the land.

According to information communicated by Dr. Nansen to the Secretary-General of the League of Nations on 18 November 1922, 100,000 Armenians and 250,000 Greeks in Anatolia were at that date moving to the coast with a view to emigrating to Europe <sup>(1)</sup>.

#### *Migration in the Territories under Mandate <sup>(2)</sup>*

The annual reports submitted to the Council of the League of Nations by Mandatories on Territories under "C" Mandates contain

---

<sup>(1)</sup> League of Nations Documents, C. 736. M. 447 of 15 Nov. 1922 and C. 736 (a) M. 447 (a) of 18 Nov. 1922.

<sup>(2)</sup> The information in this note is obtained from official documents submitted to the Permanent Mandates Commission and the Third Assembly of the League of Nations.

a great deal of interesting information relating to immigration and the conditions of immigrant labour.

*South Seas Islands* (Japanese mandate). These are the former German Pacific Islands north of the Equator<sup>(3)</sup>. The report refers to the period October 1914 to April 1922. The population on 1 October 1920 numbered 52,222, of whom 48,505 (24,877 male and 23,628 female) were natives, 3,671 (3,097 male and 574 female) Japanese, and 46 (36 male and 10 female) Europeans.

In April 1922 new Regulations for Immigrant Labourers were introduced. They provide that "in the case of a group of not less than 10 labourers enlisted outside the Islands, the employer shall submit a report, together with the indenture, the employer being placed under specific obligations regarding enlistment and employment. . . ." The indenture must contain a statement as to the kind of labour, period of employment, hours of work, wages and method of payment, method of repaying advances, arrangements for medical treatment, etc. Labourers cannot be dismissed before the contract is terminated unless permission has been obtained from the Chief of the Civil Administration Station.

There are in addition Regulations for the Control of Persons Coming to or Residing in the South Seas Islands, promulgated on 1 September 1917. Such persons must have a fixed object, and must possess at least 100 yen, or in the case of a party must have a leader who possesses sufficient financial resources and powers to lead and represent it. Sojourners or residents who are deemed inclined to disturb the peace or corrupt manners may be prohibited from remaining in the islands.

*New Guinea* (Australian Mandate). The report refers to the period September 1914 to 30 June 1921. The European (white) and Asiatic population in 1921 numbered 3,397 (1,265 white, 1,885 Chinese, 160 Malays and Javanese, and 87 Japanese). The immigration law now in force is the Immigration Act 1901-1920 of the Commonwealth of Australia. Indenturing and the importation of Chinese labour in any shape or form is now prohibited<sup>(4)</sup>.

*Nauru* (British Empire mandate). The reports refer to the period 9 September 1914 to 31 December 1921. The population in 1920 numbered 1,985 (91 Europeans, 599 Chinese, 227 South Sea Islanders, 1,068 Nauruans). The Movements of Natives Ordinance 1921, which applies to natives of China, any island in the Pacific Ocean, any of the East Indian Islands, and Malaysia, as well as to natives of Nauru, prescribes that, apart from certain specified exceptions, such persons must not be outside their own quarters between sunset and sunrise.

*Western Samoa* (New Zealand mandate). The report refers to the period 1 May 1920 to 31 March 1921. The population in 1921 numbered 34,979 (32,953 natives and 2,026 white and half-caste). In addition there were, in August 1920, 1,321 Chinese labourers.

A Convention has been signed by the New Zealand and Chinese Governments regarding the recruiting and conditions of work of Chinese indentured labourers. This Convention provides that the interests of these labourers shall be protected by a special official and by the presence of a Chinese Consul. The indentures are for three years, and no labourer can be re-indentured without his consent. The labourers may bring their wives at the expense of the Administration, but no advantage has hitherto been taken of this provision. Two

(3) The Mariana, Caroline, and Marshall groups of islands.

(4) Statement by the representative of the Government of Australia to the Permanent Mandates Commission.

reasons are given for this : (1) that the agent at Hong Kong could not guarantee that the women who desired to accompany the Chinese were in reality their wives, and (2) that the women insisted that they should be allowed to work under the same conditions and for the same wage as the men.

The Immigration regulations in force are practically the same as for New Zealand <sup>(5)</sup>.

*South West Africa* (South African mandate). The Immigration Regulations are contained in Proclamation No. 30 of 1920. They are the same as for the Union of South Africa, with the addition of the following : no person repatriated since the occupation, and no subject of the late enemy powers, unless domiciled in South West Africa, may enter without a permit ; natives from outside South West Africa also require a permit to enter.

The Permanent Mandates Commission observes, in connection with the C Mandates generally, that the recruiting of labourers thousands of miles from the place where their labour is required raises very serious problems, due to (1) the necessity for concluding contracts for long periods, (2) the fact that it leads to immigration of an exclusively male population. The Commission asked the Mandatory Powers to give fuller particulars on this question in future reports.

*Tanganyika* <sup>(6)</sup> (British mandate). This is a "B" mandate. The report refers to the year 1921. The population in April 1921 was 4,124,438 (2,447 Europeans, 14,991 Asiatics, 4,107,000 natives). Of the Asiatic population 10,209 were Indians. Permits to enter the territory were given to 6,278 persons. Certificates to reside permanently were applied for by, and granted to, 214 Europeans and Americans, 218 Indians and Goans, and 272 others.

### *The Swiss Unemployment Offices and the International Regulation of Emigration*

At the annual meeting of the Swiss Federation of Unemployment Offices at Baden on 14 October 1922, a discussion took place on the subject of "Unemployment and the Problem of Emigration", opened by a representative of the International Labour Office. The speaker took as the basis of his remarks the 29 resolutions which were submitted to the International Labour Organisation by the International Emigration Commission <sup>(7)</sup>, and he emphasised the importance of the treaties and conventions which have been concluded between countries of emigration and immigration since the war <sup>(8)</sup>.

In the course of the discussion, a number of delegates referred to the danger of encouraging emigration, and particularly collective emigration, which had produced unsatisfactory results in the past. Other speakers said, on the other hand, that it was only a question of doing something to bring order out of the present chaotic state of affairs, and of providing for emigration to be directed into satisfactory channels.

<sup>(5)</sup> Statement by the representative of the Government of New Zealand to the Permanent Mandates Commission.

<sup>(6)</sup> Formerly German East Africa.

<sup>(7)</sup> See INTERNATIONAL LABOUR OFFICE : *Report of the International Emigration Commission*. Geneva, 1921.

<sup>(8)</sup> For particulars, see previous issues of the *International Labour Review*, commencing in January 1922 ; also INTERNATIONAL LABOUR OFFICE : *Emigration and Immigration : Legislation and Treaties*. 1922.

The following resolution was then adopted, on the motion of the chairman :

The General Meeting of the Swiss Federation of Unemployment Offices appreciates the efforts of the International Labour Organisation in connection with the regulation of the international labour market and the international protection of emigrants and asks the Federal authorities to support these efforts, which will be of great value in the solution of unemployment problems.

*Publication of the International Labour Office*

The International Labour Office, which was asked by the International Emigration Commission to examine the problem of international co-ordination of legislation affecting migration problems<sup>(9)</sup>, has now published a volume summarising the laws and treaties adopted by 76 countries on emigration and immigration questions, classified according to the topics dealt with<sup>(10)</sup>. The body of the work covers the principal measures in force at the beginning of 1922 ; legislation and treaties enacted and adopted since that date are noted in a supplement. The monthly notes published in this *Review* will from time to time comment on new legislation as it appears.

*International Draft Convention on the Limitation of the Liability of Shipowners for Personal Injuries*

The fifth session of the Diplomatic Maritime Conference was held at Brussels in October 1922. Delegates of 24 States were present. The Conference adopted in the course of the session a draft international convention for the unification of maritime law on the compensation to be paid by shipowners for personal injury to passengers during the voyage. The convention is to apply to all passengers ; it therefore concerns emigrants, although it does not give them special rights or guarantees.

The draft convention combines the principles of Continental laws, which admit the limitation of liability to the value of the ship and its appurtenances, with those of the British Merchant Shipping Act, which allows the shipowner to discharge his obligations by the payment of a fixed sum per ton of the ship's tonnage.

In the new draft Convention the personal liability of the owner is maintained, but is not unlimited. In certain cases the liability of the owner is limited to the value of the ship, freight and appurtenances, and in most of these cases it is not to exceed £8 per ton of the ship's tonnage. Additional compensation is, however, allowed for personal injury. When this occurs, the owner must also pay the sufferers or their representatives a sum which shall not be more than £8 per ton of the ship's tonnage. The draft Convention reserves to the contracting States the right not to impose this additional liability on owners of ships of less than 300 tons which are not used for passenger traffic.

---

(9) The resolution of the Commission dealing with this question was as follows :

The Commission request the Governing Body of the International Labour Office to take all measures necessary to ensure that the Technical Emigration Section, assisted, if necessary, by a few experts, shall investigate the question of international co-ordination of legislation affecting emigration.

(10) INTERNATIONAL LABOUR OFFICE : *Emigration and Immigration ; Legislation and Treaties*. Geneva, 1922. 456 pp.

The draft Convention is not yet in its final form for diplomatic action. The delegates to the conference merely stated that they would unanimously recommend their respective Governments to take this draft as a basis for a convention. If objections on points of principle are raised by the Governments to the draft as it now stands, it will be amended accordingly <sup>(11)</sup>.

### *Migration Treaty between Portugal and Brazil*

A Migration and Labour Treaty between Brazil and Portugal was signed at Rio de Janeiro on 27 September 1922. Under this agreement the privileges, guarantees and rights established by legislation relating to labour, the protection of the workers, social welfare, insurance, general and vocational education, and freedom of meeting, of association, and of industrial organisation, will be granted by each of the two countries to immigrants who are nationals of the other and to their families, on the same terms as to their own nationals. In addition, Portuguese emigrants to Brazil and Brazilian emigrants to Portugal will enjoy all privileges which may subsequently be granted by the country of residence to immigrants of other nationalities.

The Brazilian Federal Government undertakes to facilitate the conclusion and application of agreements on labour and immigration which may be proposed between the governments of the States forming the Republic of Brazil on the one hand and the Portuguese Government on the other, on condition that these agreements are previously submitted for its approval.

This treaty is to come into force after its approval by the legislative authorities in both countries, and one month after the exchange of ratifications by the respective governments. Six months' notice of denunciation must be given <sup>(12)</sup>.

### *The Application of the Greco-Bulgarian Emigration Convention of 27 November 1919*

The Joint Commission instituted to supervise the application of the Greco-Bulgarian Emigration Convention signed at Neuilly-sur-Seine on 27 November 1919 <sup>(13)</sup> has submitted to the Council of the League of Nations a short report on its work to date. The results so far are limited to the establishment of certain principles, but it is hoped that definite agreements between the Greek and Bulgarian Governments will shortly be concluded. The period within which Bulgarian and Greek subjects to whom the Convention applies may take advantage of its provisions has been extended to 15 October 1923, with the agreement of the governments concerned. The Commission hopes that the application of the Convention will make it possible for the remaining racial minorities to emigrate, and for former Bulgarian subjects who took refuge in Greece and former Greek subjects who took refuge in Bulgaria between 1900 and 1920 and who intend to settle permanently in their country of residence to recover belongings left in their country of origin or their equivalent value. In addition the Greek Government has undertaken to restore their belongings to persons formerly resident in Greece who have taken refuge in Bulgaria and who hope to return to their homes in Greece under the Treaty on Minorities in Greece.

<sup>(11)</sup> *Journal de la Marine Marchande*, 9 November 1922. Paris.

<sup>(12)</sup> *Le Brésil*, 29 October 1922. Paris.

<sup>(13)</sup> See INTERNATIONAL LABOUR OFFICE : *Emigration and Immigration : Legislation and Treaties*, p. 345. Geneva, 1922.

Statistics compiled by both governments indicate that the number of persons affected by these measures is probably about 60,000 Greeks and 150,000 or 200,000 Bulgarians (<sup>14</sup>).

### *Franco-Polish Agreement on Transport of Emigrants*

The French Government has introduced a bill ratifying the commercial agreement signed on 6 February 1922 between France and Poland. Article 19 of this agreement lays down that the Polish authorities at home and abroad shall give every assistance in encouraging the transport of Polish emigrants on vessels flying the French flag. A further article lays down that vessels flying the French flag, as well as their crews and passengers, shall be treated on a basis of complete equality with vessels flying the Polish flag, their crews and passengers, as regards port dues and regulations, and in general all other formalities or regulations which may concern commercial vessels, their crews and passengers. Further, the French and Polish Governments respectively shall accord to vessels flying the Polish and French flags respectively engaged on coasting voyages the most favoured nation treatment (<sup>15</sup>).

### *Ratification of the Italo-Polish Commercial Treaty*

The Italian and Polish Governments have ratified the Commercial Treaty concluded at Genoa on 12 May 1922 (<sup>16</sup>). The Treaty has just come into force in Italy under the Legislative Decree of 16 August 1922, No. 1172 (<sup>17</sup>).

### *Scheme for Danish Emigration to Madagascar*

The French Government, according to statements in the Danish press, has communicated to the Danish Minister of Foreign Affairs a scheme for settlement on a large scale in Madagascar. A large area of arable and forest land would be placed at the disposal of Danish emigrants; they would be permitted to bring their own teachers and their own ministers of religion. Some well-known members of the medical profession in Denmark have offered to accompany the emigrants and to stay with them for some time (<sup>18</sup>).

Public opinion in Denmark is not at present unanimous as to the advantages of the scheme. There is a certain amount of opposition on account of the bad climate and high disease rate of Madagascar (<sup>19</sup>).

### *Spanish Record of the Work of the International Emigration Commission*

The Count of Montornès, Spanish employers' delegate to the International Emigration Commission (<sup>20</sup>), has published a work in Spanish

(<sup>14</sup>) League of Nations Document C. 648 (1), M. 434. 1922. 1—31 Oct. 1922.

(<sup>15</sup>) *Journal Officiel*, No. 4568, Paris, and *Journal de la Marine Marchande*, 2 Nov. 1922, Paris.

(<sup>16</sup>) Cf. *International Labour Review*, Vol. VI, No. 2, Aug. 1922, p. 244.

(<sup>17</sup>) *Gazzetta ufficiale*, 29 Aug. 1922. Rome. *Bollettino della Emigrazione*, Aug. 1922. Rome.

(<sup>18</sup>) *Dagens Nyheter*, 13 Nov. 1922. Copenhagen.

(<sup>19</sup>) *Social Demokraten*, 14 and 15 Nov. 1922. Copenhagen.

(<sup>20</sup>) Cf. *International Labour Review*, Vol. IV, No. 3, Dec. 1921, p. 538.



under the title *Resumen de las deliberaciones y acuerdos de la Conferencia celebrada en Ginebra durante el mes de Agosto de 1921* <sup>(21)</sup>, giving a detailed account of the work of the International Emigration Commission. Count de Montornès expresses the hope that the Spanish Government will translate into Spanish and issue the various reports made by the International Labour Office on that occasion. He also hopes that emigration problems will be systematically studied in Spain, so that the International Labour Office may have at its disposal the most complete information available on such aspects of these problems as are of particular interest to Spain.

## MIGRATION MOVEMENTS

### *British Empire*

#### *New Zealand*

According to the annual report of the Department of Immigration 7,005 assisted immigrants arrived in New Zealand from the United Kingdom in the year ending 31 March 1922 <sup>(22)</sup> (in 1920-1921 the corresponding number was 10,107 out of the general total of 14,444). Of this total 3,153 (745 men, 1,652 women, 756 children) had been nominated individually by relatives or friends and had received assistance towards their passages from the government authorities, while 3,852 (1,431 men, 1,092 women, and 1,329 children) had come out under the Imperial Oversea Settlement Scheme. This Scheme makes provision for free passages to British ex-Service men and women, many of whom had also been nominated by relatives or friends; where this was not the case, they were proceeding to assured accommodation and employment. The report states that the working of the Scheme during the period in question was, in fact, confined to the bringing out of these classes of applicants, on account of the commercial, industrial, and financial outlook in the Dominion, and that by this means the number had been kept well within the limit which could be comfortably absorbed.

The nominator has to sign a guarantee that both accommodation and employment will be available for the nominees on their arrival in the Dominion. The report states that the nominators have carried out their obligations in fully 99 per cent. of the cases dealt with and that "with few exceptions the new arrivals have settled down to their new surroundings, and are a valuable asset to the Dominion".

No information is given in the report regarding the occupation of the immigrants, but the Minister of Immigration, speaking in the House of Representatives on 1 August 1922, gave the following particulars. Reference was made to the speech in the *Review* for December <sup>(23)</sup>.

<sup>(21)</sup> Tipografía Moderna, A. C. de Miguel Gimeno, Avallanas, 11, Valencia. Also published officially by the Superior Council of Emigration.

<sup>(22)</sup> NEW ZEALAND, DEPARTMENT OF IMMIGRATION: *Annual Report for the year ending 31 March 1922*. Wellington, 1922. For the statistics of the previous year see *International Labour Review*, Vol. V, No. 3, March 1922, p. 498.

<sup>(23)</sup> Cf. *International Labour Review*, Vol. VI, No. 6, Dec. 1922, p. 979.

Occupation	Number of immigrants
Domestic servants	1,056
Agricultural workers	566
Miners	189
Various skilled trades	1,681
Dependents	3,513
Total	7,005

### *South African Immigration and Emigration in 1922*

In reply to the questionnaire relating to statistical information sent to Governments in preparation for the International Labour Conference in 1922, the Director of Census of the Union of South Africa has sent the International Labour Office statistics of migration in South Africa, in which the suggestions of the questionnaire have been followed as closely as possible.

#### STATISTICS OF EMIGRATION AND IMMIGRATION FOR SOUTH AFRICA IN 1922

Category	New arrivals (1)		Permanent departures (1)	
	Men	Women	Men	Women
Conjugal condition				
Single	2,547	2,058	2,339	1,535
Married	1,548	1,416	1,713	1,639
Widowed	78	226	89	213
Divorced	13	5	5	2
Age group				
Under 15 years	688	627	568	542
15 to 55 years	3,210	2,798	3,097	2,468
Over 55 years	288	280	481	379
Occupation				
Agricultural	318	10	226	5
Industrial				
skilled	893	105	1,034	48
unskilled	4	1	12	1
Commercial	628	179	693	87
Others	819	532	633	379
No occupation and unspecified	1,524	2,818	1,548	2,869
Total	4,186	3,705	4,146	3,389
General total	7,891		7,535	

(1) The expressions "new arrivals" and "permanent departures" are based on the results of an enquiry which is made of all persons leaving the Union as to whether they are leaving permanently or temporarily, and of all entrants as to whether they have been previously domiciled in the Union.

The new figures, which cover the first seven months of 1922, do not apply to emigrants and immigrants in the ordinary sense, but only to new arrivals in the Dominion and permanent departures from it. Only Europeans are included in the tables given in the present text. The tables call for special notice here as a first step towards the international co-ordination of statistics.

It is stated that information on the migration of families cannot be given at present, but steps are being taken to ensure the collection of such data in future.

### *Immigration into Germany* <sup>(24)</sup>

Statistics have been published by the German Central Office for Workers (*Deutsche Arbeiterzentrale*) <sup>(25)</sup> for the year 1921. They show the number of registration cards issued in Germany to immigrant workers.

Country of origin	Agriculture	Industry	Total
Poland	113,172	27,233	140,405
Russia	3,891	2,273	6,164
Ukraine	7,628	2,075	9,703
Baltic States	3,735	2,514	6,249
Czechoslovakia	12,568	58,130	70,698
Austria	649	14,322	14,971
Hungary	160	4,291	4,451
Switzerland	1,495	2,874	4,369
Italy	91	5,750	5,841
Netherlands and Belgium	3,385	20,263	23,588
Sweden, Denmark, and Norway	63	1,033	1,096
France and Luxemburg	81	772	853
Other States	495	5,020	5,515
Total	147,413	146,490	293,903

The immigrants from each country are classified according to nationality.

### *Swiss Unemployed seeking Work Abroad* <sup>(26)</sup>

Regular statistics are now published in the *Marché Suisse du Travail* showing the number of unemployed persons who apply to the employment exchanges with a view to obtaining work abroad, either in European countries or overseas, and who are still unemployed at the end of the month. They are classified according to occupation, civil status (single, married), and according to their willingness to go overseas or their desire to remain in Europe.

On 31 October 1922 there were 784 applicants for work abroad, whose applications had not been satisfied. Of these 593 were single and 191 were married; the total number willing to go overseas was 263.

<sup>(24)</sup> DEUTSCHE ARBEITERZENTRALE : *Nachweisung über die vom 1. Januar bis 31. Dezember erfolgten Legitimierungen.*

<sup>(25)</sup> For the methods of compiling these statistics, and for the corresponding statistics for previous years, see *International Labour Review*, Vol. V, No. 2, Feb. 1922, p. 312. See also INTERNATIONAL LABOUR OFFICE : *Methods of Compiling Emigration and Immigration Statistics*, p. 17. Geneva, 1922. As stated in the *Review* for February 1922, official records of the number of seasonal immigrant workers entering Germany are not made at the frontier; the only returns are those obtained from the issue of registration cards, but as the holding of a card is not compulsory in all States, these returns cannot be considered complete.

<sup>(26)</sup> *Marché Suisse du Travail*, 15 Nov. 1922. Berne.

*Immigration into Paraguay* <sup>(27)</sup>

The number of immigrants entering Paraguay during recent years is given as follows, the total population of Paraguay being said to number about 700,000 persons :

Year	Number of emigrants	Year	Number of emigrants
1917	326	1920	320
1918	270	1921	557
1919	349		

## GOVERNMENT POLICY AND LEGISLATION

*British Empire**The Position of Indians Abroad*

The Viceroy of India, in his opening address to the Indian Legislature at Simla on 5 September 1922, referred to various matters concerning emigration and the position of Indians abroad.

With regard to general emigration policy, there is now a Standing Committee at Simla advising the Government of India on all emigration matters of major importance. Under the terms of the Emigration Act of 1922 <sup>(28)</sup> the emigration of unskilled labour is at the present moment illegal except to Ceylon, the Straits Settlements and the Federated Malay States. Deputations from Ceylon and Malaya have been discussing with the Indian Government the details of proposals which, on the advice of the Standing Committee, that Government had placed before the respective colonial administrations. The Government of the Straits Settlements are embodying in their local legislation the provisions for which the Indian Government has asked.

The Indian Government has been in correspondence with the Government of the Union of South Africa regarding the position of Indians in that Dominion. No agreement has yet been arrived at, but the action of the Union Government in suspending the operation of two Ordinances in Natal is taken as proof of a desire that most careful and impartial enquiries should be made before any step is taken which is likely to affect the position of Indians in any part of the Union <sup>(29)</sup>. The Indian Government has also made investigations into the question of repatriation from South Africa. No case has been brought to their notice in which repatriation has been other than entirely voluntary.

The condition of the sugar industry in Fiji gives cause for apprehension that Indians in that colony may no longer be able to earn a living wage, and the Government of India is engaged in arranging, at the cost of the Colony, more facilities for repatriation of all Indians who desire to return <sup>(30)</sup>.

<sup>(27)</sup> *El Emigrante Español*, 20 Oct. 1922. Madrid.

<sup>(28)</sup> A detailed description of the Act is given in *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 256-258.

<sup>(29)</sup> Cf. *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 612.

<sup>(30)</sup> *Indian Review*, Sept. 1922. Madras.

*Bill to set up an Immigration Office in France*

The Ministers of Foreign Affairs and Finance have laid before the French Chamber a Bill for the formation of a National Immigration Office. The Bill has been referred to the Foreign Affairs Committee <sup>(31)</sup>.

The functions of the Immigration Office, as given in Article 2 of the Bill, include the introduction of foreign or colonial labour within the limits and on conditions approved by the competent ministers, and the determination of the conditions on which this labour may settle in France; the administration of the frontier immigration bureaux; local supervision of the recruiting of immigrants; inspection of the provision made for receiving and lodging workers brought in by industrial or agricultural organisations, and their subsequent repatriation when necessary; supervision of the application of the special provisions in labour treaties and conventions and in employment contracts of foreign workers. In addition the National Immigration Office would give advice on all general questions, and in particular on proposed international treaties, relating to immigration.

The Bill proposes that the Office should be attached to the Ministry of Foreign Affairs with financial autonomy. Article 3 states that the funds of the Office would include (1) subsidies from the State, departments and communes, (2) repayments by employers of expenses incurred by the State in bringing in foreign workers, (3) gifts, legacies, donations, and contributions of every kind and from any source; (4) any other sums assigned to it by legislation.

The Preamble states that the intention of the Government is that the formation of the Office shall not impose any new charge on the Treasury. In the first year the Office would receive the grants hitherto made by the State to the competent services in various Ministries, up to a total of 2½ million francs. In subsequent years this grant could be gradually reduced until repayments by the employers formed the whole of the receipts <sup>(32)</sup>.

*The Emigration of Fishermen from the Netherlands*

On account of the present crisis in the Netherlands fishing industry, the semi-official Dutch Emigration Association has opened an enquiry on the possibility of finding work for Dutch fishermen in oversea countries.

In the Dutch Indies the Directorate of Industry at Buitenzorg has taken steps towards employing Dutch fishermen in sea fishing, most of which is at present done by natives. In order to raise the standard in the fisheries a fully equipped Dutch fishing boat left recently for the Dutch Indies.

It appears from the enquiry that in the Argentine, Uruguay, and South Africa the industry is mainly carried on by Italian fishermen and that Dutch competition with them would be very difficult.

On the west coast of Canada and the United States, the presence of the Japanese is an obstacle to European competition. Conditions would, however, be more favourable on the east coast of Canada and a special enquiry is in progress there.

<sup>(31)</sup> *Journal officiel*, p. 2605, 13 Oct. 1922. Paris.

<sup>(32)</sup> *Journal officiel*, No. 4869. Chambers of Deputies: Appendix to Report of the Sitting of 12 Oct. 1922. Paris.

Some Dutch fishermen might be employed in Australia and New Zealand, but the number would not be large <sup>(33)</sup>.

### *Passports for Italian Emigrants*

The Italian Ministry of Foreign Affairs has decided to abolish the system of compulsory visas on the passports of emigrants not of Italian nationality, proceeding to the United States or coming from Central Europe, and embarking at an Italian port, provided that such foreign emigrants are embarking on an Italian vessel licensed for the transport of emigrants or that they can produce, for the satisfaction of the Italian consular authorities abroad, a document from a navigation company stating that a passage is reserved for them. Similar provisions have been laid down on behalf of national and foreign emigrants returning from America and disembarking at an Italian port, provided that they have made the voyage on a licensed Italian vessel or one provided with a consular permit.

Passengers must, however, be provided with passports as proof of identity, and passports must be presented on entering or leaving Italy <sup>(34)</sup>.

### *Polish Emigration Attachés*

In 1919, 1920, and 1921 the Polish Government appointed at its Legations and Consulates in New York, Paris, Berlin, and Montreal Emigration Attachés whose functions are to protect the interests of Polish nationals abroad. At Antwerp and at Vienna, these functions are fulfilled by representatives of the Polish Emigration Office; at Danzig a Commissary from the Office is attached to the Polish Commissariat General.

In the beginning of 1922, a change was made in the functions of the Emigration Attachés. In future, they are to undertake the general direction of emigration policy and the general supervision of questions arising out of emigration and repatriation; the practical side of the work, more especially the relief of emigrants, is to be in the hands of the Consulates <sup>(35)</sup>.

### *Russian Immigration*

The Russian Soviet Government, according to the Foreign Language Information Service of New York, is encouraging the repatriation from the United States of Russian workers who are prepared to settle on farms or work at trades and are able to introduce modern American methods. Agricultural workers' co-operative societies (*artels*) organised in the United States have been offered up to 8,000,000 acres of fertile wheat land in Central and Southern Russia and in the Caucasus. They are expected to take with them agricultural implements, machinery, and food-stuffs, which are admitted free of duty. Each member of the society is asked to participate in financing the scheme, the average investment being about six hundred dollars. The Russian Government desires to secure 15,000 immigrants from the United States in this way.

<sup>(33)</sup> *Tydschrift van den Nederlandsche Werkloosheidsraad*, Oct. 1922, p. 238.

<sup>(34)</sup> *Il Mondo*, 16 Nov. 1922. Rome.

<sup>(35)</sup> *L'Emigration polonaise, son importance et son organisation*. A pamphlet published by the Polish Government in preparation for the Fourth Session of the International Labour Conference. Warsaw, 1922.

During the year ending June 1922 ten American societies settled in Russia. They consisted of 350 immigrants possessing tools, machinery, and capital to the value of 344,000 dollars. Of these ten societies two consisted of builders, four of agriculturalists, one of miners, two of mechanics, and one of shoemakers. In the following three months, five more societies (four of agriculturalists, one of tailors), consisting of 137 immigrants with 119,000 dollars' worth of property and capital, arrived <sup>(36)</sup>.

