



# INDUSTRIAL RELATIONS

## Trade Union Organisations

### INTERNATIONAL

**T**HE World Peace Congress, convened by the International Federation of Trade Unions, was held at the Hague from 10 to 15 December last. Six hundred delegates from twenty-four countries had responded to the invitation of the Executive Committee of the Federation. Among the organisations represented were not only national trade union centres and craft Internationals, but also the two Socialist Internationals, the International Co-operative Alliance, and several political parties and pacifist bodies; the All-Russian Federation of Trade Unions had also sent a delegation.

The task of the Hague Congress, which had been convened in virtue of the resolution against war adopted by the Rome Congress in April last <sup>(1)</sup>, was to enable all organisations throughout the world which are carrying on an active struggle for the maintenance of peace to come to an agreement as to means of preventing war and removing its menace. In a series of five resolutions the congress defined the general lines of the programme to be adopted. The first four contain a number of recommendations for the development of a pacifist spirit in the younger generation, for the organisation of pacifist propaganda in collaboration with working-class organisations, for political action against militarism and armaments, for the revision of the Peace Treaty and the transformation of the League of Nations into a universal League of Peoples; and, finally, it was recommended that the problem of reparations and inter-Allied debts should be submitted to the League of Nations for examination and solution.

The last resolution <sup>(2)</sup> defines the policy of trade unionism. In order to destroy the militarist spirit and to bring about actual disarmament, the Labour movement must carry on vigorous propaganda in collaboration, where possible, with non-working-class organisations; it will devote attention to the education of children and young people, will exercise the strictest supervision over the press, will watch the manufacture and transport of war materials, and will endeavour to render impossible such manufacture and transport within the near future "by deliberate and energetic propaganda and by educating and instructing the workers themselves". If a threat of war should arise, the trade unions should "demand recourse to arbitration and prevent the outbreak of war by proclaiming and carrying out an international general strike". It will lie with the International Federation of Trade Unions "to undertake the responsibility of deciding upon and effecting the general strike and economic boycott" in accordance with the decision of the Rome congress. "The preparations for all definite

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<sup>(1)</sup> *International Labour Review*, Vol. V, No. 6, June 1922, p. 921.

<sup>(2)</sup> Text of the resolution in INTERNATIONAL LABOUR OFFICE: *Industrial and Labour Information*, (hereafter referred to as *Industrial and Labour Information*) Vol. V. No. 2, 12 Jan. 1923, pp. 41, 42.

action shall be in the hands of the committee set up by the Trade Union Congress at Rome and composed of representatives of the International Federation of Trade Unions and of the international secretariats of workers in the transport, mining, and metal industries. The direction of all definite action shall be in the hands of the Management Committee of the International Federation of Trade Unions. "

This resolution, like those which preceded it, received the support of almost the whole congress. Only the Russian delegates found themselves on all points in opposition to the other delegates. They objected to the inclusion in the congress of representatives of non-working-class organisations. They declared that they did not believe in collaboration of classes even for the achievement of international peace. "The war against war", said Mr. Losovski, "must begin in every country with a holy war against the bourgeoisie. We will form a united front, with you if you wish, against you if you resist". Once more the sharp opposition between the methods of the Amsterdam International and those of the Moscow International was made manifest. "No war of revolutionary penetration by force and violence", cried Mr. Dumoulin (France) in reply to Mr. Losovski, "not that war any more than the other war on behalf of the capitalist bourgeoisie".

The speech of Mr. Losovski at The Hague was only a repetition of the ideas expressed some days before in the resolution<sup>(3)</sup> of the Second Congress of the International Federation of Red Trade Unions which was held at Moscow from 19 November to 2 December 1922 :

The congress approves the proposals made by the Executive on several occasions to the International Federation of Trade Unions of Amsterdam regarding joint action against the bourgeoisie and declares that, if such action has proved impracticable, the fault lies solely with the International Federation of Trade Unions (Amsterdam), which prefers to collaborate with the bourgeoisie rather than with the Revolution.

The Moscow congress declared itself in favour of the maintenance of the united front as being the prime condition of proletarian victory. The duty of the workers was to remain in the trade unions affiliated to Amsterdam rather than to form weak organisations apart. Excluded workers should try to re-enter by every means.

These tactics, recommended and put into operation during the last six months by the propaganda committees set up during the First Congress, render it rather difficult to form an accurate estimate of the numerical strength of the Moscow International. Fifty-one organisations, of which 12 were national trade union centres, were represented at the Second Congress by 213 delegates, but out of the total membership of these organisations, which was given as twelve millions, it must be observed that half was accounted for by the Russian trade unionists and that the rest consisted for the most part of minority groups within national trade union centres affiliated to the Amsterdam International.

The congress considered the principles upon which its forces ought to be organised. It favoured, as a rule, centralised organisation as against federalism. The question of organisation by industry was the subject of an important debate. The Czechoslovak delegates advocated one big union "to cover all branches of industry". While admitting that this would be the organisation of the future, the congress declared

<sup>(3)</sup> See account of this congress in *Industrial and Labour Information*, Vol. V, No. 5, 2 Feb. 1923, pp. 189-191.

against its adoption under the present circumstances. The Czechoslovak delegates were only authorised to set up such an organisation provided that the autonomy of the industrial sections of the organisation was respected.

The International Federation of Red Trade Unions obtained at the Moscow Congress a new affiliation, that of the French General Confederation of United Labour (*Confédération générale du travail unitaire*). The latter, it will be remembered, had hitherto abstained from affiliating itself to Moscow on account of the organic connection which existed between the International Federation of Red Trade Unions and the Communist International. In pursuance of the resolution voted at St. Etienne<sup>(4)</sup> the French delegation to the Second Moscow Congress proposed that this organic connection should cease and that Article 11 of the constitution which had been adopted by the First Congress should be amended to that effect. It was thought that the proposed amendment would win over to the International Federation of Red Trade Unions certain Spanish and Italian elements which had hitherto stood aside from Moscow on account of the confusion of the trade union and political movements.

A discussion ensued, in the course of which Mr. Zinoviev, on behalf of the Communist International, stated that while the political and economic aspects of trade union activity were in principle inseparable, yet the amendment of the constitution should be adopted in view of the traditions and special situation of trade unionism in the Latin countries. The congress thereupon voted an amendment of Article 11 of the constitution substituting for the paragraph which provides for organic connection and interchange of executive officials a paragraph which provides for "the creation of committees of action whenever circumstances require for the application of decisions taken in common and for the period necessary for such application". The French delegation declared itself satisfied and responded to the vote of the congress by announcing the adherence of the General Confederation of United Labour to the International Federation of Red Trade Unions.

Hardly had the second Moscow congress re-affirmed the necessity of the united front for the proletariat in face of the capitalist offensive than a new trade union International was created at Berlin. Already in June last a preliminary conference of Revolutionary Syndicalists had been held at Berlin and had unanimously decided that "the Red Trade Union International, both in principle and in virtue of its constitution, is not an international organisation capable of organising the revolutionary workers of the world in one compact fighting organisation<sup>(5)</sup>"; it therefore instructed its executive committee to organise a world congress of federations of Revolutionary Syndicalists. The second Moscow congress for its part had warned its affiliated bodies against "this attempt to divide the international revolutionary trade union movement, which is being made by a new trade union International calling itself autonomous, but in reality Syndicalist". It had emphasised that "Anarchist groups

(4) *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 564. The second paragraph on the resolution referred to should read: "The congress instructs its delegates at international congresses to support the principle of the *autonomy* of the Moscow International in relation to the Third Communist International and to vote against the application of Article 11 of the constitution of the International Federation of Red Trade Unions".

(5) *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 560.

within the trade union movement in their struggle against the International Federation of Red Trade Unions frequently exhibit a united front together with the Reformists and bourgeoisie", and approved the steps taken by the executive committee "with a view to bringing into the International Federation of Red Trade Unions all Syndicalist organisations and carrying on action in common against Reformism and the bourgeoisie". It was therefore a matter of speculation whether the amendment of Article 11 of the constitution of the International Federation of Red Trade Unions decided upon by the second Moscow congress would not alter the attitude of the organisations represented at the preliminary conference in June. The International Conference of Revolutionary Syndicalists, which was held at Berlin from 25 December to 3 January, decided not to be influenced by this amendment, considering it to be insufficient, as it left the trade union movement subordinated to the policy of the Communist International. It therefore proposed the creation of a Revolutionary Syndicalist organisation independent of all parties and governments; a constitution was drawn up and approved, and the new organisation was given the title of "International Working-Men's Association", which, it will be recalled, was that of the first International founded in 1864.

One of the principal duties assigned by the Berlin congress to the new International is the reconstitution of the unity of the "revolutionary forces" throughout the world, and to establish contact with all organisations capable of aiding it to attain this object. An appeal is to be made to the International Federation of Red Trade Unions in order that a common platform may be decided upon. "On account of the importance and ultimate inevitableness of an understanding between all the revolutionary elements for the purpose of action against capital and the state", the congress decided, "in case of final refusal by the Executive of the International Federation of Red Trade Unions to co-operate, to address itself to organisations adhering to Moscow over the head of the Executive."

The Berlin congress included representatives of the Latin and Scandinavian countries, South America, Mexico, Germany, Netherlands, Czechoslovakia, and Russia. Nevertheless, the numerical significance of the new International does not seem to be very considerable, as may be judged from the fact that the most important national group was that of the German Workers' Unions (*Arbeiterunionen*), whose total membership does not exceed 100,000. It has already been mentioned that the French General Confederation of United Labour, which had sent observers to the preliminary conference in June<sup>(6)</sup>, has meanwhile officially adhered to the International Federation of Red Trade Unions. Nevertheless, the Syndicalist minority of the General Confederation of United Labour was represented at the Berlin congress, and this delegation signified their personal adherence to the new International. They stated, at the same time, that their action did not imply any desire to cause a split in the General Confederation of United Labour.

#### NATIONAL ORGANISATIONS

##### *Congresses*

The conflict between Communists and supporters of Amsterdam caused a violent disturbance during the first sitting of the Fifteenth Congress of the Spanish General Union of Workers (*Union General de*

(6) Ibid.

*Trabajadores*) which was held at Madrid from 18 to 24 November (?). It was not until after the expulsion of the Communist delegates that the assembly was able to pursue the discussion of its agenda in an atmosphere of calm. It then reaffirmed its confidence in the International Federation of Trade Unions of Amsterdam, and, in order to prevent discussions concerning the question of international affiliation from being provoked and exploited by certain groups, it decided that the question should not appear on the agenda of the next three congresses except at the request of a majority of the members of the Union. In order to strengthen the action of the International Federation of Trade Unions, the congress decided to take steps to constitute a Spanish-American Federation affiliated to Amsterdam. The congress declared that it would continue its whole-hearted support of the International Labour Organisation, and would work in conjunction with the International Federation of Trade Unions for the conversion of the Organisation into a real international parliament. Resolutions were voted protesting against the recent Decree on trade associations (<sup>8</sup>), demanding the right of association for civil servants, and asking the Government to pass Bills dealing with industrial accidents in agriculture, collective agreements, and minimum wages. Finally, the congress asked for payment of unemployment benefit by the state and for the recognition of the principle of equal wages for men and women.

In Czechoslovakia the expulsion of a large number of Communists carried out in the course of recent months by the General Federation of Trade Unions (*Odborove Sdruzeni Ceskoslovenske*) has resulted in the formation of a Communist organisation entitled "The International Trade Union Federation" (*Mezinarodni Vseodborovy Svaz*). This organisation, which was created on the occasion of a conference held at Prague from 27 to 29 October 1922 and which is affiliated to the International Federation of Red Trade Unions, aims at uniting the Communists of all nationalities in Czechoslovakia. The Communist journal *Rude Pravo* gives as the present strength of the new Federation a membership of 318,685, and the Communist magazine *Rudy Odborar* gives it as 312,291, while the Social Democratic paper *Pravo Lidu* gives it as 50,000 only. The occupations which contain the largest number of adherents are, according to the *Rudy Odborar*, chemical industry (75,000), agriculture (69,700), textile industry (31,068), building (31,383), railways (20,000), and woodworkers (18,000).

In Esthonia a split in the trade union movement has also occurred, but there the relative strength of the two parties is reversed. The Committee on Credentials of the second trade union congress, which opened at Reval on 27 November, consisted entirely of Communists and left-wing Independent Socialists. The minority, to the number of 73, representing 27 organisations, left the congress and held a conference apart, where they adopted a resolution urging Esthonian workers to become affiliated to the International Federation of Trade Unions.

The congress of the Federation of Trade Corporations (*Federazione dei corporazione sindacali*), which was held at Bologna on 10 and 11

(<sup>7</sup>) See *Industrial and Labour Information*, Vol. IV, No. 4, 22 Dec. 1922, pp. 589-590.

(<sup>8</sup>) See below, pp. 550-551.

(<sup>9</sup>) See *Industrial and Labour Information*, Vol. IV, No. 21, 1 Dec. 1922, pp. 454-455.

November<sup>(9)</sup> enabled the Fascist trade union movement to measure the progress made since the last congress and to reaffirm the principles upon which the organisation is based. According to the report of the secretary the membership of the corporations, which was nearly half a million at the time of the Milan congress in June last<sup>(10)</sup>, has now attained 1,000,000. Fascist trade unionism condemns all collaboration of trade unions with foreign organisations, and aims at increasing production by increasing the number of producers, by the development of the middle class, and by a better distribution of wealth. The achievement of the last-mentioned object would enable the best elements of the proletariat to obtain the necessary instruments of production and to exercise adequate control over them. All classes were stated to be necessary for the growth of society, and the Fascist party was therefore favourable to the development of classes instead of desiring class warfare. In accordance with these principles the congress unanimously adopted a resolution demanding that public advisory bodies should only recognise those industrial organisations which adhere to national principles. Organisations which reject government supervision and maintain relations with foreign organisations should be excluded from these bodies.

Although the economic crisis has reduced the trade union movement to a defensive attitude in most countries, the Netherlands Federation of Trade Unions (*Nederlandsche Verbond van Vakverenigingen*) held a special congress at Amsterdam on 21 November 1922 to discuss the question of the participation of workers in management, a question which it had not time to deal with at its July congress. While it does not believe that circumstances permit of an immediate solution of this problem, the Federation has yet thought fit to formulate now its demands on this matter. It has set forth in a long resolution<sup>(11)</sup> a detailed programme upon the basis of which a campaign might be opened when occasion offers, and the realisation of which it considers as the first step towards socialisation.

This programme provides for the creation of two kinds of organisations: works councils and joint industrial councils. The former should be set up in all undertakings and should be charged with supervising the application of industrial legislation and of collective agreements. They should concern themselves in a general way with questions affecting the staff of the undertakings: wages, standards of output, workshop regulations, disciplinary penalties, discharge and short time, and welfare work. These councils would appoint a representative who would sit on the board of directors or other body charged with the management of the undertaking. Joint industrial councils should be formed in all branches of industry, and it should be their special task to promote the economic and technical development of the various branches of industry so as to increase output and reduce cost of production. They would be empowered to close down technically backward undertakings, to draw up regulations for the supply of raw materials, to fix prices, etc. The conditions of work would be determined by collective agreements concluded between the workers' and employers' organisations in collaboration with the joint industrial

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<sup>(10)</sup> See *International Labour Review*, Vol. VI, No. 2, Aug. 1922, p. 217.

<sup>(11)</sup> Full text of this resolution in *Industrial and Labour Information*, Vol. IV, No. 22, 8 Dec. 1922, pp. 526-527.

councils on the basis of compulsory membership. At the head of the joint industrial councils there would be a Central Economic Council comprising employers, representatives of the public, and representatives of the workers. This Council would act as a court to which the works council and the employers could appeal in case of dispute.

The eleventh congress of the General Federation of Japanese Labour (*Nihon Rodo Sodomei*), which was held at Osaka from 1 to 3 October 1922, was the occasion of a further extension of the programme of the Federation<sup>(12)</sup> by the inclusion of the following demands and principles: resistance to capitalist oppression, incompatibility of interest between working and capitalist classes, and realisation through the trade unions of the new order of society based upon liberty, equality, and complete emancipation of the working classes. Thus the programme of the Federation, which at first was limited to the moral and intellectual training of its members and to the ideal of solidarity by co-operation and mutual aid, is coming more and more to resemble that of the majority of trade unions in the West. It will be remembered that as a step in this evolution the Federation at its tenth congress in October 1921 changed its name from *Yuai Kai*, which means "Friendly Society", to *Nihon Rodo Sodomei*. Among the demands put forward by the eleventh congress must be mentioned: the 8-hour day and the 48-hour week, a 6-hour day for miners, the abolition of night work, a minimum wage, and the removal of police restrictions on the activity of trade unions.

The Federation does not think that the International Labour Organisation can assist in the realisation of this programme. A resolution of the eleventh congress states that "the Federation disapproves of the International Labour Conference and will endeavour to suppress this harmful and useless institution by the co-ordinated efforts of the proletariat throughout the world". The reasons for this attitude are set forth in a manifesto read to the congress, in which it is stated that "the delegates from Japan to the Conference since its first session have never been representative of Labour, and were not elected by the trade union organisations. . . Their appointment was made in total disregard of the protests entered by the majority of trade union organisations in Japan".

### Organisation

A strong tendency towards amalgamation is making itself felt in Great Britain. The fusion of several important general workers' unions has recently been announced. The National Union of General Workers, the Municipal Employees' Association, and the Amalgamated Union of Labour, all of which are affiliated to the National Federation of General Workers, have decided by 232,723 to 14,060 votes to amalgamate into a single union with a membership of about half a million. Two important congresses were held at the beginning of February at the instance of the General Council of the Trades Union Congress to explore the possibilities of amalgamation in the metal and textile industries. Out of 35 engineering unions, with a total membership of 700,000, which were invited to the first conference, 25 sent represent-

(12) For the creation of this Federation and the development of its programme see *International Labour Review*, Vol. V, No. 3, Mar. 1922, pp. 450-453.

atives, who appointed a committee to decide upon a basis for amalgamation. The second conference was attended by delegates from 17 unions in the textile industry, including workers in wool, jute, hemp, flax, dyeing and bleaching. Though there are considerable differences in the contributions and benefits of the various unions, it is not expected that amalgamation will encounter great difficulties.

The scheme for the affiliation of the National Union of Railwaymen with the National Transport Workers' Federation, to which attention was drawn some months ago<sup>(12)</sup>, has broken down in consequence of the refusal of the Union to affiliate. This refusal follows closely upon the decision of the National Sailors' and Firemen's Union to leave the Federation, and leaves the latter in a difficult situation, which was examined by its General Council on 25 January last. It will be remembered that the formation at the beginning of 1922 of the Transport and General Workers' Union by the absorption of several unions affiliated to the Federation upset the balance in the composition of the latter, two-thirds of the members of which belong henceforth to a single union. It was hoped to redress the balance by bringing in the railwaymen's unions, but only the Locomotivemen's Union was willing to accept the scheme. A change of plan was therefore required. The General Council, meeting on 25 January, decided that the Federation shall continue to exist, but with the definite object of endeavouring to secure amalgamation of the six purely transport unions in the Federation which still remain outside the Transport and General Workers' Union. The present membership of the Federation is as follows: 202,800 in the Transport and General Workers' Union and 75,000 members in the 13 other unions. After the proposed amalgamation has been effected, there will therefore remain in the Federation seven unions which are not purely organisations of transport workers, and to which the Federation should be able to render useful services.

In Denmark it seems possible that a reconciliation may be effected between the General Workers' Union (*Dansk Arbejdsmandsförbund*) and the Confederation of Trade Unions (*Samvirkende Fagforbund*). The separation had occurred after the general strike in the spring of 1922 in consequence of a dispute as to the respective powers of the Confederation and its affiliated unions in the settlement of wage disputes. The general meeting of the Confederation, which was held on 9 and 10 October 1922, added to the constitution a clause defining the powers of the Confederation and of the unions<sup>(14)</sup>. The latter will be entirely free to conclude agreements coming within their own sphere of organisation. The Confederation, for its part, may conclude agreements concerning matters of general interest to all workers, but the general meeting will not have the right to negotiate, in the name of affiliated organisations and against their will, agreements relating to wages or other conditions of work. The executive committee will not be authorised to participate in negotiations for such agreements unless the unions concerned are represented<sup>(15)</sup>.

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(12) Ibid. Vol. VI, No. 1, July 1922, pp. 41-42.

(14) See *Industrial and Labour Information*, Vol. IV, No. 20, 24 Nov. 1922, pp. 406-408.

(15) See below, under *Employers' Organisations*, the attitude of the Danish Employers' Federation with regard to this decision.



According to a report laid before fifteenth congress of the Spanish General Union of Workers, held in November last, the steps taken in the course of the year by the Union with the object of bringing about an amalgamation with the National Confederation of Labour have been unsuccessful. Nevertheless, the congress decided that the Union ought to be ready to arrange understandings for specific objects with other trade unions which accept the principle of class warfare.

Efforts towards greater unity in the trade union movement are also being made in Japan <sup>(16)</sup>, but without reaching as yet the results desired. On 30 September a conference was held of delegates from the principal Japanese trade unions with the object of forming an organisation to include all the trade unions of the country. To this end negotiations have been carried on since April last by the General Federation of Japanese Labour (*Nihon Rodo Sodomei*); the conference, however, was unable to agree upon the powers to be conferred on the central bodies. The delegates of the General Federation of Japanese Labour and of the General Federation of Workers in State Enterprises (*Kangyo Rodo Sodomei*), who were in the majority, favoured a highly centralised system under which supreme power would be vested in the national executive. The minority, which included the federations of trade unions of western and eastern Japan and the Federation of Engineering Workers, desired that affiliated organisations should retain their autonomy. It seems that each party, the majority and the minority, is planning the formation of a federation embodying the ideas expressed by it at the conference.

### *Legislation*

Italy and Spain have recently modified the legal status of associations, both of employers and workers. Only the provisions relating to the latter are dealt with here <sup>(17)</sup>.

The Italian Decree, which was published on 5 December 1922 <sup>(18)</sup>, has the effect of reserving to workers' organisations which fulfil certain legal provisions the right of being represented on public advisory bodies and institutions, and with this object the registration of trade unions has been introduced. Such registration is quite voluntary, but implies, to a certain extent, the legal recognition of the union. Registration is open to all unions of industrial and agricultural wage-earning and salaried workers in privately-owned undertakings which exist to defend the industrial interests of their members and improve their economic position. For the purpose of registration, unions national in scope are distinguished from those which cover a smaller area. Both kinds are divided into two classes, according as they include workers in a particular industry or occupation only or workers in all industries and occupations. All applications for registration must be accompanied by a copy of the rules, a list of members, showing where each is employed, and proof that at least two-thirds of the financial resources of the union are derived

<sup>(16)</sup> For the beginnings of this tendency see *The Labour Movement in Japan*, in *Industrial and Labour Information*, Vol. V, No. 3, Mar. 1922, p. 446.

<sup>(17)</sup> For the provisions of the Italian Decree relating to employers' organisations see *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 281.

<sup>(18)</sup> *Gazzetta ufficiale*, 5 Dec. 1922. The text has been analysed in *Industrial and Labour Information*, Vol. IV, No. 24, 22 Dec. 1922, pp. 593-595.

from contributions of members. These applications are examined, for the registration of national unions, by committees set up for the purpose in the Ministry of Labour and Social Welfare and, for the registration of other unions, in the competent organs of the Inspectorate of Industry and Labour. The committees are composed of members representing the workers, presided over respectively by the Under-Secretary for Labour and Social Welfare and by the Inspector of the administrative district. The first members of the committees are to be appointed by the Government, but they will subsequently be elected on the principle of proportional representation by registered unions, national or otherwise, as the case may be. The committees may grant or refuse registration to unions which apply for it. Registered unions must send in annual returns as to membership and must report all amendments of rules to the competent committee. The latter may, if occasion requires, suspend or cancel registration.

A Royal Decree relating to trade associations in Spain was published on 3 November 1922. It applies only to the Province of Barcelona <sup>(19)</sup>. It will be remembered that the variety of tendencies among the trade unions in Catalonia had led the Government to consider the compulsory organisation of workers in trade unions whose constitution would be fixed by law <sup>(20)</sup>. The new Decree, however, does not introduce compulsory organisation. Its object, according to its first clause, is "to lay down rules for the formation of trade associations . . . without affecting the right of association guaranteed by the constitution". The more important of the rules which affect workers' organisations are the following: they must be composed exclusively of workers belonging to one occupation, one industry, and one district. The workers in the industry or occupation concerned will be invited to attend a special meeting with a view to constituting a trade union and appointing officials with the power to negotiate, on behalf of the union, with employers and public authorities on the collective interests of the group whom they represent. These constituent assemblies will be held under the chairmanship of a representative of the Ministry of Labour, Industry, and Commerce or of a person delegated by him. The rules of the union must be approved by government authority, and so also must any later amendments. A trade union must have at least one hundred members and, further, it must include the majority of the workers in the occupation or the industry of the district in question, and this majority must be present at the constituent assembly, otherwise the union cannot be formed. Trade unions of workers in public utilities, including transport, are subject to somewhat different regulations. All the wage-earning workers of any one of these undertakings may incorporate themselves in a single union.

Trade unions in the same industry, but in different districts, may unite in a federation, whose rules must be approved by government authority: likewise, legally constituted unions may form permanent or temporary alliances for the defence of their common interests, provided that a resolution to this effect has been adopted in each association by an absolute majority of the members and communicated to the Ministry of Labour, Industry, and Commerce. Every union must, in any case, retain complete autonomy within the federation or alliance and must

(19) *La Epoca*, 4 Nov. 1922.

(20) See *International Labour Review*, Vol. V, No. 6, June 1922, p. 934.

be free to secede at any time. The federation or alliance cannot own property other than that necessary for its offices, meetings, libraries, employment exchanges, apprenticeship workshops, hospitals, and similar institutions. It cannot be the recipient of gifts and legacies except on behalf of these institutions and its insurance and benefits funds. It cannot pursue any political objects nor undertake commercial activities other than those of a co-operative nature.

Separate trade unions constituted in accordance with the Decree enjoy certain rights, among which are those of appointing representatives to sit on various labour committees ; of acquiring all kinds of property ; of appearing in courts of law in all civil and criminal proceedings ; of undertaking technical education ; of carrying on welfare institutions and mutual insurance, co-operation and employment exchanges ; of proposing modifications of regulations for the health and safety of workers ; and of concluding collective agreements on the subject of the 8-hour day, hours of work in commerce, weekly rest, night work in factories and on other matters as prescribed or authorised by labour legislation. Contracts for public works may be assigned to trade unions by the state or local authorities.

Finally, the Decree lays down very detailed rules to which the organisation and activity of unions must conform. Only the more important of these can be mentioned here. To qualify for membership, a candidate must be eighteen years of age, of Spanish nationality, and be employed in the occupation or industry to which the union pertains. Membership cannot be refused to candidates satisfying the required conditions. Both ordinary contributions and special levies must be approved by government authority, which may reduce them if thought fit. Every trade union must be managed by a committee elected every two years by a general meeting of members, two-thirds of whom must be present. One of the conditions required for membership of the committee is that of having worked five years in the occupation or industry concerned. The chairman is the legal representative of the union. The general meeting must be held at least once in six months. One-half of the membership constitutes a quorum, and resolutions, in order to be valid, must obtain two-thirds of the votes, except where the contrary is provided in the Decree. Voting is always by ballot.



# Employers' Organisations

THE activities of employers' organisations during the last few months have reflected very plainly the gradual transition, hardly yet perceptible in Europe but already apparent in the United States, from business depression to a period of comparative prosperity. The most notable movement in the European countries is a resumption of the campaign for increasing the hours of work, the arguments advanced in favour of such a course being no longer confined to the contention that it is essential in order to reduce costs, but also maintaining that increased output is necessary to meet the actual or prospective increased demand. In the United States the resumption of industrial activity threatens a labour shortage, which has given rise to a spontaneous movement in many different quarters to modify the present immigration restrictions in order to permit the "free entry of honest labour" <sup>(1)</sup>, while at the same time more and more interest is being taken in the rapid and efficient training of skilled and semi-skilled workers.

## HOURS OF WORK

Proposals to increase hours of work have been particularly frequent in Great Britain since January. The shorter working week secured during the war and after-war period has so far been retained in that country except in agriculture and among the employees of certain local authorities. Now, in addition to attempts of the Mining Association and the National Federation of Building Trades Employers to increase hours of work in the coal-mining and construction industries respectively, suggestions have been made to lengthen the working day of London road transport workers, of coal tippers and trimmers in the South Wales ports, of workers in the milk distributive trade, and of civil servants.

In the coal-mining industry the proposal to increase the present 7-hour day to 8 hours followed closely on the publication of a report of the Advisory Committee for Coal and the Coal Industry, appointed by the Ministry of Mines to investigate the distribution costs, railway freights, and other items which go to make up the price of coal to the consumer. Among its findings this Committee had stated that it was "bound to recognise that present prices cannot, with the present cost of production, give an adequate return either to the coalowners or to the coalminers". The Mining Association, comprising all the employers in the British coalmining industry, thereupon issued a statement pointing out that within the last one or two months the demand for British coal had increased and selling prices had stiffened. This tendency, it remarked, had been particularly pronounced since France took action to enforce reparations. The demand from France and Germany as well as other European countries and the United States had become so heavy that there was a "real fear of a coal shortage in the near future". It was considered that such a development would have the inevitable effect of raising prices temporarily, but that a big price increase to British industrial consumers would only

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<sup>(1)</sup> *International Labour Review*, Vol. VII, No. 1, Jan. 1923, pp. 38, 46-49.

result in a subsequent falling off of home orders, which would mean a heavy blow at the promised trade revival. The statement then continued :

A return to the 8-hour day, in the circumstances, can only be regarded as a national necessity. The extension of the working day would have the two-fold effect of reducing production costs and ensuring an output adequate to our expected needs. This would serve to check the upward jump of prices to home consumers, and would make for a steady market, which, above all, is what is most urgently required to ensure the smooth working of the industry and better wages for the miners. The latter would benefit financially from the longer working day, for the reason that with a larger revenue there would be a bigger fund available for division between owners and men in the shape of profits and wages respectively <sup>(2)</sup>.

In reply to this statement Mr. Frank Hodges, the Secretary of the Miners' Federation, declares that "neither the miners' leaders nor the men have the remotest idea of co-operating with the owners to extend the working day. The present hours . . . [are] the maximum time that any human being should be allowed by a civilised community to work in a coal mine".

At the regular quarterly meeting of the Building Wages and Conditions Council (representative of employers and workers in that industry), held on 11 January, the employers put forward demands involving the re-arrangement of the working week as one of 47 hours for eight months of the year, 44 hours for two months, and 41½ hours for the remaining two months; with this was coupled a demand for a 20 per cent. reduction of wages for all operatives. The employers stated that the strongest possible pressure was being brought to bear upon them by employers in other industries and by commercial organisations to reduce building costs, and letters were produced alleging that other trades were being severely handicapped owing to the high cost of building. The workers declared themselves willing to negotiate if necessary on the question of wages, but wished to have existing conditions of labour stabilised for a year while negotiations were conducted. To this the National Federation of Building Trades Employers could not agree, arguing that "to stabilise hours and conditions on their present high level would be an injustice to those industries which, having been forced by economic circumstances to accept a much lower rate than certain industries have, are now pressing for analagous reductions in other industries". After protracted negotiations lasting over ten weeks — all of which eventually broke down — the employers have intimated their intention of reverting to their original demands of a 20 per cent. reduction in wages and an increase of working hours.

In Germany the employers on the Federal Economic Council have succeeded in including a number of their proposals in the majority report on the Hours of Employment Bill. Section V of the Bill in its amended form lays down that the average daily hours of work of industrial workers and apprentices covered by the Act shall not exceed 8 hours (exclusive of breaks) over a period of a working week, and that mere presence on duty shall not be considered as included in hours of work. In the building industry statutory hours of work subject to

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<sup>(2)</sup> A system of profit-sharing is legally established in the coal-mining industry in Great Britain, but has scarcely yet become operative.

the necessary overtime would be fixed at 9 hours per day, or 54 hours per week, for eight months in the year.

In connection with this question of increasing the hours of work in Germany, it is of interest to recall Mr. Hugo Stinnes' speech before the Economic and Financial Committee of the Federal Economic Council on 9 November. Mr. Stinnes stated that every man engaged in manufacturing desired the speedy ending of the present inflation and the definite stabilisation of the mark. In the National Manufacturers' Association he thought opinion was practically unanimous as to the measures necessary in order to bring this about. He estimated Germany's underproduction to be at least two hundred million gold marks a month and pointed out that it was necessary not only to produce that amount more, but to produce it over and above the cost of production. To do this the German people would be obliged for ten or fifteen years to come to work at least two hours a day more in order to raise production to a point where they could live and have something left over to pay for reparations.

In Denmark the General Confederation of Danish Employers (*Dansk Arbejdsgæforening*) has given notice to the Confederation of Trade Unions that the general agreement on hours of work, first concluded on 17 May 1919 and prolonged by the further agreement of 4 April 1922, will terminate as from 1 April 1923. The employers' association points out that the trade union confederation at its meeting on 9 and 10 October had decided to leave its affiliated unions free to make their own arrangements regarding wages and conditions of work other than hours. The General Confederation of Danish Employers states that it "has no objection to this decision, but holds that a resolution which gives individual trades their liberty in wages questions should, at the same time, give them liberty in all other questions connected with agreements, including hours of work".

The Central Industrial Committee of Belgium (*Comité industriel central de Belgique*) attributes a variety of evils to the application of the 8-hour day: a general shortage of production, particularly of coal, necessitating the importation of increasing quantities from abroad at increased prices; a constant exodus of skilled workers whom it is impossible to replace adequately; an increase of costs with a consequent reduction of foreign trade; and a continuous depreciation of the franc are regarded as among the effects of the 8-hour day Act on national production. Nevertheless, while considering that "these evident indications of lack of economic equilibrium . . . impose upon the public authorities the imperative necessity of taking all urgent measures calculated to remedy them", Belgian employers would not appear to favour the complete repeal of the Act. At a recent meeting of the Council of Industry and Trade (which consists exclusively of employers) it was decided to ask the Government to grant all requests for exemption from the 8-hour day Act, and a unanimous vote was obtained in favour of amending it; but a proposal that the Act should be repealed was not supported.

Similarly, the Liège Chamber of Commerce recently adopted a resolution urging Parliament to proceed without delay to the discussion of the Bill suspending the application of the 8-hour day Act.

In the United States the report of the Committee on Industrial Betterment, Health, and Safety of the National Association of Manufacturers contains the following interesting paragraph on the general principles which should determine the duration of hours of work. It

will be noticed that they differ from the European point of view in several respects :

We do not believe that there is any reason or necessity for the legal determination of what shall constitute a day's work. The type of industry, the individual worker, and the surrounding conditions are the factors which should regulate how long an individual shall labour. There are some industries in which ten hours a day are too long; there are some industries in which eight hours a day are not long enough. There is one general suggestion which might possibly cover this point, and that is, that the hours of labour should be so determined as not to cause cumulative fatigue. Industry is striving everywhere to reduce the physical efforts required in production and, as these physical efforts are reduced, we do not believe there is any sound theory that the hours of labour should be curtailed.

#### THE THREATENED LABOUR SHORTAGE IN THE UNITED STATES

As already stated, employers in the United States are attempting to meet the threatened labour shortage in two ways . by modifying the immigration restrictions and by improving methods of training workers. The February number of *American Industries* published by the National Association of Manufacturers gives a comprehensive symposium of opinions of employers on the restriction of immigration into the United States. The outstanding recommendations are that the present Three per Cent. Immigration Act should be amended with a view to admitting more of the desirable class of immigrant and prohibiting the undesirable classes ; and that the number of immigrants admitted be determined on the basis of the net balance of immigration and emigration and not according to the present method, which causes a labour shortage. It is considered that the Secretary of Labour should be authorised on the presentation of satisfactory evidence of a labour shortage in any industry to allow the admission of desirable immigrants to meet this need. A scientific selection of immigrants should be made abroad, so that intending immigrants who do not qualify may be rejected at the port of embarkation. A centralised Bureau or Commission should also be set up to deal with all immigration matters. Such a Commission would make it its business to know the needs of the various concerns of the country for immigrants and the channels which would provide the most satisfactory means of assimilation. There was a general opinion that the United States should adopt a more defined policy in the registration and distribution of the immigrant ; should make more human its method of receiving immigrants ; and should broaden its arrangements for immigrant education, having always in view the eventual naturalisation of the immigrant. Generally speaking, the manufacturers and business men who contributed opinions to this symposium expressed their belief in a restrictive policy on broad selective methods, but were in favour of the abolition of the present literacy test.

The National Founders' Association, at its annual convention held in New York on 22 and 23 November 1922, adopted a resolution embodying many of these suggestions <sup>(3)</sup>. It also advocated that immigrants "who oppose any form of government and any who would effect political change by force or who are incapable of citizenship" should be excluded. A report approved by the Chamber of Commerce of the State of New York <sup>(4)</sup> makes similar recommendations.

On 4 January 1923 the Immigration Committees of the National

<sup>(3)</sup> *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 374.

<sup>(4)</sup> *Ibid.* p. 374.

Industrial Council and the National Association of Manufacturers put before the House Committee on Immigration proposals for immediate legislation modifying the Three per Cent. Act. The first of these proposals was that "in fixing the quota of each nationality of otherwise admissible aliens under the present law, due regard should be given to ascertain annual emigration of such nationality". Thus, it was pointed out, the Italian quota under the Act last year was 42,000, and substantially 40,000 Italian immigrants entered the United States. But 53,000 Italians also emigrated, so that, while the Italian quota was apparently filled, there was actually a large deficit. The suggestion now made was that Congress should fix the quota in terms of net immigration.

The second proposal was that "the Secretary of Labour ought to be authorised, upon the presentation to himself of satisfactory evidence of a continuing shortage of labour of a particular class or type, to admit otherwise admissible aliens in excess of the quota until in his judgment such conditions improved".

Finally, it was considered that "provision should be immediately made to provide for the physical examination of otherwise admissible aliens . . . at the point where passports are viséd, or at convenient points of embarkation".

Many other employers' organisations in the United States have similarly emphasised the necessity of permitting immigration where the requirements of industry necessitated. Mr. C. L. Patterson, Secretary of the Labour Bureau of the National Association of Sheet and Tin-Plate Manufacturers, has stated that that industry now requires 40 per cent. more labour than it did at the close of the war, and that in the 26 mills in his Association there is immediate need for more than 1,000 additional workers. A spokesman of the Bethlehem Steel Corporation, which employs some 50,000 workers, 40 to 45 per cent. of whom are of foreign birth, stated that the Corporation could use approximately 5,000 additional employees if they were available, and that a further 15,000 would be necessary in the future to permit operation at full capacity. To remedy this shortage and reduce to a minimum the labour turnover, labour-saving devices had been introduced wherever possible; special employment departments had been organised; arrangements had been systematised for conferences between the management and elected representatives of the employees; apprenticeship courses and adult classes had been set up; wages based upon and recognising the employees' efficiency had been maintained at levels sufficient to permit of good living conditions; adequate provision had been made for housing, transportation, safety, recreation, and for financial relief in the event of sickness or death. By observing this policy the labour turnover among employees of the Corporation had been reduced in well-situated plants to only 6 per cent. per month. It was accordingly obvious that the shortage of labour in these plants was not due to the existence of unsatisfactory conditions, but to an actual dearth of common labour of the type formerly recruited from the ranks of immigrants from the Central and Southern European countries.

The agitation in favour of increased immigration is not confined to employers in the manufacturing industries. Farmers and builders are equally emphatic in demanding free entry for suitable classes of workers. Mr. John R. Howard, President of the American Farm Bureau Federation, speaking at the Annual Meeting of the New York State Farm Bureau Federation, said that immigration restriction was affecting the prosperity of the entire country and particularly of the farmer. He



pointed out that the present law limited the amount of manual labour in the country and that one of its natural and inevitable results was a shifting of labour from the country to the city, thus presenting a great handicap to agricultural production. Another disadvantage of the present restrictive law was that prospective immigrants were forced to go to other countries where they became natural competitors of American farmers and added to the depression with which agriculture had been struggling for the last three years. Mr. Howard considered that the law undoubtedly needed revision. He said he was not in favour of admitting immigrants indiscriminately, nor by an educational test, but advocated admitting all good, honest persons who really wanted to become citizens.

The Committee on Labour of the Associated General Contractors has published a report on this question of the labour shortage in the United States, giving particular attention to the problems of immigration and apprenticeship, with special reference to the construction industry. It is stated that this shortage is not peculiar to any particular section of the country and applies to both skilled and general labour. The Committee found that in seven of the chief building trades there were actually fewer mechanics in 1920 than there were in 1910, and that only in two trades, the structural ironworkers and plumbers, had the number of mechanics kept up with the increasing population of the country. In 1910 there were 161,781 bricklayers and in 1920 their number had shrunk to 131,264, while the total of plasterers had decreased during the same period from 47,682 to 38,255. In order to bring these two trades up to the same ratio which they bore to the population in 1910, an increase of 36 per cent. in their numbers would be necessary. The numbers of general and building labourers had shown an even greater decrease; in 1910 there were 869,478 workers so classed, while in 1920 there were only 623,203 or 72 per cent. of that number. These figures, together with many others showing a similar state of affairs, would seem to prove conclusively that there was a real shortage in both skilled and unskilled labour, and that the abnormal demand for labour caused by the great building programme was not alone responsible for the dearth of workers in the construction industry<sup>(5)</sup>.

The Committee distinguished two major causes as mainly responsible for the labour shortage. The more important of these, from the point of view of the numbers involved, was the cutting off of immigration, first by the war and since by restrictive legislation. The other and even more serious factor was the decrease in the number of apprentices. The investigations of the Committee showed that the number of apprentices was less in 1920 than in 1910. In three of the trades — the bricklayers, plasterers, and carpenters — the number of apprentices was less than 50 per cent. of the mechanics dying or retiring on account of old age. The Committee, while not contending that immigration and the insufficient number of apprentices are wholly responsible for the inadequate supply of mechanics, states its belief that they are prime factors, and that their proper regulation and development would in great measure relieve the situation. It does not advocate that the country should return to the old policy of unrestricted immigration, but nevertheless thinks that the present restrictive law

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<sup>(5)</sup> It is of interest to notice that somewhat similar conditions exist in the building trades in Great Britain. Cf. *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 277.

is unsatisfactory. After considerable study of the apprenticeship question, the Committee reached the conclusion that the old system of apprenticing is no longer practical as a means of training a sufficient number to replenish the supply of mechanics. Two problems have to be solved : first, to provide as quickly as possible mechanics to supply the present shortage ; the second, to provide means for the education of mechanics in lieu of the present apprenticeship system. As a means of solving the first problem, the Committee recommends that men now engaged on construction work as building labourers and otherwise who show an aptitude for the work should be employed as helpers to the skilled mechanics and be permitted to do any work their experience warrants. At the same time employers should establish special trade schools where the age limits and scholastic requirements are waived, and the only conditions for entrance are aptitude and willingness to learn a given trade. These schools would merely teach the handling of tools and the rudiments of the trade, leaving skill and efficiency to be acquired on the job, where experience has shown it is most successfully acquired. The second problem, namely, how to provide means to ensure a supply of mechanics which will keep pace with the normal growth of the nation, might be solved partly by the inauguration of a campaign to attract young men to the trade, and to establish courses of training in building trades ; partly by the revision of trade union rules regarding apprenticeship, particularly those limiting the age limits of apprentices ; and partly by shortening the length of time at present considered necessary for the training of apprentices. The Committee points out that many schools for the practical teaching of mechanical trades have been started by employers in different parts of the country. Reports from these cities state that the schools are popular and that no difficulty is being encountered in securing all the students their facilities will accommodate.

Determined attempts to grapple with the problem of scarcity of skilled and semi-skilled labour are also being made by employers' associations in the iron and steel trades. Both in its annual report and in the discussion at its convention the National Founders' Association emphasised the necessity of recruiting and training new workers. It was pointed out that foundry work was not attracting men qualified to become superintendents and foremen. Nearly all the higher posts were now filled by promotions from the ranks and many of the men so promoted, by reason of their lack of education and executive ability, were not able to utilise to the fullest extent the mechanical devices available, with the consequence that foundry work was falling behind in efficiency. The report of the Association stated that by means of lectures and motion picture demonstrations at various engineering schools a number of graduate engineers had been interested in foundry work. These men, it was averred were precisely of the type required for the higher posts in foundries. In order to attract them, however, it was necessary to offer a fairly high initial salary, and, after a year spent in moulding or some similar work, to guarantee them a minor executive position. The report suggested that any firm which spent money on its higher staff on these lines would find it well invested. It was further indicated that the Association could easily be made a clearing-house which would keep in touch with the universities and put men who elected to take up foundry work in communication with firms requiring their services.

Suggestions along somewhat different lines but with the same general purpose were put forward at the annual meeting of the Ohio

State Foundrymen's Association held on 7 and 8 December 1922. It was generally considered that the educational work carried on by foundries was inadequate, and the establishment of a school for training in connection with the Ohio State University was advocated. It was suggested that up-to-date buildings and equipment ought to be supplied for this purpose and that the foundry owners of the State should provide the funds and be the directors of such a school. The University, it was stated, was strongly in favour of such a step and would co-operate in every way. The President of the Association also proposed that steps should be taken to increase the number of apprentices in the shops since, at the present time, although the industry was only operating at 60 per cent. of its maximum rate, there were not sufficient moulders to meet all requirements. A committee was appointed to consider this question and report at the next meeting.

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## The Manitoba Council of Industry

**T**HE Government of Manitoba for some years had been trying to perfect a means by which labour disputes might be eliminated from industry in the Province. The Secretary of the Bureau of Labour had often been able to bring about amicable settlements through his mediation, but his efforts were unsuccessful in the case of the general strike of 1919. After this experience the Bureau recommended that the Government should as soon as possible "set up machinery whereby a painstaking and sympathetic enquiry can be made into the real economic merits of all controversies". Accordingly, after consultation with the parties immediately interested, the Industrial Conditions Act was passed in 1919, creating a Joint Council of Industry <sup>(1)</sup>.

The constitution and powers of the Council are defined in the Act. It consists of five persons: two employers' representatives, two workers' representatives, and an impartial chairman. The members hold office for an indefinite period. The powers of the Council are, briefly, to investigate: (1) matters relating to labour disputes, whether existing or threatened; (2) cost of living; (3) numbers of persons and wage rates in industry, and changes in employment situation; (4) conditions of work, housing, welfare; (5) profiteering; (6) allegations of breach of contract committed by employers; (7) complaints of violation of labour legislation; (8) existing or proposed labour legislation. The Council must publish all its reports and decisions. It is empowered to enforce the attendance of witnesses and the production of documents.

The Council, which began its work in May 1920, completed the first two and half years of its existence in November 1922. Since its inception the chairman states

that with two very insignificant exceptions it has never registered a failure in effecting a settlement of industrial trouble in its 91 cases; that we have never had a majority report, but all decisions have been unanimous . . . The economic saving to the Province must run up into many hundreds of thousands of dollars. A single case was estimated to have saved the Province some \$500,000, a sum sufficient to defray the cost of the Council, at its present rate, for fifty years.

An analysis of the 91 cases dealt with shows that 14 were referred to the Council by the employers, 61 by workers, 3 by mutual agreement of both parties, and 13 were taken up on the initiative of the Council. The handling of these cases involved 207 meetings of the Council, 181 interviews between the parties to the dispute and the Council, and 200 interviews between the parties and the chairman. A settlement was effected in 86 cases, of which 45 were settled on the basis of the Council's finding, 27 by negotiation between the parties after conference with the Council, and 14 as the result of conferences with the chairman. One case was beyond the jurisdiction of the Council, being 'international' <sup>(2)</sup> in scope. The findings of the Council were rejected in two cases only, and here other conditions were enforced

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<sup>(1)</sup> This note has been prepared almost wholly from information on the activities the Council supplied to the International Labour Office by the chairman of the Council, the Rev. Charles W. Gordon, D. D., L. L. D., F. R. C. S., Winnipeg, Manitoba.

<sup>(2)</sup> I.e. having reference to Canada as well as to the United States. ,,

by strike or lock-out. No decision has yet been rendered by the Council in the remaining two cases.

The opposing parties in the industrial disputes considered by the Council have been employers' organisations and trade unions ; individual employers and trade unions ; individual employers and unorganised workers ; trade union and trade union ; employer and employer.

The points in dispute have included wages ; violation and interpretation of agreements ; fairness of dismissal ; conditions of work ; trade union jurisdiction and control ; and boycott.

The variety of cases dealt with by the Council may be indicated by a few illustrations. An employer in the building trade, not being a member of the building employers' association, accepted the terms put forward by the trade union which had been refused by the employers' association. The latter organised a boycott against the independent employer, but desisted after the informal intervention of the Council. The employees of a cinematograph theatre complained that their agreement was being violated. The Council found that such was the case, but that the violation was due to misinterpretation of the agreement. The manager recognised his error and consented to abide by the provisions of the agreement. In another case of interpretation of agreement the arbitration of the Council was asked for by both parties. The agreement was loosely worded, and the Council gave an interpretation which was not that of either of the parties, but was a solution of the difficulty rather than a technical interpretation. An important principle was established when it was decided that a contractor who has an agreement with a trade union is responsible for compliance with that agreement by his sub-contractors. Another point also was decided in this case. The trade union had a provision in the agreement securing preferential treatment for its members in the engagement of workers. Members of another union raised the question of the legality of such an agreement. The Council found nothing illegal in preferential treatment. A man complained that he had been dismissed for refusal to work overtime when asked by the management. The Council found that the man was working under an agreement which made provision for overtime when the pressure of work was heavy. It therefore ruled that conditions which apply to straight-time work should govern overtime, and that men are subject to all proper orders of the management during overtime as in straight time.

In eleven of the cases which have come before the Council the two parties had previously agreed to abide by its decision. Several collective agreements in the Province contain a clause providing that, in case of dispute arising during the term of the agreement, no strike or lock-out shall take place until after the Council has given its decision on the point in dispute.

A house famine in Winnipeg, accompanied by an increase in rents, gave rise to the suspicion that profiteering was occurring. A hearing was granted by the Council to all who felt aggrieved in the matter of rents. As a result of its investigation the Council established certain standards for estimating fair house rents. Investment in house property is entitled to a return not exceeding the current rate of interest under normal conditions. The value of the investment, which must be determined in order to fix the rates of revenue and depreciation, is the sum originally invested in the asset. A sufficient rent must be charged to meet caretaking, repairs, fuel, light, water, taxes, depreciation, insurance, sundries, and vacancies. Depreciation was defined to mean the amount to be set aside annually to provide for the recovery of the entire capital invested during the lifetime of the asset.

The success of such a body as the Council of Industry evidently depends largely upon the personality of the members composing it, who must enjoy the confidence of the parties with whom they have to deal. The task of the chairman is to harmonise conflicting opinions and to assist in bringing about a unanimous finding by the Council. He also holds preliminary meetings with the parties and frequently effects a settlement without the intervention of the Council. The members render assistance, gained from expert and practical knowledge, in making a full and fair presentation of the case. They secure a friendly and judicial atmosphere and aid each of the parties in understanding the other's point of view.

Besides the personality of the members, there are other factors to which the success of the Council must be ascribed. First of all, the Council is a permanent institution. The element of permanence adds considerably to the value of its services, because by its experience the Council gains knowledge as to methods of approaching parties, procedure in conducting discussions, means of collecting data, etc.; further, it gains a valuable fund of knowledge of facts, conditions, and data that bear upon industrial relations and economics; and it learns to view questions upon which there is ground for difference of opinion in a judicial spirit. An evidence of the advantage of the permanence of the Council as compared with other boards appointed to deal with individual disputes is found in the fact that the average number of meetings per case per month, which was  $4\frac{1}{2}$  during the first six months, fell to  $1\frac{1}{2}$  in the nine months ending 31 August 1922. It is also interesting to note that there are several cases in which the same party has had recourse to the Council in different disputes; one party in connection with nine disputes, two in connection with seven, and eleven others in connection with more than one dispute.

A second factor to which the success of the Council is attributed is the absence of compulsory features from its procedure. Its decisions carry no binding force except when upon the request of both parties to a dispute the Council acts as a board of arbitration. The appeal in the last analysis is to public opinion. The Council, it is true, is equipped with powers to enforce attendance of witnesses and production of documents, but these powers have never yet been used.

Finally, while the Council is representative of the two parties immediately concerned in the operation of industry, these representatives are not present primarily as advocates, but rather as counsellors and judges. Thus decisions have in all cases been unanimous, as opposed to majority, resolutions.

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

## Cost of Living and Retail Prices

**C**ost of living has not, in general, varied greatly during the last months, except in countries of depreciated currency where it follows the course of wholesale prices, which themselves vary according to the state of the exchange. This general law is very clearly illustrated in the case of France. Here the fall of the French franc has caused the cost of living, and more especially the price of bread, to rise. In Belgium also and in Luxemburg (which is united in a customs union with Belgium and which uses Belgian currency) the index numbers of the cost of living have gone up. The greatest rise recorded during the past month has been in Germany, where the general index number of the cost of living rose during February by 118 per cent., the index for foodstuffs alone rising by 133 per cent. and that for clothing by 148 per cent. In Czechoslovakia, on the other hand, retail prices have continued to fall, declining by nearly 1 per cent. during the course of the same month in spite of a rise of  $2\frac{1}{2}$  per cent. in wholesale prices.

The course of prices in Austria has altered since the beginning of the year; the almost uninterrupted rise which had been taking place since the war was succeeded in October last by a movement of decline which kept pace with the stabilisation of the currency. But from the beginning of this year the index number has recorded successive rises of 1 per cent. in January, 2 per cent. in February, and 6 per cent. in March, with the result that the figure for 15 March was almost as high as it had been in October 1922. The prices of meat, sugar, and heating (coal) are those which have chiefly affected the general index number.