### *United States*

#### *Japanese Claim to Naturalisation*

Two important cases affecting the rights of Japanese subjects with regard to naturalisation in the United States were decided during the October Term in the Supreme Court. The two cases, originally different, were considered simultaneously in the Supreme Court.

The practice in the past has not been uniform, as cases were cited in which naturalisation has been granted to Japanese subjects, and others in which it has been refused. The argument turned largely on whether Section 2169 of the Revised Statutes under Title XXX (Naturalisation of Aliens) is still in force and what meaning is to be attached to it :

The provisions of this title shall apply to aliens being free white persons and to aliens of African nativity and to persons of African descent <sup>(37)</sup>.

The case for the Japanese was that "white" has generally been used in the Federal and in the State courts, in the publications of the United States and in its classification of its inhabitants, to include all persons not otherwise classified.

The decision of the Supreme Court delivered by Judge Sutherland is that Japanese are not of the Caucasian race and are therefore not entitled to obtain American citizenship by naturalisation <sup>(38)</sup>.

#### *Naturalisation of Alien Women*

The so-called Cable Bill <sup>(39)</sup> became law on 22 September 1922. It provides that a woman shall not lose United States citizenship by marrying an alien resident in the United States, unless the alien is ineligible to citizenship. A woman alien shall not be automatically naturalised by marrying a citizen of the United States. In order to become naturalized, she must comply with all requirements of the naturalisation laws, except that no declaration of intention is required and that the period of residence in her case is shortened from five years to one year <sup>(40)</sup>.

The object of the promoters of the new Act is apparently to prevent

<sup>(36)</sup> FOREIGN LANGUAGE INFORMATION SERVICE : *The Bulletin*, Sept. 1922, New York ; and *Economicheskaya Zhizn*, 8-13 Oct. 1922. Moscow.

<sup>(37)</sup> *In the Supreme Court of the United States* : Takao Ozawa v. The United States : Brief of the United States. Takao Ozawa against the United States, Takuji Yamashita and Charles Hio Kono against J. Grant Hinkle, as Secretary of State of the State of Washington : Reply Brief for Petitioners. An interesting feature of the former case was that Mr. Ozawa claimed to be a descendant of the Ainos, a white tribe.

<sup>(38)</sup> *New York Times*, 15 Nov. 1922.

<sup>(39)</sup> Cf. *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 611.

<sup>(40)</sup> *An Act relative to the Naturalisation and Citizenship of Married Women* (H. R. 12022).

illiterate and unintelligent women from exercising the franchise<sup>(41)</sup>. An article by one of the editors of the *Immigrant*, the organ of the Department of Immigrant Aid (Council of Jewish Women), points out certain disadvantages under which immigrant women will labour in future in consequence of the passing of this Act. The foreign-born wife of a naturalized citizen, coming to join her husband, will in future be regarded as an alien, and will therefore be counted in the quota of her country of origin. It will be possible for a wife to be deported during the first five years of her residence in the country, while the husband remains behind, and it is probable that in a European country she will not be regarded as a citizen of that country. Moreover, there are many State laws which affect the rights of aliens to hold property, or of an alien woman to receive pensions on the death of her husband.

As an example of such difficulties, the following case may be noted. A Roumanian woman, who served during the war as a red cross nurse, arrived in New York in order to marry a naturalised American (formerly a Roumanian citizen) in Ohio. She travelled second class, but she was rejected at Ellis Island on the ground of illiteracy, and sent back to Europe. The pair were subsequently married in England, but that does not relieve the wife from the liability to rejection on applying for admission to the United States<sup>(42)</sup>.

#### *Rights of Aliens' Dependents under Workmen's Compensation Legislation* <sup>(43)</sup>

In the United States there are workmen's compensation laws in all States with the exception of Arkansas, Florida, North Carolina, South Carolina, and Mississippi. The Missouri Act is suspended pending a referendum, which was to take place in November 1922.

In cases of injury no distinction is made in any state between citizens and aliens. In the case of fatal accidents no distinction is made as respects compensation between national and alien dependents, it residing in the United States.

With regard to dependents resident outside the United States, the situation may be summarised as follows. In 17 States resident and non-resident beneficiaries are on a footing of equality. In certain States compensation is paid only to dependents resident in the United States at the time of the accident (Alabama, South Dakota, New Mexico, New Hampshire). In one State (Montana) treaty rights are reserved, but in the event of compensation being provided by treaty not more than 50 per cent. shall be paid. In other States there are provisions limiting the amount payable to a certain proportion of that paid to residents. This is generally one-half, but it is one-third in Colorado, two-thirds in Pennsylvania, 60 per cent. in Nevada, and 75 per cent. in Maryland.

<sup>(41)</sup> *The Immigrant* suggests that this might have been attained by making the right to vote dependent on a literacy test.

<sup>(42)</sup> *Daily Telegraph*, 22 Nov. 1922. London.

<sup>(43)</sup> It may be recalled that the Governing Body of the International Labour Office has decided that the Office shall study the questions of (1) equality of treatment of foreign and national workers, and (2) the proportion of the cost of relief granted to immigrants by the country of immigration. Cf. *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 592.



Another form of discrimination is to confine the payment of compensation in the case of aliens to certain degrees of relationship only. The particular relatives included or excluded vary from State to State. In certain cases only a widow and dependent children are included.

Payment may generally be made to the consular representative of the country of which the beneficiaries are citizens, and his receipt is accepted as full discharge of all sums due.

In some States, dependents resident in Canada are entitled to the same compensation as those resident in the United States <sup>(44)</sup>.

### *Mexican Immigration and Emigration Policy*

#### *Immigration*

The president of the Mexican Republic has approved a Circular addressed by the Ministry of the Interior to Mexican agents abroad, which aims at restricting immigration into Mexico in order to lessen the competition from which Mexican workers suffer in their own country. The Circular stipulates that foreign workers arriving in Mexico must have paid their own passage and be in possession of at least 50 pesos, failing which they will be excluded as "indigent workers". A special agreement between the Mexican Government and the Chinese Republic provides that in the case of Chinese the sum must not be less than 1,000 pesos.

This measure is especially aimed at workers of the Central American countries who cross the Mexican frontier on foot and clog the labour market in the Southern Mexican States. The Ministry of Agriculture and Public Works has full power to exempt from these conditions persons who wish to come and settle on the land in Mexico. The Mexican consular authorities abroad have received instructions that foreign workers will be excluded unless they can satisfy the Mexican authorities that they have means of support, or that they hold a labour contract. In the latter case the consular authorities must send the labour contracts to the Mexican Government for previous examination with a statement of their opinion.

The Under-Secretary for Agriculture and Public Works took advantage of the issue of this Circular to call attention to the fact that the assignment of land to persons coming to settle in the country can only be made by the Mexican Government. He added that 143 Mennonite families who had just arrived in the country had been sent to a district in the neighbourhood of Chihuahua where a Mennonite settlement is already in existence <sup>(45)</sup>.

#### *Emigration*

With regard to the emigration of Mexican workers, the Under-Secretary for the Interior has stated in an interview that the Government's recent measures for the regulation of recruiting agents have not as yet had satisfactory results <sup>(46)</sup>. These measures stipulate that

<sup>(44)</sup> FOREIGN LANGUAGE INFORMATION SERVICE: *The Bulletin*, Vol. I, No. 7, Oct. 1922. New York.

<sup>(45)</sup> *Excelsior*, 16 Oct. 1922. Mexico. See also *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 603; and Vol. VI, No. 2 Aug. 1922, pp. 248-249.

<sup>(46)</sup> See *International Labour Review*, Vol. VI, No. 6, Dec. 1922, p. 985.

recruiting agents must deposit a sum of money as security for the repatriation, if necessary, of the worker to the place where he was engaged, that they must guarantee the worker the same treatment as natives of the country of destination, see that his children are admitted to local schools, and so on. The recruiting agents, however, are resident in the United States; they are, therefore, not under Mexican law and they take advantage of the fact that United States' law prohibits the entry of contract labourers in order to avoid keeping their promises to Mexican emigrants. At the same time, since the right to leave the country is guaranteed by the Mexican Constitution, it is impossible to prevent Mexican citizens from emigrating. The Mexican Government is therefore trying to protect its nationals who wish to emigrate by warning them by posters and pamphlets of the difficulties they will meet with abroad and in particular of the conditions of admission to the United States and of the penalties for violations of the United States' immigration laws. It appears that the publicity given to these facts has already led to a certain reduction in the flow of Mexican emigration to the United States. The Under-Secretary added that the Mexican consuls in the United States are collaborating with the Blue Cross Society (*Cruz azul*), which aims at improving the conditions of Mexicans by finding work for them, and, when necessary, arranging for their maintenance and repatriation (<sup>47</sup>).

### *Colombian Immigration Bill*

Messrs. Iglesias, Samper Sordo and Camacho, members of the Colombian Senate, have presented to that body an Immigration Bill for regulating the selection, transport, and establishment of immigrants.

Under the terms of this Bill, settlers entering the country would be entitled to a maximum of 25 hectares of land to clear. The promoters of the Bill state that it will fill up a gap in Colombian immigration legislation, existing Acts having been drawn up with a view to restriction rather than with any constructive object. The present Bill is to a large extent based on the corresponding Argentine legislation. Its purpose is to encourage the immigration of desirable settlers with a view to the development of the country and the consolidation of the national future (<sup>48</sup>).

### *The New Paraguayan Immigration Act*

Paraguay has just passed a new Immigration Act which supersedes the provisions of the Act of 6 October 1903 in so far as these are not specifically retained.

The Act defines as immigrants persons who arrive in the country for the first time with the intention of settling in it.

In order to be admitted, immigrants must show that they are of good character and are capable of working in agriculture, industry, or a profession. For this purpose they must produce certificates signed by the competent authorities and with the visa of the Paraguayan consul. Immigrants who satisfy these conditions enjoy the various rights and privileges established by the Settlement Acts and by treaties.

---

(<sup>47</sup>) *Excelsior*, 4 Oct. 1922, Mexico.

(<sup>48</sup>) *El Diario Nacional*, 5 Sept. 1922. Bogota.

Except where otherwise provided in the treaties the following may not be admitted as immigrants :

(1) Invalids and persons suffering from leprosy, trachoma, tuberculosis or any other contagious or organic disease which prevents them from earning a living.

(2) Cripples of every kind, the blind, the dumb, the insane, and persons suffering from physical defects which impair their capacity to work.

(3) Beggars, prisoners, criminals, or persons against whom legal proceedings are pending.

(4) Persons suffering from alcoholism.

(5) African negroes and gypsies.

(6) Persons over 60, except at the request of a person who is already admitted or admissible.

(7) Women over 40 travelling alone without help from their husband, brother, son or grandson.

(8) Persons who advocate the transformation of society by violence (an ordinary strike does not come under this heading) or the destruction of property, persons who have been deported from other countries, and prostitutes.

The captain, shipping agents and shipowners are liable to a fine of 50 gold pesos for every immigrant brought in contravention of the Act, without prejudice to their obligation to return these immigrants to their place or origin. The introduction of immigrants by land is subject to the same penalties. Every ship with immigrants on board is inspected on arrival.

Admissible immigrants arriving in the country to settle permanently who have a minimum capital of 100 gold pesos per male adult, and who prove that they are capable of doing industrial or agricultural work, will have the following privileges :

(1) Free second-class ticket by train or boat from Buenos Ayres.

(2) Disembarkation at Asuncion of the immigrants and their luggage.

(3) Board and lodging for a week in the immigrants' hostel at the expense of the Government.

(4) Transport at State expense to the point where they wish to settle.

(5) Free importation of personal property, furniture and household goods, machinery and tools for their art or craft, and live stock.

(6) Occupation of 20 hectares of land per family for agriculture or other useful industries.

(7) Miñors shall be entitled to a proportionately smaller allotment. When an allotment has been completely developed, a family will be able to have a second allotment. The payment for these allotments will be facilitated in various ways.

If the immigrant leaves the country he will have to repay the Government the cost of his passage, disembarkation and upkeep which had been paid for him.

An undesirable immigrant can be deported at any time, even if he has been naturalised. The Government reserves the right of suspension or temporary limitation of these privileges on giving two months previous notice to the consulates.

An immigrant who leaves the State for more than two years loses the right to the land granted to him by the State. In other respects

nationals and immigrants are placed on the same footing with regard to settlement.

The expenses of the immigration service will be covered by the ordinary budget <sup>(49)</sup>.

### *Japanese Emigration Policy*

The Japanese Government has decided to enquire into emigration as a possible remedy for unemployment. Representatives of the Ministries interested were summoned to meet on 21 April 1922 at the Ministry of the Interior in Tokio. The meeting took the view that Japanese emigration to South America ought to be encouraged by the Government. No definite plans have yet been formulated but an important appropriation will probably be entered on next year's budget for this purpose <sup>(50)</sup>.

### *Recruiting for the South African Mines*

The Government of the Union of South Africa has restricted the importation of natives from Portuguese East Africa to 350 a week, in order that a larger number of South African natives may be employed in the mines. Commercial interests on the Rand, and also the mine-owners, are opposing the measure <sup>(51)</sup>.

## WELFARE AND PROTECTION WORK

### *Juvenile Emigration*

#### *Canada*

The Ontario Government has laid before the British Government a scheme by which small groups of boys, under a scoutmaster, could go to Canada. The scheme was described in a speech delivered by Col. Amery, Chairman of the Oversea Settlement Committee of the British Government, to the International Conference on the Reaffirmation of the World's Moral Ideal. The boys would have a centre of their own in the province, and thus always have a home to go to while serving their apprenticeship with local farmers. Col. Amery suggested that a similar proposal concerning girl guides should also be considered <sup>(52)</sup>.

Col. Obed Smith has recently given some particulars regarding the treatment accorded to juvenile emigrants in England before they emigrate. It is usual for such emigrants to be taken from an institution such as Dr. Barnardo's Homes, where they are placed in cottage groups, each cottage being in charge of a "mother". The cottages are placed in pleasant surroundings, with convenient playgrounds and schools. When it is desired to send a party of these children to Canada, a representative of the Dominion inspects the intending immigrants to ascertain whether any of them are unsuitable. The children are

---

<sup>(49)</sup> *El Emigrante Español*, 20 Oct. 1922. Madrid.

<sup>(50)</sup> *Osaka Mainichi*, 3 Aug. 1922. Osaka.

<sup>(51)</sup> *South Africa*, 10 November 1922. London.

<sup>(52)</sup> *The Times*, 19 Oct. 1922. London. Col. Amery has since resigned the chairmanship of the Oversea Settlement Committee, owing to the pressure of other duties.

then examined by the medical adviser of the Canadian immigration department and by a Board of Trade physician. At the port of embarkation there is a final examination by the ship's surgeon<sup>(53)</sup>.

### *New South Wales*

A further extension of the juvenile emigration movement may be noted in an agreement which has been concluded by the Boy Scout Organisations in Great Britain and New South Wales. This agreement provides that, in the first instance, 100 boy scouts between the ages of 15 and 18 will be recruited in Great Britain and approved by the Australian immigration authorities in London. On arrival in New South Wales they will be placed on farms for training purposes. They will receive a weekly allowance in addition to board and lodging.

It is intended to keep boys in one district, so that the local scout-masters may be able to look after their interests and give them advice.

The boys will at present have to pay £24 towards the fare to Australia, but the Boy Scout authorities hope to devise a scheme under which all the passage money will be advanced<sup>(54)</sup>.

### *France*

The Committee for Agricultural Labour in France held a meeting at Paris on 19 September 1922 and considered suggestions for the employment in French agricultural enterprises of a considerable number of young persons of Polish or Russian nationality who have been orphaned and have become destitute in consequence of the war or the revolution. The Polish authorities have stated that they would raise no objection to such a scheme. A sub-committee was appointed and commissioned to investigate and report on the question. It is to obtain the necessary information from competent authorities on the financial and legal questions which will arise. The chief point which will have to be enquired into will be the legal position of such young persons on entering France and the kind of protection which can be given<sup>(55)</sup>.

### *An International Office for Foreign Labour in France*

An international conference of federations of workers in the building trades, held at Vienna from 2 to 5 October 1922, decided to call together representatives of the French Federation and of the central federations of building workers in Belgium, Germany, Italy, Czechoslovakia, Hungary, Great Britain, the Netherlands, and Luxemburg.

This meeting of representatives, which took place in Paris on 20 November 1922, unanimously adopted a resolution in favour of an international office for foreign labour in France. The aim of this office will be to recruit on a trade union basis the whole of the foreign labour required in France, and to take such steps as may be considered advisable to see that this foreign labour enjoys the maximum of guarantees and safety possible on questions of wages, industrial accidents, sanitary conditions, etc. The Office will confer with workers' organisations and will be under the supervision of the International Federation of Building Workers. Its address will be at Paris in the

<sup>(53)</sup> *The Montreal Gazette*, 9 Oct. 1922 : interview with Col. J. Obed Smith, Dominion Superintendent of Immigration in London.

<sup>(54)</sup> *Daily Telegraph*, 14 Sept. 1922. Sydney.

<sup>(55)</sup> *La Main-d'œuvre agricole*, Oct. 1922. Paris.

office of the French Federation of Building Workers. There will be a general council which will meet at least once in every three months and on which workers' organisations in the countries of emigration will have representation; and also a permanent executive Committee composed of members belonging to the French central trade union organisations<sup>(56)</sup>.

### *An Enquiry into Italian Emigration Policy*

The Catholic Welfare Association for helping Italian emigrants, known as *Opera Bonomelli*, in view of the difficulties under which Italian emigration is now proceeding and of the discussions which are taking place on the subject, is enquiring into the policy which ought preferably to be adopted by the Italian Government. The problem under consideration is whether the Government should encourage emigration, check it, or merely try to regulate it, and whether the basis of their policy should be absolute and complete liberty of emigration, or partial liberty with emigration regulated and directed into specific channels, or the advantageous development of emigration under State control.

The points to be investigated will be the necessity or otherwise of the amendment of existing legislation and regulations and the adoption of an active policy of settlement abroad, especially by the establishment of banks and a more intensive use of Italian capital, the advisability of organising emigration among the intellectual classes, and of encouraging the work of welfare associations with a view to keeping up among emigrants a feeling for the home country, the family and home faiths.

A questionnaire covering these points has been sent to members of Parliament, a number of large societies and national institutions, and to the teaching profession<sup>(57)</sup>.

### *The Italian Federation of Building Workers and Emigration*

According to the Secretary-General of the Italian Federation of Building Workers, who referred in an interview to the work of the Federation's Emigration Bureau<sup>(58)</sup>, the Federation has persuaded various local organisations in France to set up offices for the assistance of emigrants. It has also founded distributive co-operative societies where the Italian workers can do their shopping. The Italian Co-operative Federation for Public Works in Foreign Countries<sup>(59)</sup> hopes to obtain large contracts in France for work which it will then divide up among the Italian co-operative unions. The Federation has already handed over work of this kind to the Carnic Union and it is hoped that in this way most of the Italian co-operative unions will be provided with work for several years.

The Secretary-General of the Federation also said that in spite of the campaign which is being carried on in Italy for the removal of all restrictions on emigration, control of emigration will continue to be indispensable if Italian workers abroad are to be ensured suitable

<sup>(56)</sup> *Le Peuple*, 22 Nov. 1922. Paris.

<sup>(57)</sup> Information communicated to the International Labour Office.

<sup>(58)</sup> See *International Labour Review*, Vol. V, No. 4, April 1922, p. 646, and Vol. V, No. 3, March 1922, pp. 505-506.

<sup>(59)</sup> See *International Labour Review*, Vol. VI, No. 5, Nov. 1922, p. 792.

working conditions. He also declared himself in favour of reforms tending to decentralise this control, to simplify formalities, and to reduce the expenses imposed on Italian emigrants. He stated that in his opinion the workers' organisations concerned should be consulted whenever requests from abroad for labour have to be met, as these organisations are in a position to know what parts of Italy are suffering most heavily from unemployment, and where the workers are who are most suited for the work in question <sup>(60)</sup>.

#### *Attitude of Canadian Transportation Companies*

Representatives of the Canadian Pacific Railway, the Canadian National Railways, the Canadian Pacific Steamships, the Cunard Line, the White Star Dominion Line, and the Anchor-Donaldson Line, had a conference with the Canadian Minister of the Interior on 11 October. They laid the following proposals before the Government.

There should be a separate Minister of Immigration and Colonisation, advantage should be taken of the provisions of the British Empire Settlement Act <sup>(61)</sup>, the entry of desirable colonists should not be prohibited merely on the ground that they do not travel by continuous passage from their country of origin to Canada, consideration should be given to the proposals made in certain European countries to give financial aid to their nationals who desire to emigrate, the system of examination of intending immigrants in Europe should be given up, and examination at Canadian ports should be reverted to. The opinion was expressed that desirable immigrants could be secured from Holland, Belgium, Denmark, Norway, Sweden, Switzerland, Roumania, Czechoslovakia, and Italy <sup>(62)</sup>.

#### *Views on the Three Per Cent. Act*

Employers' organisations in the United States continue to urge a relaxation of the immigration restrictions, in order that more immigrants of the unskilled labour class may be admitted. Resolutions of that kind have been discussed or passed recently by the American Mining Congress, the Associated Industries of Massachusetts, and the American Hardware Manufacturers' Association <sup>(63)</sup>.

An article by Dr. R. Estcourt <sup>(64)</sup> says that "apparently the falling off in European labour supply is not due to the Immigration Act". He suggests the following reasons: (1) deterioration in the exchange value of European money, combined with the increased steamship fares; (2) the European demand for young and unattached men; (3) the changed conditions of military service, which tend to encourage the repatriation of European emigrants to their home land. The conclusion is that the present situation is temporary, that labour naturally tends to flow in the direction where it obtains the most favourable conditions, and that an increased net immigration of the kind desired can be hastened by "the preparation of a more attractive habitat in the place where we desire to arrest" the present movement.

An unsigned article on somewhat similar lines appears in the

<sup>(60)</sup> *La Giustizia*, 15 Nov. 1922.

<sup>(61)</sup> See *International Labour Review*, Vol. VI, No. 1, July 1922, pp. 88-90.

<sup>(62)</sup> *Montreal Gazette*, 12 Oct. 1922.

<sup>(63)</sup> See above, under *Employers' Organisations*, p. 38.

<sup>(64)</sup> *Shortage of Labour and Its Implications*, by Dr. R. ESTCOURT, in *The Annalist*, 13 Nov. 1922. New York.

*American Lumberman* <sup>(65)</sup>, the Three per Cent. Act being there accepted as "a step towards a sound immigration policy". Immigration from certain countries which have hitherto not exhausted their quotas will increase as soon as "conditions are more nearly normal in the United States and when the European situation has cleared up somewhat".

### *The Work of the Council of Jewish Women*

In the Annual Report of the Department of Immigrant Aid of the Council of Jewish Women (United States) the comparison of the work accomplished during the year ending April 1922 with that of the previous year shows the following:

	Number of Persons	
	1921	1922
Total Number to whom services were rendered	6,639	10,351
Entered in Night School	2,643	3,789
Entered in Day School	1,190	1,203
Entered in Settlements	328	758
Employment secured	460	1,220
Recreation secured	1,290	2,372
Religious opportunities secured	168	289
Medical Services secured	273	470
Assistance in securing 1st and 2nd papers	119	447
Legal services secured	79	85

These varied activities were carried on at a total cost of 29,805 dollars (13,204 dollars in 1921).

The reports of Americanisation committees show that the various classes for English, citizenship, industrial and commercial questions, etc., had a total membership of 5,929 (3,287 in 1921).

A certain amount of institutional activity, such as the provision of recreation centres, vacation homes, nurseries, etc., was also carried on <sup>(66)</sup>.

### *Selected Immigrants for the Argentine*

Mr. Jacob Saslavski, member of the Argentine Federation of Commerce, Industry, and Production, has submitted to the Council of this body a scheme for encouraging settlement in the Argentine by a system of selecting immigrants.

Mr. Saslavski argues that economic conditions in Central Europe, and more especially in Russia, are specially favourable to such a scheme. He suggests that an important board of Argentine financiers should be established, which would undertake to direct it, either on a private basis or with Government help. The scheme proposes that large areas of land should be taken over and agricultural settlements established. As a preliminary step a certain number of representatives from countries of emigration might be called together in order to enquire on the spot into the prospects of the scheme. The scheme is under examination by the Federation <sup>(67)</sup>.

<sup>(65)</sup> *American Lumberman*, 11 Nov. 1922. Chicago.

<sup>(66)</sup> *The Immigrant*, Sept. 1922. New York.

<sup>(67)</sup> *Boletín de Servicios de la Asociación de Trabajo*, 5 Oct. 1922. Buenos Ayres.



# INDUSTRIAL HYGIENE

## Notes on Industrial Hygiene

### CARBON MONOXIDE POISONING BY AUTOMOBILE EXHAUST GASES

THE proposed construction of tunnels for road traffic under the Hudson River between New York and New Jersey has led to the consideration of certain problems of ventilation by the State Commissions in charge of the work. The two main problems to consider were :

(1) the amount and chemical composition of the exhaust gas produced by various types of cars under various conditions of speed, load, and temperature ;

(2) the physiological facts of the substances in exhaust gas and the amount of these substances which can be allowed without involving marked ill-effects from the inhalation of these gases.

The poisonous nature of exhaust gases is due to their carbon monoxide content, which averages about 7 per cent. Under ordinary conditions most passenger cars produce from one to two cubic feet of carbon monoxide per minute. When pure gasoline (petrol) is used, carbon monoxide is the only poisonous substance produced. When benzol and similar substances are mixed with the gasoline, the exhaust gas becomes more poisonous owing to the formation of by-products.

Mr. Yandell Henderson <sup>(1)</sup>, who dealt chiefly with the second of the two problems mentioned above, experimented on human and animal subjects with exhaust gases, lighting gas, and pure carbon monoxide. He was thus able to arrive at and formulate the scientific law controlling the absorption of carbon monoxide into the lungs. The value of this law lies chiefly in the fact that the author has been able to derive from it certain practical rules. When the time is expressed in hours and the concentration of carbon monoxide in parts per 10,000 (the unit of volume is the cubic foot), there is no appreciable physiological effect when the product of these two factors equals 3. When the product of time multiplied by concentration equals 6, there will be slight effects in some persons ; when it equals 9, the effects are distinctly noticeable ; and a product of 15 indicates a dangerously poisonous condition.

A concentration of carbon monoxide not exceeding 4 parts in 10,000 appears to be the maximum which can be allowed in vehicular tunnels. This involves an enormous ventilation which is, however, technically feasible. There is no doubt that this limit is frequently exceeded in automobile repair shops and garages, especially in private garages, and this explains the comparative frequency of cases of poisoning.

---

<sup>(1)</sup> Yandell HENDERSON : *The Hazards of Carbon Monoxide Poisoning*, in *The Nation's Health*, Vol. IV, No. 10, 15 Oct. 1922, pp. 607-609. Chicago.

## THE EFFECT OF GASOLINE FUMES ON WORKERS (2)

In consequence of the complaint of a worker that the gasoline, (petrol) used on machines for stamping paper coupons was injuring the worker's eyes and general health, an investigation was recently made by the United States Public Health Service and the following results were obtained.

It was found that in cleaning the feed-belt of the stamping machine with gasoline, fumes were produced and evaporated in the workroom and were evidently responsible for the complaints made by the workers. It was stated by the workers that during the four months previous to the investigation a much cheaper and lower grade of gasoline than that customarily used had been supplied and that the fumes from this gasoline were extremely irritating and disagreeable. Ten gallons of gasoline a month was the average consumption for ten stamping machines and it was estimated that each individual working on these machines was exposed to the liberation of 152.4 minims an hour. It has been, moreover, determined by physiological tests that the average person inhales approximately 19.06 cubic feet of air an hour, or 135 cubic feet in a 7-hour work day.

No laboratory tests could be made to ascertain the concentration or the percentage of various gases in the room atmosphere, because the actual use of gasoline was discontinued at noon of the day previous to the day of investigation, but the fumes had been noticeable even in the hallways and lift-shafts.

The dispensary attendance records were next examined and it was found that the exposed group of workers had an average annual attendance of over six visits, a group of workers in a room adjoining that in which the gasoline was used an average annual attendance of over four visits, while a non-exposed group, examined for control purposes, had only an average of one visit. At a later date the dispensary records were again examined and it was found that dispensary attendance had dropped 48 per cent. in the exposed group, 42 per cent. in the group working in the adjoining room, but had slightly risen in the control group. The periods over which dispensary records were examined were for eight months during which there was exposure to gasoline, and for nine months after exposure had been stopped.

When it had been definitely decided that gasoline was the principal health hazard, and when the exact manner of use of gasoline had been ascertained, the investigators began to look for substitutes that would render the same service without producing harmful and obnoxious fumes or injuring the health of the workers.