In this and following issues of the *Review* tables I and II include figures for Egypt. We refer our readers to the note given below for explanations of the methods on which they have been compiled. Corresponding explanations as to the methods used in the case of other countries for which statistics are given in the tables will be found in the January issue <sup>(2)</sup>; certain corrections referring to the methods used for the Polish figures are set forth in a note in this issue.

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

It is proposed in this and the following issues of the *Review* to give the index numbers of the cost of living as calculated by *Monthly Agricultural Statistics* from August 1922 onwards. This index number comprises the following groups: foodstuffs (20 items, also mineral oil, methylated spirit, and soap), representing 51.9 per cent. of the total budget; lodging, showing the change in the price of lodging following on an annual government Decree; travelling, amounting to 1.4 per cent. of the whole budget; cigarettes and pocket money, amounting to 5.8 per cent. of the whole money; clothing (average of the lower middle classes), amounting to 16.7 per cent. of the whole budget; education fees, amounting to 6.1 per cent. of the whole budget; miscellaneous, calculated as an average of the indexes in all the other groups and amounting to 6.4 per cent. of the whole budget.

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

<sup>(2)</sup> *International Labour Review*, vol. VII, No. 1, Jan. 1923, pp. 51 sqq.

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)	Denmark (100 towns)	Egypt (Cairo)	United States		Finland (21 towns)
		(71 towns)	(Berlin)							(32 t.)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
July												
1914	400	400	400	400	400	400	400	400	100	400	400	400
1915	405	*	*	408	*	*	97	446	100	405	400	*
1916	412	*	*	416	*	*	402	436	118	418	408	*
1917	422	*	*	413	*	*	430	455	157	442	427	*
1918	434	*	*	418	*	*	446	482	184	474	452	*
1919	445	*	*	429	*	*	455	211	201	477	468	*
1920	479	935	1125	453	*	455	490	262	237	217	198	931
1921	462	1124	1125	449	*	379	455	237	189	180	158	1214
1922	435	4990	6122	439	264500	366	447	499	167	467	453	4462
1922												
Jan.	439	4825	4903	*	66900	387	449	*	190	*	—	4424
Feb.	438	2209	2177	*	77000	380	448	*	182	*	154	4420
Mar.	436	2639	2740	435	77800	374	446	*	181	167	152	4407
Apr.	437	3436(a)	3177	*	87200	367	445	*	180	*	152	4409
May	437	3803	3455	*	109300	365	445	*	178	*	152	4411
June	435	4147	4149	439	187100	366	446	199	172	167	152	4437
July	435	5392	6122	*	264500	366	447	*	167	*	153	4462
Aug.	434	7765	40271	*	593200	366	447	*	168	*	152	4459
Sept.	433	13319	46368	439	1430600	371	447	*	170	166	152	4460
Oct.	433	22066	26069	*	1036800	376	447	*	173	*	153	4478
Nov.	434	44640	56494	*	970100	384	448	*	174	*	154	4469
Dec.	432	68506	76925	—	937500	384	449	498	173	169	154	4458
1923												
Jan.	—	442027	128952	*	946875	383	450	150	170	*	154	1149
Feb.	—	264300	—	*	965812	397	450	151	169	*	155	—
Mar.	—	285400	—	—	1023760	408	—	—	—	—	—	—

TABLE II. FOOD INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (30 towns)	Austria (Vienna)	Belgium (59 towns)	Bulgaria (4 towns)	Canada (60 towns)	Denmark (100 towns)	Egypt (Cairo)	Spain (Madrid)	United States		Finland (21 towns)
		(71 towns)	(Berlin)									(51 towns)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
July														
1914	400	400	400	400	400	400	400	400	400	400	100	400	400	400
1915	407	*	*	431	*	449	405	428	*	106	98	97	*	*
1916	416	*	*	430	*	478	444	446	*	117	409	109	*	*
1917	428	*	*	426	*	321	457	466	*	121	443	438	*	*
1918	434	*	*	431	*	617	475	487	*	158	464	460	*	*
1919	439	*	*	447	*	1326	486	212	*	174	486	476	*	*
1920	497	1267	4377	494	*	459	1694	227	253	*	190	215	210	1013
1921	439	1491	1541	461	*	410	1612	154	236	*	184	445	135	1323
1922	446	6836	7143	448	328200	381	2444	441	484	172	479	439	133	1444
1922														
Jan.	424	2463	2622	442	74800	447	2250	443	*	192	179	439	—	4454
Feb.	449	3020	3051	440	87100	399	2365	442	*	182	179	439	431	4445
Mar.	419	3602	3580	441	90400	382	2379	438	*	187	481	436	429	4424
Apr.	421	4356	4255	443	104300	378	2455	438	*	187	190	436	431	4437
May	420	4680	4534	447	137400	379	2632	437	*	186	488	436	430	4432
June	418	5119	4755	446	242100	384	2379	438	184	179	183	438	430	4439
July	416	6836	7143	448	328200	381	2444	441	*	172	179	439	433	4444
Aug.	416	9746	11132	449	722400	377	2463	439	*	173	178	436	432	4465
Sept.	417	15417	17612	449	1353100	386	2470	438	*	171	179	437	432	4466
Oct.	419	26623	28775	446	1190700	406	2498	439	*	175	178	440	434	4457
Nov.	420	54982	60545	445	1414500	432	—	440	*	175	178	442	435	4440
Dec.	418	80702	83104	446	1051900	429	—	442	180	174	177	447	435	4422
1923														
Jan.	117	436600	138553	445	1071700	425	—	442	*	169	180	444	435	1108
Feb.	—	318300	331887	444	1078400	436	—	446	*	165	181	442	437	—
Mar.	—	331500	—	—	—	—	—	—	—	—	—	—	—	—

(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 (620 towns)	Sweden (49 towns)	Date
(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)
											<i>July</i>
100	100	400	400	400	400	400	(c)	400	400	400	1914
*	*	99	*	*	417	407	*	*	125	*	1915
*	*	116	*	*	446	411	*	*	148	139	1916
*	*	146	*	*	490	419	142	*	180	166	1917
*	*	197	286	*	253	427	183	*	203	219	1918
238	*	205	280	*	275	432	195	*	208	257	1919
344	489	313	441	*	302	449	217	*	255	270	1920
307	177	387	494	384	302	157	208	25709	222	236	1921
302	465	429	488	359	255	144	187	78798	181	190	1922
*	173	430	523	399	*	*	*	46883	188	*	1922
*	165	426	522	396	*	*	*	48085	186	*	Jan.
291	165	415	503	377	266	145	192	52358	182	195	Feb.
*	162	420	490	364	*	*	*	58627	181	*	Mar.
*	163	427	492	361	*	*	*	63914	180	*	Apr.
302	163	425	488	355	255	144	187	68407	184	190	May
*	165	429	488	359	*	*	*	78798	181	*	June
*	164	431	491	357	*	*	*	90823	179	*	July
289	165	437	498	364	249	143	175	107661	178	190	Aug.
*	162	445	504	368	*	*	*	128408	180	*	Sept.
*	160	439	505	387	*	*	*	170965	180	*	Oct.
300	161	438	504	399	238	141	176	230939	178	183	Nov.
*	156	—	505	340	*	*	*	352643	177	*	Dec.
*	155	—	—	407	*	*	*	571255	176	*	1923
—	154	—	—	423	237	—	—	—	—	—	Jan.
											Feb.
											Mar.

TABLE II (cont.). FOOD INDEX NUMBERS

France (Paris)	India (Bombay)	Italy (Rome) (Milan)		Norway (31 towns)	New Zealand (25 towns)	Nether- lands (Amsterdam)	Poland (Warsaw)	United Kingdom (620 towns)	Sweden (49 towns)	Switzer- land (23 towns)	Czecho- slovakia (b)	Date
(16)	(17)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)
												<i>July</i>
100	100	400	400	400	400	400	400	400	400	400	400	1914
120	123	*	95	123	112	114	*	132	124	119	*	1915
129	142	*	111	151	119	117	*	161	136	141	*	1916
183	184	*	137	210	127	146	*	204	171	179	*	1917
206	244	*	203	321	139	175	*	210	265	222	*	1918
261	289	*	206	304	144	196	*	209	312	250	*	1919
373	388	*	318	445	149	210	*	262	288	239	*	1920
306	363	174	402	506	164	180	45655	226	230	207	1551	1921
297	315	160	459	492	233	144	129811	175	179	153	1430	1922
												1922
319	*	169	469	558	257	147	73598	179	189	176	1467	Jan.
307	*	160	463	562	245	145	75157	177	188	173	1464	Feb.
294	323	161	446	525	238	141	81269	173	184	162	1444	Mar.
304	*	157	455	499	234	144	91865	172	181	153	1445	Apr.
317	*	158	455	503	230	145	104458	170	177	152	1444	May
307	315	158	454	494	227	143	108069	180	178	153	1475	June
297	*	160	459	492	233	144	129811	175	179	153	1430	July
289	*	159	463	498	232	141	149512	172	180	152	1430	Aug.
291	312	161	472	508	228	139	157400	172	180	153	1405	Sept.
290	*	158	481	517	220	139	178200	176	178	155	1016	Oct.
297	*	155	477	516	216	139	227228	178	168	156	984	Nov.
305	314	157	475	514	215	138	323800	175	166	156	962	Dec.
												1923
309	*	151	—	513	214	138	140	—	173	164	941	Jan.
316	*	150	—	—	214	139	—	—	171	165	934	Feb.
—	—	149	—	—	214	141	—	—	164	—	—	Mar.

(a) New series.

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

(c) The base of these figures is the year 1914 = 100, no data having been published for 1914.

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	159	*	*	*	198	260	205	198
» 1919	*	*	*	*	234	310	215	232
» 1920	239	*	1316	*	260	355	288	276
» 1921	209	*	1077	*	173	248	223	189
» 1922	164	6519	8855	451700	*	217	172	173
Mar. 1922	167	4829	3385	142800	*	*	176	174
June »	164	6519	5982	271200	*	217	172	174
Sept. »	158	26000	25247	1915900	*	*	171	175
Dec. »	155	116113	—	1582900	*	220	171	176
Jan. 1923	*	168200	—	1482100	*	*	*	175
Feb. »	*	416400	—	1509200	—	—	—	179
Mar. »	—	423300	—	—	—	—	—	—

TABLE IV. HEATING AND LIGHTING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Austria (Vienna)	Canada (60 towns)	Denmark (100 towns)	Spain (Madrid)	United States	
		(71 towns)	(Berlin)					(32 t.)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
July 1914	100	100	100	100	100	100	100	100	100
» 1915	99	*	*	*	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	165	*	1316	*	193	401	196	182	181
» 1922	*	5939	6000	237300	182	301	188	174	177
Mar. 1922	150	2965	3263	86000	183	*	192	176	179
June »	*	4822	5053	167000	180	301	190	174	177
Sept. »	*	16112	20000	1265800	193	*	185	184	182
Dec. »	—	103891	—	1350300	191	277	187	186	190
Jan. 1923	*	—	—	1410000	—	—	187	—	190
Feb. »	*	—	403526	1452700	—	—	191	—	190

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)	(Berlin)					(32 towns)	(Mass.)
(4)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
July 1914	100(a)	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	103	*	*	99	*	100	108	109	105	
» 1919	108	*	*	105	*	109	113	114	112	
» 1920	116	*	164	115	*	132	130	135	135	
» 1921	116	*	182	121	*	142	141	159	154	
» 1922	120	343	255	129	2100	144	155	161	157	
Mar. 1922	120	250	200	126	1400	145	*	160	157	
June »	*	313	255	129	2100	144	155	161	157	
Sept. »	*	417	291	—	3300	144	*	161	157	
Dec. »	*	1652	—	—	16300	145	155	162	157	
Jan. 1923	—	—	—	—	16600	—	—	—	157	
Feb. »	—	—	—	—	34600	—	—	—	157	

The sign \* signifies "no figures published".

The sign — signifies "figures not available".

(a) Figures obtained half-yearly up to March 1921 (average of March and August given in the table). Since then yearly in March.

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

TABLE III (cont.). CLOTHING INDEX NUMBERS

Finland (11 towns)	France (Paris)	India (Bombay)	Italy		Norway (34 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
*	*	*	119	*	107	125	*	" 1915
*	*	*	162	*	157	155	160	" 1916
*	*	*	211	*	205	200	210	" 1917
*	*	*	261	284	304	310	285	" 1918
*	296	*	350	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
1098	312	253	464	596	260	240	225	Mar. 1922
1099	315	260	511	621	249	240	210	June "
1089	326	245	—	629	242	230	205	Sept. "
1090	—	222	—	645	237	225	203	Dec. "
1090	—	225	—	653	—	225	*	Jan. 1923
—	—	223	—	—	—	—	*	Feb. "
—	—	—	—	—	—	—	199	Mar. "

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

Finland (11 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (4 towns)	United Kingdom (20 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
*	*	*	110	*	134	102	*	115	115	" 1915
*	*	*	139	*	204	108	*	157	129	" 1916
*	*	*	204	*	348	123	*	218	182	" 1917
*	*	*	180	220	476	136	*	293	302	" 1918
*	164	*	187	220	316	145	*	295	372	" 1919
1232	296	151	178	611	477	177	230	386	387	" 1920
1265	308	176	275	899	366	199	250	220	220	" 1921
1263	287	167	—	515	263	185	190	188	201	" 1922
1231	302	167	304	530	289	191	215	196	212	Mar. 1922
1261	287	167	268	515	263	185	190	188	203	June "
1238	291	167	—	515	242	178	185	188	202	Sept. "
1840	—	167	—	519	216	175	188	188	206	Dec. "
1345	—	166	—	534	—	—	190	189	206	Jan. 1923
—	—	166	—	—	—	—	—	190	—	Feb. "
—	—	—	—	—	—	—	—	188	—	Mar. "

TABLE V (cont.). RENT INDEX NUMBERS

Finland (11 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (25 towns)	United Kingdom (25 towns)	Sweden (49 towns)	Date
			(Rome)	(Milan)					
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
100	100	100	100	100	100	100	100	100	July 1914
*	*	*	100	*	103	101	*	*	" 1915
*	*	*	100	*	106	100	*	108	" 1916
*	*	*	100	*	109	102	*	112	" 1917
*	*	*	100	100	110	104	*	112	" 1918
*	100	*	100	100	123	107	*	120	" 1919
935	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
603	140	165	157	184	168	132	155	163	Mar. 1922
754	160	165	157	208	168	132	153	163	June "
810	175	165	157	208	173	136	152	163	Sept. "
795	—	165	—	208	173	136	150	163	Dec. "
804	—	165	—	208	—	—	150	*	Jan. 1923
—	—	165	—	—	—	—	—	*	F. b. "
—	—	—	—	—	—	—	—	168	Mar. "

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		Switzerland (33 towns)
	Milan	Florence	The Hague	Amsterdam	Lodz	Posen	
Dec. 1920	400	400	400	400	400 (a)	400	*
Mar. 1921	408	406	95	95	98	422	100
June »	400	400	95	94	96	485	93
Sept. »	404	99	94	90	216	645	89
Dec. »	403	407	92	86	227	908	85
Jan. 1922	99	405	*	*	233	886	*
Feb. »	99	404	*	*	257	951	*
Mar. »	96	403	93	87	277	4093	77
Apr. »	94	401	*	*	295	1200	*
May »	95	402	*	*	326	1254	*
June »	95	404	88	84	337	1352	70
July »	96	401	*	*	409	1599	*
Aug. »	97	402	*	*	454	1803	*
Sept. »	98	403	80	79	—	—	69
Oct. »	98	404	*	*	—	—	*
Nov. »	99	404	*	*	—	—	*
Dec. »	98	403	79	79	—	—	69
Jan. 1923	98	402	*	*	—	—	*
Feb. »	—	401	—	—	—	—	*

TABLE VII. FOOD INDEX NUMBERS

Date	Austria	Italy		Netherlands		Poland	Switzer- land
	Vienna	Milan	Florence	The Hague	Amsterdam	(35 towns)	(33 towns)
Dec. 1920	100(a)	400	400	400	400	400(a)	400(a)
Mar. 1921	122	412	410	98	95	426	97
June »	150	408	404	402	96	446	94
Sept. »	215	408	403	99	88	254	89
Dec. »	942	411	415	96	84	323	82
Jan. 1922	1142	409	411	*	*	318	81
Feb. »	1428	407	409	*	*	333	76
Mar. »	1457	402	408	99	85	369	74
Apr. »	4649	98	405	*	*	448	70
May »	2028	99	406	*	*	448	67
June »	3434	98	405	90	80	473	67
July »	4830	401	406	*	*	566	69
Aug. »	41046	402	406	*	*	622	66
Sept. »	20090	403	409	72	70	706	66
Oct. »	18567	404	410	*	*	804	67
Nov. »	17684	403	411	*	*	1034	68
Dec. »	17409	402	408	71	69	—	68
Jan. 1923	17526	401	406	*	*	—	67
Feb. »	17851	—	405	—	—	—	—

TABLE VIII. INDEX NUMBERS FOR OTHER GROUPS

Date	Clothing				Heating and lighting				Rent			
	Italy		Netherlands		Italy		Netherlands		Italy		Netherlands	
	Milan	Florence	The Hague	Amsterdam	Milan	Florence	The Hague	Amsterdam	Milan	Florence	The Hague	Amsterdam
Dec. 1920	400	400	400	400	*	400	400	400	400(a)	400	400	400
Mar. 1921	89	400	79	86	400	448	406	96	97	98	400	404
June »	68	79	73	79	92	404	88	83	87	84	400	409
Sept. »	68	79	74	77	89	404	88	88	86	80	400	413
Dec. »	73	78	72	74	85	93	94	84	75	75	400	414
Mar. 1922	76	79	69	70	75	58	93	82	75	73	432	409
June »	79	78	69	69	72	58	93	73	75	69	449	409
Sept. »	80	78	67	67	70	58	79	76	75	69	449	409
Dec. »	82	78	—	—	70	59	85	—	—	70	449	409
Jan. 1923	84	78	—	—	*	60	85	—	—	69	449	409
Feb. »	—	78	—	—	*	—	85	—	—	69	—	—

The sign \* signifies "no figures published".  
The sign — signifies "figures not available".  
(a) Base : beginning of 1921=100.

The co-efficients of weighting of these groups were determined by an enquiry made in March 1920 covering 713 households and calculated to refer to the expenses of a young salaried employee. The living expenses of a manual worker have also been computed and index numbers calculated on this basis, for foodstuffs only, have been published. Prices of foodstuffs are calculated as averages from answers to 280 questionnaires sent monthly to government employees for entries of their expenses. The general index number of the cost of living is given in table I ; in table II will be found the index number of the group of foodstuffs, based on those quantities and qualities which were assumed in calculating the manual worker's budget mentioned above. The base is January 1913 to July 1914=100.

### Poland

The notes on the methods used in computing the index numbers for the town of Warsaw and for Poland which have been given in former issues of the *Review* should be corrected as follows : index numbers of the cost of living at Warsaw are computed by the prices recorded by the municipal authorities as obtaining on the open market. Index numbers are computed from the following groups : foodstuffs (table I), clothing, heating and lighting, lodging and water, and miscellaneous. The index cited in table I is the general index.



## Wholesale Prices in Various Countries

THE fall in the German mark and the French and Belgian franc which occurred simultaneously with the occupation of the Ruhr have produced a rise in wholesale prices, not only in the countries suffering from this depreciation of the currency, but generally on nearly all wholesale markets. The rise first appeared in prices of coal and iron and this produced a general rise in the price of raw materials and manufactured articles.

In France the general index number has risen 38 per cent. above that for the beginning of 1922 and 17 per cent. above that for the beginning of this year.

This rise in prices, which is due to non-economic factors, cannot be regarded as an indication of an improvement in industrial conditions, except possibly in Great Britain, where the rise in prices appears to be due to an increased demand for coal and iron from Germany, which has had to obtain supplies in that country since the closing of the Ruhr. The general index number of the *Economist* for February had risen about 2 per cent., while that for minerals had risen 8 per cent. Index numbers of wholesale prices are also rising in the Scandinavian countries, Switzerland, Canada, Australia, Japan, and China.

A similar rise is to be noted in the prices of minerals in America; coal has risen 16 per cent., iron, copper, and tin from 10 to 13 per cent, during February.

In Germany the improvement in the mark which followed the rise in prices has not led to any considerable fall in the level of prices owing to the general tendency to rise on world markets. Some decrease occurred, however, in imported goods; thus textiles fell by about one-third. This has not led to a fall in finished goods, which may be attributed to the fact that fluctuations in the value of the mark do not immediately affect labour and raw materials, which are the determining factors of prices within the country.

The usual table of wholesale prices in various countries is given opposite brought up to date; notes explanatory of the methods used in compiling the figures were given in the January number of the *Review* <sup>(1)</sup>. The note for Poland should be modified as follows:

### Poland

Index numbers of wholesale prices are published in the *Statystyka Pracy*. The base taken is January 1922=100 for 64 articles, and January 1914=100 for 57 articles. The latter is the index number given in the table opposite. The general index number is the geometric mean of all the articles taken into consideration.

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<sup>(1)</sup> *International Labour Review*, Vol. VII, No. 1, Jan. 1923, pp. 65 sqq.

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.	
( <sup>1</sup> )	( <sup>2</sup> )	( <sup>3</sup> )	( <sup>4</sup> )	( <sup>5</sup> )	( <sup>6</sup> )	( <sup>7</sup> )	( <sup>8</sup> )	( <sup>9</sup> )	( <sup>10</sup> )	( <sup>11</sup> )	( <sup>12</sup> )	( <sup>13</sup> )	( <sup>14</sup> )
<i>Annual average</i>													
1913	100	100	*	100	*	100	100	100	*	100	100	100	100
1914	97	106	100	106	100	100	*	*	100	101	98	*	102
1915	107	142	*	147	*	109	*	138	102	119	101	*	140
1916	123	153	*	138	*	134	*	164	124	141	127	*	188
1917	144	179	*	153	*	175	*	228	169	166	177	*	262
1918	153	217	*	178	*	205	*	293	207	207	194	*	339
1919	165	445	*	489	*	216	133	294	231	204	206	214	356
1920	223	1486	1965(*)	228	*	246	140	382	316	221	226	239	509
1921	160	1911	2130(*)	175	*	182	145	236	173	190	147	148	345
1922	128	34183	49558	—	367	165	—	179	156	176	149	—	326
1922													
Jan.	131	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	178	150	162	326
July	127	10059	13978	164	360	166	144	180	138	175	155	165	326
Aug.	*	19202	29116	163	360	164	142	178	139	175	155	165	331
Sept.	*	28698	43223	164	364	163	139	176	138	174	153	164	329
Oct.	129	56601	94492	166	385	162	142	180	140	172	154	165	338
Nov.	*	115100	167412	169	408	164	143	182	144	174	156	164	353
Dec.	*	147100	205417	168	407	165	143	181	147	172	156	164	363
1923													
Jan.	—	278500	713881	163	434	166	—	192	141	170	156	—	387
Feb.	—	558500	677000	—	—	167	—	199	—	170	157	—	422
Mar.	—	488800	639360	—	—	—	—	200	—	—	—	—	424

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		
( <sup>15</sup> )	( <sup>16</sup> )	( <sup>17</sup> )	( <sup>18</sup> )	( <sup>19</sup> )	( <sup>20</sup> )	( <sup>21</sup> )	( <sup>22</sup> )	( <sup>23</sup> )	( <sup>24</sup> )	( <sup>25</sup> )	( <sup>26</sup> )	( <sup>27</sup> )	( <sup>28</sup> )	( <sup>29</sup> )	( <sup>30</sup> )
<i>Annual average</i>															
1913	*	100	100	100	100	100	100	*	100	100	100	100	100	*	*
1914	100	95	96	115	104	105	104	100	*	99	98	116	*	100	100
1915	*	133	97	159	123	145	120	*	*	123	127	145	*	*	*
1916	*	204	117	233	134	222	146	*	*	161	160	185	*	*	*
1917	*	299	149	341	154	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	281	238	*	307	283	295	347	359	*	*
1921	196	578	201	269	201	181	205	*	197	181	188	211	222	190	*
1922	185	562	—	233	—	160	—	—	158	—	—	162	173	165	1302
1922															
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	1632
Mar.	192	533	201	240	180	161	190	73729	160	160	157	164	178	63	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	204	232	177	162	—	101397	160	163	158	165	174	163	1438
Aug.	188	571	195	227	177	155	—	135786	156	158	152	163	174	163	1375
Sept.	181	582	193	225	174	153	—	152365	154	156	154	155	170	163	1233
Oct.	181	604	190	221	173	156	—	201326	155	158	153	155	169	169	1076
Nov.	176	596	188	221	175	158	—	275600	157	159	154	154	163	170	996
Dec.	173	580	189	220	172	158	—	346353	155	157	152	155	165	175	957
1923															
Jan.	177	575	183	220	—	159	—	551904	157	160	153	155	163	175	949
Feb.	177	562	184	224	—	158	—	—	158	163	—	158	165	181	973
Mar.	—	—	—	229	—	—	—	—	—	—	—	162	—	—	—

(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.

# EMPLOYMENT AND UNEMPLOYMENT

## Statistics of Unemployment

**T**HE latest returns received for the end of January and February show that in most countries the unemployment situation has remained almost unchanged. For some countries the figures reveal an increase of unemployment on account of seasonal fluctuations, for others a slight decline, but on the whole the international situation and tendencies are very much the same as at the close of 1922.

In the United States production during February continued to increase, though in some cases labour shortage and transportation difficulties have been an obstacle. Building operations have continued at an exceptionally high rate for this time of the year, and the weekly figures of freight-car loadings, which were higher than those for the corresponding period of any previous year, reflect clearly the large volume of general activity. It is therefore not surprising that unemployment in general has been reduced to a minimum as the substantial industrial expansion continues. During January 24 of the 43 industries sending returns to the United States Bureau of Labour Statistics reported an increase in the number of their workers. The greatest gains took place in the pottery and women's clothing and fertiliser industries, while the greatest decreases occurred in the brick and flour industries. On the other hand, a decline of 0.1 per cent. was reported in the number of workers engaged in the factories reporting to the New York State Department of Labour; the food product industries and the industries producing articles for Christmas trade showed the greatest decline, while the chemical, paper, paper products, clothing, and textile industries reported an increase of employment. In Massachusetts the provisional percentage of unemployed among trade union members for the last quarter of 1922 was 8.7. This represents a substantial increase as compared with the previous quarter, but compared with the corresponding figure for 1921, when the percentage unemployed was 24.2, an enormous decrease has taken place. In fact, a comparison with 1913 will show that the increase of unemployment is probably only due to seasonal fluctuations and that the figure has not reached the pre-war level.

The situation in Canada was not very favourable at the end of January 1913. Since October 1922 the percentage unemployed among trade union members has steadily increased. At the end of December, for which detailed information is available, garment workers reported a decrease of unemployment as compared with the previous month, but machinists and moulders registered considerable unemployment due to holiday closing, as well as glass workers. Building was extremely slack during December and the unions of this industry reported an increase of unemployment of 8 per cent. as compared with the previous month. Coal miners in Nova Scotia<sup>a</sup> reported slightly improved conditions, while in Alberta and British Columbia practically no change in the situation occurred.