The efficiency of the following compounds were therefore studied : (1) 95 per cent. alcohol, (2) ethyl acetate, and (3) carbon tetrachloride. Of the three substitutes the operators chose the 95 per cent. alcohol as the most efficient and as having the most pleasant odour. Kerosene oil was next tested, and, as the workers objected to its odour, it was disguised by the addition of an essential oil. Statement was also made that the alcohol was not so satisfactory as the kerosene, for the gauze used to clean out the belts dried out much more quickly than when kerosene was used. Thus the use of alcohol was discontinued, and efforts were then directed toward disguising the kerosene in order to

---

(2) UNITED STATES TREASURY DEPARTMENT, PUBLIC HEALTH SERVICE : *Public Health Reports*, Vol. XXXVII, No. 38, 22 Sept. 1922, pp. 2291-2307. *Study of the Effect of Gasoline Fumes on Workers*. By Octavius M. SPENCER.

overcome the objection of some of the workers to its use. After a number of experiments it was found that kerosene, coloured with alkanet and perfumed with anise oil, would be a good substitute to use in place of gasoline.

The author gives the following conclusions of his report.

(1) The gasoline fumes liberated in the workroom studied had produced cases of mild chronic gasoline poisoning.

(2) In workrooms where the ventilation is not adequate, the liberation of gasoline fumes from open containers or from processes will, sooner or later, depending upon the amount and the concentration of the fumes, produce cases of acute, mild chronic, or chronic gasoline poisoning.

(3) The liberation of gasoline fumes above an undetermined concentration, in an improperly ventilated workroom, will result in increased dispensary attendance and absenteeism among the workers exposed.

(4) Increased production and a lower rate of dispensary attendance were obtained by the removal of the gasoline fumes.

#### THE IDEAL WORK-CURVE

An article largely based upon work carried out either by Mr. Thomas Bedford himself or by his colleagues for the Industrial Fatigue Research Board<sup>(3)</sup> in Great Britain is interesting because it demonstrates the probable existence of an ideal work-curve. The ideal work-curve is characterised by two factors; it is very steady, and it rises rather than falls towards the end of the week. The factors contributing towards it seem to be variety in the nature of the work (monotonous work is not apt to give the best work-curve), efficiency of the worker, and absence of undue fatigue.

The article is largely illustrated by graphs. The author's general conclusions are summed up as follows.

(1) Where there was a variety of work and the operation was of a rhythmic nature, a rapid fall in output was avoided and the work-curve remained steady with a tendency to rise throughout the day.

(2) When the hours of work were shorter and work lighter, the output rose throughout the week, while with longer hours and heavier work the output curves were increasingly irregular with a rapid falling off towards the week-end.

(3) At a factory with an 8-hour day there was a closer approximation to an even maximum output than at a factory with a 10-hour day.

(4) Individual output records show . . . that the best worker in a group had a graph rising toward the end of the week, while the poorer workman's curve fell earlier in the week and was also more irregular . . . The better worker was consistently steadier than his fellow-workmen.

(5) In a group of girls labelling small packets the quickest worker was consistently the steadiest.

(6) Other examples show that, where fatigue is lessened by the provision of sitting accommodation, output was higher and the work-curve came nearer our ideal of a rise throughout the day.

In almost every group of workers examined the same connection between efficiency and steadiness was found. Such a curve, in the author's opinion, would indicate that at the beginning of the day or week the operative concerned started work very nearly at a maximum rate and that as time progresses practice gradually increased his working capacity. The existence of a fine adjustment of the operative's working powers to his task with a consequent elimination of undue fatigue would also appear to be demonstrated.

(3) THOMAS BEDFORD: *The Ideal Work Curve*, in *The Journal of Industrial Hygiene*, Vol. IV, No. 6, Oct. 1922, pp. 235-245. Boston.

## SICKNESS RECORDS IN PREVENTIVE WORK

The writer of an article on this subject<sup>(4)</sup> postulates as a fundamental and essential factor in industrial health administration an accurate knowledge of the prevailing ill health and of the conditions under which it has occurred, insisting that the industrial medical director must of necessity be a first-rate epidemiologist. Unlike the municipal health officer, he is less concerned with mortality and infectious disease statistics and more with certain records or "health indicators", these being "delicate and responsive measures of deviations from good health". The short illness describable in terms of a symptom and many ailments not falling within the notice of the municipal and State health officer assume a rôle of first-rate importance in preventive work; they must also be considered in their relation to certain specific conditions.

Allowing for variation in procedure to meet particular needs, the writer outlines certain requirements which are applicable to any system of industrial health administration and which he regards as fundamental. The first of these is classification of cases into nativity, sex, age, occupational or other groups, together with provision for classification of all employees for whom records are available, thus making it possible to express sickness incidence in terms of its relation to the number exposed to the conditions in question. A satisfactory record of cases is required; though not necessarily conforming to a 'standard'—which is impracticable—it must include certain basic items of information, which fall into three groups: (a) those affecting the individual, such as nationality, nativity, race, sex, age; (b) those relating to his material conditions—occupation, wage, etc.; (c) those affecting his health and physical condition—symptoms of ill health, disease incidence, physical defects, and previous sick leave, and, if the effect of sickness on production is sought, time lost and consequent loss in wages. The author also demands close and continued observation of groups of workers on specific processes, under conditions approaching as closely to laboratory experimentation as circumstances will permit, in order to determine the degree of hazard, if any, attaching to each process. Such observation implies the compilation of a continuous sickness record for each employee. All illness should be recorded, including even losses of one day, where the diagnosis is merely a statement of symptoms. In one case it was found that short illnesses lasting under a week accounted for 80 per cent. of the total disability. The inclusion of all illness, including even symptoms of short duration, provides a specific sickness record and a continual case record for each employee. The last requirement made is simplicity in the system of record keeping.

The writer proves the practicability of the above methods by stating that they are already in operation in certain establishments. While indicating in general terms the course to be followed, he deprecates the introduction of a strictly standardised system or of standardised record forms except for different plants under a single management. He advises co-ordination of existing records by the medical director, or, in other words, a wider use of the records already available,

---

<sup>(4)</sup> From the *Nation's Health*, Vol. IV, No. 8, Aug. 1922; Chicago. Paper read at the seventh annual meeting of the American Association of Industrial Physicians and Surgeons, St. Louis, Mo., 22-23 May 1922, by Edgar SYDENSTRICKER, Statistician, United States Public Health Service.

suggesting that, where separate records exist for employment, physical examination, relief room and hospital, and sickness and accident, the medical information from these sources should be consolidated to form a health record. He points out that such co-ordination is of assistance to the health director both in treating individual cases and in a statistical analysis of morbidity, while it can also be adapted to afford data for estimation of the cost of preventable illness as compared with the cost of prevention.

Allusion is made to the pressing need for a standard classification of the causes and symptoms of sickness. This will only be attained, it is asserted, by association of those working in this field along similar lines. Standards of normal sickness to be expected are desirable for purposes of comparison with actual experience, and these will follow as experience accumulates. Concerted action by directors of various plants is urged as a means of attaining this end.

The writer finally dwells on the scientific aspect of the work, and, referring to the present lack of medical knowledge of the true incidence and prevalence of many diseases, speaks of the invaluable work which can be done in the study of incidence, causes, and prevention of disease by the industrial physician, who has a unique opportunity of observing and recording the causes and progress of disease as they affect thousands of people.

Dr. D. A. Coles, Chairman of the Medical Committee of the Industrial Welfare Society, London, in an article on the medical examination of employees, gives detailed advice as to the best type of record to be filed by the examining physician and points out that the latter should not be a specialist, but a man with wide general knowledge and experience. He stresses the following points as being essential to a satisfactory system of record-keeping: all information to be regarded as strictly confidential and therefore filed apart from a worker's general dossier, forms to be uniform, simple, printed, on good paper, prepared in duplicate, differently coloured for different circumstances (as an aid to classification), and available for instant consultation at re-examinations. A specimen health record is appended for illustration. The importance of obtaining, where possible, a birth certificate in corroboration of age given is mentioned, as in the writer's experience there is usually an official and a real age. Before answers dependent solely on the workers' statement it is recommended to insert the word "stated". The author closes by inviting correspondence containing suggestions and criticisms in regard to the proposed form <sup>(5)</sup>.

#### A NEW GERMAN SOCIETY FOR INDUSTRIAL HYGIENE <sup>(6)</sup>

On 21 September 1922 took place a meeting of scientists, hygienists, and representatives of employers and workers at the University of Leipzig to discuss the formation of a society having for object the fight against industrial diseases and accidents. The history of industrial hygiene was traced by Professor K. B. Lehmann, who showed how imperative the necessity of this branch of general hygiene has become with the progress of industrial technique. The chemical

<sup>(5)</sup> *The Journal of Industrial Hygiene*, Vol. IV, No. 6, Oct. 1922. Boston.

<sup>(6)</sup> *Dresdener Volkszeitung*, No. 226, 27 Oct. 1922. Dresden.

industry, in particular, requires the assistance of doctors and hygienists to protect the life and health of its workers. Among the sources of danger in this industry are X-rays, ultraviolet rays, heat, dust, and other similar factors.

The recommendation of prophylactic measures, however, is not enough ; the worker must apply them and must know how to make use of the protective equipment which the employer may place at his disposal. In order to combat the ignorance of the working classes lectures should be given in schools, and articles bearing on the subject written for their instruction should be published in the trade union press. Reliable statistics are also indispensable to an adequate development of industrial hygiene.

It was decided to consider under what conditions the society could collaborate with the Frankfort Institute of Hygiene and the Kaiser Wilhelm Academy of Berlin.



# EDUCATION

## Vocational Guidance and Selection

### SECOND CONFERENCE ON PSYCHOTECHNICS AND VOCATIONAL GUIDANCE \*

THE Vocational Guidance Institute of Barcelona has recently published the full text of the papers read and decisions taken at the Second International Conference on Psychotechnics as applied to Vocational Guidance and the Scientific Organisation of Work. Although the third of these conferences has since been held <sup>(1)</sup>, the questions considered at the 1921 conference are still of current interest. Their main points may be mentioned here. The reports submitted for discussion dealt mainly with the scientific basis of vocational guidance, the determination of abilities — especially of vocational abilities, the functions of the school in vocational guidance, and the organisation of vocational guidance in different countries.

The chief problems of vocational guidance were outlined by Professor Claparède as follows :

#### I. Determination of abilities.

(a) Determination of the abilities required by various occupations : (1) by enquiry from employers and workers, (2) by experiment involving job analysis and analysis of the elementary abilities required in the job.

(b) Establishment of tests for the detection of these abilities.

#### II. The prognostic value of tests.

When a suitable test for the detection of an ability has been found, the test must be controlled. This raises several secondary problems :

(a) Constancy : (1) of individuals, (2) of tests.

(b) Prognosis over long periods involving (1) the problem of stability of abilities, (2) the problem of natural and acquired abilities.

#### III. General intelligence.

Whatever the occupation in view, general intelligence appears to be an important factor in success. The working of this factor of general intelligence should therefore be studied. Two further problems are then raised :

(a) The correlation between general intelligence and each special ability.

(b) Determination of general intelligence.

A distinction should be drawn between integral intelligence (determined by tests proposing problems for solution) and total intelligence (determined by taking the average of a group of tests which are not necessarily tests of real intelligence, as, for example, those of Binet

---

\* This note and the note on *Analysis of the Locksmith's Occupation* have been compiled from material supplied by the Jean-Jacques Rousseau Institute, Geneva.

<sup>(1)</sup> See *International Labour Review*, Vol. VI, No. 6, Dec. 1922, p. 1001.

and Simon), and an attempt be made to measure whichever of the two provides the more useful information.

An interesting report on method in tests was presented by Mr. A. G. Christiaens. In his opinion, it is possible to effect vocational guidance at the present time with the means now available. The methods in use are certainly not perfect, but it is better to experiment with them than to wait until theoretical perfection is achieved. In aviation there is no perfect test, but there are a variety of methods, all no doubt open to criticism, which have been used with very good results. The proof of this is to be found in the great decrease in the number of accidents for which the pilot was responsible. Mr. Christiaens described the tests which he uses at Brussels to detect motor and psycho-motor abilities. He finds these entirely satisfactory, and by this means succeeds in estimating rapidity of reaction ; endurance ; memory for movements ; dexterity ; muscular control ; and ability to distinguish weights.

In a paper entitled : *Drawing ; Tests of Drawing Ability and their Application to Vocational Guidance ; the Visualisation Test*, Mr. O. Decroly described a test which he gave to a number of children of different ages. In the test the children have to draw from memory well-known objects seen from familiar aspects.

(a) You are standing at the window or on the balcony. You lean out when a man is passing on the pavement below. Draw this man as you would see him.

(b) A balloon is passing. Draw it at the moment when it is exactly above your head.

(c) Imagine yourself in an aeroplane. Draw a street as you would see it from above.

Mr. Decroly distinguishes five main stages in the results obtained from the tests. In the first stage, the child draws the two objects : the window (at which he draws himself) and the man in the street ; the aeroplane and the street ; the balloon and himself. This first stage lasts up to the age of about eight. In the second stage the child only draws the man, but draws him as seen from the side. The same effect is produced when he draws the balloon or the street. In the third stage he only draws part of the persons or objects, but these parts are still drawn as seen from the side. In the fourth stage, about twelve years of age, the drawing is more or less correct. The final stage, when a correct drawing is made of all the objects by the majority of children, is only reached about the age of fourteen. This test should, therefore, show the development of an ability characteristic of the age at which vocational guidance should usually be effected and thus reveal the mental abilities of the child. Mr. Decroly is inclined to think that it would be possible, by means of these tests, to determine whether the child has an aptitude for subjects requiring visualisation and the reading of plans, drafts, and sections of maps, and the use of the microscope or telescope. The test would thus apply to future geometers, astronomers, engineers, cartographers, doctors, builders, work supervisors, electricians, etc.

In a paper on psychological automatism and vocational guidance, Mr. G. Dwelshauvers described a method of measuring the capacity for mechanisation and accuracy in automatism, both of which are very important qualities in any trade. It was observed that subjects of an impulsive type of intelligence do less regular work than others who were slower to begin with but, with the expenditure of a considerable amount of effort, became average automatic workers. The capacity for



automatism should therefore be measured. Mr. Dwelshauvers' test consists in drawing, with the eyes shut, a number of chalk lines on two large blackboards which can be placed at any angle to each other. At the same time, the subject has to solve a problem in arithmetic. The experiment consists in comparing the lines drawn consciously and with attention with those when the subject's attention was distracted. The results show great variation between different subjects. The author appends to his report four tables referring to four subjects whom he examined, and giving the coefficient of automatism of each. The first three subjects have an adequate coefficient of automatism, but the fourth is much less automatic; from this may be inferred an inclination to waste more energy in mechanical work.

In a paper on *Investigation of the Motor Function; Motor Tests* Mr. Raymond Buyse gives an exhaustive survey of means of investigating motor abilities and indicates the methods which should be adopted. The abilities described are strength, endurance, rapidity, accuracy, constancy, motor control, and learning.

It is impossible to summarise all the papers submitted on the determination of different abilities, though these investigations are of great importance in vocational guidance. Reference may, however, be made to Miss Baumgarten's paper entitled: *A New Method of Investigating Moral Qualities*. Many educationalists and psychiatrists have endeavoured to test isolated traits of character such as veracity and honesty, but with little success. Miss Baumgarten, however, attempted to investigate a general quality which might indicate the "moral physiognomy" of the child. This quality was found in the principle of "sympathetic intuition" enunciated by David Hume and Adam Smith, which they regarded as the basis of moral sanction and the source of ethical approval. This ability to sympathise is the reaction of happiness or misfortune on the spectator. Miss Baumgarten examined 1,062 elementary school children between 12 and 14 years of age by means of the tests she described in her paper. The results show very marked differences between the children, and these differences are in accordance with the reports on the children made by their school teachers. As insight is of great importance in certain occupations (e. g. teachers, magistrates, etc.), she recommends that her methods be used in vocational guidance offices.

The conferences also discussed the functions of the school in the investigation of abilities. Two reports on the co-operation of the school in vocational guidance were presented by Mr. Otto Lipmann and Mr. Ruiz y Castella respectively. The specific function of the school is to teach and not to specialise. It is impossible to convert it into a psychological laboratory, as would be necessary if the school alone were to be responsible for vocational guidance. The school should, therefore, merely assist in vocational guidance by observing the children's abilities, interests, qualities, and defects in scholastic work and other fundamental work which is the function of the school. It will then supply the vocational guidance offices with all possible data, which the offices will control from the physiological and psychological point of view. The school will note and encourage special characteristics which may afford a basis for determining abilities. The characteristics will be systematically recorded in individual reports.

After thorough discussion of the two reports presented to it, the conference agreed that

- (1) the school itself cannot carry on vocational guidance;
- (2) the co-operation of the school is required in vocational guidance.

A number of papers on the organisation of vocational guidance in various countries were presented. Among them were the following :

*Immediate Organisation of Vocational Guidance of Young People*, by Mr. E. GAUTHIER. *The Establishment of Vocational Guidance Offices*, by Mr. MAUVEZIN. *Vocational Guidance as carried on at the Emile Metz Institute*, by Mr. Aloys ROBERT. *The Essentials of Vocational Guidance*, by Mr. RUIZ Y CASTELLA. *The Scientific Relation between School Medical Inspection and Vocational Guidance Institutes*, by Mr. Salyat ESPASA. *The Need of a Practical Method of Vocational Guidance*, by Mr. R. THÉRY. *The Co-operation of the Employment Exchange of the Department of the Seine in Vocational Guidance of Young People*, by Mr. A. TOUZAA.

The resolutions finally adopted by the Conference were as follows :

In order to improve the methods of applied psychology the results obtained by subjects who have been advised should be controlled with reference to technical progress, inclination for work, fatigue and industrial output.

It is desirable that each investigator should define the meaning of special terms such as practical intelligence, mechanical intelligence, higher medium and lower-grade occupations, formal and material acquired abilities.

The medical record should consist of two parts :

(1) A record of anthropometrical and physio-pathological observation of the child. This record should be kept by the doctors, who will observe professional secrecy as to its contents.

(2) A record to be sent to the vocational guidance office giving characteristic indications and counter-indications in the individual which will assist the office in ascertaining a group of occupations which the child may be advised to enter or warned against entering.

The Second Conference considers it necessary to standardise the various types of medical records and to define the tests which constitute the examination.

The Conference recommends that the public authorities should subsidise laboratories with a view to standardising tests of vocational ability, and that the results of research in the laboratories of different countries should be assembled and compared by the Conference.

The Conference recommends that in transport industries (railways, tramways, automobiles, shipping) workers should only be engaged after a psychological examination for vocational abilities and psychiatric control.

#### JUVENILE EMPLOYMENT EXCHANGES IN THE UNITED STATES

The *News Letter* of the Junior Division of the United States Employment Service for October 1922 gives interesting information on the activities of the local placement offices under the Division. A general tendency may be noted to encourage children to remain at school rather than to enter industry at the earliest possible age. Thus the St. Paul Office is devoting much of its attention to finding part-time jobs for children, in order that they may spend the rest of their time at school. In the last ten years 3,000 young persons have applied to the Milwaukee Office for farm employment during the summer, in order to be able to continue their education. The placement offices do not confine themselves solely to finding positions for children, but take an active part in keeping problems of juvenile employment before the business community and in investigating these problems. In Stockton, California, the Business Men's Rotary Club has set up a Vocational Guidance Committee.

Through this committee, children wishing to enter an occupation are given interviews with successful business men in that occupation before entering it.

The Junior Division is issuing a series of pamphlets illustrating different types of practical work undertaken by juvenile placement offices. Number 2 of this series gives examples of letters sent by the Minneapolis office to employers in order to keep its work before them. Advantage is taken of any change in the industrial situation or special season to show the value of organised juvenile employment exchange work in this connection. Opportunities for such letters were afforded by the unemployment crisis, a temporary improvement in business, the holiday season, the fishing season and a wave of juvenile crime.

The *News Letter* also gives brief reports of meetings of associations directly or indirectly concerned with vocational guidance.

#### VOCATIONAL GUIDANCE IN A WORKS SCHOOL

The Emile Metz Institute, attached to the Dommeldange Iron and Steel Works in Luxembourg <sup>(2)</sup>, was founded in 1914 in order to provide technical and general education for apprentices in the works. The Institute comprises a technical school, apprenticeship workshops, and a psychological laboratory. Apprentices are admitted at the age of 14 or 15, and no fees are charged. Courses are given for turners, electricians, blacksmiths, moulders, and fitters. The length of the course is three years, except in the case of electricians, who take a four-year course. An apprenticeship contract is drawn up for each boy entering the Institute, and wages are paid to all apprentices. General and theoretical instruction is given in the school, and practical work is done either in the apprenticeship shops or in the works themselves.

Each applicant for admission has to undergo a thorough medical and psychological examination, in addition to the ordinary test of knowledge.

The medical examination includes measurement of weight, height, chest, vital capacity, strength and endurance. The sensory acuity of applicants is also tested, so that the medical record gives particulars of sight, hearing, touch, manual dexterity, muscular control, and adaptation. Modern methods are used in testing these abilities. The Amar ergograph and self-recording plane, etc., are used to test physical fitness. Muscular control is tested by measuring the accuracy of blows of a hammer, and with the Amar dynamographic file and plane. A Morse telegraphic instrument is used in place of the tapping test for rapidity of movement, rhythm, and resistance to fatigue. Subjects are also required to detect by sound alterations in the speed of machinery. A revolving cylinder is used, and its speed varied by the instructor. The subjects note changes in speed by pressing on a Marey drum. Great attention is paid to the ability of the subject to adapt himself to various forms of work.

The psychological examination includes tests of attention (duration, intensity and distribution); memory for numbers, syllables, forms and drawings, and movements; imagination; inventiveness; and observation. Attention is tested by Dr. Toulouse's method and by another test involving counting the strokes of a metronome set at varying speeds. The most complicated form of the test is one in which the subject has to count the strokes of the metronome and at the same time cross out

---

<sup>(2)</sup> INSTITUT EMILE METZ : *Programme publié à la clôture de l'année scolaire 1921-1922*. 113 pp. Luxembourg, Schœll. 1922.

certain letters in a printed text before him. The memory tests are mainly carried out by means of lantern slides. It is suggested that the darkness of the room tends to set subjects at their ease, facilitates concentration, and makes it impossible for subjects to communicate with one another. These group tests are supplemented by individual tests for purposes of control.

The progress of the apprentices is very closely followed throughout the course. They are only allowed finally to decide their future occupation after six or twelve months' provisional training. The trades taught in the Institute are fairly general, but every effort is made, by periodical examination of the pupil and by regular reports from his instructors, to ascertain what specialised work within the general trade he is most fitted to undertake. This constant supervision of the work and abilities of the apprentice makes it possible to determine to some extent his power of adaptation and traits of character, such as perseverance, which a single examination, however thorough, could hardly detect.

It is pointed out by the psychologist attached to the Institute that the process carried on is rather one of vocational guidance than of vocational selection for the Dommeldange works, although this was probably the primary object in founding the psychological laboratory. It is suggested that psychological laboratories attached to factories and works are of great value in supplementing the work of public vocational guidance offices. The latter are increasingly being recognised as indispensable to economic efficiency, while there is no doubt that the former can render very great services, both to employers and workers.

#### A VOCATIONAL GUIDANCE SECTION AT LORIENT

The Municipal Council of Lorient has decided, at the request of the joint Administrative Committee of the Labour Bureau in the Department, to create a vocational guidance section annexed to the employment exchange. A grant has been voted by the town to cover expenditure on medical inspection and printing, such as notices, monographs, etc. The section will keep in touch not only with headmasters, but also with the children's families and commercial and industrial bodies, with a view to collecting as much information as possible and to being able to advise the children to choose the line which is best suited to them physically, morally, and intellectually, while keeping in view local requirements (\*).

#### ANALYSIS OF THE LOCKSMITH'S OCCUPATION

The value of psychology in vocational guidance lies in the fact that it provides

(1) a precise description of occupations in terms of the abilities required,

(2) methods of detecting these abilities in those wishing to enter the occupation.

Psychological job analysis provides the first of these data, and psychological tests the second. In an analysis of the locksmith's

---

(\*) *Journal du Travail*, weekly supplement to the *Journée industrielle*, 5-6 Nov. 1922. Paris.

trade <sup>(4)</sup> Mr. A. Friedrich, Lecturer in Applied Psychology at the Technical College of Hanover, deals with the first of these two questions, i. e. job analysis. He concludes that the work of the locksmith includes two main functions :

(1) Understanding the work, recognising and estimating a given job by a descriptive drawing or model ;

(2) The work properly so called, which consists of the following processes : (a) preparatory work, (b) initiation of the work, (c) comparison of the parts with the drawing, (d) details of the work (locksmithing, strictly so called), (e) fitting, (f) testing.

Each of these processes can in turn be analysed in its constituent parts, and the author describes the mental functions involved in each. In conclusion, the whole work of the locksmith is planned out in a general table in which one column gives the various special processes and another the corresponding abilities. The author draws a distinction between abilities on which heavy demands are made (*stark betont*) and those only intermittently required (*mit wechselnder Betonung*).

## Vocational Education

### PROGRESS OF VOCATIONAL EDUCATION IN THE UNITED STATES

The *Report* of the Federal Board for Vocational Education for the year ending 30 June 1921 <sup>(5)</sup> shows clearly that the war period, with its special conditions and problems, has been definitely left behind. It is pointed out that, although the Vocational Education Act was passed during the war period, it was not a war-time measure. The war brought into strong relief the need of utilising all the labour and skill of the nation as completely and economically as possible, but this need is as great, though not so clearly realised, in time of peace. The writers of the *Report* evidently feel that with the return of peacetime conditions some justification of the existence and activities of the Federal Board is expected. They point out that the policy of allotting Federal grants to the different States with conditions attached follows the traditional lines of Federal educational policy. The legislation of the States on vocational education has been strongly influenced by the provisions of the Federal Act, especially in the allocation of funds to the different branches of vocational education. In addition, the State authorities have frequently applied to the Federal Board for advice in drafting their legislation, and, in view of the Board's acquaintance with legislation in all the States of the Union, it is to a certain extent responsible for the form of State legislation enacted since 1917. At the same time the Federal Board is unable to dictate in any way to the States except in the allocation of funds as provided by the Federal Vocational Education Act. The fact that every State in the Union has accepted this Act and that they constantly apply to the Federal Board for assistance and advice shows that the Board's work is fully appreciated.

<sup>(4)</sup> A. FRIEDRICH : *Die Analyse des Schlosserberufs*, in *Praktische Psychologie*, Vol. III, No. 10, 1922, pp. 287-299.

<sup>(5)</sup> FEDERAL BOARD FOR VOCATIONAL EDUCATION : *Fifth Annual Report to Congress*. 462 pp. Washington, Government Printing Office. 1921.

*Part-Time Schools*

The *Report* calls attention to the marked growth of part-time day schools in all the four branches of vocational education, namely, agricultural, trade and industrial, home economics, and commercial education. Compulsory part-time school laws have been passed during the period under review in Delaware, Florida, and West Virginia, while Ohio has extended its original law passed in 1913. In other States, notably Massachusetts, part-time laws provisionally enacted have just begun to take effect. The enactment of these laws has naturally brought the problem of part-time education very forcibly to the attention of the States. As an example of the extension of this type of education, it is stated that in New York the number of cities in which compulsory part-time schools are in operation has increased from one (New York City) in 1920 to 97 in 1921.

The Federal Board is making a special study of part-time education, and has issued several bulletins on the subject. At the annual regional conferences the question was frequently discussed and the activities of the Federal Board in this connection approved.

The section of the *Report* devoted to home economics particularly calls attention to the need of expansion of the educational programme to provide for girls and women who have left school. Several of the States have found that under their part-time education laws from two-fifths to one half of the group to be provided for are girl workers. The number of general continuation schools giving 50 per cent. or more of their time to home economics doubled during the year. The importance of this is increased by the fact that most of the home economics instruction in part-time education is given in the general continuation schools. Wisconsin, on the other hand, reports that the greatest demand in part-time schools is for instruction in trade subjects rather than for the curriculum of general continuation schools.

The Federal Board urges that greater attention be paid to part-time education, both in increasing the number of schools and in studying the type of instruction most required.

*Curriculum*

Greater attention has been paid to the type of instruction given in vocational schools of all kinds. The report on commercial education complains that too often instruction in commercial schools is not related to the requirements of commercial employment. For example, a survey of junior commercial occupations showed that only one in eight of pupils trained for stenography had ever held a position as stenographer, while even in the survey of senior occupations the proportion only rose to 3 in 8. It is suggested that the academic subjects taught in commercial schools should be modified so as to make them more applicable in practical employment. The general continuation schools and junior high schools have not, as a rule, adequate or suitable material for giving commercial training which can strictly be regarded as vocational. The Federal Commercial Education Service has outlined a course in elementary business procedure, which it is suggested would be of more value in many schools than the courses in stenography and book-keeping, which too often are the only forms of commercial education given.