In the United Kingdom statistics for the end of February show that unemployment has slightly diminished. Employment was good in coal mining, sheet steel manufacture, and in the worsted trade, and unem-



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

End of month	Germany	Australia	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											
Mar.	6284	379	730	158	278	217	36	368	1353	12120	150
June	6239	374	711	152	269	216	35	355	1394	11881	128
Sept.	6339	381	690	161	266	229	34	344	1300	11881	139
Oct.	6455	*	691	155	256	*	34	336	1279	11750	125
Nov.	6407	*	696	155	257	*	34	—	1306	11750	126
Dec.	6457	—	686	155	257	222	34	—	1246	11750	128
1923											
Jan.	5809	*	—	—	257	*	—	—	1205	11750	113
Feb.	—	—	—	—	—	—	—	—	1188	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	2.1	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											
Mar.	1.1	9.2	5.2	9.6	27.9	18.8	25.4	14.1	16.3	14.4	30.6
June	0.6	9.6	2.6	5.3	13.2	12.2	15.6	9.1	15.7	12.7	21.5
Sept.	0.8	9.6	1.4	2.8	10.6	3.8	11.0	9.1	14.6	12.0	15.3
Oct.	1.4	*	1.5	3.9	11.3	*	11.3	9.5	14.0	12.0	15.0
Nov.	2.0	*	1.4	6.2	15.2	*	11.8	11.0 <sup>2</sup>	14.2	12.4	17.1
Dec.	2.8	8.6	1.7	6.4	20.3	8.7 <sup>2</sup>	15.1	14.4 <sup>2</sup>	14.0	12.2	21.7
1923											
Jan.	4.4	*	1.7	7.8	21.5	*	—	17.8 <sup>2</sup>	13.7	12.7	21.4
Feb.	—	—	1.2	6.4	—	—	—	—	13.1	11.8	20.8

(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		Germany	Italy	United Kingdom		Switzerland
	Number	Percentage of insured workers	Percentage of trade unionists	Number	Number	Percentage of insured workers	Number
<i>1921</i>							
Apr.	118,041	17.7	—	69,270	1,077,317	9.0	95,374
June	86,823	13.0	—	238,940	832,340	6.8	76,116
Sept.	60,958	8.2	—	154,350	322,315	2.6	69,421
Dec.	36,232	4.8	1.3	178,662	315,760	2.7	53,970
<i>1922</i>							
Apr.	35,308	4.9	0.6	135,964	188,639	1.6	39,249
June	23,817	3.3	0.6	95,334	116,448	1.0	30,629
July	23,097	3.3	0.8	88,668	82,999	0.7	28,279
Aug.	16,801	2.4	0.9	89,399	74,669	0.6	25,538
Sept.	17,034	2.5	2.6	84,087	66,499	0.6	23,352
Oct.	17,041	2.5	4.7	86,427	56,862	0.5	21,585
Nov.	16,439	2.4	7.5	43,140	58,372	0.5	21,900
Dec.	14,312	2.1	8.7	42,558	60,871	0.5	20,429
<i>1923</i>							
Jan.	—	—	13.0	—	60,147	0.5	19,868
Feb.	—	—	—	—	58,964	0.5	21,791

TABLE III. OTHER STATISTICS RELATING TO UNEMPLOYMENT

Date (end of month)	Austria	France		Italy			Switzerland			Poland
	Vienna	Number of applicants for work (1)	Number of persons in receipt of benefit	Number of wholly unemployed			Number of workers registered			Number of persons unem- ployed
	Number of applicants for work			Agricul- ture	Indus- tries	Total (*)	Employed on Public Works	Wholly unem- ployed	Total	
<i>1921</i>										
Mar.	24,344	44,061	91,225	43,559	187,345	250,145	7,746	39,831	47,577	80,000
June	24,802	21,316	47,331	43,584	306,338	388,744	8,863	45,176	54,039	115,000
Sept.	24,236	17,718	21,797	84,693	356,266	473,216	13,166	53,480	66,646	70,000
Dec.	19,618	17,373	10,032	142,107	372,334	541,755	18,803	65,164	88,967	173,000
<i>1922</i>										
Mar.	37,482	16,605	8,474	137,484	332,428	498,606	27,343	61,756	89,099	173,000
June	33,772	9,896	4,488	65,012	280,963	372,001	22,356	37,100	59,456	105,000
July	33,427	11,388	6,027	49,104	230,847	304,242	18,785	33,395	52,180	87,000
Aug.	35,911	10,526	4,063	58,631	232,872	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.	59,156	11,445	2,052	66,026	226,761	321,014	16,457	31,761	48,218	61,000
Nov.	67,183	11,732	2,628	99,363	226,846	354,238	13,860	37,268	51,128	62,000
Dec.	84,431	8,898	2,644	100,467	252,107	381,968	14,057	39,406	53,463	75,000
<i>1923</i>										
Jan.	98,824	13,408	2,665	—	—	—	12,264	44,131	56,275	—
Feb.	100,677	12,178	2,745	—	—	—	13,044	39,090	52,734	—

(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.	4,588,000	— 1.50	97.5
June	4,527,000	— 2.90	93.8
Sept.	4,545,000	+ 1.20	94.9
Dec.	4,493,000	— 4.70	94.7
<i>1922</i>			
Jan.	4,557,000	+ 4.20	95.6
Feb.	4,565,000	+ 0.17	96.1
Mar.	4,604,000	+ 2.50	98.5
Apr.	4,617,000	+ 0.74	99.3
May	4,669,000	+ 3.20	102.5
June	4,721,000	+ 3.20	105.7
July	4,728,000	+ 0.46	106.2
Aug.	4,727,000	— 0.12	106.1
Sept.	4,756,000	+ 1.60	107.9
Oct.	4,809,000	+ 2.92	111.4
Nov.	4,854,000	+ 2.47	113.9

ployment is declining in the iron and steel woollen, hosiery, jute, carpet, ready-made clothing, and paper trades ; but most of the other large industries are still under the spell of depression. In Sweden a slight improvement took place at the end of January, as compared with December 1922. This improvement, which is partly due to the recovery of the wood-goods industries and Swedish industrial exportation specialties such as ball-bearings, telephone apparatus, etc., would probably have been more pronounced if a far-reaching industrial dispute in the sawmills, wood-pulp factories, and iron works, affecting about 65,000 men, had not taken place at that time.

In Norway, Denmark, and in the Netherlands, figures for the end of 1922 and for January 1921 show a substantial increase of unemployment as compared with previous months. Though unemployment has very much diminished as compared with the same period a year ago, a comparison with pre-war figures shows that the situation is still very unfavourable.

In Switzerland the number of wholly unemployed had decreased by about 3,500 at the end of February as compared with January, chiefly due to a diminution of unemployment in the building trades and among unskilled workers on account of more favourable weather as well as in the metal and engineering industries. But the number of workers on short time had slightly increased, more partial unemployment being registered in the textile and clothing industries and in food and drink trades.

The latest figures received for France and Belgium show that the situation is very much the same as in previous months. In Belgium, on account of the seasonal unemployment, the percentage of wholly unemployed trade union members had very slightly increased at the end of December ; on the other hand, part-time unemployment had slightly decreased.

The rapid increase in unemployment in Austria between September and January was not continued in February, only a very slight rise being recorded. It is said that the elimination of German competition on account of the events in the Ruhr district has favourably influenced the coal, metal, and engineering industries ; on the other hand, timber exportation has been seriously affected by the railway stoppages in Germany. The leather industry is suffering from over-production, and as Hungary has closed its frontier to Austrian textile goods this industry has also suffered. In general, it might be said that Austrian industry is better off than it was some months ago.

In Germany the percentage of unemployed among trade union members was 4.4 at the end of January. Though this figure represents a substantial increase as compared with previous months, it is only slightly higher than the corresponding one of 1913, and, in general, a greater increase in unemployment was expected at the end of January. The manufacturing industries in the Ruhr district were suffering much from the railway stoppages, but they had no lack of raw material. The textile industry is said to be threatened with a crisis, owing to a general cessation of orders caused by the public expectation of a heavy price fall. In agriculture alone has there been an increased demand for labour.

No recent figures have been received for Poland, Czechoslovakia, or Italy.

#### NOTE TO TABLES

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

nor can they be taken as representing the total amount of unemployment in a country. Unemployment may exist not in the form of persons out of work, but in the form of persons under-employed (i.e. 'on short time'), and as regards this latter class of unemployment data are even less complete; in fact, for most countries no statistics of this nature exist. Moreover, any international comparison of unemployment statistics is vitiated by the differences in the definition of unemployment, in the scope and completeness of the returns, and the reliability of the figures. The most important of these differences and the sources used in compiling the tables were given in a series of notes published at the end of the corresponding article in the January number of the *Review* <sup>(1)</sup>.

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



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<sup>(1)</sup> *International Labour Review*, Vol. VII, No. 1, Jan. 1923, pp. 75 sqq.

# WAGES AND HOURS

## Wage Changes during Recent Months

THE movement of wages during recent months has differed considerably in different countries, and can be understood only by taking into consideration the changes which are taking place in the special economic situation in each country or group of countries. It may be stated in general terms that a rise in wholesale prices, whether caused by a real increase in demand, an increase under the stimulus of depreciation of currency, or by a shortage of supply, is followed after an interval by a rise in retail prices, in the cost of living and by an increase in industrial activity with a consequent reduction in unemployment. But the rise in the cost of living imposes a burden on all members of the community whose incomes are fixed for a period, and, wherever possible, efforts are made to increase these incomes. In the case of the workers, whose money wages are fixed for periods of varying length, the pressure of rising prices creates a stimulus for demanding wage increases in order that continuous reduction in real wages may be avoided. At the same time the bargaining power of the workers is higher in periods of industrial activity, and increases in wages are generally obtained after the interval necessary for effecting adjustments. Such conditions prevailed to a greater or less extent in practically all countries and industries from 1914 until about the middle of 1920.

Conversely, a fall in wholesale prices is normally followed after an interval by a diminution in retail prices, a reduction in industrial activity, an increase in unemployment, and reductions in wages. These conditions were prevalent in many countries during the autumn of 1920 and throughout 1921.

A third or intermediate case may be considered. Thus after a period of rise or fall of wholesale prices, if these become relatively stable, the increase or decline in industrial prosperity is likely to be checked after a short interval, and stability in retail prices also tends to appear. Wage rates are likely to continue to advance or decline for a further period before becoming stable. In a number of countries such stability in wholesale and retail prices, following a period of reduction, became evident in 1922.

With regard to the wage movement, a distinction should be drawn between actual earnings, i.e. the money actually received by the workers for work done, and wage rates, i.e. the rates at which work is undertaken. Thus if short time is being worked, a worker may receive 40s. at the end of a week in which he has worked for 4 days, although the wage rate for a full-time week may be 55s. It should be noted that earnings generally respond more quickly to changes in industrial activity than do wage rates, as the latter are only varied after an interval necessary for negotiation and adjustment.

Thus earnings are frequently varied simply by the decision of the employer regarding rate of production, short time, or overtime. The effect on earnings per head, however, differs according as the industry is one in which adverse conditions are met by instituting short time, or by means of total unemployment of a number of the workers. In

the former case earnings per head fall or rise quickly in response to changes in the prosperity of the industry. Where total unemployment of a number of the workers results, immediate changes in earnings per head are less marked. In fact, in times of bad trade, the earnings per worker of those fully employed may show a tendency to rise while rates of wages remain unchanged, as the workmen retained are generally more efficient than those discharged.

Following the main lines of the above discussion, the countries for which data are given below may be classified according as the price and wage movement in recent months has been one of increase or decline, or as prices and wages have shown a tendency towards stability. In all cases a certain 'time lag' between the movement of prices and that of wages may be noted.

In Germany the wage movement has been one of rapid rise during recent years, and figures for the autumn of 1922 and up to February 1923 show that the movement continues, the only feature being variations from month to month or from industry to industry in the rate of rise. In Austria, which until September 1922 showed price and wage movements similar to those in Germany, the situation has changed as a result of the action taken by the League of Nations. Prices fell steadily from September 1922 until the end of the year, while wages rose till about the middle of October, remained generally unchanged until the middle of November, and then began to decline in December.

Of the countries in Western Europe, recent wage conditions in France and Belgium have been similar, and the movement of reduction, which in these countries in 1921 was less marked than for example in the United Kingdom, gave place in 1922 to a relative stability which, as far as can be ascertained from the data available, continued throughout the year.

In the United Kingdom, Denmark and the Netherlands the decline in wages which began generally early in 1921 has, according to the latest data, continued throughout 1922. There were indications, however, that at the end of 1922 or the beginning of 1923 the decline was giving place to more stable conditions.

Of the countries outside Europe, wages in the United States of America, which fell considerably from the end of 1920 to the beginning of 1922, were relatively stable in the spring and summer of the latter year, while during the closing months a tendency for wages to rise became evident. In Australia, where wages continued to rise to the end of 1921, a slight general decrease was sustained during the first half of 1922.

The sections below give recent wage data for important industries in Great Britain (and North of Ireland), Denmark, the Netherlands, France, Belgium, Germany, Austria, United States, and Australia. Wherever possible pre-war wages are given for comparison, and index numbers on the pre-war base calculated. Sources of the data used, together with explanatory notes, are given in the form of footnotes or at the end of the article.

### **United Kingdom**

Wages rates reached their highest point in Great Britain about the end of 1920, when the average increase in weekly full-time rates of wages over pre-war rates has been estimated at between 170 and 180 per cent. Throughout 1921 and 1922, however, reductions were sustained in the principal industries. By the end of 1921 the average increase

over pre-war rates was about 110 to 120 per cent. In February 1922 average wage rates had fallen to about double those of 1914; at the end of September 1922 the average was about 75 to 80 per cent. higher than before the war, while at the end of 1922 it was about 70 to 75 per cent. above the pre-war level.

Table I shows that during 1921 about 7,175,000 workpeople sustained net decreases in weekly full-time wage rates amounting to £6,041,000, or about 16s. 10d. per head per week, while in 1922 about 7,578,000 workpeople sustained net reductions in weekly wage rates amounting to £4,206,000, or 11s. 1d. per head per week <sup>(1)</sup>. It is stated that the total reductions reported in 1921 and 1922 in the industries covered by these statistics <sup>(2)</sup> was roughly equivalent to the total increase in the years 1918, 1919, and 1920. Owing to the serious decline in employment in 1921 and 1922 compared with earlier years, the fall in actual earnings in this period was, of course, greater than that in full-time rates of wages. During the later months of 1922 the average rate of decline was considerably retarded, the reductions reported in November and December being much smaller than those reported for any previous month since March 1921. In January 1923 the net weekly reduction was less than that recorded for any previous month since the beginning of 1921.

The amount of reduction in rates of wages during the two years of decline varied considerably in different industries and occupations. This is evident from a study of table I, which shows the decreases in the mining and quarrying and in the iron and steel, engineering, and shipbuilding industries to have been particularly great.

Table II gives the average recognised weekly time wage rates in various industries in the principal centres in Great Britain and Northern Ireland for 4 August 1914, at the end of December 1920, when the general level of wage rates reached its highest point, at the end of February, in June, and at the end of September 1922. These data show that labourers have received greater proportionate increases over pre-war wages rates than skilled workers; also that the relative increases at the end of September 1922 over the pre-war rates were greater in the printing, furniture making, and baking trades than in the building, engineering, and shipbuilding trades.

Table III, which gives average actual earnings in three branches of the textile industry and in the boot and shoe and pottery trades, seems to indicate that at the end of 1922 and the beginning of 1923 there was a tendency for wages in these groups to become more stable.

With regard to the coal mining industry, wages reached their highest level at the beginning of 1921, but after the stoppage in the second quarter of the year a steady decline began, this being more

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(1) The figures given relate to those workpeople who sustained net reductions in wages during the year. Apart from these, about 80,000 workpeople received a net increase of nearly £15,000 per week in 1921, and about 75,000 workpeople received a net increase of about £11,000 per week in 1922.

(2) The statistics are exclusive of changes affecting agricultural labourers, police, government employees, domestic servants, shop assistants and clerks. In many cases, also, changes arranged by individual employers and affecting unorganised groups of workers are not reported to the Ministry of Labour. It is stated that agricultural labourers sustained reductions during 1922 ranging generally in different districts for which information is available from 5s. to 12s. per week or from 14 to 31 per cent. on the rates of wages prevailing in December 1921.

rapid in the exporting districts than in those producing for the home market. By the end of September 1922 the average increase in full-time weekly wages as compared with August 1914 ranged from about 20 per cent. to over 40 per cent. in different occupations and districts. The extent to which wages in this industry have fallen may be realised by comparing those percentages with the figures for the end of December 1920, when the average increase on pre-war rates was estimated at between 180 and 190 per cent. These figures take no account of variations in actual earnings arising from differences in the number of shifts worked per week at the different dates, or of variations in piece-work earnings. Table IV, however, gives by districts and for Great Britain as a whole figures of actual earnings per shift in November 1913, and from the end of 1921 to the third quarter of 1922 by quarters. The figures show that the actual earnings of coal miners in the third quarter of 1922 were about 42 per cent. above the level of November 1913.

### Denmark

Wages reached their highest point in Denmark about the end of 1920. Reductions were effected continuously during 1921, and the general level of wages in the last quarter of the year was about 18 per cent. below that of the last quarter of 1920. The early months of 1922 were marked by widespread disputes in most of the important industries, and, in consequence of these disputes and of the large volume of unemployment, wage statistics have not been published for the first quarter of the year. The data for the second quarter, however, indicate the extent to which wage rates were reduced by agreements which terminated the disputes. Thus wages in the second and third quarters of 1922 were about 16 per cent. below the level of the last quarter of 1921, and about 30 per cent. below the highest point reached at the end of 1920. No more recent comparable figures are available, but following the general reductions effected early in the year the wage rates remained generally unchanged to the end of 1922.

The general level of wages in the provinces is lower than that in Copenhagen, but the percentage increases over the pre-war level have been greater in the provincial areas than in the capital. The relative increases over the level of 1914 in the wages of unskilled male workers and of women have been greater than those of skilled male workers.

As regards particular industries respecting which figures for Copenhagen are given below, textile workers have received the greatest proportionate increases since 1914, while the lowest relative increases have been those of foremen and printing trade workers.

### Netherlands

Table VII gives wage data for the coal mining, building, and metal industries in various districts of the Netherlands, together with figures for workers in municipal gas and electricity undertakings. From the figures given it appears that in most groups wages in 1922 were considerably below the levels of 1920 and 1921. In the mining industry earnings declined steadily from the end of 1920, when they were about 2½ times the pre-war level, to the third quarter of 1922 when they were little more than double those in 1914. The decline in the building industry in the Hague, and in the metal industry generally, was less severe than that in the coal mining industry, while the wages of workers in municipal gas and electricity undertakings varied within very narrow limits during the two years ending July 1922.



## France

In general, wages in France increased from 1915 to 1920. Towards the end of the latter year a downward movement began which lasted to the middle of 1922, but during the later months of the year the figures available seem to indicate a slight upward movement in certain industries. It appears, further, that wages in 1922 were from  $3\frac{1}{2}$  to 5 times the pre-war rates.

Certain tendencies in various industries may be noted. In the metal industry the reduction in the wages of skilled workers is relatively less than in the case of unskilled workers and women. In the textile industry the differences of source for the 1911 and the post-war figures makes a comparison between wages in these two periods somewhat unsafe; it might perhaps be concluded that the wages of the lower-paid workers increased more rapidly than those of the higher-paid workers. In coal mining the average daily wages of all workers (underground and surface) at the end of 1920 were 268 per cent. above the 1913 level. During 1922 reductions varying from 2.60 to 4.40 francs per working day, or an average of 15 per cent. of the 1920 wage, were made in the Centre and Midi areas. The Nord and Pas de Calais areas did not take this step until January 1922. By an agreement between the delegates of the workers' organisations and of the mining companies, there was a reduction of 3.25 francs per day in wages properly so-called to take effect as to 2 francs on 16 January and as to a further 1.25 francs from 16 April.

In the Lyons cooperage trade wage rates fell from 18.10 francs per day in the fourth quarter of 1920 to 13.50 francs in the second quarter of 1922, after which there was a slight increase.

In the Lyons printing trade the movement was slightly different. This is due to the different method of determining the cost of living used by the joint committees. After falling continuously during 1921, daily wage rates rose by about 2 francs at the beginning of 1922; the rates in the second half of 1922 were rather less than  $3\frac{1}{2}$  times the 1914 rates.

## Belgium

An examination of tables XII to XV shows that wages have been falling since the beginning of 1921. In mines the fall was continuous, except for the slight rise in January 1922 which was due to the addition to wages to allow for the tax on earned income. A similar movement took place in mechanical engineering and the printing trades.

In mechanical engineering the rise in wage rates of unskilled workers was more rapid than that of skilled workers. In 1914 the wages of skilled workers were 48 per cent. higher than those of unskilled workers, while in January 1922 the difference was only 14 per cent. It may be noted that wages in mechanical engineering have undergone two reductions of 5 per cent. each on 1 May and 1 June 1922, subject, however, to a maximum reduction of 2 francs per day and with a minimum wage for unskilled workers of 13 francs per day.

At Ghent similar movements were shown in the textile and building industries, except that wages rose at the end of 1921. The average wages of unskilled textile workers and builders' labourers, and in general of all the lower-paid workers, tended to approach the average for all workers. Thus, for instance, the average wage of four-loom weavers in 1914 was 30 per cent. below that of spinners, and in

October 1921 they were almost equal. No conclusions can be drawn as to the movement of wages in the Brussels and Liège districts, since the number of workers considered is too small.

### Germany

The most important factor affecting wages in Germany is the depreciation in the value of the mark, which is followed by rapid increases in wholesale and retail prices, in the cost of living, and in rates of wages. The fall in the value of the mark with the consequent rise in prices gives a stimulus to production whether for the home or for foreign markets, and the demand for labour gives to the workers a bargaining power which leads to rapid increases in wages. It may be stated, however, that in general the increases in wages have been less rapid than those in the cost of living, especially in periods when the internal value of the currency has fallen the most.

The instability of conditions in Germany may be understood from the fact that in December 1922 the external value of the mark as measured by the rate of exchange had fallen to less than one-fifteenth of its value in July 1922, to nearly one-thirty-eighth of its value in January 1922, and was only worth 1/1730th of a pre-war mark. Its internal value as measured by the cost of living was in December 1922 less than one-twelfth of its value in July, and only about 1/685th of its value inmediately before the war.

With regard to wages, table XVI gives figures generally of the weekly wage rates of workers in a number of industries and occupations in 1913 or 1914, in January 1922, and from April 1922 to February 1923. The figures given include allowances for wife and two children in those occupations where such allowances are paid.

It is evident that wide variations exist in the rates of increase of wages and salaries in different industries and occupations if comparison is made between the pre-war figures and those for the end of 1922 or the beginning of 1923. The greatest relative increases since 1914 have generally been those of unskilled groups of workers, and the proportionate differences between the wages of skilled and unskilled workers are much smaller than before the war. Thus in a number of industries a skilled worker would receive in 1914 a wage between 40 and 50 per cent. higher than that of an unskilled worker. At the end of 1922 the difference was one of 5 to 15 per cent. only.

In a number of industries, for example in the metal and wood working industries, skilled workers in February 1923 appear to have been receiving wage rates about 1,600 times the pre-war rates. Skilled printing trade workers were receiving wage rates about 1,260 times the level of 1914, while on state railways skilled workers were receiving wages about 1,340 times those in 1913. Skilled textile workers, coal miners, and unskilled workers generally had received proportionate increases considerably greater than those indicated above for various groups of skilled workers. Thus male textile workers were receiving wages in February 1923 which were over 1,970 times those in 1913, while female workers in this industry were receiving wages over 2,220 times those before the war. Unskilled workers in the coal mining, chemical and metal industries were receiving respectively wage rates about 2,750, 2,600 and 2,350 times the pre-war wages. Unskilled workers in the building and printing trades had received smaller relative increases, their wages being about 1,750 and 1,570 times those before the war. The lowest proportionate advances were those in the salaries of intermediate and higher-grade state officials.

### Austria

The wage statistics given in table XVII show that the highest point in the wage movement in Austria was reached generally in October and November 1922, that is, some weeks after the maximum of retail prices. The figures for December show a decline in all occupations except printing, in which the proportional increases to October and November 1922 had been lower than those in other occupations. It should be noted that the wage rates given are generally minimum rates and do not indicate either the average wages of time workers or the extra earnings of piece workers.

### United States

Actual earnings in the United States reached their highest point about the summer of 1920, after which reductions were experienced until the first half of 1922. During the later months of that year, however, and especially since August, the figures show increases in almost all industries (table XVIII).

Table XIX gives the average actual weekly earnings in manufacturing undertakings in the New York State. These figures show the same general movement as those given in table XVIII. Thus, in New York State, earnings reached their lowest point in April 1922, when the average for all industries for which statistics are collected was \$24.15 per week. From May onwards, however, there was a steady increase which, except for slight interruptions in July and October, was continuous till the end of the year, and the figure for December 1922, \$26.39, was higher than the average for any previous month since March 1921. The figure for January 1923, \$26.22, was slightly lower than that for the preceding month.

As compared with the level of average earnings in July 1914, those for the end of 1922 and the beginning of 1923 are a little more than double the pre-war figure.

With regard to the separate industries it is evident that the recent increase in earnings was of a general character, practically all groups experiencing rises during the last two months of 1922, when also earnings were appreciably higher than in the spring of the year. As compared with July 1914 the greatest relative increases were those of workers in the textile and clothing groups, where large numbers of women are employed and where pre-war earnings were lowest.

### Australia

The increase in wages in Australia, which during the year 1921 had been very small, came to an end at the beginning of 1922, and in the case of adult male workers there was a reduction in the general average of about 6d. per week in the first quarter, of 1s. 8d. per week between the end of March and the end of June, and of 10d. per week in the third quarter of 1922.

With regard to the different industries, the reductions recorded during the first nine months of 1922 were generally very small. The average level of wage rates in the building and clothing industries remained practically unchanged at the level reached at the end of the year 1921. Slight decreases were sustained by workers in the mining, printing, food, and domestic service groups. Somewhat greater reductions were effected in the engineering and transport groups, while the greatest decline was sustained by agricultural workers, the average weekly wage at the end of September 1922 being about 5s. below that of the end of 1921.

The wages of adult female workers remained generally stable, the level reached about the middle of 1921 being maintained.