The section of the *Report* devoted to home economics also deals with the need of adapting the instruction in part-time and evening

schools to meet the needs of women who are actually engaged in home making. It is pointed out that the home economics curriculum in full-time schools — which are mostly departments of the ordinary high schools or elementary schools — should be improved and more closely related to the requirements of the vocation of home making.

There is a general tendency in all subjects to substitute intensive short courses for the longer courses previously established. The use of "home projects", in which the pupil undertakes a specific piece of work outside the school but supervised by the teacher, is advocated both in agriculture and home economics as a method of making instruction more practical.

Discussion of subjects and methods of teaching naturally emphasises the need of surveys and job analyses as preliminaries to the organisation of training. Vocational education can only be fully related to the needs of employment if this employment is first carefully studied and analysed. Thus it is suggested that in the Southern States a survey of part-time schools in the cotton centres should be made, while the Home Economics Service calls for job analyses in the various occupations covered by the term "home making" and a study of child care with a view to more effective training.

These efforts to relate training to practical life have had as a natural consequence a tendency to closer co-operation between educational and industrial organisations. Thus, in agriculture, the farmers' organisations have taken a keen interest in the work of the agricultural schools, while teachers in these schools are taking an increasing part in the activities of the rural communities where they work. The Commercial Education Service has received assistance from a number of retail store organisations in its study of training for retail selling. The co-operation of local chambers of commerce has been of great assistance in establishing courses in retail selling, while the United States Chamber of Commerce has now appointed a Director of Education and expects to have an educational representative in every chamber of commerce within the next two years. Consideration of problems of personnel management has frequently led associations of retail stores to consider the question of training, thereby assisting the work of the Federal and State boards for vocational education.

The Trade and Industrial Education Service gives interesting examples of training established mainly by the industry itself for women workers in the silk, garment, textile, laundry, and light metal trades. Co-operation between the educational authorities and the leaders of industry has greatly increased the effectiveness of these schemes.

### *Teachers*

One of the most important problems discussed during the year was the training of teachers, instructors, and foremen. From all parts of the country requests were advanced for a further study of the type of teacher, more especially of foreman-instructor, required and the training which should be given.

There is a general tendency, especially in the trade and industrial section, to organise intensive short courses for training teachers rather than long ones in a residential institution. On the other hand, teachers of home economics are mostly required to have four years' college training. The shortage of teachers, especially during the war, led to the employment of many persons whose qualifications were not of sufficiently high standard for the work they had to undertake. The

training and improvement of teachers already at work is therefore a matter requiring special supervision. The problem has been attacked by means of short training courses, conferences of teachers, and visits by the State supervisors.

Teachers in part-time continuation schools have to face a peculiarly difficult problem. The pupils are of an age when ordinary school methods are of little value. They may resent being compelled to attend school after having achieved independence as wage earners, and their hours of attendance are very limited. In view of these factors, the continuation school teacher requires not only a broad educational background but considerable force of personality in order to do effective work.

It is stated that the great majority of teachers in commercial education have most inadequate qualifications, few if any of the States requiring previous business experience. In order to qualify for Federal grants, the States must show that their teachers' qualifications reach a certain standard. In commercial education they have frequently been unable to do this. The Federal Board states that in view of the paramount importance of efficient teaching it is not prepared to lower its standards, although the demand for teachers is far in excess of the supply. It is urged that greater care should be exercised both in the selection and training of teachers.

### *Supervision*

Stress is laid on the importance of supervision. It is stated that the quality of the education given varies directly with the amount of supervision provided. The division of the work of supervision among a number of part-time officials has been found unsatisfactory, and an increasing tendency to employ full-time supervisors is noted. While in 1909 only 57 of the total of 182 State directors and supervisors were employed on full time, 132 out of 226 were employed on full time in 1921. The Trade and Industrial Education Service reports that at the close of the year there were only four States with no provision for regular supervision, and that of these four two were proposing to repair the omission in the following year. The Home Economics Service even declares that "many communities are not so desirous of the small amount of funds available as they are eager to secure the help and assistance of the well-trained home economics supervisor".

### *Training of Women and Girls*

Home economics education naturally concerns women and girls almost exclusively, and much that has already been said, especially regarding the type of instruction given, applies particularly to them. The report on industrial education contains an interesting section on industrial training for girls and women. Attention is called to the growing tendency for women to enter mechanical and manufacturing trades, especially where specialised machinery and large-scale production are found. The trend is away from the "traditional" trades connected with food and clothing, but too often vocational education for industrial women workers has followed these traditional lines. Lists are given of the trades for which women were training in 1919 and 1920. In addition to the clothing, millinery, and textile trades, these include electrical trades, watch and jewellery making, metal trades,



chemical trades, and printing and publishing. Just before the present industrial depression there were approximately 13 million women wage earners in the United States.

The recommendations of the Federal Board under this heading include the appointment, where numbers warrant, of women officials to supervise industrial training of women, to train women teachers, and to look after the interests of girl workers in training. The Board also recommends that a persistent campaign should be carried on to stimulate the demand for industrial education for women and girls.

### *Expenditure*

The digest of State legislation in 1919 to 1920 given in Part VI of the *Report* shows that six State legislatures passed laws to appropriate State funds, equal in amount to the Federal grant, for vocational education. Wyoming increased its grant for vocational education sixfold, while Iowa and Indiana increased their levies slightly. On the other hand, Nebraska reduced its grant, although less for vocational than for other types of education, and Tennessee repealed its vocational education grant.

The total expenditure on vocational education in the United States in 1920 and 1921 was over 12 million dollars, made up as follows :

	dollars
Salaries of supervisors	502,361
Agriculture	3,317,240
Trade and industrial	3,121,690
Home economics	1,760,824
Part-time general continuation schools	1,541,165
Teacher-training	1,931,141

Total 12,174,421

The expenditure in previous years was in 1920 \$8,924,805 ; in 1919 \$5,287,275 ; and in 1918 \$310,674.

### *Statistics of Vocational Education*

The following figures extracted from the *Report* show the number of vocational schools in the United States, the distribution of pupils among the different types of school, and the numbers of teachers.

NUMBER OF VOCATIONAL SCHOOLS AND PUPILS IN 1920 AND 1921

Type of school	Number of schools		Number of pupils			
	1920	1921 (*)	1920	1921 (*)		
				Male	Female	Total
Agricultural	1,375	1,721	31,301	40,059	2,650	42,709
Trade and industrial	753	886	86,737	74,544	8,988	83,532
Home economics	700	914	48,938	—	63,806	63,806
Part-time general continuation	322	388	98,082	60,232	54,945	115,177
Total	3,150	3,859	265,058	174,835	130,389	305,224

(\*) Excluding Wisconsin, for which no report had been received.

## NUMBER OF PUPILS IN ALL-DAY, PART-TIME, AND EVENING SCHOOLS IN 1921

Type of school	All-day	Part-time	Evening
Agricultural	40,343	1,927	439
Trade and industrial	25,066	12,804	45,662
Home economics	22,680	9,210	31,916
Part-time general continuation	—	115,177	—
Total	88,089	139,118	78,017

## NUMBER OF TEACHERS, TEACHER-TRAINING INSTITUTIONS, AND TEACHERS AND PUPILS IN THE LATTER IN 1920 AND 1921

	1920	1921
Teachers in vocational schools	7,669	9,906
Training institutions	135	150 <sup>(1)</sup>
Teachers	1,082	1,109
Pupils	12,456	14,755 <sup>(1)</sup>

<sup>(1)</sup> Excluding Pennsylvania, for which no report had been received.

## THE ORGANISATION OF APPRENTICESHIP IN THE PARIS DISTRICT

Certain employers' associations have instituted a system of apprenticeship in the district of Paris, the main lines of which, according to the information furnished by the group of metallurgical, engineering, and allied industries in the neighbourhood of Paris, are as follows <sup>(\*)</sup>.

*Practical Instruction, or Apprenticeship strictly so called.* Certain trade organisations have endeavoured to impose on their members a positive obligation of training a certain number of apprentices, the application of which system seems difficult, at any rate at the moment, in the Paris district. It is important, however, that every employer should realise that it is not only his duty, but his own interest, to train a large number of apprentices. The fear that these youths will afterwards take employment with rival employers will disappear when apprenticeship is sufficiently developed to satisfy the requirements of every craft. For this purpose it is indispensable that the number of apprentices necessary for every occupation should be determined. Such a calculation can easily be made; the normal requirements of each establishment, together with their personnel, losses caused by death, change of occupation, etc., can be estimated. It would also be well to establish a detailed contract of apprenticeship showing precisely the rights and duties of the apprentice and the employer. Further, it is important to give these young apprentices a wage sufficiently high to prevent their being lured away by the bait of immediate and relatively greater remuneration in employment which does not require special knowledge.

It is probable that good results might be obtained by instituting, on the termination of apprenticeship, a money premium on a sliding scale adjusted to the apprentice's record. The working day must not exceed

<sup>(\*)</sup> UNION DES INDUSTRIES MÉTALLURGIQUES ET MINIÈRES : *Revue mensuelle des questions sociales, ouvrières et fiscales*, Oct. 1922. Paris.

eight hours and overtime work should not, in any circumstances, be given to apprentices.

*Theoretic Instruction or Final Courses.* The Apprenticeship Committee of the Association of Engineers, Boilermakers, and Founders (*Syndicat des mécaniciens, chaudronniers et fondeurs*) has organised half-time courses which comprise instruction in mechanical drawing, technology, and elementary mathematics. They take place twice a week and are open to all candidates with a certain amount of knowledge and capacity.

The Department of the Seine has itself organised free courses for apprentices in 16 schools. The instruction comprises, on the one hand, general grounding in geometry, mechanical drawing and technology, and, on the other, work in the shops. More specialised technical courses exist for electricians, engineers, screw cutters, iron and tin-plate workers, locksmiths, modelling, coach builders, and casters. These courses take place from 8 to 9.30 p. m., while the work in the shops is arranged for Sunday morning from 8 to 11. To be admitted, the candidate must prove he is French and at least 13 years old, or 12 years and holding an elementary school certificate.

Finally, a certain number of employer's associations have organised courses which are reserved for the apprentices of their own members, notably the Crafts Chamber of Locksmiths and Ironmasters (*Chambre syndicale des entrepreneurs de serrurerie et de construction en fer*), who have organised two-year ordinary courses, higher courses, and courses for master locksmiths, the Association of Employers in the Electrical Industries (*Syndicat professionnel des industries électriques*), who have two-year courses on general technical principles, the Crafts Chamber of Goldsmiths and Jewellers (*Chambre syndicale de la bijouterie et de la joaillerie*), who offer elementary and higher courses, the Crafts Chamber of Coach Builders (*Chambre syndicale des carrossiers*), and the Chamber of Machine Modellers (*Chambre des patrons modeleurs, mécaniciens*).

*Recruitment and Propaganda.* The most effective way of recruiting apprentices consists in information given locally by the heads of firms to schools and other institutions for young people, and specially in organised visits to factories. The Paris District Group draws attention to the three following principles in organising propaganda.

(1) Organisations which undertake to establish apprenticeship courses find themselves automatically compelled to institute centres for placing apprentices. The Paris District Group centralises information of this kind.

(2) It is important to make apprenticeship legislation yield its maximum results. It is on this basis that the employers' apprenticeship committees, which should be organised in every municipality, can render the greatest service.

(3) In undertaking propaganda among young people and their families, the imparting of general information should be avoided and only detailed and forcible monographs and pamphlets distributed. Finally, the Group advocates systematic advertisement, calculated to bring to the attention of workers the advantage of theoretical and practical apprenticeship for their children.

#### VOCATIONAL EDUCATION IN FRANCE (?)

A report presented to the General Council of the Department of the

---

(?) *Le Journal du Travail*, 10-11 Sept. 1922. Paris.

Nord by Mr. Labbé, Director of Technical Instruction, contains the following information on the vocational and practical training schools in this Department.

The National Vocational School of Armentières, which is in process of reconstruction, includes this year a preparatory section of 44 pupils, a first-year class of 109 pupils, and a preparatory section at the national arts and crafts school of 36 pupils. There are 13 commercial and industrial schools for practical training, 9 of which are for boys and 4 for girls. The number of pupils was 2,041 last year and is 2,641 this year. All these schools are in process of development, and some of buildings will have to be enlarged to accomodate the numerous pupils who desire to attend the courses.

The vocational training courses, of which there are 334, are attended by over 12,000 pupils. The ages of these pupils vary greatly; there are 795 (roughly 6 per cent.) who are 13 years of age, and 2,688 (about 23 per cent.) who are over 18 years. The working expenses amounted to 1,158,486 francs, which is about 96 francs per pupil. These expenses are sub-divided as follows.

	Per cent. of total expenses
Under-Secretariat of Technical Instruction	31.2
Ministry of Public Instruction	1.3
Municipalities	56.7
Chambers of commerce	1.6
Individuals, trade unions, etc.	9.2

#### TRAINING FOR UNEMPLOYED WOMEN IN FINLAND

The Finnish Government has taken steps to encourage local authorities to organise vocational training for unemployed women. The courses may be from one to three months in length, and the hours are 8 per day and 45 per week. Each class must consist of not less than 10 and not more than 15 women.

The Government makes a grant to the local authority equal to (1) half of the instructor's salary, (2) half of the maintenance allowance paid to the pupils up to a maximum of 8 to 12 Finnish marks per day per pupil, (the allowance varies according to the number of children the woman has to support); (3) a sum not exceeding 50 marks per pupil for equipment. The Government grant is conditional upon the provision of an equal amount by the local authorities, who have, in addition, to meet general expenses for premises, heating, lighting, etc.

Up to the present, the only subject in which training has been organised is dressmaking. The Government grants hitherto have amounted to 56,000 Finnish marks.



# LEGISLATIVE NOTES

## REGULATION OF EMPLOYMENT GENERALLY: WOMEN, YOUNG PERSONS, AND CHILDREN

### France

**A**n Act of 26 October 1922 <sup>(1)</sup> has been passed to introduce certain amendments into the Act of 27 July 1917 creating wards of the nation. This Act provides for the upbringing at the expense of the nation of children rendered orphans or bereft of parental support by the war. Under the amending Act provision is made for the representation, among others, of trade unions and employers' associations, co-operative and friendly societies, ex-service men's organisations, educational workers, and the labour inspectorate, on the national and Department councils responsible for the carrying out of the Act.

Certain provisions of the Decree of 26 December 1913, respecting assistance to lying-in women, have been amended by a Decree of 9 May 1922 <sup>(2)</sup>. The provisions in question (§§ 6-11 and 14) relate to the procedure for payment.

### Germany

By an Order of 20 April 1922 <sup>(3)</sup> the operation of the various Notifications and Orders <sup>(4)</sup> relating to the employment of women and young persons in glass works, glass grinding and glass etching establishments, and in sandblasting, is extended till 1 April 1923.

The provisions respecting the employment of women and young persons in rolling mills and hammer mills, originally issued on 20 May 1912 <sup>(5)</sup>, have been continued until 1 June 1923 by an Order of 2 June 1922 <sup>(6)</sup>.

An Act relating to juvenile welfare was passed on 9 July 1922 <sup>(7)</sup>. It provides for the organisation of local, State, and Federal juvenile boards, which among other tasks assigned to them are responsible for co-operation in the inspection of child labour and the employment of young persons, and for the supervision of foster-children in institutions and in families. The Act will come into operation on 1 April 1924, but part or all may be rendered operative at earlier dates in particular States or districts by a decision of the Federal Government.

### Saxony

A Joint Order was issued by the State Ministries of Labour, Economics, and Education on 23 June 1922 <sup>(8)</sup> respecting the co-operation of vocational schools and public offices for vocational

---

<sup>(1)</sup> *Journal officiel*, 27 Oct. 1922, p. 10582.

<sup>(2)</sup> *Ibid.* 18 May 1922, p. 5206.

<sup>(3)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 462.

<sup>(4)</sup> The original Notification is dated 9 March 1913. See *Bulletin of the International Labour Office (Basle)*, Vol. VIII, 1913, p. 114.

<sup>(5)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. VII, 1912, p. 295.

<sup>(6)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 493.

<sup>(7)</sup> *Ibid.* No. 54, p. 633.

<sup>(8)</sup> *Sächsisches Gesetzblatt*, 1922, No. 20, p. 235.

guidance. Each is required to assist the other by information concerning openings in the various trades, the supply of apprentices and trainees, and the numbers of persons wishing to enter the various trades ; and the schools may also be required to make psychological tests of fitness for various trades.

### Sweden

In pursuance of the ratification by Sweden of the Genoa Convention respecting the minimum age for the employment of children on board ship, a Royal Notification was issued on 30 June 1922<sup>(9)</sup> requiring every master of a vessel to keep a register of all children under sixteen years of age employed on board, showing the exact date of birth in each case.

### HOURS OF WORK

#### Denmark

By an Act of 1 April 1922<sup>(10)</sup> the operation of the provisional Act of 1 April 1921<sup>(11)</sup>, relating to the hour for closing shops etc. in the evening, was extended until 1 June 1922. This Act, which continued and modified the Acts of 19 June 1908<sup>(12)</sup> and 30 April 1909<sup>(13)</sup>, has now been replaced by an Act of 30 June 1922<sup>(14)</sup> continuing and amplifying the provisions of the Acts of 1908 and 1909, and those relating to the sale of goods which are contained in the Act of 22 April 1904<sup>(15)</sup> relating to public rest on National Church holidays and Constitution Day.

By a Notification<sup>(16)</sup> of the Ministry of the Interior dated 9 January 1922, issued under § 26 of the Factory Act of 1913<sup>(17)</sup>, establishments undertaking minor repairs of motor vehicles and cycles are authorised to begin their Sunday and National Church holiday rest period of twenty-four hours at any hour between midnight and 6 a. m. on the days in question, provided that all workers have their rest at the same time.

#### Netherlands

A Decree of 29 April 1922<sup>(18)</sup> amends §§ 16 and 28 of the Hours of Work Decree<sup>(19)</sup> under the Labour Act of 1919<sup>(20)</sup>. Section 16 is extended to cover employment in mills driven mainly by wind or water as well as those driven exclusively by these elements ; while the effect of the amendment of § 28 is to authorise the employment in peat works of young persons of fifteen years of age and upwards between 5 a. m. and 7 a. m. instead of 6 a. m. and 7 a. m.

<sup>(9)</sup> *Svensk Författningssamling*, 1922, No. 432.

<sup>(10)</sup> *Social Forsorg*, 1922, No. 3, p. 66.

<sup>(11)</sup> INTERNATIONAL LABOUR OFFICE : *Legislative Series*, 1921 (Den. 5) [hereafter quoted as *Legislative Series*].

<sup>(12)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. III, 1908, p. 147.

<sup>(13)</sup> *Ibid.* Vol. V, 1910, p. 98.

<sup>(14)</sup> *Legislative Series*, 1922 (Den. 1).

<sup>(15)</sup> *Bulletin des Internationalen Arbeitsamten (Basel)*, Vol. III, 1913, p. 394.

<sup>(16)</sup> *Social Forsorg*, 1922, No. 3, p. 79.

<sup>(17)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. VIII, 1913, p. 324.

<sup>(18)</sup> *Slaatsblad*, 1922, No. 235.

<sup>(19)</sup> *Legislative Series*, 1920 (Neth. 2).

<sup>(20)</sup> *Legislative Series*, 1919 (Neth. 1) ; amended issue, *Ibid.* 1922 (Neth. 1).

## Switzerland

Sections 136 and 137 of the Regulations of 3 October 1919 <sup>(21)</sup> under the Factory Act <sup>(22)</sup> have been amended by a Federal Order of 3 April 1922 <sup>(23)</sup> which alters slightly the procedure for applications for permits to vary the hours of work.

## HYGIENE AND SAFETY

### Poland

By a Decree of the Minister of Public Health, issued on 27 March 1922 <sup>(24)</sup>, the Order of 20 September 1920 <sup>(25)</sup> respecting the notification of cases of industrial poisoning has been extended to those Eastern districts in which local self-government has been instituted only recently (Novogrodek, Polesie, Volhynia and parts of Bielostok).

### Sweden

By a Royal Proclamation of 2 June 1922 <sup>(26)</sup> the Order of 31 December 1912 <sup>(27)</sup> relating to shipping inspection is amended to permit, if desired, the indication on all vessels which are required to bear a dead-weight load-line of a timber load-line as well. Formerly the timber load-line was authorised only for vessels actually carrying timber or intended for the timber trade.

## WAGES

### Germany

The Federal Government is empowered by an Act of 27 July 1922 <sup>(28)</sup> to investigate wages and salaries, and to appoint an advisory council on wage statistics. It may also impose fines up to 100,000 marks for failure to comply with Orders in connection with the enquiry.

### Norway

The operation of the Act of 9 August 1918 respecting a minimum wage for lower-grade commercial employees <sup>(29)</sup> has been extended until 30 September 1923 by an Act of 21 July 1922 <sup>(30)</sup>.

## CONTRACTS OF EMPLOYMENT

### Austria

Conditions of employment in agriculture, forestry, and domestic service in communes with less than 5,000 inhabitants are regulated in the province of Salzburg by a Provincial Act issued on 20 January 1922 <sup>(31)</sup>. This Act is very similar to those issued in 1921 for the provinces of Upper and Lower Austria and Carinthia <sup>(32)</sup>.

<sup>(21)</sup> Ibid. 1919 (Switz. 4).

<sup>(22)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. IX, 1914, p. 269 ; amendment *Legislative Series*, 1919 (Switz. 3).

<sup>(23)</sup> *Recueil des Lois fédérales*, 1922, No. 12, p. 327.

<sup>(24)</sup> *Dziennik Ustaw*, 1922, No. 35, p. 516.

<sup>(25)</sup> *Legislative Series*, 1920 (Pol. 2).

<sup>(26)</sup> *Svensk Författningsamling*, 1922, No. 231.

<sup>(27)</sup> Ibid. 1914, No. 491.

<sup>(28)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 656.

<sup>(29)</sup> *Legislative Series*, 1921 (Nor. 2).

<sup>(30)</sup> *Lovtidende*, 1922, No. 34, p. 449.

<sup>(31)</sup> *Ämtliche Nachrichten*, 1922, No. 6, p. 222.

<sup>(32)</sup> *Legislative Series*, 1921 (Aus. 2-3).

**Germany**

By an Act of July 1922 <sup>(33)</sup> the period during which disabled men must not be dismissed from their employment without the consent of the Central Welfare Office is extended until 1 January 1923.

**JOINT CONTROL OF INDUSTRY****Germany**

An Order of 24 April 1922 <sup>(34)</sup> provides for the appointment of State Councils and a Federal Council to advise the Federal Railway Department concerning all matters connected with the management of the national railways and with rates and charges thereon. The State Councils consist partly of nominees of the State Governments and partly of members elected by the chambers of commerce, industry, and agriculture, and by trade unions. The total number of members for each State varies from twenty-eight to sixty-four; details of the representation accorded to various groups in each State are given in a schedule appended to the Order. The Federal Council consists of fifty members appointed by the State Councils and twenty appointed by the Federal Economic Council, with a chairman and vice-chairman appointed by the President of the Federation.

**ARBITRATION AND CONCILIATION****Poland**

By an Act of 16 May 1922 <sup>(35)</sup> provision was made for the establishment of a special arbitration committee to settle collective disputes between property-owners and resident caretakers in towns. Under this Act, in cases where a collective dispute between owners and caretakers cannot be settled by the ordinary procedure under the Act of 23 January 1920, the Minister of Labour is empowered to convoke a special arbitration committee, consisting of one representative each of the Ministries of the Interior and of Justice, at least three representatives of each party to the dispute, and the Minister of Labour as chairman. The committee has the right to fix the conditions of work and the pay of caretakers, taking into account as regards pay the scope of the duties to be performed by caretakers at the place in question, and the amount of work entailed by the size of each house and the part of the town in which it is situated. The decisions of the committee operate during the time specified by them, and form the basis of individual contracts for work and pay in the towns for which they are issued. Contracts less favourable to workers must be replaced by the decision of the special arbitration committee on the application of the caretakers concerned. Disputes between the parties respecting failure to comply with decisions of the special arbitration committee must be laid by the labour inspector before the arbitration committee established under the Act of 23 January 1920. If the parties fail to appoint representatives to act on the arbitration committee, the Minister of Labour appoints their representatives. If compulsion is necessary to ensure the carrying out of the decision of the arbitration committee, the person concerned must send a copy of the decision through the inspector to the competent court.

---

<sup>(33)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 599.

<sup>(34)</sup> *Ibid.* 1922, Part II, p. 77.

<sup>(35)</sup> *Dziennik Ustaw*, 1922, No. 39, p. 603.



**Switzerland : St. Gall**

The Order of 1 March 1918<sup>(36)</sup>, establishing a cantonal conciliation board under §§ 30-35 of the Federal Factory Act of 18 June 1914<sup>(37)</sup>, has been replaced by an Act of 8 April 1922<sup>(38)</sup> to provide for a cantonal conciliation board to deal with disputes in industrial and commercial undertakings.

**SOCIAL INSURANCE**

The following laws have been promulgated in connection with the various national systems of workers' insurance.

**Belgium**

An Act dated 9 April 1922 amends various provisions of the Old Age Pensions Acts<sup>(39)</sup>. It amends the Act of 10 May 1900<sup>(40)</sup> by basing state subsidies on contributions paid during the current year instead of the last completed financial year, and it also amends the Act of 20 August 1920<sup>(41)</sup> relating to miners' old age pensions, by providing for the incorporation of the National Miners' Pension Fund and issuing general regulations for its activities.

**Denmark**

(1) A Notification of the Ministry of the Interior, dated 23 January 1922<sup>(42)</sup>, regulates the assessment and collection of the communal contribution to the insurance of persons suffering from chronic ailments, in pursuance of § 13, par. 3 and 4, of the Sick Funds Act<sup>(43)</sup>.

(2) A Notification of the Ministry of the Interior, dated 23 January 1922<sup>(44)</sup>, deals with the payment of the communal contribution for invalidity insurance purposes, in pursuance of §§ 5, 6, and 27 of the Invalidity Insurance Act<sup>(45)</sup>.

**France**

(1) An Act of 18 April 1922<sup>(46)</sup> amends the Act relating to workers' and peasants' pensions<sup>(47)</sup>. This Act fixed the maximum annual income-limit for the compulsory insurance of wage-earners at 10,000 francs ; the limit under the original Act of 5 April 1910 was 3,000 francs.

(2) An Act of 18 April 1922<sup>(48)</sup> fixes for a further period of five years the rate of contributions to the guarantee fund in connection with industrial accidents for employers not liable to the licence duty.

(3) An Act dated 12 April 1922<sup>(49)</sup> amends § 4, par. 1, of the Act of 9 April 1898 respecting industrial accidents. This Act increases to

<sup>(36)</sup> *St. Gallen, Gesetzsammlung*, new series, Vol. XII, No. 81.

<sup>(37)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. IX, 1914, p. 269.

<sup>(38)</sup> *Amtsblatt für den Kanton St. Gallen*, No. 15, 1922, p. 368.

<sup>(39)</sup> *Revue du Travail*, 1922, No. 5, p. 793.

<sup>(40)</sup> *Annuaire de la Législation du Travail*, 1900, p. 416.

<sup>(41)</sup> *Legislative Series*, 1920 (Bel. 12-13).

<sup>(42)</sup> *Social Forsorg*, 1922, No. 1, p. 27.

<sup>(43)</sup> *Legislative Series*, 1921 (Den. 2).

<sup>(44)</sup> *Social Forsorg*, 1922, No. 1, p. 29.

<sup>(45)</sup> *Legislative Series*, 1921 (Den. 3).

<sup>(46)</sup> *Journal officiel*, 26 April 1922, p. 4319.

<sup>(47)</sup> *Bulletin of the International Labour Office (Basle)*, Vol. V, 1910, p. 361.

<sup>(48)</sup> *Journal officiel*, 26 April 1922, p. 4319.

<sup>(49)</sup> *Ibid.* 20 April 1922, p. 4094.

200 francs the maximum amount for which the employer is liable in respect of medical treatment and requisites and funeral expenses ; the amount fixed in the original Act was 100 francs.

### Germany

(1) An Act of 20 April 1922 deals with the medical attendance provided through sick funds <sup>(50)</sup>. It authorises the Minister of Labour to issue regulations, if necessary, concerning the granting of pecuniary benefits by sick funds in place of treatment and nursing.

(2) An Act of 30 April 1922 <sup>(51)</sup> provides for the insurance against sickness of persons engaged in home industries, under rules laid down by the communes or federations of communes. Sections 466-493 of the Insurance Code of 1911 are replaced by new and different provisions, and consequent amendments are made in many other sections of the Code.

(3) By an Order of 29 July 1922 <sup>(52)</sup> the granting of cost-of-living bonuses on accident benefits under the Act of 28 December 1921 <sup>(53)</sup> is authorised in respect of aliens resident in Germany continuously since 1 January 1921 and Germans living abroad.

(4) An Act of 21 July 1922 <sup>(54)</sup> amends §§ 1067-1070 of the Federal Insurance Code (accident insurance of seamen) by providing for the fixing of average monthly earnings by a committee of representatives of shipowners' and seamen's associations, subject to the approval of the Federal Insurance Office. At the same time § XI of the Act of 11 April 1921 <sup>(55)</sup>, which deals with average earnings, is repealed.

(5) Various amendments of the Federal Insurance Code in respect of details of procedure are introduced by an Act 21 July 1922 <sup>(56)</sup>, which also extends the period for the operation of war measures respecting the effect of military service upon qualification for benefits.

### Great Britain

Under the Old Age Pensions Acts 1908-1919 <sup>(57)</sup> and the Blind Persons Act 1920 <sup>(58)</sup> the Government Departments concerned have issued the Old Age Pensions Consolidated Regulations 1922 <sup>(59)</sup>. These regulations deal with the procedure for the investigation and determination of claims to pensions, and the constitution and proceedings of local pension committees and sub-committees.

### Poland

An Order of the Minister of Labour and Social Welfare, dated 24 March 1922 <sup>(60)</sup>, deals with the assignment to classes of risk of undertakings liable to accident insurance under the earlier Austrian

<sup>(50)</sup> *Reichs-Gesetzblatt*, 1922, Part I, No. 33, p. 463.

<sup>(51)</sup> *Ibid.* p. 465 ; will appear shortly in the *Legislative Series* for 1922.

<sup>(52)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 672.

<sup>(53)</sup> *Ibid.* p. 7.

<sup>(54)</sup> *Ibid.* p. 653.

<sup>(55)</sup> *Legislative Series*, 1921 (Ger. 3).

<sup>(56)</sup> *Reichs-Gesetzblatt*, 1922, Part I, p. 655.

<sup>(57)</sup> 8 Edw. 7, ch. 40 (*Bulletin of the International Labour Office (Basle)*, Vol. III, 1908, p. 158) ; 1-2 Geo 5, c. 16 (*Ibid.* Vol. VII, 1912, p. 303) ; 9-10 Geo. 5, c. 102.

<sup>(58)</sup> 10-11 Geo. 5, c. 49.

<sup>(59)</sup> *Statutory Rules and Orders*, 1921, No. 2001.

<sup>(60)</sup> *Dziennik Ustaw*, 1922, No. 37, p. 555.

Acts of 28 December 1887 and 20 July 1894, which had continued applicable in Poland and had been amended by the Act of 7 July 1921 <sup>(61)</sup>. The Order mentioned also fixes the coefficients of risk for the various classes of risk for the period from 1 July 1921 to 31 December 1924.

### Sweden

(1) A Royal Order, dated 31 March 1922 <sup>(62)</sup>, regulates the collection of contributions for insurance in the State Insurance Institution in pursuance of the Act respecting insurance against industrial accidents <sup>(63)</sup>. The Order supersedes that of 14 June 1917 <sup>(64)</sup>.

(2) A Royal Notification of the same date <sup>(65)</sup> regulates the paying in of accident insurance contributions and the system of accounting for them, and supersedes the Notification of 13 December 1918 <sup>(66)</sup>.

(3) A Royal Order, also of 31 March 1922 <sup>(67)</sup>, amends §§ 4, 8, and 12 of the Order of 11 June 1918 <sup>(68)</sup> respecting the fixing and collection of accident insurance contributions for fishermen.

## UNEMPLOYMENT

### Czechoslovakia

By an Act of 4 April 1922 <sup>(69)</sup> the period of operation of the Act of 12 August 1921 <sup>(70)</sup>, relating to unemployment benefit, is extended until the date on which the Act of 19 July 1921 <sup>(71)</sup> respecting the State subsidy to unemployment benefit comes into operation; it is not, however, to be continued beyond 31 December 1922.

By an Order of 21 April 1922 <sup>(72)</sup> the operation of the special provisions under the Act of 12 August 1921, relating to the building trade, is extended for the same period under the same conditions.

### Switzerland

By an Order of the Federal Department of National Economy, issued on 29 May 1922 <sup>(73)</sup>, unemployment benefit was suspended for agricultural and horticultural workers, hotel and restaurant workers, and domestic servants, and, in the building industry, for masons (brick and stone setters).

The conditions as to constitution and management to be fulfilled by unemployment insurance funds in order to qualify for a subsidy are laid down in a Federal Order of 28 August 1922 <sup>(74)</sup>. To acquire the right to a subsidy, these funds must have no other purpose than that of insurance against unemployment and must not work to make a

<sup>(61)</sup> Ibid. 1921, No. 65, p. 413.

<sup>(62)</sup> *Svensk Författningssamling*, 1922, No. 130.

<sup>(63)</sup> Act of 17 June 1916. See *Bulletin of the International Labour Office* (Basle), Vol. XI, 1916, p. 267.

<sup>(64)</sup> *Svensk Författningssamling*, 1917, No. 413.

<sup>(65)</sup> *Svensk Författningssamling*, 1922, No. 132.

<sup>(66)</sup> Ibid. 1918, No. 1018.

<sup>(67)</sup> Ibid. 1922, No. 131.

<sup>(68)</sup> Ibid. 1918, No. 375.

<sup>(69)</sup> *Sbírka zákonu*, 1922, No. 115.

<sup>(70)</sup> Ibid. 1921, No. 322.

<sup>(71)</sup> *Legislative Series*, 1921 (Cz. 5).

<sup>(72)</sup> *Sbírka zákonu*, 1922, No. 128.

<sup>(73)</sup> *Eidgenössische Gesetzsammlung*, 1922, No. 17.

<sup>(74)</sup> Ibid. No. 27.

profit. They have also to keep proper accounts, and to guarantee the proper investment and management of their moneys. Members' contributions and benefits must be fixed by the rules of the funds ; and benefits must be paid at a daily rate per working day, and only to persons whose unemployment is not due to their own fault. The funds have also to provide for the checking of members' unemployment, in co-operation with the employment exchanges where members are registered.

Another Order, issued on 13 October 1922 <sup>(75)</sup>, allots a sum of fifty million francs for the subsidisation of relief works and facilitation of the procuring of employment abroad where possible ; while Orders dated 12 and 13 October respectively <sup>(76)</sup> provide for grants in aid of the watch and embroidery industries, amounting to six million francs for each industry.

#### IMMIGRATION

##### Cuba

An Act of 18 May 1922 <sup>(77)</sup> repeals the Act of 3 August 1917 <sup>(78)</sup> relating to immigration, with the exception of certain provisions of Section 2 respecting the financial guarantees required for immigrants, and the very unusual provisions of Section 5. This Section provides that no male immigrant shall be engaged as an employee in commercial establishments dealing with articles of female attire, etc., such as silk goods, corsets, fans, under-linen, hats, nor for work which can be suitably done by women, such as work in chemists' shops, bookshops, and offices, of typists, stenographers, and telephonists. The Government has power to define these branches of work more closely. The new Act strengthens this Section by excluding all men, not only immigrants, from the occupations thus reserved for women. The regulations of 29 October 1917 <sup>(79)</sup> are also repealed, with the exception of the provisions corresponding to those retained in the original Act.

#### ADMINISTRATION

##### Argentina : Cordoba

Under a Decree of 11 February 1922 <sup>(80)</sup> a section was formed in the Labour Office of the province of Cordoba to give free legal advice to workers on questions arising under the workers' protection laws, and to furnish them with legal assistance in the courts when necessary.

##### Germany

The duties of the Federal Ministry of Labour in connection with the general enforceability of collective agreements, under § 31 of the Order of 23 December 1918 respecting collective agreements, etc. <sup>(81)</sup>, have been transferred to the Federal Employment Board by a Notification of the Minister of Labour dated 1 June 1922 <sup>(82)</sup>.

<sup>(75)</sup> Ibid. No. 33. See also *International Labour Review*, Vol. VI, No. 6, Dec. 1922, pp. 981-982.

<sup>(76)</sup> Ibid. No. 33.

<sup>(77)</sup> *Gaceta Oficial*, 23 May 1922, p. 10465.

<sup>(78)</sup> *Legislación Obrera de Cuba*, 1919, p. 210.

<sup>(79)</sup> Ibid. p. 213.

<sup>(80)</sup> *Cronica mensual de Departamento Nacional del Trabajo*, Apr. 1922, p. 844.

<sup>(81)</sup> *Legislative Series*, 1920 (Ger. 1-2, appendix).

<sup>(82)</sup> *Reichs-Arbeitsblatt*, 1922, No 11, p. 292.

### Prussia

Service instructions for the Prussian industrial medical officers (who rank as industrial inspection officials) have been issued by the Minister of Social Welfare, in agreement with the Ministers of Commerce and Finance, by a Decree of 19 April 1922<sup>(83)</sup>. By these instructions the medical officers are granted all the powers of inspectors except the right to issue enforceable orders involving penalties.

### Great Britain

An Order was issued by the Ministry of Health on 28 March 1922<sup>(84)</sup> to regulate the qualifications and duties of medical officers of health and sanitary inspectors appointed by local authorities in England and Wales. The detailed specification of the duties of sanitary inspectors (who are under the direction and supervision of the medical officers of health) includes the inspection of all premises from a sanitary point of view, the supervision of noxious and offensive trades, water pollution, and the hygienic condition of places for the manufacture and sale of food.

### Greece

By an Act No. 88 of 16 July 1922<sup>(85)</sup> the Ministry of Public Assistance (*Hypourgeion Perithalpsesos*), created by a Decree of 14 June 1917, has been reorganised and extended under the name of "Ministry of Hygiene and Social Welfare" (*Hypourgeion Hygieines kai Koinonikes Pronoias*). The following duties in connection with labour, which have hitherto been performed by other Ministries, are vested in the new Ministry: supervision of health conditions of merchant shipping, and of seamen and spongefishers (formerly under the Ministry of National Economy), and also of agricultural labour (formerly under the Ministry of Agriculture).

The new Ministry consists of five Directorates: (1) Public Hygiene; (2) Social Hygiene, which includes a section for industrial hygiene; (3) Public Assistance; (4) Care of War Disabled, one of the three sections of which deals with the problem of finding employment for men disabled in the war and their families, and grants them temporary relief, and another sets up a scheme for the vocational education of such persons; (5) the Administrative Directorate.

The above-mentioned Act also provides for a consolidation of all enactments bearing on questions dealt with by the new Ministry.

### Spain

By a Royal Decree of 20 February 1922<sup>(86)</sup> the Ministry of Labour was transformed into a Ministry of Labour, Commerce, and Industry. In addition to other minor transfers of powers, general authority in commercial and industrial matters was transferred to it from the Ministry of Development (*Ministerio de Fomento*), which, however, retained control of mines, aviation, maritime transport, and shipbuilding. The Ministry of Labour also took over the commercial and industrial statistical work of the Geographical and Statistical Institute and the Ministry of Education.

<sup>(83)</sup> *Ministerialblatt der Handels und Gewerbe-Verwaltung*, 1922, No. 6, p. 75.

<sup>(84)</sup> *Statutory Rules and Orders*, 1922, No. 276.

<sup>(85)</sup> *Ephemeris tes Kuberneseos*, 1922, No. 122, 22 July 1922.

<sup>(86)</sup> *Boletín del Instituto de Reformas Sociales*, March 1922, p. 602.

# GOVERNMENT REPORTS

## INDUSTRIAL AND LABOUR CONDITIONS IN SOUTH AFRICA (1)

A recent report, issued under the authority of the Minister of the Interior of the Union of South Africa, in English and Dutch, gives a general detailed review of labour and wage conditions in the Union during a period of years. A large number of statistical tables and some graphs are given, covering for the most part the period between 1910 and 1921, but in some cases going back to before the end of the nineteenth century or into the first quarter of 1922.

The report analyses hours of labour, wages, the purchasing power of wages, industrial organisation, and prices. The enquiries were carried out under the terms of the Union Statistics Act of 1914; the Statistical Council on its first constitution in 1917 realised the importance of compiling accurate information, but it was not until the end of 1919 that a systematic beginning was made. Consequently, great difficulty was experienced in recovering data for previous years.

Information relating to European and non-European wage earners is separately considered. The length of the working week in different industries is discussed. Wages are analysed as nominal or effective, or as average weekly rates; use is made of comparable statistics in other countries to fix the purchasing power of the pound sterling in five countries at various dates, and therefrom again to deduce a table of real wages; in this way a comparison can be made between the position of the South African wage earner and wage earners in Australia, Canada, New Zealand, and the United Kingdom.

Tables have further been drawn up of the number of industrial (workers') organisations in existence over recent years, of the number and range of industrial disputes, and of employment and unemployment. The last part of the report deals with prices and cost of living.

### *Hours of Labour of European Employees*

The hours of labour worked by Europeans in the various occupations and branches of industry in the Union have of recent years tended toward greater uniformity.

In the gold mining industry of the Witwatersrand the weekly hours worked by surface hands in the year 1896 and for a decade and more thereafter were 56. At the time of the constitution of the Union in 1910 these had dropped to 51, while the 48-hour week which now obtains came into operation in the year 1915. Underground employees in the gold mines were working a 60-hour week in 1896; the hours had fallen to 57 in 1910 and to 48½ in 1918. At the present time the 48-hour week is the rule. Underground employees in the coal mines were performing 57 hours' work a week in 1902, a rate which was reduced to a working week of 54 hours early in the year 1920, and to 51 and 48 respectively later in that year.

---

(1) UNION OF SOUTH AFRICA, OFFICE OF CENSUS AND STATISTICS: *Statistics of Wages and Industrial Matters and of Retail and Wholesale Prices, Rents, and Cost of Living (1895 to 1922)*. Social Statistics No. 4. Pretoria, 1922. English and Dutch. 124 pp. 2s. 6d.

The normal working hours of surface hands in the diamond mining industry at Kimberley are 48 and of underground employees 46.

On the railways the principle of the 48-hour week as applicable to employment other than that of a clerical nature was accepted as from 26 December 1919, and was gradually applied as circumstances permitted. A modification of the principle in the direction of an extension of working hours in certain circumstances was, however, introduced as from 12 September 1921.

In the engineering trades a working week of approximately 54 hours' duration existed for a succession of years, and in some cases a 48-hour week followed at the end of 1916. In 1920 the working week generally consisted of 48 hours, but in a few instances a 44-hour week obtained. These hours are still in effect. The 48-hour week which ruled for a succession of years in the building industry remained until 1919, when the hours generally were reduced to 44. Employees in the ordinary run of occupations in the printing industry were working a 50-hour week in the year 1895. By 1914 this had become a 48-hour week, except that the type-setting machine operators on day work have worked a 45-hour week since 1910, and similar operators on night work a 42-hour week. The working week now in operation consists of 46 hours for day workers (except type-setting machine operators, who work 43 hours) and of 40 hours for night workers. The hours of labour in the various branches of manufacturing industry have been of a less standard character, and in many instances have varied widely. In the case of furniture workers and craftsmen in other woodworking trades the hours have approximated to those worked in the building industry; for example, the weekly hours now worked in connection with furniture making and coach and wagon building are predominantly 44 and 48. In baking occupations a 50-hour week largely obtains. In boot and shoe manufacturing and leather-working occupations generally a 48-hour week is worked; in brewery employment the weekly hours are mostly 44 and 48. Dressmakers and milliners work in the main from 42 to 45 hours weekly, and workers in clothing manufacture from 47 to 50 hours. Under the Union Factories Act 1918 the maximum number of hours which, with certain exceptions, may be performed weekly by persons over 16 years of age is 50. The International Labour Conference recommended a 48-hour week; except in very few instances the terms of that recommendation already apply to industrial conditions in South Africa.

On the tramway systems in the Union a 48-hour week was at the end of 1921 worked by conductors and motormen in six of the principal towns. In two other towns the weekly hours were 56, and on the Witwatersrand 44. Artisans in the employ of the largest municipalities work either a 44-hour or a 48-hour week. A 48-hour week obtains generally in the Cape Province and a 44-hour week in the other provinces. In executive postal employ the working week of such officers as telegraph operators and counter and sorting clerks consists of 42, 44, or 48 hours, according to the class of office. The hours are fewer for night duty. Telephonists work 42 hours per week and engineering workmen and similar grades 48 hours.

Shop assistants worked in past years substantially from 48 to 50 hours per week at representative establishments. In recent years there has been a tendency toward shorter hours. A working week of from 42 to 48 hours is now the rule. A large number of employees in retail stores work 44, 44½, or 45 hours per week. Shop hours Ordinances in the several Provinces of the Union prescribe a general maximum working week.

In clerical occupations a working week of 39 hours is observed in the public service, on the railways, and in the principal municipalities. In other branches of clerical employment the working hours vary widely, though a large number of clerical employees observe a 39-hour working week. Other weekly hours worked range from 40 to 52, a working week of 44 or 44½ hours reflecting the position in the case of a considerable number of employees. Employment of a clerical kind in trading and similar establishments tends to reflect the same working hours as other employment in such establishments.

In many occupations of a miscellaneous nature the hours worked are so varied as to render it impracticable to determine even an approximate average working week.

#### *Hours of Labour of Non-European Employees*

The hours of labour worked by coloured persons and natives in the Union approximate to those worked by Europeans in many fields of employment.

In the Witwatersrand gold mines the actual working time of natives is considerably less than 48 hours per week, varying in accordance with the job, but natives usually proceed underground earlier than Europeans. In diamond mining employment at Kimberley the working hours of natives are practically the same as those for whites. Non-European workers in the engineering and building trades, whether skilled artisans or semi-skilled workers in the coastal Provinces or labourers in the inland Provinces, work the same hours as Europeans. In printing occupations various hours are worked; in the Cape Peninsula, however, these hours accord with the standard hours fixed for white journeymen. A variety of hours ranging from 44 to 60 is worked by coloured and native workers in manufacturing industry and trading. In municipal employ the hours are to a large extent the same as those of European employees, though certain variations exist.

#### *Nominal and Effective Wages of European Adult Male Workers*

In 1921 the highest average nominal weekly wage rate for all groups of occupation in combination was on the Witwatersrand, followed in the order named by Pretoria, Kimberley, and Durban. The lowest wage ruled at Port Elizabeth; the figures for that town and East London closely approximated, the East London average being slightly the higher. It must be emphasised in connection with these comparisons that wage averages are based upon rates reflecting full-time working, whether full-time is actually worked or not; the adoption of any other method would obviously minimise the value of comparisons between the wage-earning position of the various industrial areas under normal conditions. The average wage in 1921 was lower in every industrial area than in the preceding year. The smallest decrease was on the Witwatersrand, representing the sum of 3s. 1d. only on a weekly average of 175s. 8d.

From 1910 to 1920 the average nominal weekly wage rate had increased on the Witwatersrand by 57 per cent., in the Cape Peninsula by 94 per cent., at Durban by 98 per cent., and for the Union as a whole by 70 per cent. At the end of 1921 the increases over 1910 were 54, 75, 78, and 60 per cent. respectively.

The effective average weekly wage for full-time working shows in 1921 an appreciable increase over 1920 in each of the several industrial



areas, and for the Union as a whole. The largest increase (shown by the association of nominal wage figures with cost of living statistics on the standard basis) is in the case of Kimberley, followed in the order named by the Witwatersrand and East London. The smallest increase occurred at Pretoria. The average for the Union represents an increase of 17s. 4d. per week over the 1920 average. Between 1914 and 1919 effective wages were generally below the level of 1910. They rose to about that level in 1920, and in 1921 reached a point well above it, this being on account of the greater fall in the cost of living than in nominal wage rates.

Table I gives the weighted average nominal and effective weekly wage rates paid to European adult male workers in 9 towns for 10 chief classes of occupation <sup>(2)</sup> for 1910, and from 1914 to 1921.

TABLE I. WEIGHTED AVERAGE NOMINAL AND EFFECTIVE WEEKLY WAGE RATES  
WITH INDEX NUMBERS PAID TO EUROPEAN ADULT MALE WORKERS IN NINE  
TOWNS FOR TEN CLASSES OF OCCUPATION, 1910 AND 1914 TO 1921  
*Base : 1910=1000*

Year	Nominal wage		Effective wage	
	Amount	Index numbers	Amount	Index number
	s. d.		s. d.	
1910	96 6	1000	96 6	1000
1914	99 11	1036	91 11	953
1915	101 4	1050	89 9	930
1916	106 6	1104	92 1	955
1917	113 11	1181	91 1	945
1918	124 3	1288	94 11	983
1919	136 2	1411	90 1	933
1920	163 11	1699	97 5	1010
1921	154 8	1603	114 9	1189

#### *Comparison between Wages in South Africa and in other Countries*

The figures given below are based on rates of wages in the building trade, this being chosen because the average wages paid in this trade in South Africa approximate very closely to the general average of all trades and apparently are almost equally typical of the average in other countries, and also because better and more directly comparable statistics are available for this trade than for others.

The arithmetical average of the wages paid to bricklayers, masons, carpenters and joiners, plumbers, plasterers, and painters in the principal towns in each of the different countries has been computed. Labourers have been omitted in all cases, on account of the difficulty of comparing South African native labour with the white labour of other countries.

The results are given in table II.

Comparative figures (price indexes of food, fuel, light, and rent) have been calculated on practically the same basis as the South African price indexes, one or two minor articles being omitted, as their prices could not be secured for all countries. This gives a comparative table

<sup>(2)</sup> Mining, engineering and metal working, building, printing, bookbinding etc., manufacturing, transport and communications, trading, clerical, domestic and miscellaneous.

(table III) calculated in values of the pound sterling, based on the assumption that the Union pound in 1910 possessed a purchasing power of 20s.

TABLE II. WEEKLY WAGE PAID TO MALE ADULT EUROPEAN WORKERS

Country	1910	1914	Dec. 1919	Dec. 1920	Dec. 1921
	s. d.	s. d.	s. d.	s. d.	s. d.
South Africa	97 0	100 7	138 4	164 9	156 4
Australia	61 4	67 4	86 4	100 8	107 7 <sup>(1)</sup>
Canada	88 1	98 3	139 11	168 4	159 0
New Zealand	62 0	65 9	79	—	—
United Kingdom	—	39 5	80	100 10	86 10

(<sup>1</sup>) Melbourne and Sydney only.

TABLE III. PURCHASING POWER OF A POUND STERLING IN CERTAIN COUNTRIES  
1910 TO 1921

Country	1910	1914	Dec. 1919	Dec. 1920	Dec. 1921
	s. d.	s. d.	s. d.	s. d.	s. d.
South Africa	20 0	18 7	13 2	11 11	14 10
Australia	28 9	24 6	17 5	15 1	17 4 <sup>(1)</sup>
Canada	25 0	23 6	14 2	12 11	16 0
New Zealand	29 10	26 5	19 6	—	—
United Kingdom	—	34 7	17 0	14 0	18 4

(<sup>1</sup>) Melbourne and Sydney only.

Utilising these two sets of figures in combination, it is possible to construct a table (table IV) of international comparisons, showing real value as opposed to nominal wages relative to South Africa in 1910=1000.

TABLE IV. REAL WAGES IN CERTAIN COUNTRIES, 1910 TO 1921

(Base : Real wages in South Africa  
in 1910=1000)

Country	1910	1914	Dec. 1919	Dec. 1920	Dec. 1921
South Africa	1000	962	937	1011	1196
Australia	908	852	777	782	959 <sup>(1)</sup>
Canada	1136	1189	1022	1121	1313
New Zealand	954	897	802	—	—
United Kingdom	—	702	707	728	821

(<sup>1</sup>) Melbourne and Sydney only.

The comparison made above is to the advantage of Canada, South Africa taking second place. It is interesting to observe how far in Canada, the United Kingdom, and South Africa wages have been adjusted so as successfully to maintain standards of comfort against rising prices. It must be emphasised, however, that no account has been taken of the prices of those commodities and services other than food, fuel, light, and rent, which in the Union have far exceeded the increases above indicated, and which, in so far as they have been similarly affected in other countries, would, if taken into account, show that wages lagged behind the full rise of prices until the end of 1921:

*Average Rates of Wages of Coloured and Native Workers*

All questions concerning the conditions and payment of labour in the Union are affected, and in almost every instance complicated, by the existence of the predominant native and coloured elements of population. In the consideration, therefore, of any aspect of labour and industrial matters, the presence of native, Asiatic, and other coloured workers largely outnumbering the white workers of the country must be accepted as a qualifying, and in some cases a governing, factor. The existence of this class of comparatively cheap labour has influenced the development of the country in various ways. The imported Indian labourers of Natal made possible the remarkable progress of the sugar industry, supplied the tea-planters with suitable workers, and provided much of the necessary labour for railway construction and coal mining. The gold mines of the Witwatersrand have been and are still entirely dependent upon the adequacy of the supplies of native labour; while in the industrial districts of the Cape Province the coloured worker of mixed race has not only supplied very largely the demand for unskilled labour, but has in many cases qualified as a semi-skilled artisan, and not infrequently indeed has shown himself of equal skill with the white artisan. Moreover, practically all the farms in the Union employ native or coloured labour, and are, indeed, almost entirely dependent upon it for all general labouring work in agricultural and pastoral operations.

As the result of the presence of this large section of workers the position of the white worker has been limited in a considerable degree to the more highly remunerated lines of the skilled trades or to the work of supervising, overlooking, and controlling the unskilled labourers who are employed in practically every industrial or agricultural operation in the Union. The unskilled white worker has of necessity found himself almost inevitably in competition with the native or coloured labourer: forced to maintain a higher standard of living, but unable to command a sufficiently high rate of pay. The conditions thus brought into being have affected in the most marked degree every question concerning labour in the Union, and have introduced social and economic difficulties of a serious kind (\*).

The average rate of wages of coloured persons, other than native labourers, employed in the Witwatersrand gold mines in certain defined occupations underground is approximately one-fifth of the amount earned by white men. The average earning of all native labourers per shift, surface and underground, during the six months ended 31 December 1921, was 2s. 2d. Except in the case of diamond mines in the Transvaal and mines in the Cape, where housing only is provided, it is general for mining companies to provide their coloured employees with free quarters and food, which in respect of the Witwatersrand gold mines is estimated to have cost in 1920 approximately 28s. per native per month, or 1s. 1d. per shift. The average earnings of surface and underground native labourers in the diamond mining industry at Kimberley, at 31 December 1921, were 23s. 4d. per week.

In skilled crafts, as, for example, the engineering, building and printing trades, many coloured workers in such centres as the Cape

---

(\*) Cf. *International Labour Review*, Vol. VI, No. 6, Dec. 1922, pp. 893 et seq., *The Strike in the Gold Mines of South Africa*, by A. Cooper Key.

Peninsula, Port Elizabeth, and Durban, though few in number relatively to the total of white artisans, have attained a degree of skill which enables them to command wages very little below the standard rates ruling for European workers, although figures reflecting accurate averages cannot be given. In the Cape Peninsula a number of coloured craftsmen in the printing trade receive an identical wage with their white fellow-workers.

Unweighted average wage rates covering employees manifesting differing degrees of skill would be of doubtful value, but figures reflecting the average weekly rates of wage paid to coloured and native persons in unskilled occupations connected with engineering, building, printing, manufacturing, trading, and municipal service, in each of the nine principal industrial areas of the Union have been compiled and are given in table V. The estimated value of food and lodging where given has been included. It will be observed that the highest averages are in respect of the Cape Peninsula, the level of skill and semi-skill reached by workers in that area ensuring the payment of higher wages to coloured workers than elsewhere.

TABLE V. UNWEIGHTED AVERAGE WEEKLY RATES OF WAGES PAID TO COLOURED AND NATIVE MALE UNSKILLED WORKERS IN CERTAIN INDUSTRIAL AREAS IN THE UNION, 31 DECEMBER 1921

Unskilled occupations connected with	Cape Peninsula	Port Elizabeth	East London	Kimberley	Pietermaritzburg	Durban	Pretoria	Witwatersrand	Bloemfontein
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Engineering	34 0	33 0	21 7	26 7	16 11	20 8	19 9	21 6	22 6
Building	30 2	20 11	18 5	21 0	17 5	20 0	17 9	20 1	18 9
Printing	39 0	27 10	22 10	25 8	19 11	25 1	29 2	25 8	26 4
Manufacturing	30 0	27 4	22 1	25 8	19 11	20 2	19 2	26 0	20 5
Trading	32 5	25 6	24 0	26 0	14 2	18 7	20 10	25 8	22 1
Municipal services	37 5 <sup>(1)</sup>	26 10	18 6	22 11	15 2	16 9	19 11	20 6 <sup>(2)</sup>	20 4

(1) Cape Town.

(2) Johannesburg.

### Industrial Organisations

Until comparatively recent years trade unionism did not figure prominently in South African life and conditions, and the organisation of labour on trade union lines was practically confined to carpenters and joiners, enginedrivers and firemen, the engineering and printing trades, and occupations in the Witwatersrand gold mines. The development of trade unions and other associations of employees in the Union particularly during and subsequent to the European war has been, however, considerable.