TABLE I. NUMBER OF WORKPEOPLE IN GREAT BRITAIN AND NORTHERN IRELAND AFFECTED BY DECREASES IN WAGES RATES (AS FAR AS REPORTED) AND NET TOTAL AND PER CAPITA DECREASES, IN THE WEEKLY WAGES OF THOSE AFFECTED 1921 AND 1922

Industrial group	Approximate number of workpeople whose rates of wages were reported as reduced in		Net decrease in the weekly wages of those affected			
			Total		Per capita	
	1921	1922	1921	1922	1921	1922
			£	£	s. d.	s. d.
Building	447,000	509,000	305,000	392,000	43 8	45 5
Mining and quarrying	1,294,000	1,037,000	2,590,000	518,000	40 0	40 0
Iron and steel	240,000	239,000	477,000	241,000	39 9	20 2
Engineering and shipbuilding	1,376,000	1,306,000	830,000	1,190,000	42 1	48 2
Other metal	368,000	378,000	225,000	215,000	42 3	44 2
Textile	1,013,000	1,003,000	652,000	412,000	42 10	8 8
Clothing	234,000	715,000	49,000	162,000	4 2	4 6
Transport	912,000	994,000	390,000	492,000	8 7	9 11
Paper, printing	203,000	203,000	54,500	72,500	5 4	7 2
Furniture and wood-working	83,000	92,000	55,500	48,500	12 8	10 5
Chemical, glass, brick, pottery	233,000	276,000	146,000	135,500	40 4	40 0
Food, drink and tobacco	205,000	284,000	57,000	74,500	5 7	5 3
Public utility services	373,000	375,000	148,000	200,000	7 14	10 8
Other groups	139,000	167,000	62,000	53,000	8 11	6 4
Total	7,175,000	7,578,000	6,041,000	4,206,000	46 10	41 4

TABLE II. AVERAGE RECOGNISED WEEKLY TIME WAGE RATES, WITH INDEX NUMBERS, IN VARIOUS INDUSTRIES IN THE PRINCIPAL CENTRES IN GREAT BRITAIN AND NORTHERN IRELAND, 1914, 1920, AND 1922

Date	Building trades		Engineering		Shipbuilding		Printing and bookbinding		Furniture making, cabinet making	Baking (table hands)
	Brick-layers	Labourers	Iron-moulders	Labourers	Shipwrights	Labourers	Hand compositors on book and jobbing work	Book binders and machine rulers		
Amounts										
1914	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
4 Aug.	40 7	27 0	41 8	22 10	41 4	22 10	35 8	33 11	39 9	30 1
1920										
31 Dec.	400 10	87 8	92 10	70 9	91 3	70 4	93 5	93 4	102 1	82 11
1922										
28 Feb.	86 9	68 5	76 3	56 11	75 1	56 7	86 2	86 7	83 9	73 3
— June	71 10	54 1	—	53 8	58 7	40 1	86 2	86 6	—	—
30 Sept.	71 4	53 6	59 9	40 5	58 7	40 1	80 6	80 11	77 11	63 8
Index numbers (4 Aug. 1914 = 100)										
1920										
31 Dec.	249	325	223	310	221	303	262	275	257	276
1922										
28 Feb.	214	254	183	250	182	248	241	255	211	242
— June	177	201	—	244	142	175	241	255	—	—
30 Sept.	176	198	144	177	142	175	226	239	196	228

TABLE III. AVERAGE WEEKLY EARNINGS, WITH INDEX NUMBERS, IN VARIOUS INDUSTRIES IN THE UNITED KINGDOM, 1914, 1920, 1922, AND 1923

Date	Textiles			Boot and shoe	Pottery	General average
	Cotton	Woollen	Worsted			
Amounts						
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1914	19 6	18 9	16 4	20 11	19 6	19 4
1920						
June	60 6	53 2	48 7	51 2	50 2	54 8
Dec.	42 9	46 1	46 4	40 6	52 10	43 9
1921						
Mar.	38 0 <sup>(1)</sup>	40 0	37 0	43 6	50 0	40 8
June	41 5	43 11	34 1	43 11	44 10	40 4 <sup>(2)</sup>
Sept.	42 0	39 10	40 7	46 11	49 8	43 6
Dec.	41 1	41 0	42 10	45 6	42 7	42 8
1922						
Jan.	41 1	38 11	43 8	43 7	41 7	41 9
Feb.	39 5	41 4	42 1	45 10	33 9	41 8
Mar.	40 6	41 10	42 5	46 4	37 10	42 4
Apr.	41 6	42 4	43 6	47 6	36 10	43 2
May	38 4	42 3	41 11	48 3	37 5	41 5
June	38 7	41 7	40 2	48 3	37 4	41 7
July	38 10	42 5	40 2	46 11	36 2	41 3
Aug.	37 10	42 7	39 2	45 9	35 4	40 4
Sept.	37 4	43 2	40 9	44 9	36 8	40 3
Oct.	36 7	43 0	40 1	44 2	37 3	39 10
Nov.	34 2	42 9	40 7	43 6	37 5	38 6
Dec.	34 4	42 9	40 0	43 11	37 6	38 8
1923						
Jan.	33 11	41 7	39 4	45 4	36 9	38 7
Feb.	35 1	41 7	39 3	45 10	37 6	39 4
Index numbers (1914=100)						
1920						
June	310	243	288	245	257	283
Dec.	219	246	238	194	271	227
1921						
Mar.	193	213	230	208	256	210
June	212	186	212	210	214	209
Sept.	215	213	252	224	254	235
Dec.	211	219	266	213	218	221
1922						
Jan.	211	207	271	218	213	216
Feb.	202	220	262	220	199	216
Mar.	208	223	264	222	194	219
Apr.	213	226	270	227	189	221
May	193	225	261	231	192	214
June	198	222	250	231	190	215
July	199	226	250	224	185	211
Aug.	194	227	244	219	181	209
Sept.	192	230	232	214	188	204
Oct.	188	229	249	211	191	206
Nov.	176	223	232	208	192	199
Dec.	176	228	249	210	192	200
1923						
Jan.	174	222	245	217	189	200
Feb.	179	222	244	224	192	202

(1) Week ending 13 July.

(2) Not including cotton industry.

TABLE IV. AVERAGE SHIFT EARNINGS, WITH INDEX NUMBERS, OF COAL MINERS IN GREAT BRITAIN, BY DISTRICTS, 1913, 1921, AND 1922

Date	Northumberland	Durham	Eastern area <sup>(1)</sup>	Lancs., North Staffords. and Ches.	South Wales and Monmouthshire	Scotland	Average for Great Britain
Amounts							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1913							
Nov.	6 3	6 3	6 5 <sup>(2)</sup>	6 0 <sup>(2)</sup>	7 3	6 4½	6 7
1921							
4th quarter	11 0	12 0	15 8	11 9	10 11	11 11	12 8
1922							
1st quarter	8 6	9 3	13 11	10 6	9 8	10 2	11 0
2nd "	8 9	9 4	12 7	9 2	9 8	9 8	10 2
3rd "	8 4	8 11	9 11	8 8	9 7	9 4	9 4
Index numbers (Nov. 1913=100)							
1921							
4th quarter	190	192	240	196	151	172	193
1922							
1st quarter	137	149	218	175	134	147	167
2nd "	140	146	196	153	134	140	155
3rd "	133	143	154	144	132	135	142

(<sup>1</sup>) This area includes Yorkshire, Nottinghamshire, Derbyshire, Leicestershire, Cannock Chase, and Warwickshire.

(<sup>2</sup>) This figure is for Nottinghamshire, Derbyshire, Leicestershire, Staffordshire, Shropshire, and Warwickshire. As it is based on a different area from that of the post-war figures, it is not strictly comparable with them. The error in making such a comparison is, however, very small. Thus for example in Yorkshire, which is included in the post-war figures, the average earnings in November 1913 were 6s. 6d. per worker per shift.

(<sup>3</sup>) This figure is for Lancashire and Cheshire only.

TABLE V. AVERAGE WEEKLY FULL-TIME EARNINGS, WITH INDEX NUMBERS, OF VARIOUS CATEGORIES OF WORKERS IN DENMARK, 1914, 1920, 1921, AND 1922

Date		Copenhagen				Provinces				Whole country			
		Male		Fem- ale	All work- ers	Male		Fem- ale	All work- ers	Male		Fem- ale	All work- ers
		Skilled	Un- skilled			Skilled	Un- skilled			Skilled	Un- skilled		
Amounts													
1914		Kr. 36.23	Kr. 25.65	Kr. 17.44	Kr. 29.38	Kr. 29.59	Kr. 22.03	Kr. 13.88	Kr. 21.25	Kr. 33.10	Kr. 34.57	Kr. 15.98	Kr. 27.11
1920													
2nd	qr.	118.56	96.96	59.04	97.92	94.56	82.08	53.28	83.52	107.04	87.84	57.12	90.72
4th	qr.	126.24	102.72	65.28	103.68	104.64	89.56	58.56	94.20	116.16	94.56	62.88	97.44
1921													
1st	qr.	123.84	100.32	65.28	102.24	102.76	87.36	57.60	89.28	113.28	92.64	62.88	96.—
2nd	qr.	111.72	96.96	60.96	96.—	94.08	81.10	54.24	82.56	104.64	88.32	58.56	89.28
3rd	qr.	109.92	88.80	53.28	88.32	86.40	75.84	46.56	75.36	98.40	80.64	50.88	84.60
4th	qr.	109.92	87.84	52.80	87.36	85.92	77.76	45.60	75.84	98.40	81.12	49.92	84.12
1922													
2nd	qr.	90.24	73.92	46.56	72.96	73.44	62.88	40.32	63.36	82.56	67.20	44.16	68.16
3rd	qr.	92.16	74.40	45.60	73.44	73.44	62.88	39.36	63.36	83.04	67.20	43.20	68.16
Index numbers (1914=100)													
1920													
2nd	qr.	327	378	338	333	319	372	384	344	323	357	357	335
4th	qr.	348	400	37	353	354	405	422	376	351	385	393	359
1921													
1st	qr.	342	391	374	348	347	396	415	368	342	377	393	354
2nd	qr.	317	378	350	327	318	370	391	340	316	359	366	329
3rd	qr.	303	345	305	301	292	344	335	311	297	328	318	301
4th	qr.	303	342	303	297	291	353	328	313	297	330	312	299
1922													
2nd	qr.	249	288	267	248	248	285	290	261	249	274	276	251
3rd	qr.	254	290	261	250	248	285	281	261	251	274	270	251

TABLE VI. AVERAGE WEEKLY FULL-TIME EARNINGS, WITH INDEX NUMBERS,  
OF VARIOUS CATEGORIES OF WORKERS IN COPENHAGEN,  
1914, 1920, 1921, AND 1922

Date	Building		Metals		Textiles		Shoe makers		Printing		Bak- ers	Fore- men
	Brick- layers	Labour- ers	Smiths and machin- ists	Labour- ers	Male	Female	Male	Female	Com- posi- tors	Un- skilled- work- ers		
Amounts												
1914	Kr. 46.44	Kr. 33.21	Kr. 33.32	Kr. 26.19	Kr. 22.95	Kr. 16.58	Kr. 30.51	Kr. 17.96	Kr. 42.12	Kr. 30.83	Kr. 32.02	Kr. 47.20
1920												
2nd qr.	170.50	133.54	115.34	93.17	83.52	62.16	116.59	66.43	117.21	89.86	98.45	137.45
4th qr.	180.48	136.32	128.64	101.76	90.72	68.16	118.56	71.04	125.28	96.96	105.60	138.16
1921												
1st qr.	160.32	124.80	125.76	100.80	91.63	67.68	118.56	72.48	125.28	97.44	105.60	137.29
2nd qr.	148.32	115.68	111.84	90.72	85.44	61.92	101.76	60.00	121.80	96.96	104.64	125.72
3rd qr.	144.00	112.80	110.40	84.48	76.32	53.28	94.08	52.80	124.80	96.48	105.12	123.63
4th qr.	146.88	113.28	109.92	83.04	75.84	54.24	92.64	52.32	125.76	96.48	103.68	119.28
1922												
2nd qr.	114.72	90.24	90.72	70.56	64.32	47.04	82.56	46.08	97.92	77.76	86.88	103.00
3rd qr.	126.24	99.36	92.16	70.08	61.32	47.52	81.12	46.08	95.04	71.52	86.88	106.31
Index numbers (1914 = 100)												
1920												
1st qr.	387	402	346	355	364	375	382	370	279	291	307	294
2nd qr.	389	416	386	388	393	411	389	395	297	314	330	293
1921												
1st qr.	345	376	377	385	399	403	389	403	297	316	330	291
2nd qr.	319	348	333	346	372	373	333	334	296	314	327	266
3rd qr.	310	310	331	322	332	321	308	294	296	313	329	262
4th qr.	316	344	330	317	330	327	304	291	298	313	324	253
1922												
2nd qr.	247	272	272	269	280	234	271	257	233	252	271	218
3rd qr.	272	299	277	268	280	287	266	257	226	232	271	225



TABLE VII. WAGES, WITH INDEX NUMBERS, OF VARIOUS GROUPS OF WORKERS IN THE NETHERLANDS, 1914, 1920, 1921, AND 1922

Date	Average daily earnings				Weekly wage rates		Weekly earning	Weekly wage rates	
	Coal mining (South Limburg)				Building (The Hague)		Metals	Municipal gas works (1)	Municipal electricity works (1)
	Hewers	All underground workers	Surface workers	Underground and surface workers	Bricklayers	Labourers			
Amounts									
1914	Fl. 3.40	Fl. 2.79	Fl. 4.86	Fl. 2.64	Fl. 18.91	Fl. 15.25	Fl. 13.30 (*)	Fl. 14.21	Fl. 14.78
1920									
4th qr.	9.79	8.22	5.53	7.37	—	—	35.51 (*)	33.20 (*)	35.03 (*)
1921									
1st qr.	9.36	7.96	5.54	7.19	55.79 (2)	54.40 (2)	—	33.67 (2)	34.94 (2)
2nd qr.	9.12	7.78	5.48	7.04	—	—	36.97 (2)	—	—
3rd qr.	8.66	7.47	5.17	6.75	—	—	—	33.96 (2)	35.14 (2)
4th qr.	7.82	6.81	4.88	6.22	—	—	36.79 (2)	—	—
1922									
1st qr.	7.64	6.62	4.81	6.07	55.91 (2)	51.16 (2)	—	34.49 (2)	35.95 (2)
2nd qr.	7.49	6.46	4.74	5.94	—	—	32.98 (2)	—	—
3rd qr.	7.04	6.09	4.48	5.62	50.27 (2)	45.35 (2)	—	34.62 (2)	36.08 (2)
Index numbers (1914=100)									
1920									
4th qr.	288	295	297	275	—	—	267	234	237
1921									
1st qr.	275	285	298	272	295	335	—	237	236
2nd qr.	265	279	295	265	—	—	278	—	—
3rd qr.	255	268	278	256	—	—	—	239	238
4th qr.	230	244	262	236	—	—	277	—	—
1922									
1st qr.	225	237	259	230	296	336	—	243	243
2nd qr.	220	232	255	225	—	—	248	—	—
3rd qr.	207	215	241	213	266	297	—	244	244

(1) Wages of adult workers. (\*) January. (•) July. (•) 1910. (•) Second half year. (•) First half year.

TABLE VIII. DAILY WAGE RATES, WITH INDEX NUMBERS, IN THE TEXTILE INDUSTRY IN VARIOUS DISTRICTS IN FRANCE IN 1911 AND AT THE BEGINNING OF 1921 AND 1922

Date	Roubaix-Tourcoing				Troyes				Vienne	
	Cotton spinners		Carded wool spinners		Weavers		Cotton spinners		Carded wool spinners	
	Amount (frs.)	Index number	Amount (frs.)	Index number	Amount (frs.)	Index number	Amount (frs.)	Index number	Amount (frs.)	Index number
1911	5.30	100	6.50	100	4 00	100	4.00	100	3.50	100
1921	25.68	467	26.24	404	24.20	530	23.60	590	18 24	521
1922 (Feb.)	22.48	409	23.04	355	18.00	150	21.20	530	14 96	427

TABLE IX. AVERAGES DAILY WAGES, WITH INDEX NUMBERS, OF MINERS IN FRANCE, 1913, 1920 AND 1921

Date	Underground workers		Underground and surface workers	
	Amount (frs.)	Index number	Amount (frs.)	Index number
1913	5.96	100	5.40	100
1920	21.66	363	19.90	368
1921	21.60	362	19.30	357

TABLE X. MINIMUM DAILY WAGES, WITH INDEX NUMBERS, IN THE METAL INDUSTRY IN FRANCE FIXED BY COLLECTIVE AGREEMENTS OR EMPLOYERS' DECISIONS, 1920, 1921, AND 1922

Date	Dunkirk		Valenciennes		Le Havre		Nantes		
	La urers	Skilled workers	Labourers	Skilled workers	Labourers	Skilled workers	Labourers	Skilled workers	Unskilled women workers
Amounts									
1920	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.
Apr.	16.05	21.30	14.80	20.00	14 00	19.60	15.85 <sup>1</sup>	19.75 <sup>1</sup>	10.92 <sup>1</sup>
Oct.	17 45	22.90	16.80	22.00	—	—	16.40	22.65	11.30
1921									
Apr.	15.95	21 40	—	—	12 40	18.00	14.30	21 40	9.75
June	—	—	14.80	20.00	—	—	13.20	20.25	8.95
1922									
Apr.	14.30	19.90	12 80 <sup>2</sup>	18.00 <sup>2</sup>	—	—	13.—	20.10	8.80
June	—	—	—	—	11.20	16.40	13.25	20.30	8.95
Aug.	—	—	—	—	—	—	13.55	20.55	9.20
Index numbers (April 1920=100)									
1920									
Oct.	109	198	114	110	—	—	103	115	103
1921									
Apr.	99	102	—	—	89	92	90	107	89
June	—	—	100	100	—	—	83	103	82
1922									
Apr.	89	93	86	90	—	—	82	102	81
June	—	—	—	—	80	84	84	103	82
Aug.	—	—	—	—	—	—	85	104	84

(1) June.      2) May.

TABLE XI. DAILY WAGE RATES, WITH INDEX NUMBERS, IN THE PRINTING AND WOOD (COOPERAGE) INDUSTRIES IN LYONS, 1920, 1921, AND 1922

Date	Wood (cooperage) industry		Date	Printing	
	Amount (frs.)	Index number		Amount (frs.)	Index number
1920			1914	7.00	100
4th quarter	18.40	100	1921		
1921			Feb.-Apr.	24.85	355
1st quarter	—	86	May-July.	22.00	314
2nd "	45.50	80	Aug.-Oct.	21.50	307
3rd "	44.50	80	Nov.-Dec.	21.00	300
4th "	44.50	80	1922		
1922			1st half-year	23.17	331
1st quarter	44.50	80	2nd "	23.00	329
2nd "	43.50	75			
3rd "	44.50	80			
4th "	44.50	80			

TABLE XII. DAILY WAGES, WITH INDEX NUMBERS, OF WORKERS IN THE MINING, METAL, AND PRINTING INDUSTRIES IN BELGIUM, 1914, 1920, 1921, AND 1922

Date	Mines (Bassin du Sud)	Mechanical engineering		Printing (*)			
	Under-ground and surface workers	Skilled workers	Labourers	1st area	4th area	5th area	6th area
Amounts							
	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.
1914	5.30 (?)	5. —	3.40	3.40	5.00	5.25	6.50
1920							
Jan.	17.67	40.00	8.00	9.49	43.00	15.04	16.00
July	23.00	46.00	44.00	42.60	15.96	16.28	19.00
1921							
Jan.	25.64	47.60	45.60	46.40	49.46	49.78	22.50
Apr.	23.14	—	—	45.17	18.30	18.62	21.17
July	21.98	—	—	44.56	17.76	18. —	20.48
Oct.	20.88	—	—	43.92	16.88	17.20	19.52
1922							
Jan.	24.96	46.00	14.00	44.46	—	17.44	20.52
May	48.95	—	—	43.67	46.58	17.50	20.47
Sept.	19.46	—	—	—	—	—	—
Index numbers (1914 = 100)							
1920							
Jan.	333	200	235	479	260	287	246
July	434	320	412	406	319	310	292
1921							
Jan.	484	352	459	549	389	377	346
Apr.	437	—	—	489	366	355	326
July	445	—	—	470	355	343	315
Oct.	394	—	—	449	338	323	300
1922							
Jan.	403	320	412	457	—	332	316
May	358	—	—	441	332	333	310
Sept.	367	—	—	—	—	—	—

(\*) The figures for January, April and October 1921 and January 1922 represent wages for January-March, April-June and September-December 1921 and January-March 1922<sup>8</sup> (2) 1913.

TABLE XIII. DAILY WAGES, WITH INDEX NUMBERS, IN THE TEXTILE AND BUILDING INDUSTRIES IN GHENT, 1914, 1920, AND 1921

Date	Textiles							Building			
	Labourers	Spinners (male)	Spinners (female)	Doubblers	Weavers			Carpenters	Bricklayers	Painters	Labourers
					2-loom	4-loom	6-loom				
Amounts											
	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.
1914	3.10	6.30	3.00	4.80	3 30	4.40	5.20	4.70	4.40	4.30	3.60
1920											
Jan.	10.40	15.60	9.60	13.60	—	—	—	12.00	12.00	12.00	10.80
Feb.	—	—	—	—	40.64	13.28	—	—	—	—	—
June	—	—	—	—	13.04	17.52	20.32	—	—	—	—
Oct.	12.40	17.76	11.08	15.92	—	—	—	18.00	18.00	18.00	16.00
1921											
June	11.20	15.96	9.64	14.32	11.76	16.56	18.32	16.00	16.00	16.00	14.00
Oct.	12.64	17.96	10.92	16.12	13.20	18.64	20.56	—	—	—	—
Dec.	—	—	—	—	—	—	—	18.00	18.00	18.00	16.00
Index numbers (1914=100)											
1920											
Jan.	335	248	320	283	—	—	—	255	273	279	300
Feb.	—	—	—	—	322	302	—	—	—	—	—
June	—	—	—	—	395	398	394	—	—	—	—
Oct.	400	282	369	332	—	—	—	383	409	419	444
1921											
June	361	253	321	298	356	376	352	340	364	372	389
Oct.	408	285	364	336	400	423	395	—	—	—	—
Dec.	—	—	—	—	—	—	—	383	409	419	444

TABLE XIV. AVERAGE DAILY WAGES, WITH INDEX NUMBERS, IN VARIOUS INDUSTRIES IN THE BRUSSELS DISTRICT, 1914, 1921, AND 1922

Date	Metals		Building			Wood		
	Blacksmiths	Tin-smiths	Bricklayers	Navvies	Labourers	Cabinet-makers	Joiners	Bakers
Amounts								
1914	Fr. 6.00	Fr. 5.50	Fr. 5.30	Fr. 5.00	Fr. 3.80	Fr. 6.00	Fr. 5.50	Fr. 6.50
1921								
Dec.	22.00	22.00	20.00	16.00	14. —	24.00	22.80	18.00
1922								
Mar.-Apr.	24.00	20.00	—	—	—	24.80	24. —	20.00
July	21.00	20.00	24.00	18.00	—	25.20	24.80	20.00
Oct.	20.00	22.00	26.00	18.40	—	26.00	25.20	20.00
Index numbers (1914=100)								
1921								
Dec.	367	400	377	320	368	400	414	277
1922								
Mar.-Apr.	400	364	—	—	—	413	436	308
July	400	364	433	360	—	420	451	308
Oct.	333	400	490	368	—	433	458	308

TABLE XV. AVERAGE HOURLY WAGES, WITH INDEX NUMBERS, OF WORKERS PLACED BY THE LIÈGE OFFICIAL LABOUR EXCHANGE, 1920, 1921, AND 1922

Date	Metals			Building			Wood and furniture		Clothing (tailoring etc.)		Bakers
	Black-smiths	Turners	Fitters	Brick-layers	Painters	Navvies	Joiners	Cabinet-makers	Men	Women	
Amounts											
1920	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.	Fr.
Apr.	2.20	2.49	2.00	2.00	1.95	1.75	2.22	2.50	2.08	0.79	2.00
Nov.	3.00	3.08	2.59	2.47	2.37	2.20	3.12	2.52	2.29	1.13	2.25
1921											
Jan.	2.91	3.20	2.64	2.93	2.44	2.24	2.62	2.45	2.00	10.00	2.25
July	3.00	—	2.50	2.67	2.47	2.25	2.78	2.50	2.50	0.92	2.75
1922											
Jan.	2.70	2.66	2.53	2.60	2.36	1.94	2.57	2.70	2.00	—	2.50
Mar.	2.60	2.66	2.53	2.62	2.43	2.25	2.53	2.70	2.15	1.47	2.50
June	—	2.58	2.44	2.73	2.32	2.10	2.47	2.70	(2.17)	—	—
Aug.	(2.57)	2.71	2.38	2.90	2.50	2.06	2.70	2.86	2.00	—	1.65
Oct.	2.67	2.50	2.37	2.80	2.48	2.38	2.66	2.75	2.225	1.42	—
Index numbers (April 1920=100)											
1920											
Nov.	136	144	130	123	122	126	141	101	110	143	113
1921											
Jan.	132	146	132	146	125	128	118	98	96	127	113
July	136	—	125	133	127	128	125	100	120	116	137
1922											
Jan.	123		126	130	122	109	116	108	96	—	125
Mar.	118		126	131	125	129	114	108	103	186	125
June	—	118	123	137	119	120	111	108	104	—	—
Aug.	116	124	119	145	128	118	123	114	96	—	83
Oct.	121	1	119	140	127	136	120	110	107	180	—

TABLE XVI. WAGES, WITH INDEX NUMBERS, OF VARIOUS CATEGORIES OF WORKERS IN GERMANY, 1914, 1922, AND 1923

Date	Coal mining (Ruhr) (¹)		Metals (per week)		Building (per week)		Wood-working (p. wk.)		Printing (per week)		Textiles (per week)		Chemicals (per week)		State workers (Railways) (per month)				State employees (per month)							
	Under-ground workers		Unskilled workers		Brick-layers and labourers		Skilled workers		Hand compositors		Married men		Unskilled workers		Skilled workers		Semi-skilled workers		Unskilled workers		Upper grade		Intermediate grade		Lower grade	
	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.	Mk.
1914	6.49(¹)	4.52(²)	4.37(²)	36.37(²)	23.37(²)	37.69	29.34	31.54(²)	34.00	24.00	26.48(²)	17.34(²)	26.81	23.85	150(¹)	436(²)	405(²)	608(²)	367(²)	165(²)						
1922																										
Jan.	122	102	102	853	807	980	939	883	529	451	—	—	—	—	2,257	2,453	2,090	5,067	3,487	2,452						
Apr.	476	448	448	4,034	977	—	—	—	748	621	—	—	915	905	3,866	3,154	3,068	6,222	4,756	3,524						
May	203	471	472	1,084	977	—	—	—	—	—	—	—	1,021	1,040	4,243	4,066	3,942	7,982	6,849	4,558						
June	294	484	486	1,407	1,392	4,394	4,330	4,555	—	—	—	—	4,168	4,152	5,075	4,888	4,742	9,755	7,312	5,501						
July	277	294	299	1,407	1,392	4,394	4,330	4,555	—	—	—	—	4,168	4,152	5,075	4,888	4,742	9,755	7,312	5,501						
Aug.	374	298	302	1,407	1,392	4,394	4,330	4,555	—	—	—	—	4,168	4,152	5,075	4,888	4,742	9,755	7,312	5,501						
Sept.	719	574	579	3,392	3,185	5,624	5,468	5,355	4,900	3,647	—	—	4,993	4,908	6,261	5,990	5,845	12,493	9,055	6,798						
Oct.	897	778	768	4,884	4,538	4,436	4,382	4,355	4,290	3,647	4,776	3,675	4,845	4,881	20,718	19,910	19,578	48,611	36,428	27,725						
Nov.	1,744	1,504	1,504	8,457	7,870	8,954	8,536	8,457	7,257	6,170	8,011	6,413	8,920	8,788	36,192	34,944	34,216	83,695	62,662	52,459						
Dec.	3,053	2,663	2,627	15,423	14,401	15,580	14,788	14,950	12,649	10,753	14,193	10,918	16,282	16,057	59,904	57,824	53,888	138,487	103,945	70,766						
1923																										
Jan.	4,696	4,102	4,037	25,212	23,408	22,580	21,461	22,493	20,636	17,867	22,674	17,345	25,738	25,485	96,408	93,080	91,446	226,523	170,093	145,890						
Feb.	44,279	12,448	12,288	59,108	54,834	54,018	51,347	50,338	42,791	37,807	51,673	38,560	62,479	61,858	201,136	194,064	190,736	476,211	357,423	243,324						
1922																										
Jan.	4970	2256	2333	—	3424	—	—	—	1900	1600	—	—	—	—	4520	1583	2098	893	950	1456						
Apr.	3274	3782	3985	2353	4444	2600	3200	2795	2900	2200	—	—	3410	3790	2170	2317	2084	1023	1299	2136						
May	3341	3782	3985	2353	4444	2600	3200	2795	2900	2200	—	—	3410	3790	2170	2317	2084	1023	1299	2136						
June	3570	4070	4253	3482	4586	3691	4532	4536	4300	3800	—	—	4366	4800	3383	3594	3594	1313	1858	2763						
July	4474	5468	5689	3879	5609	4335	5299	5299	4300	3800	—	—	4366	4800	3383	3594	3594	1313	1858	2763						
Aug.	6040	6594	6940	5254	7046	4669	6659	6659	4300	3800	—	—	4366	4800	3383	3594	3594	1313	1858	2763						
Sept.	41620	12630	13250	9350	13513	9664	14890	10640	4500	4250	—	—	12870	14300	6198	5545	8500	3063	3762	6193						
Oct.	44900	17240	17570	13457	19253	14430	17655	18790	4500	4250	—	—	12870	14300	6198	5545	8500	3063	3762	6193						
Nov.	28170	33650	34340	23317	33390	23900	29200	26900	4500	4250	—	—	12870	14300	6198	5545	8500	3063	3762	6193						
Dec.	49310	58900	60150	42523	59820	41500	50500	47600	44400	37100	54200	62200	60510	67380	39930	42500	55220	22780	27880	42890						
1923																										
Jan.	75900	902700	92400	69500	98000	60200	73300	70600	73800	60600	86600	98700	96000	106940	64300	68400	88800	37300	46300	70200						
Feb.	230678	275594	268584	162966	234634	143322	175007	159600	125856	157529	197376	222376	233040	259580	134091	142694	181653	78324	97390	147469						

Index numbers (1914=100)

(¹) The scheduled rates are given for December 1922, and January 1923; for other months the actual earnings.  
 (²) Second quarter 1914. (³) July 1914. (⁴) 1913.