The first trade union congress in this country was held at Johannesburg in the year 1917, having been organised by the South African Industrial Federation. That body took steps, among other activities, to bring under organisation many unorganised classes of workers in various parts of the country, and the smaller bodies representative of various occupations were linked up with the Federation. With the creation of the 'labour charter' in the Treaty of Versailles, a charter which may be said to have resulted from the insistence by the workers on their right to associate for legitimate purposes, still further development of trade unionism in the Union as in other countries

took place. The tendency of later years was toward the affiliation of various organised bodies of workers with large industrial organisations.

Several federations of employees' associations existed at the end of 1921, these being, in addition to the South African Industrial Federation, the Kimberley and District Trade and Labour Council, the Cape Federation of Labour, the South African Council of Organised Workers, and the Grand Council of State Service Organisations.

After the industrial upheaval on the Witwatersrand early in 1922<sup>(\*)</sup> the Chamber of Mines revised the conditions under which the mining industry would recognise associations of employees. Any association of employees, to be recognised, was required to contain in its membership a substantial proportion of the particular class of mine employee which it purported to represent; to exclude officials; and to contain in its constitution satisfactory provision for a secret ballot of its members before a strike could be declared. Associations would not be recognised whose members refused to work with non-members or which countenanced a strike in order to force employees to join it; nor would an association be regarded as speaking for the whole of the mine employees of any particular class unless a substantial section of that class was reflected in the membership. Table VI gives the number and membership of workers' organisations at the end of 1920 and 1921. A decline of membership is recorded during 1921.

TABLE VI. NUMBER AND MEMBERSHIPS OF TRADE UNION AND OTHER ASSOCIATIONS OF EMPLOYEES AT THE END OF 1920 AND 1921

Industry or trade	Number of unions or associations		Membership	
	1920	1921	1920	1921
Mining	7	7	* 22,516	18,471
Engineering and metal	8	8	11,369	11,074
Building	6	7	9,404	9,139
Printing, bookbinding, etc.	1	1	2,878	2,832
General manufacturing	12	10	4,208	2,806
State services (excluding teaching)	7	9	44,647	29,817
Teaching	5	5	4,912	5,143
Municipal and tramway	25	30	6,785	6,610
Trading and clerical	11	8	13,948	8,116
Miscellaneous	8	6	12,087	13,507
Totals	90	91	132,784	107,515 <sup>(*)</sup>

<sup>(\*)</sup> Of these 8,492 are females, chiefly in state services excluding teaching (1,820), teaching (2,297), trading and clerical (2,042), and miscellaneous (1,080).

The association of employers for the protection and furtherance of their interests has developed to an appreciable extent during recent years. On 31 December 1921 there were 156 such associations with a total membership of 7,713.

#### *Co-operation and Consultation between Employers and Employees*

The conception of co-operation as a definite factor in industrial relationships is of comparatively recent growth in the Union. It has taken concrete shape in the more frequent application of the machinery

<sup>(\*)</sup> See above, Note <sup>(\*)</sup>.

for conciliation provided by the Industrial Disputes Prevention Act of the Transvaal, and, as a consequence, Joint Boards of Reference have been from time to time established in various industries. The wages board system, introduced in 1918, also facilitates the adjustment of economic grievances by the methods of discussion and negotiation. The creation in 1920 of a National Industrial Council in the printing and newspaper industry of South Africa, representing both employers and employees, was a step of considerable interest and importance in the history of industrial organisation in the Union.

### *Industrial Disputes*

Relatively few industrial disputes took place in the Union prior to the year 1906, and of those which occurred no detailed record has been maintained. The first industrial dispute of any magnitude subsequent to this period took place in 1907, when a strike occurred on the Witwatersrand involving over 6,000 miners. This dispute was a comparatively protracted one, lasting for approximately six weeks with a loss in wages of over a quarter of a million sterling. A number of comparatively small disputes occurred during succeeding years up to and including the year 1912. Some of these which took place in the Transvaal led to the appointment of conciliation boards under the Transvaal Industrial Disputes Act, which came into operation at the beginning of 1910.

In May 1913 a strike which was attended with the most serious consequences occurred at the New Kleinfontein Gold Mine. Eventually military force was employed to quell the disturbances which occurred in Johannesburg and along the Reef, and which involved destruction of property and some loss of life.

In January 1914 a strike involving 6,000 railwaymen occurred as a protest against retrenchment on the railways. A large number of other workers struck in support, including 9,000 miners and 4,000 building operatives. Martial law was proclaimed in the areas affected, and within a brief period the strike collapsed, the men returning to work unconditionally. A large number of railway and mine workers were refused re-employment.

The constant increase in the cost of living during the later years of the war and subsequent to the establishment of peace caused renewed unrest. In 1915 only two industrial disputes occurred. In 1916 the number had increased to ten; in 1917 and 1918 the totals were 22 and 23 respectively, although the latter series of disputes involved fewer men than the former; while in 1919 the number of disputes had risen to 47, involving nearly 24,000 workers. A noteworthy feature of the unrest during 1919 was the number of disputes which involved native and coloured workers exclusively. As in the preceding year the largest number of strikes occurred in the mining industry, followed by the building industry. Many of the disputes which took place during the year 1919 were of short duration.

A considerable increase in the number of industrial disputes occurred in the year 1920, the number rising to 65, and involving some 105,000 employees, of whom 71,000 were natives. More disputes took place in the mining industry than in any other.

The year 1920 saw the principle of voluntary arbitration applied in the case of several important disputes, notably those affecting bank officials throughout the Union, employees of the Johannesburg

municipality, and building operatives on the Witwatersrand, and in other forms, such as an advisory wages board for the municipal employees in Durban.

In 1921 only 25 industrial disputes took place, a considerable decrease on the preceding year; approximately 10,000 workers were involved. Of these, European mine workers on the Witwatersrand accounted for more than 50 per cent.

The history of the strike in the gold mines early in 1922, the most serious dispute in the history of the country, was given in the previous number of this *Review* (5).

Table VII shows particulars of industrial disputes which have taken place in the Union during 1913, 1914, and 1919 to 1921.

TABLE VII. STATISTICS OF INDUSTRIAL DISPUTES, 1913, 1914 AND 1919 TO 1921

Year	Number of strikes beginning each year	Number of workers involved	Aggregate duration in working days	Estimated loss in wages
				£
1913	5	19,771	89,887	83,749 <sup>(2)</sup>
1914	12	21,927	160,129 <sup>(4)</sup>	136,020 <sup>(3)</sup>
1919	47	23,799	536,538	295,635
1920	66	105,658	849,415	103,584
1921	25	9,802	112,357	113,454

(1) Figures for one strike not obtainable, and one strike approximated.

(2) Figures for four strikes only.

(3) Figures for two strikes not obtainable and one strike approximated.

### *Employment and Unemployment*

The employment question assumed serious proportions during 1920, involving among others returned soldiers, unskilled whites who had migrated from outside areas, and persons who had been thrown out of work owing to the closing of some of the lower-grade gold mines and the restriction of diamond mining. The unemployment position was greatly aggravated by the financial depression which set in towards the end of the year, and remained serious throughout 1921. With a view to meeting the immediate urgency of the unemployment situation the Government issued an appeal for the co-operation of all organisations of employers and employees, and arranged for numbers of unemployed to be absorbed on the railways and to be placed on the work of roadmaking and afforestation.

A Commission was appointed by the Government in September 1920 to investigate the problem of unemployment on national lines and to suggest remedies. The Commission made a number of recommendations, among them that effect be given to the recommendations contained in the Interim Report of the Low-Grade Mines Commission of 1919; that the local industries of the country be fostered and a permanent board appointed to deal with tariff adjustments; that in order to deal adequately with the 'poor white' problem, a Permanent Settlement Board be appointed and other comprehensive measures taken; that every assistance be afforded to the gold and coal mining industries to enable them to carry on to their fullest possible extent; and that cheap transport and marketing facilities be provided for the country's products.

The Commission was unable to propose any direct measures to give effect to, or to recommend the adoption of, the suggestions with regard

(5) See above, Note (3).

to the distribution of native labour referred to it by the Low-Grade Mines Commission. It considered, however, that the fixing of a certain ratio of white to native labour in the Witwatersrand gold mines, to be modified from time to time as economic conditions might require, was practicable. The Commission was unable to recommend that whites and natives be employed in any other particular industry on the basis of a definite ratio of the one to the other. The nature of the industry, the facilities available, and economic conditions generally must be the determining factors. The Commission expressed the opinion that underground mining work, particularly deep-level mining, should be confined to native labour as far as practicable on account of the superior physique of native labourers and their reduced liability to phthisis by reason of the intermittent nature of their service.

A large amount of unemployment and distress resulted from the industrial disturbances on the Witwatersrand early in 1922 and from the consequent dislocation of industry. The Government and the Provincial Administrations took steps to provide work for the unemployed and to assist in the relief of distress.

The activity of the government employment exchanges during 1919, 1920, and 1921 is indicated in table VIII.

TABLE VIII. WORK OF GOVERNMENT EMPLOYMENT EXCHANGES IN 1919, 1920, 1921

Year	Applications for employment	Demands from employers	Persons provided with employment
1919	15,577	8,416	5,469
1920	20,708	9,168	6,590
1921	33,729	13,970	12,711

### *Prices and Cost of Living*

There was a general fall of 30 per cent. in wholesale prices between January 1921 and January 1922. The greatest fall took place during the first quarter of 1921, but it has been continuous though at a steadily

TABLE IX. INDEX NUMBERS OF WHOLESALE PRICES, OF FOOD, FUEL, AND LIGHT, OF RENT, AND OF THE COST OF LIVING, TOGETHER WITH THE EQUIVALENTS IN PURCHASING POWER OF £1 IN 1910, FOR 1910 AND 1914 TO 1922  
(Base : 1910=1000)

Period	Wholesale prices	Food, fuel, and light	Rent	Cost of living (food, fuel, light, and rent)	Purchasing power equivalents of £1 in 1910
					s. d.
1910	1000	1000	1000	1000	20 0
1914	1090	1121	1034	1092	21 10
1915	1204	1192	998	1126	22 7
1916	1379	1245	990	1158	23 1
1917	1533	1376	1003	1248	24 11
1918	1723	1406	1084 (3)	1289	25 9
1919	1854	1518	1096 (4)	1376	27 6
1920	2512	1979	1194 (4)	1698	33 11
1921	1805	1646	1204 (4)	1494	29 11
1922 (1)	1435 (2)	1371	1240 (4)	1319	26 5

(1) First quarter. (2) April. (3) August. (4) March.



decreasing rate. During the twelve months ended December 1921 the retail prices of food fell 29 per cent. During the same period, food, fuel, light, and rent fell 20 per cent.

Table IX gives for 1910 and 1914 to 1922 index numbers of wholesale prices, of food, fuel, and light, of rent, of the cost of living, and the amounts necessary at various dates to give the same purchasing power as £1 in 1910. The figures for food, fuel, light, and rent are collected from 9 principal towns in the Union, while the system of weighting adopted both for the wholesale and retail prices is that of aggregate consumption.

#### INSPECTION OF MINES IN THE UNITED KINGDOM IN 1921 <sup>(1)</sup>

During 1920 the mines inspection service was transferred from the Home Office to the Mines Department of the Board of Trade, under the Mining Industry Act of 1920 <sup>(2)</sup>. To quote from the report of the Secretary for Mines (p. 3), "the primary object of the Act of 1920 was to concentrate in a single Department, in the interests of efficient and economical administration, all the functions of government in relation to mines and minerals. It also extended those functions in some directions. The Secretary for Mines has therefore a wider scope than the Chief Inspector, and the present report, dealing with the first calendar year of the existence of the Mines Department, contains, in addition to the Chief Inspector's report (pp. 41-73), a brief review of matters which are outside his province", namely, the output, consumption, and prices of the various minerals, together with particulars of drainage schemes (pp. 21-22) and of trial borings for oil (pp. 30-33), and full accounts of the national stoppage of work (pp. 9-16) and of the events leading up to the repeal of Part II of the Mining Industry Act 1920, which provided for pit and district joint committees on labour questions (pp. 16-18).

The inspection staff in 1921 consisted of 89 inspectors of various grades (pp. 42-44), who exercised supervision over 3,045 coal, shale, and ironstone mines, 383 metalliferous mines, and 5,466 quarries (p. 46), the mines employing 1,156,938 persons and the quarries 69,979, as against 1,269,547 and 67,750 respectively in 1920 (pp. 50, 109-113). About one-fifth of those employed at mines, including 6,238 women and girls, were engaged in work at the surface (p. 50). The decline in the number of persons employed is due to the great decline in both home and foreign demand which persisted throughout 1921 (p. 6). The falling-off in the employment of women and young persons under sixteen is proportionately much greater than in the case of men (pp. 109-113).

Accidents, both fatal and non-fatal, were less frequent in 1921 than in 1920 — 90,121 accidents entailing over a week's disablement, and 815 deaths, as against 122,061 accidents and 1,184 deaths in 1920 (pp. 50-51, 134-155). The reduction is attributed partly to the long stoppage of work from 1 April to 4 July (p. 50); but the Secretary for Mines notes that a very considerable improvement in safety conditions

---

<sup>(1)</sup> UNITED KINGDOM, BOARD OF TRADE, MINES DEPARTMENT : *First Annual Report of the Secretary for Mines, for the Year ending 31 December 1921, and the Annual Report of H. M. Chief Inspector of Mines for the same Period, with a Statistical Appendix to both Reports.* 1922, pp. 170, 12 charts and map. London, H. M. Stationery Office.

<sup>(2)</sup> INTERNATIONAL LABOUR OFFICE : *Legislative Series*, 1921 (G. B. 4).

has taken place since the institution of a mining inspectorate, the average annual death rate per thousand persons employed in 1911-1920 being little over half that for 1873-1882 (p. 35). In spite of the improvement, however, the opinion is expressed that fully one-third of the accidents in 1921 might have been prevented by reasonable precautions and the exercise of proper care (p. 35); the inspector for Scotland even goes so far as to state that practically all the explosions reported in his area could have been avoided (p. 54). In this area the usual method of point lighting is still a candle on the cap, instead of a safety lamp (p. 65). It is noted that the use of electricity is being extended both for power and for lighting (pp. 61, 70); while an experiment made in a North Staffordshire colliery, in whitewashing mine roads to prevent the dangers arising from the presence of free inflammable dust, has proved advantageous also from the point of view of hygiene and of lighting (p. 67).

Welfare work for miners, on the basis of the penny a ton levy authorised by the Mining Industry Act, is being planned by the joint welfare committees set up throughout the country in the last quarter of 1921 (pp. 18-21). Co-operation in inspection is not so general as interest in welfare questions; while inspections on behalf of the workers, under Section 16 of the Coal Mines Act, were frequent in the Northern, Yorkshire and North Midland, and South Wales Divisions, they were extremely rare in Lancashire and North Wales and in the Midland and Southern Divisions (p. 68).

Proceedings were instituted against owners and managers in 68 cases, and against under-officials and workmen in 811 cases, convictions being secured in 38 and 749 cases respectively. Over one-fourth of the men's offences were in connection with matches and smoking below ground, and over one-eighth were for breaches of the explosives regulations (p. 156). As regards workmen's compensation, table 49 (p. 157) shows that it became payable in 3,769 new cases in 1921, half of which were for nystagmus, most of the remainder being for beat knee and beat hand.

The non-statistical appendices to the report include (1) an annotated list of the principal Acts affecting the mining industry (pp. 163-164); (2) a list of the principal publications of the Department (pp. 165-166); and (3) a list of the committees attached to the Department (pp. 167-169). The volume has an index which is a useful guide in respect of trade and technical questions, but might with advantage be made fuller in respect of questions of employment.

---

# BIBLIOGRAPHY

## Book Notes

### INTERNATIONAL PUBLICATIONS

LEAGUE OF NATIONS; HEALTH SECTION. *Epidemiological Intelligence. No. 5 : Epidemics in Russia since 1914.* Report to the Committee of the League of Nations by Professor L. TARASSEVITCH (Moscow). *Part II : Cholera, Plague, Enteric Fever, Dysentery, Infectious Diseases in Children, Other Infections, Famine and Depopulation.* Geneva, 1922. 65 pp., map and diagrams.

CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE. *Bibliographical Survey of Contemporary Sources for the Economic and Social History of the War.* By M. E. BULKLEY. xix, 648, 9 pp. 10s. 6d. Oxford, The Clarendon Press, 1922.

This bibliography of literature dealing with the economic and social history of the United Kingdom during the war and reconstruction periods is part of the *Economic and Social History of the World War (British Series)* as planned by the Carnegie Endowment for International Peace. The *British Series* itself is only part of the whole scheme, which is a project to write the history of the world war and of its effects on the social and economic structure of society. This bibliography is one of the first instalment of a collection of sources arranged by the Carnegie Endowment.

The bibliography, well presented and classified, is very complete, embracing official papers, books, and periodical literature, in fact, a very large portion of the printed material referring to the economic and social side of the war which had been published in the United Kingdom at the date of issue. Newspaper sources are not included, nor are the articles in the weekly journals separately mentioned, a brief description only of the general character of the journal as such being given. The value of the bibliography is immensely increased by the short résumés of the contents of most of the entries.

INTERNATIONAL COUNCIL OF WOMEN. *Combined First and Second Annual Reports of the Seventh Quinquennial Period, 1920-1922.* Edit. by Mme. Anna BACKER. The Hague, 1922. 352 pp.

In addition to the text of the statutes of the Council, the volume contains the reports of the different national sections and of the commissions. The principal subjects touched upon in these reports are the legal position and professional activities of women, public health, and migration. The appendix prints the numerous resolutions passed by the Council, among which is one favouring the creation of a permanent committee to maintain relations and contact with the International Labour Office.

INTERNATIONAL FEDERATION OF TRADE UNIONS. *First Year Book.* Amsterdam, International Federation of Trade Unions. 1922. 163 pp.

The International Federation of Trade Unions of Amsterdam has just published its first general year book, giving the names, addresses and member-

ship of all organisations affiliated to the Federation and to the International Secretariats. The year book contains statistical tables and graphs illustrating fluctuations in membership both of the Federation and of the National Federations, and distribution of membership according to industry, sex, and trade union orientation. It gives also an account of the activities of the International Federation of Working Women and of the International Federation of Working Girls.

## OFFICIAL PUBLICATIONS

### CANADA

#### ONTARIO

DEPARTMENT OF AGRICULTURE. *Report of the Women's Institutes of the Province of Ontario, 1920 and 1921.* Toronto, Clarkson W. James. 1922. 99 pp.

This report covers the activities of the women's institutes for the past two years and includes several addresses given at their annual conventions on a wide variety of subjects related to home and community life.

Women's institutes were first promoted in 1897 as a homemakers' organisation for farm women, and their membership in Ontario alone now includes 930 branches and 29,000 women. They are interested not only in the home but in all the resources of the community, and provide an opportunity for social service as well as for education and recreation. Junior institutes have been organised for the younger members.

DEPARTMENT OF LABOUR. *First Annual Report of the Minimum Wage Board, 1921.* Toronto, 1922. 23 pp.

The Minimum Wage Board was established by legislation in 1920 and its first annual report describes its initial organisation and procedure. The Board has compiled a cost of living budget for an individual working woman living independently and another for the case where the woman worker is a self-supporting member of a household. During the year six Orders were issued by the Board, governing the women employees of as many groups of industries. The texts of these Orders are given in the report and show a minimum wage for experienced workers of from \$11 to \$12.50 a week. The minimum wages of inexperienced adults, of young girls, and of those on part-time payment are also reported.

### GREAT BRITAIN

HOME OFFICE. *The Use of Abrasive Wheels.* Safety Pamphlet No. 7. London, H. M. Stationery Office, 1922. 36 pp. 1s. 0d.

### POLAND

*Annuaire de la Pologne.* Second edition. Warsaw, Weinfield. 1922. viii, 170 pp., tables.

The first edition of this directory was published in three languages early in 1917 by Professors J. Weinfield and E. Romer at Cracow; the present edition is due to the initiative of the Ministry of Foreign Affairs. The directory contains much statistical information; the first part is devoted to the composition and movement of population in Poland, comparisons being drawn between Poland and other countries. The second part relates to Polish cultural life (teaching, religion, etc.) and to economics. Particulars concerning the labour market, wages, wholesale prices, the cost of living, etc. are given. The last part comprises tables relating to finance and public affairs in Poland.

## SWEDEN

*The Swedish Year Book 1922.* Edited and published with the assistance of public authorities. Stockholm, Almqvist and Wicksell. 1922. 253, xi pp.

This year book, published by the Press Bureau of the Ministry for Foreign Affairs, with the assistance of other official bodies such as the Board of Trade and the Office of Social Affairs, is the first of a series which the Ministry has decided to issue in the most important foreign languages for the purpose of spreading information as to Swedish conditions. A similar year book will shortly be issued in Spanish, and it is expected that this will be followed by French and German versions.

Besides the usual official information as to the Government, administration, justice, representation abroad, etc. the year book contains informative sections on education and population and a section on Swedish trade and industry containing concise and up-to-date information and illustrated by illuminating charts. A section on social conditions surveys workers' protection, social insurance, poor relief and child welfare work, the labour market, relations between workers and employers, cost of living and wages, housing, temperance, co-operation.

*Social and Labour Conditions in Sweden.* Reprinted from the *Swedish Year Book, 1922.* 26 pp.

A reprint of the last article in the Swedish year book analysed immediately above.

## UNITED STATES

DEPARTMENT OF COMMERCE; BUREAU OF THE CENSUS. *Fourteenth Census of the United States Manufactures, 1919.* Washington, Govt. Print. Office. 1922. 71 pp., tables.

Contains tables giving the preliminary totals, subject to correction, of the principal data concerning manufacturing industries in the United States. Shows absolute and relative magnitude of the different branches of industries at each of the quinquennial censuses from 1899 to 1919. Gives the character of ownership, size of establishments, number of wage-earners, capital, wages paid, cost of materials, value added by manufacture, amount of primary horse-power in use for all industries and for seventeen chief industries in the United States.

The results of the census for all industries combined is given in the following table.

	1899	1904	1909	1914	1919
Number of establishments	207,544	216,180	268,494	275,794	290,105
Wage earners (aver. number)	4,712,763	5,468,383	6,615,046	7,036,247	9,096,372
Capital (\$)	8,975,256,496	12,675,580,874	18,428,269,706	22,790,979,937	44,569,593,771
Wages (\$)	2,008,361,119	2,640,444,953	3,427,037,884	4,078,332,433	10,533,400,340
Cost of materials	6,575,851,494	8,500,207,810	12,142,790,878	14,368,088,834	37,376,380,283
Value of products	11,406,926,701	14,793,902,563	20,672,051,870	24,246,434,724	62,418,078,773
Value added by manufacture	4,834,075,210	6,293,694,753	8,529,260,992	9,878,345,893	25,044,698,490
Primary horse-power	40,097,893	43,487,707	48,675,376	22,470,872	29,507,417

DEPARTMENT OF LABOUR; BUREAU OF LABOUR STATISTICS. *Wages and Hours of Labour in the Iron and Steel Industry, 1907 to 1920.* Bulletin No. 305. Wages and Hours of Labour Series. Washington, Govt. Print. Office. 1922. 201 pp.

Average earnings per hour, full-time weekly hours of labour, and full-time weekly earnings in 1920, together with summary figures taken from previous

reports, are given in this *Bulletin* for ten chief branches of the iron and steel industry in the United States. The figures for 1920, which were obtained for the greater part through personal visits of agents of the Bureau of Labour Statistics, are in most cases for the second half of October, the aim of the survey being to obtain data for a period when the highest rates were paid in the industry.

In many branches of the industry average full-time weekly earnings in 1920 were about  $2\frac{1}{2}$  times those in 1914. As regards full-time hours per week, 56 per cent. of workers in 1920 were working over 72 hours per week as compared with 76 per cent. in 1919 and 54 per cent. in 1915. The introduction of the three-shift system of 8 hours each is shown to some extent by the percentages of employees working "over 48 and under 60 hours" per week. These were 15 per cent. in 1920 as compared with 7 per cent. for 1919 and only 1 per cent. for 1915. In general, the normal working week in 1920 was somewhat less in most branches of the industry than in 1914.

The *Bulletin* gives data in great detail, but a general summary, with index numbers, indicates clearly the general movement for the period covered.

### MASSACHUSETTS

DEPARTMENT OF LABOUR AND INDUSTRIES. *Annual Report on the Statistics of Labour for the Year ending 30 November 1921*. Boston, Wright and Potter Printing Co. 1922. xii, 44 pp.

This *Report* consists of three parts, already issued separately as *Labour Bulletins*. Nos. 133, 134, and 135 respectively, with a Prefatory Note and list of contents. The three parts include: Annual Directory of Labour Organisations, 1921; Union Scale of Wages and Hours of Labour, 1920; and Statistics of Labour Organisations, 1918-1920, all relating to the State of Massachusetts.

TREASURY DEPARTMENT, PUBLIC HEALTH SERVICE. *Amino-Acid Deficiency probably the Primary Etiological Factor in Peliagra*. By Joseph GOLDBERGER and W. F. TANNER. Reprint No. 732, extract from *Public Health Reports*, 3 March 1922, pp. 462-486. Washington, Govt. Print. Office. 1922.

TREASURY DEPARTMENT, PUBLIC HEALTH SERVICE. *Correcting Physical Defects in School Children*. By Taliaferro CLARK and Elizabeth BELL. Reprint No. 742, extract from *Public Health Reports*, 21 April 1922, pp. 929-945. Washington, Govt. Print. Office. 1922.

### NON-OFFICIAL PUBLICATIONS

AFTALION, Albert. *Les fondements du socialisme. Etude critique*. Bibl. génér. d'économie politique. Paris, Rivière, 1922. x, 310 pp.

This book is an objective study of the foundations of Socialism, and will be read with equal interest by the partisans and the opponents of Socialist doctrine. The work is divided into three parts followed by conclusions. Although the author thinks that Socialism cannot be successfully established on a firm foundation under a system of exploitation of labour by capital, he declares the payment of dividends on capital perfectly legitimate, adding that, even under a Socialist régime, the principle of payment of dividends would have to be retained. In the second part the question is asked whether, admitting the legitimacy of dividends on capital, it is just "that such profits should be appropriated by the few privileged persons who at present enjoy them". Private appropriation of interest, income from land, profit, remuneration for risk and for intelligent direction, income from labour and from

inheritance, are discussed in detail and a theory built up of "social surplus or spoliation by exclusion", which, while maintaining intact the Socialist claims, is not in contradiction to modern scientific criticism. Nevertheless, this doctrine, however theoretically correct, is stated to appear inadmissible if unsatisfactory in practice. Its exact value and bearing, and the results which its application would have on the well-being of the poor and the future of society are **therefore** discussed in the third part of the book, and a "reformist" policy advocated which, combining the advantages of Socialism and of individual property, should, by the intelligently controlled play of private interest, ensure a higher standard of living for the masses than could be attained under a Socialist system.

CONFÉDÉRATION DES TRAVAILLEURS CATHOLIQUES DU CANADA.  
*Programme-souvenir du premier Congrès de la Confédération des Travailleurs catholiques du Canada, tenu à Montréal, du 12 au 17 août 1922.* Montréal, Imp. populaire limitée, 1922. 80 pp.

Programme commemorating the first Congress of the Confederation of Catholic Workers of Canada, held at Montreal, 12 to 17 August 1922.

G. W. ALCOCK: *Fifty Years of Railway Trade Unionism.* Foreword by the Rt. Hon. J. H. THOMAS, M. P. Co-operative Print. Soc. 1922. xvi, 631 pp., illus.

A history of the railwaymen's union by a member of the organisation, including a list of general secretaries and executive committees, a table showing the number of members, benefits paid and total funds at the end of each year from 1872 to 1920, and much documentary information relating to the organisation and work of the union.

ASSOCIAÇÃO DOS EMPREGADOS NO COMMERÇIO DO RIO-DE-JANERIO.  
*Relatorio relativo aos annos de 1919 à 1920. Apresentado pela Directoria a Assemblêa Deliberativa de 14 de Fevereiro de 1921.* Rio de Janeiro, Sadya Helada, 1921, 248 pp.

Report of the Managing Committee of the Shop Assistants' Trade Union of Rio de Janeiro to the general meeting, 14 February 1921. Contains detailed statistical information and a record of activities.

AVENEL, Vicomte d'. *Les revenus d'un intellectuel de 1200-1913.* Paris, Flammarion. 1922. xiv, 385 pp.

This work is the reprint of a book which first appeared under the title of *Les Riches depuis 700 ans*. This identification of the rich and intellectuals may be thought ironical, and the author felt that the new title was better suited to the contents of the book, which deals principally with magistrates, priests, officials, officers, doctors, surgeons, artists, painters, sculptors, men of letters, lawyers, and authors. The book is full of facts and figures, making it possible to follow the progress of these occupations for the last seven centuries. No theoretical conclusions should be drawn, as the economic conditions during this period have varied too much for the figures given to be easily interpreted, even by means of the author's summaries made in the course of his statements.

BALLARD, P. B. : *Group Tests of Intelligence.* London, Hodder and Stoughton. 1922. 252 pp.

The author here continues the work begun in his earlier book *Mental Tests*, applying it to groups rather than individuals. More than half the book is devoted to descriptions of various group tests at present in use in Great Britain and the United States. In a chapter on the nature of intelligence the varied and conflicting definitions of this quality are mentioned; the author offers his own definition as: "the relative general efficiency of minds measured under similar conditions of knowledge, interest, and habituation". Experiment has

generally shown that intelligence ceases to develop after the age of approximately 16, when culture and experience really begin to exert their influence. The author points out, however, that it has not been definitely proved that it is impossible to develop intelligence by training after this age. After giving an elementary explanation of the theory and methods of correlation and probable error, he discusses the value of group tests. He states that they are not only selective but also prognostic, as against the ordinary scholastic examination, which is a test of past achievements. The book closes with suggestions for improved school organisation, primarily on the basis of mental tests, and with a brief discussion of common errors in spelling and composition. Though primarily written for educational purposes, the book is of interest to those who wish to apply mental tests in the field of industrial employment.

BANERJEA, PRAMATHANATH. *Fiscal Policy in India*. London, Macmillan and Co. 1922. 256 pp.

A book comprising a series of lectures delivered by the author at the Calcutta University. The historical portion of this work covers three periods, that of the East India Company's rule, from the transfer of the administration of India from the hands of the Company to those of the British Crown until 1914, the war period and after. The theoretic bases of free trade and protection are examined and the question of the future tariff policy of India and the subject of Imperial preference are discussed. The rates of duty levied in Great Britain on Indian goods and in India on British goods are shown in the appendices.

BARTUEL, C. and RULLIÈRE, H. *La mine et les mineurs*. Bibl. sociale des métiers; ed. by Georges RENARD. Paris, Doin, 1923. 577 pp. 10 francs.

This book by Mr. Bartuel, General Secretary of the French Miners' Federation (*Fédération nationale des travailleurs du sous-sol*) and Mr. Rullière, a former miner, is a general survey of the mining industry in France. The authors describe the hard life of a miner and the technical organisation of work in the mines. Relevant legislation is mentioned in chronological order and certain deficiencies pointed out; the authors conclude the first part of their book with an argument in favour of the nationalisation of mines.

The second part of the book deals with the relations between capital and labour. A description of the principal miners' strikes attempts to prove them due to employers' abuse of power; the development of national and international trade unionism within the mining industry is also dealt with in a detailed way. The authors warn trade unionists against political strikes provoked by unscrupulous agitators and against the delusive promises of a premature general strike. In conclusion, they demand the creation of an International office for the distribution of raw material and express regret that the International Labour Office has not taken the matter up.

BRÄUER, Th. *Lohnpolitik der Nachkriegszeit*. Jena, Fischer. VIII, 203 pp.

The author attacks his problem from the German point of view and maintains that the question of wages is the great problem which the country has to face; in view of the precarious position of agriculture in that country, he declares it impossible to solve by purely economic measures. The two first parts of this work deal respectively with the principle of wages and the fixing of wages rates; the third explains the relations between the agricultural position in Germany and those rates. The author seeks to prove that the solution of the problem of wages is closely connected with the increase in the country's capacity for production. Rejecting the principle of socialisation of wages, he suggests the establishment between different classes of workers of a distinction based, not on differences in the rate of wages, but on the varying length of the working day. In putting forward some arguments against a rigid application of the 8-hour Act and considering the problem of the adjustment



of wages, the author stresses the need for raising production to its maximum ; to attain this end the worker must be made to understand clearly the purpose aimed at. The importance of collective agreements and the development of arbitration and conciliation are also to be urged. This leads to a discussion of the functions of trade unions, works councils, and joint industrial associations. The concluding pages of the book are devoted to profit-sharing.

CHASE, Stuart. *The Challenge of Waste*. New York, League for Industrial Democracy. 1922. 31 pp.

This book attempts a rough computation of industrial waste resulting from the misdirection of effort which arises out of making for profit and only incidentally for use. The author analyses the various types of waste due to the production of goods subserving no legitimate human need, to unemployment in its widest sense, to failure to use the technical equipment of industry to maximum capacity, and to destruction of goods in order to keep up prices ; and gives as a "crude illustrative estimate" that the ratio of waste in industry amounts to 70 per cent. The human waste represented by malnutrition, overcrowding, inadequate clothing, crime, illiteracy, and cognate evils attributable to industrial waste, is also briefly indicated. The writer submits as an open question whether or not men are capable of directing their own industrial destinies on the single incentive of supplying their own material and æsthetic requirements.

CHICAGO COMMITTEE ON RACE RELATIONS. *The Negro in Chicago*. Chicago, Univ. of Chicago Press. 1922. 79 pp.

The pamphlet reprints the finding of the Chicago Committee on Race Relations appointed as a result of the racial riots in Chicago on 27 July 1919. It further reproduces excerpts from a large volume of 650 pages, published under the same title by the University of Chicago, which reprints a large number of first-hand documents on racial conditions in the United States.

CLERC, Sir Dugald and GIBSON, A. H. *Water Power in the British Empire*. London, Constable and Co. 1922. 54 pp.

A brief but detailed survey of the water power in the British Empire, the degree to which it would be possible to utilise it, and the extent to which it is already utilised, by the Chairman and Secretary of the Water-Power Committee appointed by the Conjoint Board of Scientific Societies.

COMMISSION SYNDICALE DE BELGIQUE. *XXI<sup>e</sup> Congrès syndical tenu les 15, 16 et 17 juillet 1922, à la Maison du peuple de Bruxelles. Compte rendu sténographique*. Brussels, impr. populaire. 1922. 130 pp.

Among the chief questions on the agenda of the Belgian trade union congress, the most important was the discussion of the report on reaction presented by Mr. Corneille Mertens, which was analysed in the *Book Notes* for November. The congress also discussed workers' control in industry, compulsory arbitration, amendment of the statutes of the congress, and other subjects. The introduction notes that the debates, instead of being affected by the industrial depression, were full of optimism, reflecting the vitality of the Belgian trade union movement.

CO-OPERATIVE UNION LIMITED (THE) : *The Fifty-fourth Annual Co-operative Congress 1922, held in The Dome, Brighton, 5, 6, and 7 June 1922*. Manchester, Co-operative Union, 1922. viii, 593 pp.

This volume contains the report of the Central Board for 1921-1922, Co-operative Union accounts for 1921, a record of the Congress proceedings, the meetings and other events connected with the Brighton Congress, and co-operative statistics for 1921.

DAVIS, James J. *The Iron Puddler*. Indianapolis, Bobbs-Merrill Co. 1922. 276 pp.

This is a vivid account by the present Secretary of Labour of the United States of the struggles of his early life : his experience as an iron puddler ; in a peon camp ; in a tin mill ; as a local trade union leader ; and later as city clerk ; and his encounters with "Communists", "uplifters", "slackers", and "crooks".

In the last few chapters an interesting account is given of the *Mooseheart School* maintained by the *Loyal Order of Moose*, in which orphans are given an all-round training in agriculture and manual work, as well as specialised training in the particular trade they decide to follow.

DEUTSCHER TRANSPORTARBEITER-VERBAND. *Jahrbuch 1921*. Berlin, "Courier". 1922. 256, 76 pp.

Year book of the German Transport Workers' Union, containing a statement of the work done by the Union during 1921, and statistical tables on wage movements and compensation for unemployment and strikes.

— *Fünf und zwanzig Jahre Gewerkschaftsarbeit*. Berlin, "Courier", 1922. 204 pp.

This volume records in great detail the progress achieved by the German Transport Workers' Union since its formation. The development of the organisation, its methods of fighting, its social and political aims are minutely described. Numerous statistical tables are supplied.

DOMMANGET, Maurice. *Babeuf et la conjuration des égaux*. Histoire des doctrines socialistes. Paris, libr. de "l'Humanité". 1922. 102 pp. 2 francs.

Mr. Dommanget traces briefly the history of the first attempt made in France to establish Communism. The personal history of Babeuf and the principal leaders of the Communistic plot of 1796, known as the "*conjuration des égaux*", form the centre of his account of how the movement was conceived and prepared, how it failed, and the trial to which it gave rise. The later chapters of the book analyse Babeuf's doctrine.

DOUGLAS, C. H. *The Control and Distribution of Production*. London, Palmer, 1922. 175 pp.

Three lectures and a number of articles previously published in *The New Age* and *The English Review* are here thrown into book form without any attempt at coherence. They deal with various aspects of the social and economic theories put forward in Major Douglas' previous books, *Credit Power* and *Democracy and Economic Democracy*.

FÉDÉRATION NATIONALE CONFÉDÉRÉE DES SYNDICATS DE TRAVAILLEURS DE L'ALIMENTATION. *Le pourboire dans les hôtels, cafés, restaurants. Les mauvais effets du pourboire-sa'aire ; comment faire disparaître le pourboire et garantir le salaire*. By R. H. DIDARET, preface by A. SAVOIE. Paris, 1922. 64 pp.

The tenth congress of the French National Federation of Workers in the Food and Drink Trades, which took place at Lille in July 1921, authorised the National Committee to publish a propagandist pamphlet advocating the abolition of tipping in hotels and restaurants, and the substitution of a system of percentage on the bill with guaranteed minimum. This pamphlet, by Mr. R. H. Didaret, describes the evil of the system under which tips are considered as part of the wages paid, its uncertainty, immorality, tyranny, the disputes it occasions, the free behaviour towards female staff sometimes shown ; it points

out that the staff in catering establishments is frequently insufficiently fed, the food being badly prepared and often unwholesome, condemns public prejudices in regard to tips, and, finally, gives a detailed analysis of the percentage system with guaranteed minimum. The author is opposed to any solution involving payment by both employer and the public. From the time the percentage system is established, he declares, employees should, in their own interests, refuse to accept tips.

FERENCZI, Emerich: *Das Auswanderungsproblem Nachkriegs-Ungarns. Ein Beitrag zur Lage in Zentral-Europa*. Reprint from *Weltwirtschaftliches Archiv*, Vol. XVIII, No. 2, Oct. 1922, pp. 348-376.

The author gives full statistical and other information, so far as available, on emigration movements from Hungary after the war, combined with information on repatriation and immigration into the country; figures from 1905 onwards are also quoted for purposes of comparison. Oversea movements have enormously decreased, overland movements show a tendency to increase, and the author, viewing the whole subject in relation to the labour market and foreseeing in central Europe an enormous demand for labour partly in consequence of new agrarian tenure systems, expects to see emigrant labour will probably attain to important dimensions.

FRANKEL, Emil. *Germany's Industrial Parliament*. Reprinted from *Political Service Quarterly*, Vol. xxxvii, No. 3, Sept. 1922. New York, Acad. of Political Science. 1922. 13 pp.

The author describes the origin, composition, and functions of the National Economic Council (*Reichswirtschaftsrat*), designed to give equitable representation to all important economic and industrial groups, the members being appointed by representative employers' and workers' organisations, public corporations, consumers' organisations, and the Government, and holding office during the existence of the present provisional Council.

The topics dealt with since the Council began to sit are summarised. The author notes that the strength of the Economic Council lies in the fact that it is composed of politically independent experts representative of various economic groups, that it has made the work of parliament easier, that it has large possibilities of control over governmental departments, and functions of a legislative character, and that it will be increasingly useful as a means of breaching the gulf between capital and labour.

GIDE, Charles. *La Coopération*. (Fourth edit.) Paris, Sirey, 1922. viii, 348 pp.

This work, of which the first edition was published in 1900, is a reprint of twelve lectures delivered by the author before the general public. The last, which was not included in the former editions, traces the history of the International Co-operative Alliance from its inception in 1886, its first congress in 1895, to the post-war period. As the preface points out, these lectures had a propagandist aim; the main questions interesting co-operators are, however, touched upon. The lectures give an idea of the various stages and the vicissitudes of the consumers' co-operative movement in France over a period of about thirty years.

GUERREAU, Maurice: *L'Organisation permanente du Travail. Sa Compétence en matière agricole*. Paris, Pedone. 1922. 36 pp.

This pamphlet, which is a reprint of an article in the *Revue générale de droit international public* (Vol. IV, second series, Nos. 3-4, May-August 1922), is a detailed analysis of the question of the competence of the Permanent Labour Organisation in agriculture. An examination is made of the circumstances which resulted in bringing the question before the Permanent Court of International Justice; these circumstances were the opposition of the Swiss Peasants'

Association, the discussion on the Committee for Agriculture of the French Senate, and the Memoranda issued by the French Government under date of 13 May and 7 October 1921. All the arguments advanced against the competence of the International Labour Organisation in questions of agriculture in so far as they affect labour are separately discussed; the author bases his answers principally on legal issues and appeals both to general principles of law and to the work of the Commission for International Labour Legislation of the Peace Conference. He shows that Part XIII of the Treaty of Versailles rests on general principles and that no class of worker can be stated to lie outside its provisions; further, that the functions of the Labour Organisation do not in any way trench on those of the International Institute of Agriculture in Rome. He notes that the unanimous voice of the members of the Commission of the Peace Conference, as well as that of the Conference itself, which on this point expressed its opinion with absolute definiteness in the course of answering the German and Hungarian Delegations, was to take the competence of the Labour Organisation for granted. Mr. Guerreau himself supports the view of the complete competence of the Organisation, and concludes his pamphlet by drawing attention to some precedents which have been made since the date when the Organisation first began to function, at the same time mentioning the second application made by the French Government to the Permanent Court of International Justice.

A supplementary note, additional to the original article, reprints the two rulings of the Court and some portion of the arguments enunciated by it.

HILL, Howard Coppeland : *Community Life and Civic Problems*. Boston (Mass.), Ginn and Co. 1922. 561 pp., illus.

This is a book for use in United States schools, explaining simply and with the help of many plates the important institutions and problems of modern life with their underlying truth that "no man liveth to himself alone". It is divided into four subdivisions dealing respectively with group life, community problems, industrial society, and government and politics. Lists of suitable readings for both pupils and teachers add to the value of the work.

HIRST, Francis W. *The Paper Monies of Europe*. Boston and New York, Houghton Mifflin Co. 1922. 47 pp.

This essay gives a cursory description of ancient and modern instances of over-issues of paper currency, and deprecates their effect. The writer reaches the conclusion that "there is only one real remedy, the re-establishment of complete peace disarmament, the abolition of conscription, the drastic reduction of bloated bureaucracies, and a wholesale lowering of tariffs, which will allow the miserable and half-starved populations to renew the arts of peace and the exchange of their agricultural products and manufactures".

HOBSON, J. A. *Incentives in the New Industrial Order*. London, Parsons. 1922. 160 pp.

The new 'Industrial Order' which Mr. Hobson sees emerging into life in Great Britain is characterised by the abolition of unrestricted profiteering, the substitution of representative government for employers' autocracy, and measures for apportioning the product of industry equitably and by pacific agreement among the parties interested.

Opponents of the new order argue that, as a consequence of its introduction, capital will fail, or fly abroad, invention, enterprise, and initiative will collapse, discipline will be slack in the workshop, and government interference will impair efficiency. Hence productivity will be low and insufficient even to maintain population on a satisfactory level of subsistence, much less continue a career of industrial progress. The object of this book is to enquire into the validity of these and other objections, and, in particular, to consider how far private personal profit in present-day industry works economically, and how far it can be displaced by incentives having a wider, better, and more reliable appeal.

Special attention is given to the probable parts to be played in the government of industry by the workers, the employers, the capitalists, the consumers, and the state for the protection and advancement of their respective interests. The enquiry is informal and introductory in character, and lays no claim to be a scientific psychology of industry.

HODGSKIN, Thomas. *Labour Defended against the Claims of Capital, or the Unproductiveness of Capital proved with reference to the Present Combinations of Journeymen.* With an introduction by G. D. H. COLE. 'The Workers' Library. First Series. London, Labour Publishing Co. 1922. 109 pp.

The introduction to this reprint of Thomas Hodgskin's book, originally published in 1825 by the *Mechanics' Magazine*, provides a short biographical sketch of the author and a commentary on his principal works and his influence on the development of working-class thought in Great Britain. The volume under consideration is a criticism of the claims of capital and a vindication of working-class combination. Regarding labour as the source of all value, the author argues that labour should possess and enjoy the whole of its produce.

HOFFMANN, Robert. *Interdépendance. Contribution d'un neutre à la reconstruction en Europe.* Paris, Spes; Lausanne, Oudin, 1922. 180 pp. 9 fr.

A neutral's contribution towards the solution of the problem of reconstruction in Europe.

HOLT, Arthur E. *Social Work in the Churches.* New York, Commission on the Church and Social Service; Federal Council of Churches of Christ in America. 105 East 22nd Street. 1922. 131 pp.

This book is written with the conviction that "vigorous Christianity has always projected its great ideas about God, salvation, and human duty into the ordinary relationships of human living", and gives concrete directions how this might be done. Among many other things, it points out that the Church cannot neglect the ethical significance of the way its members get their living. The labour unions and trade organisations are pointed out as offering an opportunity for a very important ministry on the part of the Church. The need for the Church to adapt itself to the people whom it would help is particularly insisted upon. "The pastor and his staff of helpers should know economics as thoroughly as theology. They should cast their lot with the upward struggle of labour".

INDUSTRIAL RELATIONS, BLOOMFIELD'S LABOUR DIGEST: *Employees' Mutual Benefit Associations: their Organisation, Methods, and Administration. A Survey.* Boston (Mass.), 1922. 28 pp.

The survey is an analysis of a large number of mutual benefit associations in the United States, attached to individual establishments and designed to provide against every type of risk, apart from unemployment, such as invalidity, accident, quarantine, old age, birth of children, death. Societies are classed as those run by the employees of a firm independently, those run by the employees and the management in common, and those run wholly by the management. Many of the societies have an old history, some going back even as far as 1870. Almost all are on a voluntary basis, compulsory membership being rare; a few societies debar members who join a labour organisation such as a trade union. Firms usually contribute to the funds of a society, and this is done even in cases where the society is one run independently by the employees; or else the firm guarantees against a deficit.

Information on each association examined is offered in convenient tabular form at the end of the survey.

INSTITUT EMILE METZ. *Programme publié à la clôture de l'année scolaire 1921-1922*. Luxemburg, Dommeldange, 1922. 113 pp.

An analysis of this publication will be found in this issue of the *Review*, under *Notes on Vocational Guidance*.

ISLAS, Dr. Guillermo Garbarini. *La Participacion en los beneficios*. Buenos Ayres, Laouane, 1922. 125 pp.

After showing the capital importance that the introduction of social legislation would have in Latin America, the author furnishes an historical study of profit-sharing, going back to the "Recopilacion de Indias", and an exposition of the subject as it presents itself to-day in the Argentine. He does not consider that profit-sharing will solve the difficult problem of the relations between capital and labour, but, in his opinion, a practical and honest application of such a system would have beneficial results for both workers and employers.

*Jahrbuch der Krankenversicherung 1921*. Dresden, Ortskrankenkasse. 1922. 164 pp.

The position of the German sickness insurance societies was a difficult one in 1921 owing to the economic situation; their foundations, however, do not seem to have been affected, while, on the other hand, persevering efforts have been made in Germany in the last year to perfect social legislation. The societies' year book for 1921 is divided into four parts; the first traces the development of sickness insurance in Germany, the second deals with certain special aspects of the problem, the third relates to public health and industrial hygiene, and the fourth contains appendices concerning the activities of the societies during 1921.

JOHNSON, Julia E. : *Selected Articles on Social Insurance*. New York, H. W. Wilson Co. 1922. 381 pp.

This is a collection of opinions expressed in articles, reports, and addresses by economists, insurance experts, social workers, and others for and against the thesis "that an adequate system of social insurance should be extended throughout the United States to afford protection to persons of limited income". Workmen's compensation, state and compulsory insurance, health insurance, maternity benefits, old age and invalidity insurance, unemployment insurance, relief for widows and orphans, and soldiers' and sailors' insurance, are discussed in turn. The aim throughout is to present general information and the leading arguments on both sides. Highly technical material and details likely to be of interest to experts only have been excluded. A large bibliography of books, pamphlets, and magazine articles gives an added value to the book.

JOINT INVESTIGATION COMMITTEE APPOINTED BY THE ENGINEERING AND NATIONAL EMPLOYERS' FEDERATION, THE SHIPBUILDING EMPLOYERS' FEDERATION, AND THE UNIONS' NEGOTIATING COMMITTEE. *Working Hours*. 1922. 92 pp.

This Committee was appointed to investigate the economic relation of production to hours of work in the shipbuilding and engineering industries in Great Britain and other countries. The report embodies information furnished in reply to a questionnaire; impressions obtained in two series of visits to typical British firms, one during a period of good trade and the other during a period of bad trade; and records of visits to establishments in Belgium, Germany, and Holland. In addition to information on hours, data are given on equipment and organisation, timekeeping, systems of payment, efficiency of production, foreign trade, and welfare of the workers.

KARGER, V. *Landwirtschaftliches Arbeitsrecht*. Berlin, Reimar Hobbing-1922. 158 pp.

The purpose of this book is to guide and help the work of agricultural labour legislators. A detailed study is made of the Decree of 24 January 1919 regulating the legal position of the agricultural worker in Germany, also of the important legislation on social insurance, of the Regulations relating to the employment of foreign labour — Regulations of particular interest to owners of big estates — and lastly of the question of lowering taxation.

KOUINDJY, P. *Précis de kinésithérapie*. Second edition. Paris, Malouine, 1922. 324 pp., illus.

This work, which is full of information, discusses systematic mobilisation, systematic massage, mechanotherapy, and motor re-education.

LIONBERGER, Isaac H. *The Meaning of Property*. Boston (Mass.), Stratford Co. 1922. 121 pp.

The purpose of this essay is to dispel discontent arising from the unequal distribution of wealth in the community by explaining the origin and function of property and maintaining that the influences which tend to inequality are beneficial to the poor as well as to the rich.

LOUIS, Paul. *Louis Blanc, Vidal, Pecqueur, Cabet (avec des extraits des œuvres étudiées)*. Histoire des doctrines socialistes. Paris, Libr. de "l'Humanité", 1922. 71 pp. 2 francs.

A brief analysis in which the author gives a short biography of each of the four Utopian Socialist writers mentioned, a list of their principal works, a summary of their tenets, and short extracts from their publications.

LOZOWSKY, A. *Les syndicats et la révolution*. Petite bibl. syndicale rouge (No. IV). Paris, Libr. du Travail, 1922. 63 pp. 50 centimes.

Speech delivered at the congress of the General Confederation of United Labour in June 1922.

MANCHESTER GUARDIAN COMMERCIAL. *Reconstruction in Europe*. No. 9, *The Labour Problems of Europe*. Manchester, 1922. 72 pp. 1s. 0d. Contents : *The British Labour Party's Policy of Reconstruction*, by J. Ramsay MACDONALD; *How far is the British Labour Party Socialist?*, by Philip SNOWDEN; *The Prospects and Programme of French Socialism*, by Jean LONGUET; *The German Labour Movement*, by Dr. BREITSCHIED; *International Labour : its Forms of Organisation*, by Arthur GREENWOOD; *The Work and Significance of the International Labour Organisation*, by Albert THOMAS; *Comparative Real Wages in Great Britain, France, Germany, Belgium, and the United States*, by John HILTON; *Real Wages in Europe today compared with those of 1914*, by J. H. RICHARDSON; *The State of Employment in Europe during the Depression*, by Dr. Royal MEEKER; *Unemployment and its Treatment : the Emergency Problem in England*, by Professor Henry CLAY; *The Treatment of Unemployment in France* (anonymous); *The Collapse of Wages : is State Regulation desirable?* by J. J. MALLON; *The Position of the English Agricultural Labourer*, by Sir Henry REW, K. C. B.; *Incentives to Labour in Industry : Profit-sharing and Co-partnership*, by J. A. BOWIE; *The Standard of Life in the German Working Classes today*, by Max SCHIPPEL; *Socialisation in Germany*, by Rudolf HILFERDING; *The Crisis in the Italian Trade Union Movement : the Fascist*

*Movement and its Future*, by Angiolo CAGRINI; *The Position of Industrial Labour in Czechoslovakia*, by Dr. Leo WINTER; *Labour in Russia*, by Louis LEVINE.

The ninth number of *Reconstruction in Europe*, which is being brought out under the editorship of Mr. J. M. Keynes in a series of special supplements by the *Manchester Guardian Commercial*, is devoted to European labour problems. The articles are broadly classified as dealing with *Labour Politics and Material Conditions*. Two leaders of the British Labour Party, Messrs. Ramsay MacDonald and Philip Snowden, define the political attitude of their Party. Mr. MacDonald, commenting on the actual existing international situation, unhesitatingly rejects "the futile punishments and impracticable reparations" embodied in the Treaty of Versailles and demands a complete revision of Inter-Allied debts, reparations, and reconstruction policy. Mr. Snowden deals with the general attitude of his Party to Socialist principles. He disentangles the baffling interrelations of British trade unionism and the British political labour movement and analyses the extent to which British labour may be said to adopt current continental Socialist theory. He defines the British Labour Party's present programme as limited to democratic control of industry, with the addition of the nationalisation of land, mines, and railways. The Party does not believe in force and does not seek the class war, and, in general, the British labour attitude towards the ideal of Socialism is decidedly modified by practical considerations.

On not dissimilar lines Mr. Jean Longuet describes the position of the French Socialist movement in relation to other political parties in France. The most marked feature of French Socialism is its political isolation, for any alliance with other Left Wing parties is strictly temporary and, indeed, very rare. The same may be said of German Socialism, which Dr. Breitscheid describes as still adhering to the Marxian doctrines, although without illusions as to the possibility of superseding capitalism at one stroke. Like the British Labour Party, however, it aims at an immediate transference to community control of certain specified industries, such as mining.

The international side of labour is dealt with in two articles by the Director of the International Labour Office and Mr. Arthur Greenwood. Mr. Greenwood notes existing trade union, Socialist, and "Red" Internationals, and their present and possible relations. Mr. Albert Thomas gives an account of the official side of international co-operation in industrial problems as operating through the International Labour Organisation set up as part of the Covenant of the League of Nations; the record in international co-operation in labour questions up to date is fifty-six legislative measures passed in various countries and sixty-nine others in preparation.

The articles on material conditions are principally concerned with wages and unemployment. Mr. John Hilton discusses methods of comparing real wages as between different countries. By a combination of the method which reckons national wages in terms of national cost-of-living index prices and of that which estimates the different number of hours which have to be worked in different countries in order to purchase the same commodities, he concludes that "the real wages of German workers were in the spring of this year somewhere about one-half, those of the Belgian workers something more than half, those of the French workers something like two-thirds, those of the United States workers from one-and-a-half to twice those of the British worker". A comparison between real wages in Europe at the present time and in 1914, by Mr. J. H. Richardson, groups European countries according as real wages are higher than in 1914 (ex-neutral countries and Italy), or at about the same level (Great Britain, France, and Belgium), or distinctly lower (countries with a collapsed exchange). One phenomenon observed is the greater rise in the wages of unskilled over those of skilled workers, and in wages paid in small towns and the country over those paid in large towns. Mr. J. J. Mallon's article on state regulation of wages argues that institutions like the British trade boards are of great use, not only to the worker, but in generally promoting industrial efficiency.



Three articles on unemployment include one by Dr. Royal Meeker, giving figures on unemployment percentages since the war. Whereas before the war unemployment in excess of 2 to 5 per cent. of organised workers was thought to indicate bad industrial conditions, during the present depression maxima ranging from 14.4 per cent. in Belgium to 34.8 per cent. in Sweden are reported. Some improvement, most marked in Belgium, the ex-neutral countries, and Italy, is recently noted. France has never suffered to the same extent, as is made clear in a separate article by an anonymous author; in Germany the situation is altogether exceptional, unemployment being less than ever previously recorded. Another separate article, by Professor Henry Clay, analyses the situation in Great Britain in greater detail and further discusses relief measures. Professor Clay advocates the putting in hand of public works which have long been needed as the best relief measure which can at present be devised.

Two articles on standard of living are those of Sir Henry Rew, in which the author maintains that only by means of a legal enforceable minimum wage will the English agricultural labourer be able to maintain his economic position, and by Dr. Max Schippel, who shows that the depreciation of the currency in Germany has had the double effect both of depressing real earnings and also of levelling down the salaries of the intellectual classes to approach enormously nearer the wages of the wage-earning classes.