TABLE XVII. WEEKLY WAGE RATES, WITH INDEX NUMBERS, OF WORKERS IN VARIOUS OCCUPATIONS IN VIENNA, 1914, 1921, AND 1922

Date	Brick-layers	Print-ers (*)	Joiners	Metal workers		Tailors	Cotton spin-ners
				With basic wage of 62 Kr. (2)	With basic wage of 130 Kr. (3)		
Amounts							
1914	Kr.	Kr.	Kr.	Kr.	Kr.	Kr.	Kr.
July	34	41	42	28	40	45	28 20
1921							
31 Dec.	18,384	15,790	21,120	11,041	23,150	15,224	11,964
1922							
15 Mar.	30,096	25,290	25,344	16,368	34,320	29,960	17,700
15 June	40,320	38,389	47,520	22,677	47,549	41,195	41,678
15 July	69,129	52,409	54,192	43,296	79,200	63,852	41,678
15 Aug.	98,880	133,897	126,797	60,528	111,120	201,667	131,856
15 Sept.	305,280	248,290	273,408	184,896	335,040	242,000	179,319
15 Oct.	398,400	297,948	349,968	241,824	401,760	342,830	217,536
15 Nov.	398,400	297,948	349,968	241,824	401,760	342,830	202,704
15 Dec.	384,000	297,948	321,984	218,016	351,840	318,830	192,816
Index numbers (July 1914 = 1)							
1921							
31 Dec.	541	385	503	394	579	338	424
1922							
15 Mar.	885	617	603	585	858	666	627
15 June	1180	935	1131	810	1189	915	1477
15 July	2030	1280	1290	1546	1980	1419	1419
15 Aug.	2910	3270	3019	2162	2778	1481	1675
15 Sept.	8980	6060	6570	6603	8376	5377	6358
15 Oct.	11600	7270	8333	8637	10044	7618	7714
15 Nov.	11400	7270	8333	8637	10044	7618	7188
15 Dec.	11300	7270	7666	7786	8796	7085	6837

(1) Over 23 years of age. (2) Over 22 years of age. (3) Skilled.

TABLE XVIII. AVERAGE WEEKLY EARNINGS, WITH INDEX NUMBERS, IN VARIOUS INDUSTRIES IN THE UNITED STATES, 1914, 1920, AND 1922

Date	Boots and shoes	Cotton manufacture	Cotton finishing	Hosiery and underwear	Woolens	Men's ready-made clothing	Silk (*)	Iron and steel (†)	Car building and repairing (‡)
Amounts									
	\$	\$	\$	\$	\$	\$	\$	\$	\$
1914									
Dec.	44.54	7.72	9.80	8.16	9.71	11.92 (‡)	47.92	27.60	26.44
1920									
June	25.40	23.72	27.32	24.83	23.08	30.72	45.53	77.62	63.58
Dec.	22.16	47.62	24.32	17.66	24.00	28.05	43.93	74.45	74.85
1921									
Mar.	23.84	46.90	22.04	16.26	22.44	33.22	42.93	60.95	67.40
June	23.34	47.56	22.40	16.65	23.40	30.09	44.50	45.87	67.20
Sept.	22.83	46.96	21.96	16.40	22.46	34.60	42.00	38.78	58.45
Dec.	23.03	47.29	22.29	17.46	23.24	30.20	42.68	44.62	59.80
1922									
Jan.	23.03	47.02	24.41	16.35	20.60	29.34	40.62	40.49	54.46
Feb.	22.64	46.60	49.29	16.82	24.15	28.42	44.73	42.57	58.65
Mar.	24.73	45.76	19.77	17.02	—	27.06	39.90	44.32	57.90
April	24.28	45.25	20.15	16.48	—	22.69	35.68	44.45	57.36
May	24.40	45.30	20.15	16.38	—	24.00	35.83	46.77	58.00
June	24.84	45.38	20.34	16.23	—	26.18	36.84	47.26	60.00
July	22.04	45.76	20.16	15.33	—	28.87	36.77	41.67	38.57
Aug.	22.47	44.97	19.98	16.49	21.64	27.13	37.94	48.44	54.00
Sept.	22.74	46.54	20.95	15.80	23.28	28.79	38.94	53.24	59.00
Oct.	22.47	45.86	20.97	16.60	23.21	26.45	41.42	54.99	56.74
Nov.	22.35	47.09	22.25	17.25	23.43	26.66	41.10	58.61	59.35
Dec.	23.48	46.98	22.86	16.84	23.22	26.32	39.48	55.94	57.10
Index numbers (December 1914 = 100)									
1920									
June	224	307	279	267	338	258	254	281	240
Dec.	193	228	248	216	247	235	245	270	283
1921									
Mar.	207	219	225	199	231	279	240	221	254
June	203	228	229	204	241	252	248	159	254
Sept.	198	220	224	204	231	265	234	140	221
Dec.	200	224	227	214	239	253	238	162	226
1922									
Jan.	200	221	215	200	212	246	227	146	195
Feb.	196	215	197	206	218	238	233	154	222
Mar.	189	204	202	209	—	227	223	161	219
April	185	198	206	202	—	190	199	161	217
May	186	198	206	201	—	201	200	169	219
June	190	199	208	199	—	220	206	171	227
July	194	204	206	188	—	242	205	151	146
Aug.	195	194	204	198	223	228	212	175	204
Sept.	198	214	214	194	241	242	217	193	223
Oct.	195	205	214	204	239	219	231	199	214
Nov.	194	221	227	211	241	223	229	212	224
Dec.	204	219	233	206	240	221	220	203	216

(\*) Two weeks. (†) Half month. (‡) February 1915.



TABLE XIX. AVERAGE WEEKLY EARNINGS, WITH INDEX NUMBERS, IN REPRESENTATIVE NEW YORK STATE FACTORIES, 1914, 1920, AND 1922 <sup>(1)</sup>

Date	Stone, clay, and glass products	Metals, machinery, and conveyances	Wood manufactures	Furs, leather, and rubber goods	Chemicals, oils, paints, etc.	Paper	Printing and paper goods	Textiles	Clothing, millinery, laundering, etc.	Food, beverages, and tobacco	Water light, and power	General average
Amounts												
1914	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	
July	13.04	14.28	12.03	11.86	13.17	13.44	15.59	9.40	10.55	11.50	15.48	.54
1920												
June	30.45	31.92	28.16	26.90	27.91	32.33	29.86	23.62	24.94	26.33	33.24	28.77
Dec.	30.98	31.80	26.88	25.26	28.04	31.06	30.34	22.22	21.25	25.79	36.44	28.35
1921												
Mar.	26.29	29.16	25.19	26.78	26.61	28.88	30.09	20.61	25.71	25.25	35.42	26.97
June	26.04	27.79	24.85	25.22	26.61	28.47	30.33	20.78	23.28	24.48	34.47	25.74
Sept.	24.80	26.24	24.68	24.71	26.26	28.12	30.36	20.57	24.06	23.46	33.43	25.07
Dec.	25.00	26.46	25.05	24.11	25.99	28.93	30.77	20.32	22.75	22.76	34.39	24.91
1922												
Jan.	24.12	25.54	24.37	23.78	25.56	25.84	30.37	19.99	22.56	23.21	32.71	24.43
Feb.	22.88	25.36	23.57	23.18	24.96	25.95	28.92	19.60	23.72	22.85	32.67	24.17
Mar.	23.29	25.65	24.48	23.40	25.38	26.14	30.78	19.48	24.00	23.14	32.89	24.57
Apr.	23.31	25.65	24.37	23.06	25.30	25.59	30.28	19.56	21.72	22.78	32.76	24.15
May	24.02	26.07	24.73	23.64	25.70	25.97	30.79	20.00	21.57	23.52	32.37	24.59
June	24.92	26.33	24.42	24.43	25.92	25.64	30.88	20.05	22.34	23.86	32.96	24.91
July	25.21	25.94	24.19	24.25	25.66	26.33	30.49	20.20	23.09	23.21	32.85	24.77
Aug.	25.45	27.04	24.41	24.25	25.41	25.96	30.15	19.78	23.65	22.72	33.00	25.40
Sept.	26.23	27.77	25.12	24.63	25.49	26.25	31.41	20.26	24.10	23.35	32.86	25.71
Oct.	25.84	27.58	25.33	24.67	25.75	26.24	30.46	20.82	23.75	22.92	32.01	25.61
Nov.	26.45	28.39	25.88	24.72	26.07	26.22	31.39	21.22	22.80	23.57	32.63	26.04
Dec.	26.58	28.89	26.24	25.01	26.51	26.47	31.97	21.33	23.17	23.25	32.87	26.39
Index numbers (July 1914=100)												
1920												
June	234	224	235	231	212	241	190	251	236	231	215	229
Dec.	238	223	224	217	213	231	194	238	211	224	235	226
1921												
Mar.	202	204	210	230	202	211	193	219	244	220	229	215
June	200	195	207	216	202	197	195	221	221	213	223	205
Sept.	190	184	206	212	199	194	195	219	228	204	216	200
Dec.	192	188	209	207	197	200	197	218	216	198	222	199
1922												
Jan.	185	179	203	204	194	192	195	213	214	201	211	195
Feb.	175	178	196	199	190	193	185	208	225	199	211	193
Mar.	179	180	204	201	193	194	197	207	227	201	212	196
Apr.	179	180	202	198	192	190	194	208	206	198	212	193
May	184	183	206	203	195	193	197	213	204	204	209	196
June	191	184	203	209	197	191	198	213	212	190	213	199
July	194	182	201	208	195	196	196	215	219	202	212	198
Aug.	196	189	203	208	193	193	193	210	224	198	213	200
Sept.	201	195	209	211	194	195	204	216	228	203	209	205
Oct.	198	194	211	212	196	195	195	221	225	199	207	204
Nov.	203	199	215	212	198	195	201	223	216	205	211	208
Dec.	204	203	218	214	201	197	205	227	220	203	212	210

<sup>(1)</sup> Including all employees in both office and shop.

TABLE XX. AVERAGE WEEKLY WAGE RATES, WITH INDEX NUMBERS, OF VARIOUS GROUPS OF ADULT MALE WORKERS IN AUSTRALIA, 1914, 1920, 1921, AND 1922

Date	Mining ( <sup>1</sup> )	Engin- eering, metal works, etc.	Build- ing	Cloth- ing, books, etc.	Books, print- ing, etc.	Food, drink, etc.	Rail and tram serv- ices	Ship- ing, etc.	Pastor- al, agri- cul- tural, etc. ( <sup>2</sup> )	Do- mestic, hotels etc. ( <sup>3</sup> )	All groups ( <sup>3</sup> )
Amounts											
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1914											
Apr.	65 1	57 0	65 0	52 3	63 3	55 0	59 8	48 10	49 5	47 0	55 1
1920											
June	89 10	83 7	85 10	76 0	92 5	82 9	84 3	84 7	75 2	71 8	80 7
Dec.	103 10	92 5	95 7	86 5	99 6	89 3	93 1	88 0	87 1	80 6	89 10
1921											
June	105 8	97 11	101 4	91 2	102 0	92 7	97 8	95 3	88 0	82 1	93 3
Sept.	105 4	89 7	102 0	93 10	102 0	93 7	97 7	95 6	88 4	84 1	94 0
Dec.	105 4	98 2	102 5	93 3	104 7	93 10	97 5	101 8	89 0	84 2	94 6
1922											
Mar.	104 9	98 0	102 4	92 6	104 0	93 9	95 11	100 6	89 1	83 6	94 0
June	103 7	95 6	102 2	92 6	103 7	92 1	95 10	99 9	83 11	83 5	92 4
Sept.	103 8	94 0	101 4	91 5	102 9	91 9	93 5	99 0	83 11	82 1	91 6
Index numbers (April 1914=100)											
1920											
June	138	148	132	145	146	150	142	173	152	152	146
Dec.	160	162	147	165	157	162	157	180	176	171	163
1921											
June	162	172	156	174	161	168	165	195	178	175	169
Sept.	162	173	157	179	161	170	166	196	178	179	171
Dec.	162	172	158	178	165	171	164	208	180	179	172
1922											
Mar.	161	172	158	177	164	171	161	206	280	17 8	171
June	159	168	157	177	164	167	161	208	163	17 8	168
Sept.	159	165	156	175	162	167	156	207	168	175	166

(<sup>1</sup>) Average for the principal mining centres.(<sup>2</sup>) Including value of board and lodging, where supplied.(<sup>3</sup>) Including also wood and furniture, land transport, and miscellaneous.

TABLE XXI. AVERAGE WEEKLY WAGES, WITH INDEX NUMBERS, OF ADULT FEMALE WORKERS IN AUSTRALIA, 1914, 1920, 1921, AND 1922

Date	Food, drink, etc.	Clothing, boots, etc.	Other manufac- tures <sup>(1)</sup>	Domestic, hotels, etc.	Shopassist- ants, clerks, etc.	All groups
Amounts						
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1914						
Apr.	22 6	24 9	26 11	31 1	30 2	27 2
1920						
June	36 10	39 4	41 0	41 9	39 5	39 10
Dec.	41 10	43 5	44 0	46 3	46 2	44 6
1921						
June	43 0	47 7	46 10	47 10	48 5	47 7
Sept.	43 9	48 6	47 6	48 6	49 0	48 4
Dec.	43 9	48 7	48 0	48 6	50 0	48 8
1922						
Mar.	43 10	48 1	47 9	48 2	49 2	48 2
June	43 10	48 1	47 5	48 1	49 2	48 1
Sept.	43 5	48 0	47 6	47 10	49 2	48 0
Index numbers (April 1914=100)						
1920						
June	164	159	151	134	131	146
Dec.	186	175	164	149	153	164
1921						
June	191	192	174	154	161	175
Sept.	194	196	177	156	162	178
Dec.	194	196	178	156	166	179
1922						
Mar.	195	194	177	155	163	177
June	195	194	176	155	163	177

<sup>(1)</sup> Including the wood, furniture, metal, printing, and other industries.

## SOURCES AND NOTES

## United Kingdom

The figures given in Tables I, II and III are based generally on data published in the *Labour Gazette*. The average recognised weekly time wage rates given in Table II are unweighted averages of wages rates in important towns or centres of the industries. They are taken from the *Labour Gazette* of March and October 1922, and the statement presented to the House of Commons on 20 June 1922 by the Parliamentary Secretary to the Ministry of Labour. The figures for 28 February 1922 are not strictly comparable in all cases with those for other dates, as they include information relating to the Irish Free State. The resulting differences are, however, very slight. The figures for the building trades are averages of the wage rates in towns with populations over 100,000; for engineering, wages rates in 16 principal centres have been averaged, and for shipbuilding, in 13 principal centres. For printing and book binding, furniture making, and baking, averages of the rates of wages in important towns are given.

The average earnings given in Table III are calculated by dividing the total wages by the total number of workers employed in the establishments of certain employees' and employers' associations which furnish returns. In comparing the average earnings in different industries, it should be remembered that the figures are affected not only by changes in the volume

of employment and in rates of wages, but also by differences in the proportions of males and females, of adults and juveniles, and of skilled and unskilled workers in the respective industries.

Table IV is based on figures for 1913 taken from the *Coal Industry Commission Report*, Vol. III, 1919, while the post-war earnings are taken from Statistical Summaries published by the Mines Department of the Board of Trade.

## Denmark

*Source* (tables V and VI) : *Statistiske Efterretninger*, 1921-1922.

The weekly earnings have been calculated by multiplying the pre-war hourly earnings by 54 and post-war earnings by 48.

## Netherlands

*Sources* (table VII) : *Maandschrift*, 1922 ; *Statistiek van Loon en Arbeidsduur*, No. 353.

## France

*Sources* (tables VIII to XI) : *Bulletin de la Statistique générale de la France*, July 1921, October 1922 ; *Bulletin du Ministère du Travail*.

*Textile industry* (table VIII). The table shows the results of an enquiry carried out by the Textile Employers' Association (*Consortium de l'Industrie textile*) of Roubaix-Tourcoing in the different spinning and weaving centres. At Troyes and Vienne wages have to follow fluctuations in the cost of living. Unfortunately the Association has not given pre-war rates, which have therefore been taken from the questionnaire returned by the probiviral courts to the *Statistique générale de France*. Daily wages have been calculated by multiplying pre-war hourly rates by 10 and post-war rates by 8.

*Mining industry* (table IX). The figures are those given by the Central Mining Committee of France. They represent annual averages for the whole of France of average daily wage rates of all workers, both underground and surface.

*Metal Industries* (table X). The figures given are based on collective agreements or decisions of employers' associations. They represent minimum daily wage rates calculated by adding the cost of living bonuses to the basic wage, but they do not include the additional allowances provided in certain districts for family expenses.

*Wood Industry (Cooperage)* (table XI). The figures are daily wage rates based on the cost of living as fixed by the Lyons Joint Committee for the cooperage trade, which was set up by the agreement of 25 March 1920.

*Printing Trades* (table XI). These figures, like those for cooperage, are wage rates fixed by the Lyons Joint Committee for the lithographic and printing industries set up in 1919. A wages agreement was signed on 1 January 1922 between the Lyons Trades Chamber of Master Printers and the workers' association. In order to carry out the terms of this agreement the Joint Committee was instructed to determine the increase in the cost of living between July 1914 and December 1921 (earlier enquiries had taken 1 June 1919 as the starting point from which to count the increase in the cost of living), in order to fix a basic wage which could be inserted in the new agreement. The average basic minimum wage was fixed at 7 francs for 1914 as a compromise.

The agreement, which expired on 31 December 1922, fixed the daily minimum wage rate at 18 francs, to which was added a variable cost of living bonus.

## Belgium

*Sources* (tables XII to XV) : *Bulletin de Documentation économique ; Situation économique de la Belgique*.

*Mines* (table XII). The figures given represent average daily wage rates as shown in the results of investigations made by the Mines Department. They are average daily wage rates of all coal miners, not including workers engaged on contract work who are not directly employed by the management of the mine, such as building work, erecting machinery, etc. Workers in coke and briquette factories are not included in the statistics. The wages

include bonuses, if any. Fines and deductions for welfare and relief funds have not been subtracted. The value of coal provided for the workers, free or at reduced prices, has not been added. The average daily wage rates have been calculated by dividing the total wages of the workers by the number of man-days worked during the period in question. An agreement in force since 28 July 1920 has adjusted variations in wages to fluctuations in the cost of living as shown by the index numbers of the Ministry of Industry and Labour.

*Mechanical Engineering* (table XII). The figures are minimum daily wage rates as fixed by the National Committee for the mechanical engineering industry. Daily wage rates have been calculated by multiplying pre-war hourly rates by 10 and post-war rates by 8.

*Printing Trades* (table XII). The figures given are daily wage rates of compositors for different areas. The first area includes Hasselt, Maeseyck, St. Trond, Tongres. The fourth covers Antwerp, Ghent, Charleroi, La Louvière, Mons and Verviers (the figures for May only apply to Ghent, but the difference is less than 2 per cent.); the fifth area is Liège and the sixth Brussels. The second and third areas have been omitted here.

*Ghent* (table XII). The figures are daily wage rates paid in cotton-spinning mills and in the building trade. The wages for the textile industry are average rates, but no information is available as to the way in which they or the wages in the building trade have been determined. The daily wages have been calculated by multiplying the pre-war hourly rates by 10 and the post-war rates by 8.

*Brussels District* (table XIV). The figures are average daily wages paid to whole-time workers placed by the Brussels official labour exchanges. The daily rate has been calculated on the basis of a 10-hour day before and an 8-hour day after the war.

*Liège* (table XV). The figures are average hourly wage rates paid to whole-time workers placed by the Liège official labour exchanges. It should be noted that the number of workers covered is very small and that in consequence the average wages vary considerably from month to month. The year 1920 has been taken as base since no earlier figures are available.

## Germany

*Source* (table XVI) : *Wirtschaft und Statistik*.

*Mines*. The rates given are the wages per shift of workers in the Ruhr mines (the most important coal area in Germany), where the level of wages differs very slightly from a weighted average for all German mines. The wages given are those of married workers, including allowances for a household and two children under 14. Wages in kind, namely coal, are not counted. It may be pointed out that the figures down to November inclusive are those given monthly in the official statistics of the mining authorities, while those for December 1922 and January 1923 are the wages fixed by schedule; the difference between the two is in any case very slight.

*Metal Industry*. The figures are weighted averages of wage rates of married adult workers in the 20 principal centres of the metal industry. Family allowances for a household and two children under 14 are included. Only time wages are given; the higher earnings of piece workers, of whom there are a large number in the metal industry, cannot be given in a comparable form, as the schedules only give the basic rates for piece work.

*Building Industry*. No distinction is made in the building industry between married and single workers. The table gives the weighted average of weekly wage rates in 22 large towns of more than 200,000 inhabitants, and in the town of Erfurt.

*Wood Industry*. The figures are weighted averages of weekly wage rates of workers over 22 in 25 principal centres of this industry. A distinction is made between skilled workers (who have passed their apprenticeship as carpenters, carvers or polishers, or who have worked for at least a year on a wood-working machine and are capable of managing it themselves) and unskilled workers.

*Printing Industry*. The figures are weighted averages of weekly wage

rates of married workers over 24 in the printing industry for the 15 principal centres of this industry in Germany.

**Textile Industry.** The textile industry differs from the metal industry in that it is possible to determine at once the additional wage earned on piece work according to the schedule, so that the wage rates given represent almost exactly the actual earnings. There is a special difficulty caused by the numerous ramifications of the textile industry and the variety in the nature of the work done, not to mention the fact that women workers are also taken into account. The table gives two weighted averages for 14 principal centres of the textile industry. One gives the weekly wage rates of married adult workers (weavers and spinners), including family allowances for a wife and two children under 14; the other gives weekly wage rates of single skilled workers.

**Chemical Industry.** The figures are generally weighted averages of weekly wage rates fixed by the schedule for married workers over 20, including allowances for a household and two children under 14. For the pre-war rates and for the months of May, June, August, September, and November 1922 the figures are unweighted averages. The workers in this industry are classified in three groups :

- (a) *Skilled workers*, including coppermiths, blacksmiths, locksmiths, turners, mechanics, etc.
- (b) *Semi-skilled workers*. These form the majority of workers in the chemical industry. They are in charge of various operations in the manufacture of chemical products. They are often called process men and it is sometimes difficult to make a clear division between them and unskilled workers.
- (c) *Unskilled workers*. The second and third groups only are given in the table.

**State Workers and Employers.** When the Act of 30 April 1920 on salaries of civil servants came into force, the former classification by locality (*Ortsklassenverzeichnis*) underwent a change. The original purpose of this classification was to balance local differences in rent, whereas the new Act applied it to balance local differences in cost of living. An additional local allowance (*Ortszuschlag*) was granted, differing according to the group of localities (*Ortsklasse*). These groups were five in number : A, B, C, D, E. The group A included almost all the largest towns where the cost of living was highest.

The table gives monthly wage rates of married state workers over 24 and monthly salaries of married state employees. Both classes receive family allowances for a household and two children between 6 and 14.

The workers are those employed on the railways and are classified as skilled, semi-skilled and unskilled.

The employees are classified in the following grades :

- (a) *Upper grades* : members of authorities under the direct control of the Ministry of the Interior.
- (b) *Intermediate grades* : upper secretaries in the post and telegraph services.
- (c) *Lower grades* : postal supervisors.

## Austria

Source (table XVII) : *Arbeit und Wirtschaft* (published by the *Gewerkschaftskommission Oesterreichs*, Vienna), 15 Feb. 1923.

## United States

Sources (tables XVIII and XIX) : *Monthly Labour Review* of the Bureau of Labour Statistics ; *Industrial Bulletin*, published by the Industrial Commissioner of New York State.

The *Monthly Labour Review*, in connection with the statistics of employment in various industries, gives figures not only of the numbers of workers employed but of the total wages paid during given periods in respect of these workers. From these data by division the *per capita* earnings given in table XVIII have been calculated. Figures are given for those industries only for which data for 1914 or the beginning of 1915 are available. It should be

noted that the figures at different dates are not strictly comparable because of variations in the number of establishments forwarding information, and because the figures calculated indicate not only changes in the volume of employment and in the rates of wages but also differences in the proportions of men and women, of adults and juveniles, of skilled and unskilled workers.