In an article on Socialism in Germany Dr. Rudolf Hilferding discusses the extent to which the socialisation ideal of the 1918 Revolution has been carried out. He considers that the increased political influence of the working classes has secured the partial transformation of industry, and points to the Coal and Potash Council in illustration. Mr. James Bowie writes in support of co-partnership, which he carefully distinguishes from profit-sharing; co-partnership, in his view, avoids the errors of profit-sharing by giving the workers some part in the control of industry. Three final papers are by Dr. Winter describing the position of labour in Czechoslovakia, by Mr. Cabrini describing the crisis in the Italian trade union movement owing to the advent of Fascism, and by Mr. Levine on labour in Russia in relation to Communism; Mr. Levine anticipates some danger that labour in Russia may become a mere appendix to the military and governmental machinery of the country.

NATIONAL CONFERENCE ON OLD AGE PENSIONS. *Old Age Pensions. Facts and Figures and Old Age Pensioners' Guide.* Newcastle-on-Tyne, 1922. 10 pp.

The object of this pamphlet is to enlighten public opinion as to the necessity of modifying the present statutory conditions for receipt of old age pensions in Great Britain.

NATIONAL CONSUMERS' LEAGUE. *The Eight Hours Day and Rest at Night by Statute.* By Mary W. DEWSON. New York, National Consumers' League. 1922. 12 pp.

Pamphlet compiled by the Research Secretary of the National Consumers' League, and showing in tabular form the actual situation concerning legal hours of work in the United States.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *Unemployment Insurance in Theory and Practice. Research Report No. 51.* New York, The Century Co. 1922. 127 pp.

This report is an original study, not a compilation. The author first makes a statement on the theoretical principles of insurance for unemployment, and then gives a critical review of the various experimental systems in Europe and the first attempts made in the United States, notably by a certain number of employers actuated by the desire of stabilising labour in their own establishments and of compensating their permanent personnel in case of unemployment. He analyses the legal schemes laid before the legislatures in Pennsylvania,

Massachusetts, and the one in Wisconsin by Professor Commons, in which involuntary unemployment is considered as an industrial risk analogous to accidents and charged entirely to the employer. The aim of this essay is to determine whether a public system of unemployment insurance is necessary in the United States and whether such a system is practicable. The answer to the first question is affirmative. The conclusions regarding the second are negative.

The risk of unemployment is far greater in the United States than in Europe, and before insurance for it can be covered by a reasonable figure, it must be considerably reduced by a more efficient administration of industry. Another difficulty arises from the fact that the voluntary attempts at insurance, whether by trade unions or on the part of employers, are on much too small a scale to serve as an experimental basis on which to found a public system. Finally, the political structure of the United States makes it impossible to pass Federal legislation on unemployment insurance without a revision of the constitution. It would, therefore, be necessary to fall back on legislation by State, and such legislation would, in all probability, differ greatly, and, in some States, fail entirely. Such a situation would probably destroy the mobility of labour and, consequently, the organisation of the labour market.

**NOGARO, B.** *Les réparations, les dettes interalliées et la restauration monétaire.* Paris, la Presse Universitaire de France. 1922. 188 pp.

The object of this book by Mr. Nogaro, who was a French government delegate at the Fourth International Labour Conference, was to make an economic study of the reparations and exchange problem. Mr. Nogaro that the difficulty of the reparations problem lies more in the lack of means of transmission for Germany's resources than in her inability to pay. It would be easy to find means of payment in Germany, but it is difficult to reduce them into foreign currency. In part II Mr. Nogaro studies the question of Inter-Allied debts from the same point of view, and in Part III considers methods for stabilising exchanges, recommending an international credit institute and national exchange offices.

**OSBURN, William Fielding.** *Social Change.* New York, Huebsch. 1922. 365 pp.

Starting from the theory that the nature of man and his cultural environment do not necessarily change and alter at the same rate and in the same degree, the social maladjustments arising therefrom are discussed and illustrated. The writer concludes that in the more acute cases of maladjustment the more probable solution of the difficulty lies, not in attempts to change man's nature, but rather in attempts to change his culture; for the reason that, in such acute instances, further efforts at changing human nature result in repression of instincts, which is followed by objectionable consequences to the individual and aggravations of the social problem. On the other hand, he considers that the nature of cultural growth and change shows that it is futile to plan any wholesale and powerful control of the course of social evolution.

**PARAF, Pierre.** *Les métiers du théâtre.* Bibliothèque sociale des métiers publiée sous la direction de Georges RENARD. Paris, Doin, 1923. 419 pp. 10 francs.

A discussion of theatre architecture, of stage production, of forms of state intervention in theatrical management and enterprise, is followed by a long description of the material and moral conditions of the French stage. Each occupation is reviewed, e. g. that of comedian, singer, dancer, auxiliary worker, administrative personnel, scene shifter, etc.; detailed information on training, placing, salaries, trade union organisation, etc. is added. The last pages discuss the present crisis in the theatrical profession; some trade union contracts are reprinted in an appendix.

REED, Harold L. *The Development of Federal Reserve Policy*. Boston and New York, Houghton Mifflin Co. 1922. 352 pp.

A detailed examination of the development of the Federal Reserve system, written with the intention of correcting some of the prejudices and misunderstandings which have arisen concerning its policy and methods. An account is given of the period immediately preceding and succeeding the advent of the industrial depression of 1920, when the action of the Federal Reserve Board was generally considered to have had a decisive effect on the course of business prosperity.

REES, J. Morgan. *Trusts in British Industry*. London, King and Sons. 1922. 269 pp.

The object of this book is to trace the growth of the trust movement in British industry since the Armistice; to point out the connection between this new structure of business organisation and the level of prices; and to show the influence of its power in politics and over the general well-being of the community. Most of the material used has been obtained from the reports of sub-committees appointed by the Standing Committee on Trusts. The author arrives at the conclusion that British trade is already under the paramount control of combines governed and directed by the large money and banking trusts whose power over public deposits, over-drafts, and loans is so great as to give them in all cases control of the levers that set trade in motion.

RITTER, Kurt. *Deutschlands Wirtschaftslage und die Produktionssteigerung der Landwirtschaft*. Berlin, Paul Parry. 1922. 113 pp.

The subject of this book is the economic aspect of agricultural production in Germany. Connected social problems, such as length of the working day, housing, and land settlement, are briefly referred to; the author then points out the relation between the public and the individual aspects of the problem, emphasises the urgent necessity of increasing production, and sets forth the changes brought by the war in the position of individual agricultural producers.

ROCKEFELLER FOUNDATION. *Annual Report for 1921*. New York, 1922. 446 pp.

Contains the annual reports of the President, Director, and Treasurer on the activities of the Foundation, the report of the Director of the International Health Board, which includes certain recent particulars relating to the work undertaken by the Board in the campaign against ankylostomiasis, malaria, and yellow fever, the reports of the Director of the China Medical Board and the Medical Education Service, in which are described the activities of these services.

ROSS, Edward Alsworth: *The Social Trend*. New York, Century Co. 1922. 235 pp.

This book describes, discusses, and makes suggestions for dealing with a number of social problems of the day, including the question of population with its cognate questions of birth control and migration; the new position of women in the world; prohibition; a legal dismissal gratuity; war; and the social influence of the legal profession, of the trained scientific enquirer, and of freedom of communication. The treatment being general and free from technicalities is well adapted to the non-scientific reader.

ROWNTREE, B. SEEBOHM. *Industrial Unrest: A Way Out*. London, Longmans, Green and Co. 1922. 48 pp.

A pamphlet suggesting means of removing the present spirit of unrest and antagonism between capital and labour without lowering the efficiency of

industry. The conditions necessary are : (1) wages normally sufficient to provide living in reasonable comfort ; (2) hours of work giving opportunity for recreation and self-expression ; (3) measures to increase economic security (unemployment insurance, etc.) ; (4) workers' share in determining conditions of work ; and (5) workers' direct interest in prosperity of industry (profit-sharing, etc.).

SAYRE, Francis Bowes. *Cases of Labour Law : a Selection of Cases and other Authorities on Labour Law*. Cambridge Univ. Press. 1922. 1017 pp.

The students of labour problems in the United States have long needed an authoritative treatise which will serve as a guide through the maze of conflicting laws and court decisions relating to labour in the different jurisdictions of the country. That treatise has not yet been written and perhaps it never can be ; but the book by Professor Sayre has made a valuable contribution in bringing together into one volume the most important British and American laws, or portions of laws, dealing with labour from the Ordinance of Conspirators 33 Edward I (1305) to the Kansas Court of Industrial Relations Act (1920), along with those court decisions in both England and the United States which have been most influential in shaping and interpreting labour law. This compilation was doubtless made by Professor Sayre for the use of his own law students, but he expresses the hope that it may prove useful to employers, employees, and all "who are interested in studying the development and application of the legal principles underlying the growing mass of decisions which make up the body of labour law". The volume will be most helpful to students of labour law who are pursuing their quest under the guidance and inspiration of a clear-eyed teacher who can show them the forest of labour law in spite of the obstructions made by innumerable, interlacing judicial trees. It seems too bold to hope that either the tired employer or the still more tired worker can thread his way unaided through the judicial jungle.

In addition to quoting in whole or in part the outstanding laws and court decisions which have determined the development and the character of labour laws in the United States, Professor Sayre cites a large number of leading cases in footnotes and quotes from recognised authorities on labour law. The citations show wide reading and sound judgment.

The cost of living data contained in the Appendix would have been more useful and acceptable if mention had been made of the foundational family budget studies made by the United States Bureau of Labour Statistics in 1917 and 1918 and the very detailed and carefully compiled Minimum Quantity Budget for a worker's family of five published by that Bureau in 1920 had been given in full.

The nomenclature of the chapter headings and the classification\* of subjects thereunder might be criticised by one disposed to criticise. For example, strikes are classified as a section in a chapter headed *Legality of Means used by Labour Organisations*, while boycotts are treated in a separate chapter. But anyone who has had to deal with classifications, especially in the field of labour law and adjudication, knows how impossible it is to achieve anything approaching logic, and will rest content with the practical scheme adopted by the author.

In addition to its other merits the book has a good index.

SERWY, Victor. *La Géorgie co-opérative sous le régime bolcheviste*. Brussels. 1922. 57 pp.

As the outcome of a request addressed by the Central Co-operative Union of Georgia to the International Co-operative Alliance, Mr. Victor Serwy, Director of the Belgian Co-operative Union, was delegated in May 1922 to distribute relief to the famished population in Georgia and to report on the position of the co-operative movement in that country. He submitted to the Alliance, on his return, several reports, of which the pamphlet under consideration is a summary. After drawing attention to the fact that Georgia was conquered in February 1922 by the Russian Red army and constitues, unwillingly, a part of the Soviet Republic of Russia, Mr. Serwy reviews in

turn the co-operative organisations of the various districts visited, endeavouring to furnish an objective study of the prevailing painful conditions from which Georgian co-operation is suffering.

**STURGE GRETTON, Mary.** *Some English Rural Problems. Seven Essays.* London, Student Christian Movement. 1922. 128 pp. 2s. 6d.

The author of these seven short essays discusses outstanding historical events which have most profoundly influenced the present position of the English rural community; some stress is laid upon the importance of studying particular occurrences in so far as they may tend to throw light upon the situation of the agricultural worker in the nineteenth century.

Intimate knowledge of rural life and labour, and understanding of country people gives life to this outline of the history of the village community during the last hundred and twenty years, while the introductory and concluding essays relate to the urgency of the present situation and are devoted to an exposition of the perils and difficulties which, in our own time, confront the English agricultural labourer, and, through him, English agriculture itself.

**TOURING-CLUB ITALIANO.** *Terra promessa. Le bonifiche di collano, sanluri, licola e vacarturo dell'Opera nazionale per i combattenti.* By BERTARELLI. Milan. 1922. 160 pp. illus.

The agricultural section of the Italian National Society for Ex-Service Men has undertaken important drainage and land-clearing operations, notably on the Crown lands of Collano in Tuscany, Licola, and Vareatura in the district of Naples, (a gift of the King to the Society) and in the district of Sanluri in Sardinia. The Italian Touring Club has published on this subject an artistic pamphlet abundantly illustrated, written by the President of the Club, Mr. Bertarelli, in which detailed information is given on the aims, technical methods employed, and results achieved. The first pages contain notes on the National Society for Ex-Service Men.

**TRADES UNION CONGRESS AND THE LABOUR PARTY.** *The Education and Training of Teachers.* London, Trades Union Congress and the Labour Party. 24 pp. 6d.

This pamphlet embodies the conclusions of the Advisory Committee on Education of the British Trades Union Congress and Labour Party. The Committee protests strongly against the employment of uncertificated or untrained teachers in the elementary schools. They recommend that every teacher, whether in elementary or secondary schools, should have a full secondary school and university training, leading up to a degree and followed by a year's training in the technique of teaching. To this end they propose the creation of Faculties of Education at all universities, urging that by this means students training for teaching will enjoy the wider life of the university and that the expense involved in running scattered training colleges will be considerably reduced.

At present many school children at the age of 12 or 13 have to pledge themselves to teach in order to receive scholarships and maintenance grants. The Committee recommend that this should never be required before the age of 18, and preferably not until the completion of a university course.

While undoubtedly interesting educationally, the proposals of the Committee might be criticised as taking insufficient account of the financial aspects of the question.

——— *Attack upon Trade Unionism (The).* London, Trades Union Congress and the Labour Party, 1922. 27 pp.

A rebuttal of an attack on trade union finance which appeared in the *Morning Post*.

UNION DES CAISSES RURALES ET OUVRIÈRES FRANÇAISES A RESPONSABILITÉ ILLIMITÉE. *Manuel pratique à l'usage des fondateurs et administrateurs des caisses rurales*. By Louis DURAND. Eighth edition revised and brought up to date by Abbé P. J. THOMAS. Paris, éd. des "Questions actuelles". xxvi, 158 pp.

Mr. Louis Durand (1859-1916), the author of this handbook, founded in 1893 the Association of French Rural and District Unlimited Liability Funds (*Union des caisses rurales et ouvrières françaises à responsabilité illimitée*), a strictly Catholic co-operative credit society, based on Raiffeisen principles, which, in 1914, included 1,715 rural societies; the object of the handbook was to provide administrators or founders of rural credit societies with the technical or practical information necessary to success. The eighth edition, revised by Abbé P. J. Thomas, general secretary of the Union, discusses in detail the administration of a rural credit society, dealing with general principles, the formalities attending its constitution, book-keeping, the question of securities, etc. More than half the pamphlet is taken up with appendices reprinting texts of Acts, Decrees, and Regulations relating to rural credit societies, illustrative examples of book-keeping, records, and verbatim reports, and a ready-reckoner for calculating interest.

VERBAND DER KUPFERSCHMIEDE DEUTSCHLANDS. *Rechenschaftsbericht des Vorstandes und Protokoll der Verhandlungen der 10. ordentlichen Generalversammlung, abgehalten vom 3. bis 7 Juli 1922 in Cassel*. Berlin, Max Hecht. 1922. 235 pp. 120 marks.

This pamphlet is a detailed summary of the work of the German Copper-smiths' Union from 1 January 1919 to 31 December 1921, statistical data relating to fluctuations in wages, number of affiliated members, strikes, lock-outs, and collective agreements.

WALKER, Charles Rumford. *Steel. The Diary of a Furnace Worker*. Boston, Atlantic Monthly Press. 1922. 157 pp.

A book written from the diary kept by a Yale graduate working at various jobs in open-hearth furnaces near Pittsburg during the summer of 1919, a few weeks before the great steel strike. The physical and mental effects of working the 10-hour day shift and the 14-hour night shift alternate weeks, the risks and fatigue of unskilled labour in the steel works, and the mentality and outlook of the workers employed are graphically described in a series of conversations and incidents.

WORLD ASSOCIATION FOR ADULT EDUCATION. *Adult Education in Sweden, etc.* Bulletin XIV. London, 1922. 24 pp. 1s. 0d.

WRAY and FERGUSON (ed.). *A Day Continuation School at Work*. London, Longmans, Green and Co. 1920. 212 pp., illus.

The twelve papers by various contributors contained in this book cover most of the problems involved in the organisation of part-time day continuation schools for young workers between the ages of 14 and 18. The conclusions and suggestions put forward are based mainly on experience in two continuation schools organised by certain progressive employers in Great Britain. The schools were established before the passing of the 1918 Education Act, and the value of this book is therefore little affected by the suspension of the provisions of that Act relating to continuation schools. Several chapters deal with general problems, such as the mental outlook of the adolescent pupil, the aims of continuation schools, grading, and discipline. Others discuss the teaching of special subjects, such as literature, mathematics and science,

arts and crafts, and physical training. Some interesting suggestions are made regarding the employers' part in the organisation of continuation schools, which involves releasing young employees during working hours and consequent reorganisation within the works.

The following publications have also been received by the International Labour Office. BRINKMEYER, Hermann. *Hugo Stinnes*. Translated from the German by Alfred B. KUTTNER. New York, Huebsch. 1921. 150 pp. CABIAC, G. *Cours pratique du mécanicien chauffeur*. Paris, Doin. 1922, vii, 508 pp., illus. 16 francs. CASSEL, Gustav. *Das Geldproblem der Welt*. Munich, Drei Masken Verlag. 1921. 142 pp. COLYER, W. T. *Americanism, a World Menace*. Preface by Tom MANN. London, Labour Publishing Co. 1922. vii, 168 pp. CORREARD, J. (Probus). *Des finances modernes pour vivre. L'organisation internationale des changes et les emprunts aux banques*. Paris, Bossard. 1920. 56 pp. 1.80 francs. DELEMER, Adolphe. *D'une organisation du travail intellectuel*. Paris, Bossard. 1920. 60 pp. 2.70 francs. ECOLE DES ARTS ET MÉTIERS DE GENÈVE. *Programme d'enseignement*. 1921. 130 pp. GARCIN, Félix. *La question des économistes. Où les chercher? Comment les réaliser?* Paris, Société d'études et d'informations économiques. 1922. 34 pp. KER, A. *Banqueroute et Révolution*. Paris, Libr. de l'« Humanité ». 1922. 54 pp. 1.25 francs. LUDWIG, Ernest. *Le sort des minorités nationales en Hongrie et en Tchécoslovaquie*. Written with the collaboration of Messrs. Adolphe PECHANY, Zoltan SZVIERZSENYI, Arthur BENISCH, and Béla Osz. *Entreprise des Assoc. scient. hongroises*. 1922. 130 pp. MENTRE, François. *Espèces et variétés d'intelligence. Éléments de noologie*. Paris, Bossard. 1920. 12 francs. 226 pp. — *Les générations sociales*. Paris, Bossard. 1920. 470 pp. 15 francs. MOTTI, H. L. and FOURMOND, Em. A. *Un autre esprit, argent, travail, intelligence*. Paris, Société d'études écon. et social. vii, 406 pp. 5 francs. NITTI, F. *L'Europe sans paix. Les documents du temps*. Paris, Stock. 1922. 340 pp. 7 francs. SASMALIAN, Armenac. *La clause de la nation la plus favorisée*. Paris, Larose. 1921. 134 pp. *Serbie et l'Europe (La) (1914-1918). Exposé de la politique serbe par des publicistes serbes*. Preface by Dr. Lazare MARCOVITCH. Geneva, Georg. 1919. 333 pp. SHOTWELL, James, T. *An Introduction to the History of History. Records of Civilisation; Sources and Studies*. New York, Columbia Univ. Press. 1922. 339 pp. STEFANI, Alberto de'. *Decadenza demografica e decadenza economica*. Rome, La Voce. 1921. xvi, 111 pp. THOMAS, Georges. *Cours gradué de viticulture française. Première année*. 1922. iv, 206 pp. illus. 9 francs. TRUC, Gonzague. *D'une organisation intellectuelle du pays*. Paris, Bossard. 1918. 111 pp. 2.40 francs. WUTSCHKE, J. *Der Kampf um den Erdball*. Berlin, Oldenbourg. 1922. vii, 188 pp., maps. ZANOTTI-BIANCO, Umberto and CAFFI, Andrea. *La pace di Versailles. Note e documenti*. Rome, La Voce. 1919. 247 pp., maps.



**INTERNATIONAL LABOUR OFFICE**

---

**INTERNATIONAL  
LABOUR REVIEW**

**VOL. VII. Nos. 2-3**



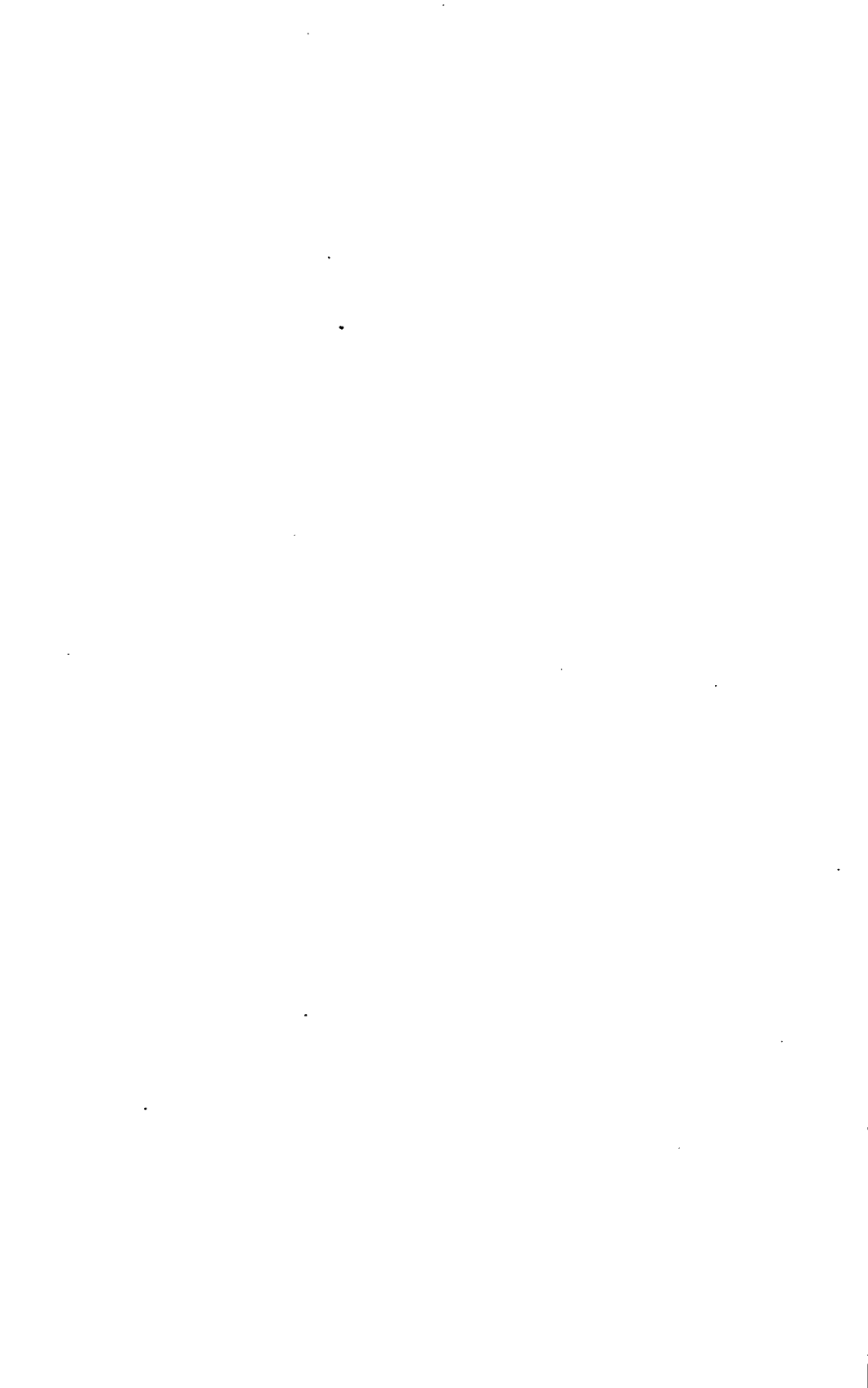
**FEB.-MAR. 1923**

---

**GENEVA**

**1923**





## CONTENTS

### Special Articles

Labour Legislation and Economic Possibilities, by Professor I. P. DE VOOYS	181
Labour Shifts in Continuous Industries in the United States, by Horace B. DRURY	189
The British Labour Movement and the Industrial Depression, by Sidney WEBB	209
Unemployment in Norway, by Johan HVIDSTEN	231
Public Utility Building Guilds in Germany	241

---

### Industrial Relations

Trade Unionism in 1922 : A Survey	
Membership — Organisation — Hours — Wages — Unem- ployment — Trade Unionism and Migration — Trade Unionism and Education — The International Trade Union Movement — The Economic Recovery in Europe	252
Employers' Organisations	
Czechoslovakia — Esthonia — Finland — France — Great Britain — India — Italy — Japan — Poland — Serb-Croat-Slovene Kingdom — United States	272

### Production and Prices

Cost of Living and Retail Prices	289
Wholesale Prices in Various Countries	295

### Employment and Unemployment

Statistics of Unemployment	298
NOTES ON UNEMPLOYMENT PROBLEMS : Payments to the Unemployed — Extension of Insurance — Unemployment Insurance by Industries — Supplementary Measures — Payment during Strikes — Employers' Contributions — Administrative Problems	302
ENGAGEMENT AND DISCHARGE OF WORKERS : Engagement of Agricultural Workers in Italy — Stabilisation of Employment — Public Employ- ment Exchanges — Vocational Training of Unemployed Persons	311
PROVISION OF WORK : Relief Works — Productive Relief — Promotion of Export Trade and Assistance for Industry	317

### Wages and Hours

The Results of the Eight-Hour Day in Sweden	321
The New Regulation of Hours of Work on the French Railways	328

### Migration

INTERNATIONAL ACTION. Uniform Identity Cards for Russian Refugees — International Danube Convention — Proposed Belgian Labour Treaties — Franco-Belgian Agreements — Brazilian-Portuguese Treaty on Dual Nationality	335
MIGRATION MOVEMENTS : Naturalisation of Aliens in France and the French Colonies and Protectorates — Labour Problems and Migra- tion in Belgium — Italian Labour in the Devastated Regions of France — Foreign Population in Switzerland — Swiss Emigration in 1922 — Alien Labour and the Exchange Problem in the Nether-	

lands — Emigration of Germans from Poland — Danzig — Migrations of Refugees — Statistics of Armenian Population — Migration to and from Uruguay

339

GOVERNMENT POLICY AND LEGISLATION : British Empire — Canada — Australia — South Africa — Movements of Aliens within the British Empire — Emigration of Mennonites to Canada — Mandated Territory : Tanganyika — The Holding of Real Estate by Aliens in France — Foreign Agricultural Labour for France — Foreign Agricultural Labour for Germany — Eastern European Immigration into Germany — Home Settlement, Emigration, and Nationality Policy in Switzerland — Policy of the Italian Government — Polish Agricultural Labour for Denmark — An Enquiry into Finnish Emigration — The Hungarian Emigration Council — Serb-Croat-Slovene-Kingdom — Bulgaria — United States — Legislation on Immigration into Cuba — Agricultural Settlement and Immigration in Brazil — Chinese Immigration into Peru — Unemployment Insurance and Accident Compensation — Immigration Ordinance in Japan

347

WELFARE AND PROTECTION WORK : British Empire — British Labour and Emigration — Welfare of Immigrant Children in France — Attitude towards Emigration in Italy — Swiss Emigrants Abroad — Agreement between Danish and German Transport Unions — The Swedish National Anti-Emigration Society — A League of Austrians Domiciled Abroad — Emigration of Russian Jews — United States

366

## Industrial Hygiene

BAG SORTING AND SHREDDING : Processes Involved — Investigations and Records — Legislation

377

## Industrial Safety

PRINCIPLES OF ACCIDENT PREVENTION : Equipment and Working — Function of the Employer — Function of the Worker — Interrelation of the Three Factors — Importance of Statistics

402

ACCIDENT PREVENTION AND INSPECTION : Great Britain — Switzerland — Austria — Belgium

406

GERMAN MINING ACCIDENTS : Rescue Work in Prussian Mines — Mine Accident Insurance

416

## Education

VOCATIONAL GUIDANCE : The Psychotechnical Institute of the Masaryk Academy — Vocational Education in the Kingdom of the Serbs, Croats, and Slovenes — Work of the Strasburg Vocational Guidance Office in 1922 — Commercial Apprenticeship in Sweden — Technical Education in Bengal — The Problem of Vocational Ability — Ability Tests for Printers — Bibliography on Vocational Guidance

418

VOCATIONAL EDUCATION : Vocational Education in Czechoslovakia — Technical Training in the French Metal Trades — Training of Workers in Industry in the United States

425

NOTES ON WORKERS' EDUCATION : An International People's College — Educational Opportunities in Great Britain — Reorganisation of the Workers' Educational Association — Labour College in Nova Scotia — Adult Education in Norway — Public Libraries in Czechoslovakia — Education in Russia

432

## Government Reports

Factory Inspection in the Czechoslovak Republic in 1921

443

Administration of Labour Laws in Queensland in 1921-1922

448

## Bibliography

Book Notes

459