The figures in table XIX are taken from the *Industrial Bulletin*.

### **Australia**

*Sources* (tables XX and XXI) : *Prices, Purchasing Power of Money, Wages, etc. 1920* ; *Quarterly Summary of Australian Statistics*. Both published by the Commonwealth Bureau of Census and Statistics, Melbourne.

The figures are as a rule averages for the six principal towns. In order to make the statistics more representative of the general situation, however, some industries, such as the mining, agricultural and pastoral groups, which obviously do not exist in these towns, have been added.

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# MIGRATION

## Notes on Migration

### INTERNATIONAL ACTION

#### *Agenda of the International Labour Conference*

THE agenda for the coming Fifth Session of the International Labour Conference was considered at the seventeenth session of the Governing Body of the International Labour Office. Among the items decided upon is one of special interest to emigrants, namely, "equality of treatment for national and foreign workers as regards workmen's compensation for accidents".

#### *Franco-British Dispute concerning Naturalisation in Tunis and Morocco*

The Permanent Court of International Justice has recently given an advisory opinion which may be mentioned here, as it touches the question of the nationality of immigrants in its relation to international law.

The Council of the League of Nations transmitted to the Court a request for an advisory opinion on the Decrees relating to nationality recently issued in Tunis and Morocco, which had led to a dispute between France and Great Britain. The Decrees in question, which were issued simultaneously on 8 November 1921 in the province of Tunis and in the French zone of Morocco, set up in both protectorates an identical system of naturalisation *jure soli*, similar to that in force in France. The Decrees laid down, in the first place, that persons of non-French nationality born in Tunis (or the French zone of Morocco) of parents one of whom was also born in the protectorate in question, are to be of Tunisian (or Moroccan) nationality, and, in the second place, that persons born in Tunis (or in the French zone of Morocco) of parents one of whom comes under the jurisdiction of the French courts of the protectorate as a foreigner and who was born in the protectorate in question, are to be of French nationality; in the latter case certain conditions as regards filiation are required. Such persons may also be allowed to renounce their French citizenship within the limits laid down by French legislation.

The British Government protested against the application of these Decrees to British nationals in Tunis and Morocco, and after some negotiations had taken place the dispute was referred to the Council of the League of Nations. At its session of 4 October 1922 the Council decided to ask the Permanent Court of International Justice for an advisory opinion on the question whether, according to international law, the Franco-British dispute was or was not solely a matter of domestic jurisdiction. The Council also noted that the two Govern-



ments concerned agreed, in the event of the Court considering that the question was not solely a matter of domestic jurisdiction, to refer the whole matter either to arbitration or to a judicial settlement on conditions to be agreed between the Governments.

The Permanent Court of International Justice, at its session of 7 February, gave its opinion in the negative. The Court considers that the dispute is not, by international law, solely a matter of domestic jurisdiction<sup>(1)</sup>.

### *Conference of Countries of Emigration*

Under the terms of a Convention drawn up by a conference of countries of emigration held at Rome a Permanent Committee is established, composed of representatives of the contracting states. This Permanent Committee is to meet from time to time at Rome under the presidency of the Italian representative.

The object of the Committee is to further common action among European countries of emigration, with a view to the defence of their respective economic interests with regard to labour problems. The final instrument as drawn up by the Rome Conference has now received the approval of the following countries: Austria, Bulgaria, Greece, Hungary, Poland, Roumania, and Czechoslovakia. A semi-official statement has been issued in the case of three other countries of their agreement to the terms of the Convention<sup>(2)</sup>. On 22 December 1922 the Italian Cabinet ratified the Convention.

### *Sino-Canadian Immigration Treaty*

According to the Chinese Consul-General in Ottawa negotiations for a treaty of immigration and commerce have been inaugurated between Canada and China, which provides that China will not permit Chinese labourers from now on to proceed to Canada while, on the other hand, the Dominion Government will remove the 500-dollar head tax which is at present imposed on Chinese entering Canada<sup>(3)</sup>.

The British Columbia Parliament considered the question of Oriental immigration on 20 November 1922 and passed a resolution requesting the Dominion Government to prohibit Asiatic immigration into Canada. On 6 December a further resolution was passed requesting the Dominion Government to secure an amendment of the British North America Act (1867) so as to exclude Asiatics from acquiring farm, timber, and mineral lands, from owning fishing rights, and from securing employment in agriculture, forest, mining, and fishing industries<sup>(4)</sup>.

### *South Africa and Portugal : The Mozambique Convention*

The so-called Mozambique Convention, which was concluded on 1 April 1909 between the Transvaal and Portuguese Governments, expired on 31 March. The Prime Minister of the Union of South Africa, referring in the House of Assembly to the negotiations for the renewal of the Convention, said there was no indication that a definite

(1) *Collection of Advisory Opinions, Series, B, No. 4, 7 February 1923*. Publications of the Permanent Court of International Justice. Leyden, Sijthoff.

(2) *Corriere della Sera*, 29 Dec. 1922. Milan.

(3) *The Times*, 2 Feb. 1923, London.

(4) *Labour Gazette*, Dec. 1922. Ottawa. Cf. *International Labour Review*, Vol. VI, No. 2, Aug. 1922, p. 254.

conclusion would be reached on several points before the date of expiry. The two Governments have, therefore, agreed to extend Part I, which deals with the recruiting of natives of Mozambique for work in the Transvaal mines, subject to six months' notice on either side. This provisional arrangement will expire as soon as a definite Convention is concluded.

The Prime Minister further announced that, since last year's strike on the Witwatersrand, Union natives were coming forward in large and increasing numbers, and as the Government thought that Union natives should have preference, it had arranged with the Native Labour Association to limit recruiting in Mozambique to 50 per cent. of the usual number of natives, this measure having taken effect from 1 December 1922 <sup>(5)</sup>.

#### *Ratification of the Hispano-Argentine Convention on Industrial Accidents*

In a former issue of the *Review* <sup>(6)</sup> note was made of the Convention concluded at Buenos Ayres on 27 November 1919 between the Argentine Republic and Spain on questions of reciprocity of treatment for workers insured against industrial accidents. The ratifications of this Convention were interchanged at Buenos Ayres on 28 September 1922, the Convention entering into force thirty days later <sup>(7)</sup>.

### MIGRATION MOVEMENTS

#### *Masculinity of Populations*

Figures showing the masculinity of the population, that is, excess of males over females or vice versa, in various countries are given in the *Year Book of the Commonwealth of Australia* <sup>(8)</sup>. They are reproduced below for the principal countries of emigration and immigration. It will be seen that the countries of immigration have, generally speaking, an excess of males, while in the countries of emigration the reverse is the case.

Detailed figures given for Australia itself, from 1800 to 1921, show a fairly steady decrease in the excess of males over females, from 44.91 in each hundred of population in 1800 to 1.58 in 1921, apart from the war years 1916 to 1918 when there was an excess of females. It may be noted, however, that in the State of Victoria there has been an excess of females since 1905.

Country	Year	Excess or the reverse of Males over Females in each hundred of Population <sup>(1)</sup>
Argentine Republic	1918	7.27
Canada	1911	6.07
Union of South Africa <sup>(2)</sup>	1921	2.92
India (Feudatory States)	1921	2.73
New Zealand	1921	2.26
British India	1911	2.24

<sup>(1)</sup> The sign — denotes excess of females over males in each hundred of population.

<sup>(2)</sup> White population only.

<sup>(5)</sup> *African World*, 24 Feb. 1923. London.

<sup>(6)</sup> *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 596.

<sup>(7)</sup> Cf. *Cronica Mensual del Departamento Nacional del Trabajo*, Oct. 1922. Buenos Ayres.

<sup>(8)</sup> *Official Year Book of the Commonwealth of Australia*, No. 15. Melbourne, 1922.

United States	1920	1.98
Australia	1921	1.58
Ireland	1919	1.08
Japan	1920	0.22
Chili	1920	— 0.57
Italy	1911	— 1.81
Poland	1911	— 1.88
Spain	1910	— 2.84
Scotland	1921	— 3.79
England and Wales	1921	— 4.54
Germany	1919	— 4.78
Portugal	1911	— 5.08

### *Immigration and Placement of Alien Workers in France*

The French Ministry of Labour has published statistics giving the number of registered alien workers entering or leaving France during 1922 (\*). In the table given below a classification by nationality is given for such workers entering or leaving the country, the former being further classified by occupation and destination. Figures for immigrant workers taking up agricultural employment include not only such workers, but also their wives and children of all ages.

Workers entering France					Workers leaving France
Nationality	Industrial workers for devastated areas	Industrial workers for other districts	Agricultural workers	Total	
Belgians	8,283	3,250	13,293	24,826	1,236
Italians	30,422	19,073	7,704	57,199	33,484
Poles	14,054	14,316	9,077	39,447	1,850
Portuguese	3,860	2,911	2,078	8,849	1,434
Russians	246	2,534	145	2,925	8
Spanish	425	6,227	39,773	46,425	11,727
Various	741	1,265	1,795	3,801	572
Totals	58,031	49,576	73,865	183,472	50,311

These figures show that the number of foreign workers entering exceeded the number leaving by roughly 130,000 in 1922. In 1921 the total number of foreign workers registered as entering did not exceed 24,490 in all, while the number of those leaving was 62,536, giving a net deficit of roughly 38,000. The considerable increase in the number of foreign workers entering the country during 1922 is attributed to the revival of industrial activity.

Figures are also given for the number of foreign workers placed in employment in France during the same year, 1922. The total number of such placements effected by the public services responsible to the Ministry of Labour was roughly 170,000 during the course of the year. Of these, 117,000 were effected by the special services dealing with foreign labour (which deal exclusively with immigrants and have their offices close to the land and sea frontiers of France, with one central office at Paris). In addition, 53,000 foreign workers

(\*) For statistics of immigration and the placement of foreign workers in France during 1921 see *International Labour Review*, Vol. V, No. 4, Apr. 1922, pp. 630-631.

were placed in employment by the employment offices which have been established in all the Departments and the principal municipal areas.

Detailed information is given only in the case of the 117,000 placements effected by the special services dealing with foreign labour. The persons for whom employment was found are classified by nationality and occupation as follows.

By nationality		By occupation	
Italians	54,898		
Poles	31,367	Building trades	29,931
Spaniards	9,764	Excavation	11,084
Portuguese	8,064	Coalmining	20,487
Russians	3,903	Ironstone mining	9,393
Belgians	3,293	General labourers' work	16,663
Czechoslovaks	1,338	Metallurgical industries	3,920
North Africans	761	Agriculture	19,804
Greeks	638	Miscellaneous	12,147
Miscellaneous	3,403		
Total 117,429		Total 117,429	

Almost three times as many foreign workers were placed in employment in 1922 through the medium of the Ministry of Labour as in 1921, namely, 170,000 as against 63,000. The report states that in a great many occupations the shortage of trained French workers has made it more and more necessary to call in foreign labour<sup>(10)</sup>.

The Ministry of Agriculture also publishes statistics which cover foreign workers registered as seeking agricultural employment at the time of their entry into France. These figures, which are given below for both years, 1921 and 1922, in general confirm the information published by the Ministry of Labour, and give some additional information on sex and age.

#### REGISTERED AGRICULTURAL WORKERS ENTERING FRANCE IN 1921 AND 1922

Nationality	1922				1921	Excess of 1922 totals over 1921 totals
	Men	Women	Children	Total	Total	
Belgians	12,655	489	149	13,293	20,737	7,444 <sup>(1)</sup>
Dutch	981	36	34	1,051	none	1,051
Italians	6,344	841	469	7,704	4,682	3,022
Poles	6,326	2,136	615	9,077	2,241	6,836
Portuguese	2,058	9	11	2,078	996	1,082
Spaniards	24,059	12,514	3,200	39,773 <sup>(2)</sup>	27,266	12,507
Totals	53,473	16,025	4,478	72,976	55,922	17,054

(1) Excess of 1921 total over 1922 total.

(2) This figure includes about 25,000 seasonal immigrants who worked in the vineyards in the southern Departments.

Agricultural workers of Spanish and of Belgian nationality are principally employed in those districts which are adjacent to the frontiers of their own country. Italian workers, on the other hand, and above all Portuguese workers, are scattered up and down the

(10) *Bulletin du marché du travail*, No. 264 bis, 2 Feb. 1923. Paris.

rural districts throughout the country. Polish agricultural workers are mostly congregated in the devastated Departments of the North and North East of France<sup>(11)</sup>.

The figures published by either Ministry cannot be taken as more than approximately correct. The figures cited are in all probability lower than the real figures, for, in spite of the supervision exercised, a large number of foreign workers cross the frontier every year in both directions without being registered as workers<sup>(12)</sup>.

### *Emigration from Czechoslovakia*

The Czechoslovak Government has published its first official statistics on emigration<sup>(13)</sup>. The figures cover the first quarter of 1922 and include eight tables. The total number of emigrants during the three months in question was 6,380.

Emigrants are classified as follows : (1) by months of departure and by the province of origin ; (2) by proposed duration of their sojourn abroad (emigrants leaving without intention to return, for a temporary stay, for seasonal employment, for an indeterminate period, for a period not recorded) ; (3) by countries of destination ; (4) by racial groups and by sex ; (5) by age (under 14 years ; from 15 to 24 ; from 25 to 39 ; from 40 to 59 ; 60 years and over).

The statistics are published under the terms of an Order<sup>(14)</sup> of the Ministry of the Interior dated 22 January 1922, under which an official compilation of statistics of emigration was first instituted. The public authorities, who issue passports to persons leaving the territory of the Czechoslovak Republic in order to seek employment or take up permanent residence abroad, are bound to keep an official record of each emigrant departing ; a special record is kept for emigrants leaving to take up seasonal employment.

### *Migratory Movements to and from Poland in 1921 and 1922*

Statistics of emigration for 1921 from Poland are now issued in final published form<sup>(15)</sup> in the monthly statistical bulletin of the Polish Government. These statistics are based on the number of visas delivered by the Polish authorities. Classification is made according to sex, age, and by religion, and emigrants are divided into two groups, those proceeding overseas and those proceeding by land<sup>(16)</sup>. It will be seen from the classification by religion that the Jews greatly outnumber the Christians.

<sup>(11)</sup> *Journal officiel*, 4 Feb. 1923, pp. 1243-1244. Paris.

<sup>(12)</sup> The methods followed by the Ministries of Labour and of Agriculture in compiling immigration statistics are analysed in : *Methods of Compiling Emigration and Immigration Statistics*. Geneva, 1922.

<sup>(13)</sup> Report No. 29 of the Statistical Office of the Czechoslovak Republic for the Year 1922. Prague.

<sup>(14)</sup> No. 2324.

<sup>(15)</sup> Preliminary statistics given in the *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 246-247 ; and Vol. VI, No. 5, Nov. 1922, pp. 775-776. In addition to the figures now given in the text, it may be noted that the final statistics state the number of Poles proceeding by "organised" emigration to France in 1921 to have been 5,397 during the first six months of that year and 3,909 during the last six months, and not 6,024 for the whole year, as previously returned.

<sup>(16)</sup> Central Statistical Office : *Miesięcznik Statystyczny*, Vol. V, No. 10, 1922. Warsaw.

## EMIGRATION FROM POLAND IN 1921

Country of destination	Total emigrants		Distribution of total		Distribution to each country		Percent. by sex and age in each country					
	Number	Percent.	Christians	Jews	Christians	Jews	Christians			Jews		
							Men	Women	Children	Men	Women	Children
Oversea Emigration												
Argentina	2,257	2.4	0.2	2.6	2.1	97.9	43.7	44.0	8.3	45.0	32.8	22.2
Brazil	253	0.2	0.2	0.2	16.2	83.8	61.0	24.4	14.6	34.4	45.8	19.8
Canada	7,571	7.1	10.8	6.1	31.8	68.2	24.0	52.5	23.5	37.3	39.4	23.3
United States	90,101	84.2	88.7	83.0	21.9	78.1	43.7	66.6	19.7	31.7	43.7	24.6
Palestine	6,115	5.7	0.0	7.2	0.1	99.9	—	—	—	68.5	22.3	9.2
Other countries	749	0.7	.1	0.9	4.5	98.5	81.8	9.1	9.1	51.0	30.8	18.2
Totals	107,046	100.0	100.0	100.0	20.8	79.2	15.4	64.9	20.0	35.2	41.5	23.3
Overland Emigration												
England	388	19.8	5.0	23.0	4.4	95.6	76.5	23.5	—	32.9	47.2	19.9
Belgium	189	9.7	0.8	11.5	1.6	98.4	66.7	33.3	—	33.3	40.9	25.8
France	988	50.5	64.2	47.6	22.2	77.8	31.0	41.1	27.9	29.0	46.8	24.2
Germany	180	9.2	11.2	8.8	21.1	78.9	39.5	50.0	10.5	33.1	48.6	18.3
Other Countries	210	10.8	18.8	9.1	30.5	69.5	43.8	34.4	21.8	45.2	37.0	17.8
Totals <sup>(1)</sup>	1,955	100.0	100.0	100.0	100.0	100.0	37.0	39.9	23.1	32.2	45.5	22.3

(1) Not including so-called "organised" emigration.

The Minister of Labour and Social Welfare, in a speech made on 9 February 1923 before the Labour Commission of the Diet, stated that the total number of emigrants overseas for the year 1922 did not exceed 32,000 in round figures. Most of these emigrants were persons who were desirous of joining their relatives abroad. Overland emigration, on the other hand, had increased very considerably, more especially that directed towards France, Belgium, and Denmark, countries where supplies of skilled alien labour were very much wanted, especially for mining, agricultural work, and beetroot cultivation. Thus the number of Polish workers resident in France at the end of 1922 was well over one hundred thousand, whereas in 1919 it had only been some thousands; reckoning in the families of these workers, that would give a total Polish population in that country of about 300,000 persons. The Minister stated that in his opinion this form of emigration was consistent with the interests of Poland, for no definite expatriation took place; on the contrary, an extremely valuable outlet was opened up for Polish workers, which is available in times of industrial crisis.

During the same year the stream of Polish nationals returning to their own country from overseas has very sensibly declined (20,732 in 1922 as against 78,827 in 1921). On the other hand, a very large number of persons born in Poland who had been evacuated towards the interior of Russia during the war are now returning. By the beginning of 1923 the Polish authorities had estimated the total number of repatriations from this source at 703,250 including the following: 447,658 White Ruthenians, 147,924 persons of Polish race, together

with 24,242 Jews. The authorities placed the official estimate of such repatriations during 1923 at 300,000 persons.

These repatriated nationals arrive in a state of great destitution and the Polish Government is obliged to come to their assistance. A very large number of orphans are included, of whom 20,000 are entirely dependent on public aid. An effort is made to direct the stream of these repatriated refugees towards the least thickly populated parts of the country. Between 1 June 1921 and 1 July 1922 they were sent almost exclusively towards the centre and North East of the country into the Governments of Polesia, Nowogrodeck, Bialystok, and Volhynia, and towards the Vilna district (17).

#### *Naturalisation in the United States (18)*

During the fiscal year ending 30 June 1922 162,638 petitions for naturalisation and 273,511 declarations of intention were filed, as compared with 198,530 petitions and 304,481 declarations of intention for the previous year; either the initial or the final step towards American citizenship was therefore taken by 436,149 persons, a decrease of 66,862 as compared with 1920-1921.

The number of petitions actually disposed of during the year was 256,135; this figure excludes 43,138 petitions which were held over for the year 1922-1923 and includes 136,635 continued from prior years. Of the total number 29,076 were dismissed, 56,612 were continued and will come up again for hearing later, and 170,447 were admitted. The largest number of cases were dismissed for seeking to evade military service by claiming alienage (10,288), for ignorance of American institutions (1,404), and for failure to comply with the law (14,804).

### GOVERNMENT AND LEGISLATION

#### *British Empire*

##### *Report of the Oversea Settlement Committee*

The report of the Oversea Settlement Committee for the year 1922 (19) points out that for a period of ten years before the war there were from 250,000 to 400,000 emigrants from Great Britain annually, and that this movement has not yet been resumed to anything like the same extent. The 1921 census returns showed that the population of England, Scotland, and Wales was greater by about 1,120,000 than in 1913. At the same time industry has greatly declined, and the trade of the United Kingdom cannot in the near future provide employment for so many of its inhabitants as in pre-war days. The best remedy for this situation is believed to be a policy of state-aided migration and settlement. This policy aims at ensuring that no suitable male who is anxious to engage in primary production, that is land work, overseas, and no suitable woman who is anxious to find employment overseas shall be prevented by lack of funds from fulfilling

(17) *Robotnik*, 10 Feb. 1923. Warsaw.

(18) *Tenth Annual Report of the Secretary of Labour for the Fiscal Year ended 1922*. Washington, Govt. Printing Office.

(19) *Report of the Oversea Settlement Committee for the Year ended 31 December 1922*. London, H. M. Stationery Office.

their purpose. The Committee believes moreover, that any substantial increase in the white population of the Dominions would re-act most favourably on the trade of Great Britain, figures being quoted to show that the value of United Kingdom exports per head of white population in the Dominions is very much larger than in the case of any foreign country. It is emphasised, however, that the policy of empire settlement is at present, for male settlers, one of settlement on the land and only on the land.

Among the various classes of migrants the most important are children and juveniles, and such migration should form no less than one-third of the whole. There are at present about 200,000 juveniles, male and female, between 14 and 18 years of age, who have no immediate prospect of absorption in any suitable industry, and many others are in temporary employment — blind alley or other unsuitable occupations. It is recommended that, in the case of females, migration should either take place before the age of 14 or be deferred until after 16. There is, therefore, abundant material for juvenile migration, but it is essential that the welfare of the juvenile settlers should be amply safeguarded overseas. In this connection the scheme put forward by the Agent-General for Ontario is especially commended<sup>(20)</sup>. The Committee recommends that government contributions to child and juvenile migration be in the form of grants and not loans.

There is, according to the census of 1921, an excess of women in the United Kingdom of 1,700,000, while in the Dominions there is an urgent and unlimited demand for women. With a view to stimulating female migration the Committee recommends that the whole cost of the passage be advanced, two-thirds by way of grant, and one-third by way of loan. For single men a brief period of testing and weeding out in the United Kingdom is suggested, although it is stated that the real training should be overseas. The ideal form of migration is that of married men with families, but it is difficult for a family man, without capital and experience, to tide over the preliminary period. The Committee emphasises the need for satisfactory arrangements, both in the United Kingdom and the Dominions, if the volume of migration is to be increased. It suggests greater use of employment exchanges in Great Britain, and an improvement in the arrangements for the reception, distribution, and initial supervision of settlers in the Dominions.

Only two agreements under the Empire Settlement Act were definitely completed and in operation on 31 December 1922, namely, the Passage Agreements with Australia and New Zealand. The latter provides for free passages to qualified domestic servants and reduced rates for farm workers, miners, and 'nominated' persons. The number of applications approved by the representative of the Committee under the former was 4,617, representing 6,089 persons, and under the latter 694, representing 1,133 persons.

Further agreements which have been signed and are awaiting ratification are those concluded with the Governments of Ontario, Western Australia, Victoria<sup>(21)</sup>, and the Fellowship of the Maple Leaf. The agreement with Ontario is a passage agreement providing for the assisted migration of 2,000 single men for farm work, and 2,000 single

<sup>(20)</sup> *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 348.

<sup>(21)</sup> For particulars concerning the agreements with Western Australia and Victoria, see *International Labour Review*, for May, August, October, and November 1922. The Agreement with Ontario was ratified on 1 Feb. 1923, and that with Western Australia on 15 Feb. 1923.



women for domestic service. The assistance will, if necessary, take the form of a loan of the whole of the cost of the passage. Women who remain one year in service as domestics on a farm will receive a refund of a portion of the cost of their passage. The agreement with the Fellowship of the Maple Leaf is one for assisting British teachers, male and female, to obtain training and appointments in the Western Provinces of Canada; financial assistance is to be given entirely in the form of loans.

Other agreements are still under negotiation with Ontario, New South Wales, the Salvation Army, the Child Emigration Society, the Church Army, the Craigielinn Boys' Training Farm, and Australian Farms, Limited. Particulars of the first four of these agreements were given in the *Review* for February-March 1923. That with the Church Army provides for a training farm in Great Britain capable of taking 500 boys per annum, and a training hostel capable of taking about 100 girls per annum. The Craigielinn Farm is one for training boys in Scotland in agricultural pursuits with a view to testing them for migration to Canada and Australia. The proposed arrangement with the Australian Farms, Limited, provides that this company shall raise a loan for a land development scheme on condition that the interest on the loan is guaranteed to them for a term of ten years, and that they will raise at least an equivalent loan without a guarantee of interest.

Reference is made to a movement known as "Young Farmers' Clubs". Live-stock is distributed to the children of a neighbourhood, who are invited to join the club. The children are instructed in the best means of dealing with the stock, and prizes are offered. Valuable results have been obtained, not only in encouraging knowledge of farming methods among the children but also by introducing pedigree stock into districts where the clubs exist. The Oversea Settlement Committee is considering the possibility of affording assistance and encouragement to the movement<sup>(22)</sup>.

The Free Passage Scheme for ex-Service Men and Women has practically come to an end, only the dependents of men who have already proceeded overseas being entitled to benefit by it during 1923. The approximate number of approved applicants and their dependents who sailed under the scheme up to and including 31 December 1922 was as follows.

	Men	Women	Children	Total
Canada	11,539	7,522	7,499	26,560
Australia	16,514	8,316	9,923	34,753
New Zealand	5,467	3,391	4,032	12,890
South Africa and Rhodesia	2,688	1,777	1,429	5,894
Miscellaneous	991	666	442	2,099
Total	37,199	21,672	23,325	82,196

### Boy Migration

A scheme for the migration of boys between the ages of 14 and 18 to Australia as farm workers has been inaugurated by the British Ministry of Labour. Applicants under this scheme present themselves at an employment exchange and are interviewed by the Juvenile Employment Committee, whose function it is to see all juvenile

<sup>(22)</sup> According to the *Montreal Gazette* of 8 Jan. 1923, the President of the Canadian Pacific Railway is awarding a full summer course at the agricultural schools of Alberta to four prize winners of these clubs.

applicants for employment. The applications, if approved, are sent on to the Australian authorities in London, with whom the final choice rests. It is intended to establish British boys mainly in Queensland and South Australia, and it is anticipated that five hundred boys will be sent out every month as soon as the scheme is in definite working order. Welfare officers will travel on the steamers with the boys, and arrangements have been made between the British, Commonwealth, and State Governments to ensure the well-being of the boys after their arrival in Australia. One-third of the passage money will be paid jointly by the British and Australian Governments, the boys being liable to pay the remaining £22, but of this sum £12 may remain on loan, free of interest, to be repaid during the period of apprenticeship. Wages will at first vary from 10s. to 20s. a week. Approximately one-third of this will be given to the boys immediately and the balance will be kept by the state in the form of a fund from which payment will be made towards the cost of clothing and other necessities, including any liability for passage money. The State Commissioner of Crown Lands and Immigration will act as guardian to the boys. After the term of apprenticeship is over additional help will be provided for those who possess the qualities necessary to make them successful farmers, in the shape of advances from the state up to £1,000 to establish them on farms of their own<sup>(23)</sup>.

### *Canada*

Three Orders in Council were issued in February 1923, modifying the immigration restrictions. The first of these cancels the Order of 7 January 1914, by which no immigrant is allowed to land in Canada unless he has come by continuous journey from the country of which he is a citizen, and upon a through ticket purchased in that country or prepaid in Canada. If an immigrant has resided for a time in some country other than his own, he can emigrate thence to Canada.

The second Order repeals the provision for a \$5 fee for the visa of the passport in the emigrant's own country, this sum having, in view of the depreciation of foreign currency, become a disproportionately large amount.

Under the third Order it is no longer necessary for the wives and children of Asiatic immigrants legally resident in Canada to prove the possession of \$250 before they are admitted<sup>(24)</sup>.

### *South Africa*

In reply to representations made by the South African Jewish Board of Deputies complaining of alleged discrimination shown against Jews in the administration of the Immigration Act at the ports, the Minister of the Interior made a statement as to the present policy of the Union Government on the general question.

He stated that Section 4 (1) (a) of the Act, which gives power to the Minister to exclude any person deemed by him on economic grounds or on account of standard or habits of life to be unsuited to requirements of the Union, was originally intended to be used for the exclusion of Asiatic immigrants. This provision has, however, been applied for some time past to European immigrants because, in the present circumstances of South Africa, with a large number of its inhabitants unable to find employment, the Government has felt it to be its duty to refuse to admit immigrants who are going to South Africa depen-

<sup>(23)</sup> *The Times*, 18 Jan. and 3 Feb. 1923. London.

<sup>(24)</sup> *Halifax Herald*, 7 Feb. 1923. Halifax.

dent on finding employment which could be made available for persons already in the country <sup>(25)</sup>. Such application of the above-mentioned Section does not constitute any stigma on any particular race or class of individual to whom it may be applied. If the Government were to abandon their present restrictive policy, and if immigrants from Russia and central Europe were to come to South Africa in large numbers, as they undoubtedly will do, there would certainly be a popular outcry for legislation.

The Minister admits that great hardship is caused to individuals who have to be sent back. Such a step, however, is only taken after careful consideration of each case, both by the Board which advises the Minister and by the Minister personally.

In the course of a letter to the Jewish Board of Deputies the Under-Secretary for the Ministry of the Interior stated, that in the case of citizens of the Union who desired to bring out relatives or friends, all the facts should be placed before the Minister, who would investigate them and state whether he had any objection to the entry of such persons or not.

The Minister of the Interior agrees that the Board of Deputies should have an agent at Cape Town to assist immigrants in putting their case before the Advisory Board. On the other hand, he points out that the statistics given by the Principal Immigration Officer, Cape Town, show that, for the twelve months ending 30 November 1922, 1,030 Jews arrived in the Union, of whom 139 were finally prohibited from entering the country <sup>(26)</sup>.

#### *Southern Rhodesia*

The annual report of the Southern Rhodesia Settlers' Board for the year 1922 shows that enquiries were received from 639 persons, of whom 123 accepted the advice and assistance of the Board. The countries of origin of these people were: Great Britain, 116; Union of South Africa, 186; India and the Malay States, 206; persons already in Southern Rhodesia, 131.

The Southern Rhodesia Settlers' Board is attached to the Department of the Administrator and its functions are to supply prospective settlers with information which will enable them to decide whether they will settle on the land, to help them to select suitable holdings, to provide tuition, if necessary, and to find suitable employment for those settlers who desire it. Local advisory committees have been formed in a large number of districts to keep the Board in touch with local developments and to give assistance to prospective settlers. Further information can also be obtained from the agricultural and veterinary departments as to the potentialities of the country.

The minimum amount of capital which is considered necessary for anyone taking up mixed farming is £2,500 for single men, and £3,500 for married men with families. Mixed farms vary in size from about 3,000 acres in areas with heavy rainfall to about 6,000 acres in areas where the rainfall is less. Subdivisions of farms of 700 to 2,000 acres are now easily obtainable. For ranching (beef raising) farms of 15,000 acres and upwards are necessary. Land may be acquired either

<sup>(25)</sup> The International Labour Office is informed by the High Commissioner for South Africa in London that aliens who intend to take up farming on their own account, or to establish businesses or to visit the Union on business affairs, are required to produce evidence of such intention to the nearest British Consul when application is made for a visa.

<sup>(26)</sup> *Rand Daily Mail*, 23 Dec. 1922. Johannesburg.

from the Crown or from private owners. Crown land is administered through the Land Settlement Department at Salisbury, and the purchase terms for it are 5 per cent. cash on allotment and the balance in nineteen annual instalments together with a payment of 7 per cent. interest per year on the unpaid balance of the purchase price <sup>(27)</sup>.

### *Kenya Colony*

According to *The Times*, the British and Indian Governments have agreed upon terms for the settlement of the problems affecting the Indian population in Kenya Colony. These terms provide for the enfranchisement of 10 per cent. of the Indian population on a property and education basis; representation on the Executive Council is to continue as at present. No restriction is to be imposed on immigration at present, but the Colonial Office is to retain the right of restriction in the event of Kenya being threatened by an undue influx of Asiatics. There will be no segregation in commercial or residential districts, and all residents must comply with the sanitation and building laws. The highlands will be reserved for Europeans. It is said that the Indians are ready to accept these terms, but that Europeans have protested against them <sup>(28)</sup>.

### *Recruiting of Alien Workers for Germany*

An Order was issued on 2 January 1923 by the Federal Employment Office dealing with the employment of alien workers. Employers who wish to engage foreign workers must have a special authorisation from the Employment Office in their State, except in the case of seamen, workers who have been regularly employed in Germany since 1 January 1913 in agricultural work or 1 January 1919 in non-agricultural work, or non-agricultural workers who worked in Germany for at least one year prior to 1 July 1914. Applications for authorisation are examined by an enquiry committee of the local employment exchange, which includes representatives of the employers and workers, or in certain cases by the director of the exchange alone. The authorisation is granted for a maximum period of twelve months.

Alien workers seeking employment must be provided either with a passport duly visaed or a certificate issued by the Central Office for Workers. On leaving his employment the worker receives a certificate from the employer stating that there is no objection to his being engaged elsewhere, or he can, if he desires, obtain a certificate from the employment exchange. These documents may not be refused unless there has been a breach of contract, and even in that case the enquiry committee of the exchange may decide to grant a certificate after having heard the employer and the worker.

There are also certain provisions applicable to agricultural workers only <sup>(29)</sup>. Such workers cannot be engaged in Germany except in virtue of a contract approved by the Federal Employment Office and they are not permitted to take non-agricultural employment except with the consent of the State Employment Office <sup>(30)</sup>.

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<sup>(27)</sup> Extract from a communication made to the International Labour Office by the Secretary of the Southern Rhodesia Settlers' Board.

<sup>(28)</sup> *The Times*, 31 Jan. 1923. London.

<sup>(29)</sup> These provisions amend the Order which was analysed in the *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 355.

<sup>(30)</sup> *Reichsarbeitsblatt*, 16 Jan. 1923. Berlin.

*European Governments and Emigration*

More than one European government has shown a tendency to encourage the migration of its nationals towards other more poorly populated countries usually overseas. Where the overseas country is willing to accept such migrants, as in the case of Canada, the result has been a series of negotiations of considerable importance, either official or semi-official. The following series of notes will give some information on such negotiations between the Netherlands and Canada, Denmark and Canada, Switzerland and Canada, Switzerland and France, Italy and France, and Italy and Brazil.

*Emigration from the Netherlands to Canada*

Some mention has already been made in these notes of the possibility of extending government help to emigrants from the Netherlands<sup>(31)</sup>. Between 6 September and 11 October 1922 the Director of the Bureau of Information of the semi-official Emigration Association in the Netherlands visited the Canadian Provinces of Ontario, Manitoba, Saskatchewan, Alberta, British Columbia, and Quebec. Mention is made of this voyage in the official journal of the Central Statistical Office in the Netherlands, and some comment added on the prospects of establishment in Canada for Dutch nationals. It is stated that the Canadian Government is willing to extend assistance to immigrants following an agricultural occupation, both while they are learning their job and later when they have finished their training. Those who have gone through the necessary training can apply to the Canada Colonisation Association<sup>(32)</sup>, which will negotiate a meeting between buyers and vendors of land and will secure the fixing of a reasonable price with payments spread over a long period (32 years). It is further stated that the Canadian Pacific Railway Company offers specially advantageous conditions to settlers who have finished their training<sup>(33)</sup>.

The Information Bureau of the Emigration Association subsequently issued a statement announcing that it will probably be able to offer assistance to persons wishing to settle in Canada who are not in possession of sufficient money for travelling expenses. Assistance will be given in the form of loans, and recipients must be energetic persons in vigorous health, trained in agricultural occupations, for it is only such persons who have any chance of succeeding in Canada. It is added that preference will be given to persons at present without employment and to unmarried men.

The Emigration Association is in close communication with the Immigration Bureau for the Netherlands established by the Canadian Government at the Hague in December 1922; the setting up of this Bureau was the first step taken to widen the work of a central office at Antwerp which directs the Canadian Immigration Service on the continent of Europe generally. The principal work of the Canadian immigration inspectors stationed in the Netherlands is to examine and visa the passports of Dutch subjects who propose to proceed to Canada, with the object of preventing the arrival in that country of undesirable elements. No authorisation to proceed to Canada will be given to

<sup>(31)</sup> *International Labour Review*, Vol. VI, No. 3, Sept. 1922, pp. 427-428.

<sup>(32)</sup> *Ibid.* Vol. VI, No. 6, Dec. 1922, p. 976.

<sup>(33)</sup> *Maandschrift van het Centraal Bureau voor Statistiek*, 20 Dec. 1922, p. 1096. The Hague.

any Dutch subject **except** on a favourable report from the Emigration Association and from the Canadian Bureau<sup>(34)</sup>.

### *Emigration from Denmark to Canada*

The following steps have been taken from the Canadian side. Mr. Mitton, who represents the Canadian Government Immigration Service in Europe, has caused to be issued in the Danish press of 13 January 1923 a statement that he has received authorisation from the Danish Government to open an official Bureau at Copenhagen. This Bureau will undertake a publicity campaign all over Denmark to encourage emigration to Canada. The Bureau offers to find work in Canada for Danish subjects wishing to emigrate, and further to assist them to reach their destination. Male emigrants, however, will only be engaged for agriculture; women, on the other hand, will be able to find employment in the towns as well as in the country.

Mr. Mitton explains the conditions on which Canadian government-owned land is placed at the disposal of settlers. The settler must make two payments and must start operations on the land which has been assigned to him before he can acquire ownership. He must, moreover, buy a certain number of head of stock and a certain amount of plant. Mr. Mitton advises immigrants to take up employment on their arrival for at least one year with a Canadian farmer in order both to accumulate sufficient capital and to acquire the necessary experience before undertaking farming on their own account.

Meanwhile the Labour press in Denmark has protested against these emigration schemes and demands that the Danish Government should oppose them. The fact is recalled that Danish emigrants have often been disappointed by settlement schemes in overseas countries. It is noted that the immigrants whom Canada is seeking to obtain from Denmark are just those agricultural workers who are most capable, those, in fact, whom Denmark herself can least easily afford to lose<sup>(35)</sup>.

On the other hand, in several places in Denmark associations have been formed of prospective emigrants. One such association has been established in North Jutland by about two hundred farmers who propose to emigrate with their families to Canada. These farmers state that they have been unable to find sufficiently well-paid work in their own country, whereas in Canada, more especially in Ontario, they can get land for nothing. They have opened negotiations with their own Government and also with the Salvation Army in order to obtain assistance to cover the cost of their journey and of their settlement when they reach their destination<sup>(36)</sup>.

### *Emigration from Switzerland*

In Switzerland a press statement is made that a representative of the Swiss Association for Home Settlement and Agricultural Science<sup>(37)</sup> has been sent to Canada for the purpose of making an enquiry into the possibilities offered by this country. A scheme has been drawn up for settling a thousand Swiss farmers in Canada in the spring of this year<sup>(38)</sup>.

<sup>(34)</sup> *Tydschrift van den Nederlandsche Werkloosheidsraad*, Dec. 1922 and Jan. 1923. Amsterdam.

<sup>(35)</sup> *Social Demokraten*, 14 Jan. 1923. Copenhagen.

<sup>(36)</sup> *Dagens Nyheder*, 19 Dec. 1922. Copenhagen. *The Citizen*, 22 Dec. 1922. Ottawa.

<sup>(37)</sup> *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, pp. 355-356.

<sup>(38)</sup> *Journal de Genève*, 26 Jan. 1923. Geneva.

An outlet for Swiss emigration is also being sought in France. On the one hand, a society has been formed and is financed by Swiss capital, for supplying money to undertakings which would do reconstruction work in the devastated regions of France and employ Swiss labour. On the other hand, the Association sent an enquiry committee to France, the members of which visited several French Departments where the families of Swiss farmers are already settled and where more land could be obtained and worked by Swiss farmers or tenant farmers. The Committee entered into relations with the French authorities and on its return to Switzerland submitted a preliminary report suggesting that a society should be established which should receive a grant from the Swiss Government for the purpose of assisting Swiss farmers to emigrate to France. Both the Association and the Federal authorities have the plan under consideration <sup>(39)</sup>.

#### *Enquiry by the Italian Government*

The steps taken by the Italian Government are not confined to the encouragement of emigration towards any one particular country, but have taken the form of a general enquiry into possibilities of emigration for Italian nationals all over the world. The Minister of Foreign Affairs has instructed the General Emigration Office to make a report on the labour situation in all countries of immigration. Consular officials, Italian banks, and chambers of commerce abroad, shipping companies, and many persons engaged in commerce or industry or interested in emigration will be consulted in the course of this enquiry. The general purpose of the enquiry is to supply to the Italian Government daily information of openings for Italian labour in other countries. It is hoped that by taking advantage of all individual vacancies and all collective engagements available abroad the volume of Italian emigration can be considerably increased. The volume of Italian emigration in 1922 is estimated by the Italian Government at about 260,000 persons. As another means of encouraging emigration the Premier has under consideration a project for establishing a body capable of financing Italian undertakings engaged in facilitating emigration and settlement abroad. By such means the Italian Government hopes that emigration of its nationals towards various European countries and towards Brazil might be increased in the course of this year, and that the total number of emigrants should reach 300,000 <sup>(40)</sup>.

On 15 January 1923 the Council of Ministers approved a Decree to extend to the Liberated Provinces the legislation in force on emigration. For the purpose of application of this Decree the Port of Trieste is declared an embarkation port for oversea emigrants <sup>(41)</sup>.

#### *Emigration Legislation in Bulgaria*

While the countries above mentioned have been attempting to encourage the migration of their subjects in some degree, probably in

<sup>(39)</sup> *La Sentinelle*, 7 Feb. 1923. Chaux de Fonds. *Journal de Genève*, 11 Feb. 1923. Geneva.

<sup>(40)</sup> *Bollettino della emigrazione*, Oct., Nov., Dec. 1922, Rome. It should, however, be noted that the volume of repatriation during 1922 was itself not unimportant. Apart from the seasonal workers, who in any case were bound to return to their country, a considerable number of Italian nationals have returned from Australia, America, Mexico, and Egypt.

<sup>(41)</sup> *Opera Bonomelli*, 15 Jan. 1923. Milan.

view of the economic situation at home, Bulgaria, on the other hand, has had to deal with so considerable an exodus of subjects towards Hungary and such great abuses practised by emigration agents that the Government has decided to undertake legislation with a view to supervising and regulating the emigration movement. Note was made last month of the appointment of a Commission to study the subject <sup>(42)</sup>. A Bill was subsequently drafted and the text made public <sup>(43)</sup>. It was passed by the Sobranje on 26 December 1922 and replaces the Act of 6 January 1908. In this Bill an "emigrant" is defined as any person who proceeds to an oversea country. Under the terms of Section 5 of the Bill the Minister of the Interior takes powers to restrict or even completely to prohibit emigration towards such countries as he shall name from time to time, whether on account of public interests or whether for reasons of public health. Emigration becomes henceforth a state monopoly and the establishment of private emigration agencies is prohibited; general supervision over emigration will be exercised by a department of the Ministry of the Interior. That department shall have the sole right to issue passports and tickets to emigrants and shall be bound to collect from them the dues made statutory under the terms of this new Act. In order to prevent any depopulation of the home country the emigration of whole families to oversea countries is forbidden; nevertheless, the head of a family may be authorised to emigrate on condition of depositing such caution money as shall guarantee his return to Bulgaria within a period of ten years. The emigration of persons under 17 or over 50 years of age, or of those who have not yet done their compulsory labour service, is prohibited.

A considerable amount of protest was raised against the terms of the Bill by certain ethnic minorities resident in Bulgaria, namely, Turks, Jews, and Armenians. These minorities were afraid of losing their right of return to their country of origin. In view of their complaints the Bulgarian Government has withdrawn the Bill in order to amend it <sup>(44)</sup>.

#### *A Polish Information Office for Emigrants and Repatriated Nationals*

A conference of government officials was held on 12 January 1923 at the Central Emigration Office at Warsaw, under the presidency of the Director of that Office. The object of the conference was to establish at the Emigration Office an Information Bureau for Polish emigrants and "re-emigrants". The need for such a Bureau has long been felt. The Emigration Office is always receiving a large number of requests for information, especially on passport questions. The Bureau will attempt as its first task to help Poles returning from Europe or oversea countries, and to prevent them from falling into the hands of dishonest agents. It will aim at supplying such repatriated nationals with the information which they require for finding work in Poland, also with information about the relief works organised on their behalf and about means of acquiring farm property. The necessary information will be communicated from time to time by the Ministries of Agriculture, Industry, and Commerce and by the Central Agricultural Office. The Bureau began its work on 1 February 1923 <sup>(45)</sup>.

<sup>(42)</sup> *International Labour Review*, Vol. VII, Nos. 2-3, Feb.-Mar. 1923, p. 360.

<sup>(43)</sup> *Le Temps*, 7 Jan. 1923. Paris.

<sup>(44)</sup> Communication from the Bulgarian Social Attaché to the International Labour Office.

<sup>(45)</sup> *Monitor polski*, 16 Jan. 1923. Warsaw.



*United States*

The Committee on Immigration and Naturalisation of the House of Representatives reported to the House on 15 February 1923 a Bill, which it proposed to substitute for a Bill already passed by the Senate on 9 January 1923. The latter provided for the admission of not more than 25,000 orphaned or homeless Armenian children, together with Armenians who have fled from Turkish territory since 1914 and who have relatives in the United States who are either citizens or declarants.

The House Committee struck out all the provisions of the Senate Bill, and proposed in its place a Bill which provides for two classes of immigrants, called "quota" and "non-quota". In the former class admissions will be restricted to 2 per cent. of the number of nationals of any country resident in the United States as shown by the census of 1890, a maximum of 400 being admissible in addition from every European country; the Committee estimates that this would permit the immigration of about 168,000 persons per year. In the non-quota class the wife, minor children, father and mother and orphaned minor brothers and sisters of naturalised immigrants, and the wife and minor children of an immigrant who has been in the United States not less than two years and has been in possession of his first citizenship papers at least twelve months, will be admitted.

A further provision would make it obligatory on prospective immigrants to obtain quota or non-quota certificates of entry from a United States consulate. Applicants for these certificates would have to answer a questionnaire showing that they do not come within any of the categories of prohibited immigrants, and the number of quota certificates issued would be limited to the numbers in the quotas for each country.

Immigrants not eligible to citizenship will not be admitted except those returning from a temporary visit abroad, ministers of the gospel, professors of a college or seminary, members of any recognised learned profession, or students. This would have the effect of excluding the nationals of Oriental countries, including the Japanese and Chinese.

With regard to the demand of employers of labour for an increased immigration of unskilled labour <sup>(46)</sup>, the Committee expresses the opinion that "the alleged labour shortage and the effect of immigration curtailments are being misunderstood and overrated" <sup>(47)</sup>.

Senator L. B. Colt, chairman of the Senate Committee on Immigration, introduced a Bill which provides that the quotas under the Three per Cent. Act shall be net, the number of emigrants of each nationality being taken into consideration in fixing them. The Bill also authorises the Secretary of Labour, on presentation to him of satisfactory evidence of a definite shortage of labour of a particular class, to admit otherwise admissible aliens in excess of the quota until, in his judgment, such conditions have improved. Neither of these Bills had become law by 4 March 1923, when the 67th Congress came to an end.

*Immigration into Hawaii*

A Committee of Experts was appointed in November 1922 by the United States Secretary of Labour at the request of the Government

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<sup>(46)</sup> Cf. *Employers' Organisations* above, pp. 555 sqq.

<sup>(47)</sup> House of Representatives, 67th Congress, 4th Session : Report No. 1621.

of Hawaii to study and report on labour conditions in the island and to investigate the working of the Immigration Law in view of the existing labour shortage.

The report of the Committee, which was made public by the Secretary of Labour on 25 January, states that the only case in which there is a shortage of labour at present is the rice industry, which is dependent on Chinese labour for cultivation. The shortage which occurred in 1920 as a result of a strike on the sugar plantations was adjusted by the importation of over 10,000 Filipinos in 1921 and 1922, and the Committee believes that this immigration must continue for some years to come. In the event of an acute labour shortage in the future caused by other than bona fide labour disputes, it is proposed that the Secretary of Labour shall ask Congress to empower the President of the United States to authorise the temporary importation of alien labour in limited numbers, on the understanding that such alien labour shall return to its own country as soon as a supply can be substituted from the United States and its territories. To fulfil and safeguard the guarantee of this recommendation the Secretary of Labour should have a personal representative in the territory of Hawaii.

Figures are given to show that a large majority of mercantile establishments in Hawaii are owned by Japanese. The Committee is, moreover, of opinion that the purpose of the "Gentlemen's Agreement" with Japan has been defeated by such means as parental adoption and picture brides, and that these practices should be stopped<sup>(48)</sup>. They fear alien domination of the Islands and recommend that this question should be referred to Congress for remedial legislation<sup>(49)</sup>.

#### WELFARE AND PROTECTION WORK

##### *Canada*

The policy of the Canadian Government in attempting to attract settlers from overseas has been noted above. The attitude of Canadian farmers towards this question varies; some associations strongly support the Government. The Saskatchewan Grain Growers' Association, for instance, at their convention held during January at Saskatoon passed a resolution in favour of every possible encouragement being given by the Government to desirable settler immigrants, provided that every effort be made to bring about better conditions for those already making a living on the land, and that newcomers be placed on idle lands at a reasonable cost<sup>(50)</sup>. On the other hand, the President of the United Farmers of Alberta, at the fifteenth annual convention of that body held at Calgary in the same month, stated that artificially attracted immigration under present conditions would never succeed; it would be of far more importance to the future welfare of Canada to solve the problem of holding the population already in the country and the natural increase of that population. A resolution was passed by the convention declaring that public funds allocated for the securing of immigration for Western Canada could more profitably and

<sup>(48)</sup> It may be noted that these practices have already been stopped in the United States by agreement between the Japanese and United States Governments, but this agreement does not apply to Hawaii.

<sup>(49)</sup> Press Release of the U. S. Secretary of Labour, 25 Jan. 1923.

<sup>(50)</sup> *Manitoba Free Press*, 30 Jan. 1923. Winnipeg.

usefully be applied in aiding farmers in the drought areas to combat the adverse conditions with which they have been struggling for a series of years, and to remain and carry on in the country of their adoption. A further resolution recorded the convention's disapproval of the Canada Colonisation Association's scheme<sup>(51)</sup>.

### *France*

#### *Employers' and Workers' Views*

The policy of bringing in foreign labour with a view to remedying the labour shortage in France has lately been followed by the French Government on several occasions and is discussed above. The policy also finds general favour among French employers. At a meeting held in Paris on 16 December 1922 by the French Federation of Industrial and Commercial Employers, the Chairman of the Managing Committee of the Federation, Mr. André Lebon, opened a discussion on the subject. The Marquis de Vogüe, President of the French Agricultural Association and Technical Adviser at the Fourth Session of the International Labour Conference, described the shortage of labour which had prevailed in French agriculture since the war; the tendency to leave the land was noticeable not only among agricultural workers of both sexes but also among the owners of agricultural land; agriculture therefore needed foreign labour and, in particular, workers who would settle permanently. Mr. Eugène Motte, an industrial employer, mentioned the attempts which had already been made to import the foreign labour required by French industry, and stated that the measures hitherto taken would be found quite inadequate in a few years when the full effects of the fall in the birth rate which had taken place during the war made themselves felt; he considered that efforts should be made to find work for some of the British unemployed in the devastated districts of France; large numbers of cheap dwellings should also be set up to remedy the housing shortage, especially in view of the increasing need for foreign workers in France. Professor Nogaro, Technical Adviser at the Fourth Session of the International Labour Conference, stated that the French Government had in recent years done much to encourage immigration; this work should be continued and efforts should be made to prevent the imposition of restrictions in the countries of emigration which would hinder the engagement of the workers whom France needed. Competent supervising organisations should also be set up so that the protection of immigrants could be ensured without the intervention of any foreign organisation.

Mr. A. Lebon, summing up the discussion, declared that the problem was one in which the Federation should take a special interest, and that efforts should be made to obtain co-ordination between the various public departments which now dealt with immigration in France, and the adoption of a systematic plan of action by the Government.

The outcome of the discussion was a decision to set up a committee to study immigration questions with expert assistance<sup>(52)</sup>.

The views of that section of French labour which is represented by the General Confederation of Labour were expressed in a resolution

<sup>(51)</sup> *Grain Grower's Guide*, 24 Jan. 1923. Winnipeg. For particulars of the Canada Colonisation Association's scheme, see *International Labour Review*, Vol. VI, No. 6, Dec. 1922, p. 975.

<sup>(52)</sup> *L'Economie nouvelle*, Jan. 1923. Paris.

on immigrant labour unanimously adopted at the seventeenth annual congress held in Paris from 30 January to 2 February 1923. The resolution states that the congress recognises that, owing to the decrease in the population of France, the country is obliged to resort to some extent to the immigration of foreign workers. Immigration should, however, be regulated and should be proportionate to the real economic requirements of the country. The congress demands that the National Immigration Office, which the Government proposes to set up<sup>(53)</sup>, should be managed by a Joint Council consisting of equal numbers of representatives of industry and agriculture, on the one hand, and of the workers, on the other hand.

The congress also declared itself in favour of absolute equality of treatment for national and foreign workers, especially as regards social insurance and other measures of protection, and the right of association<sup>(54)</sup>.

#### *Standard of Working Conditions for Foreign Labour*

The large number of foreign workers thus entering France has made it necessary to make special efforts to maintain proper standards of health and working conditions among them. This has been definitely attempted from more than one side on behalf of foreign labour employed in the devastated districts. Thus the executive committee of the International Office for Foreign Labour in France<sup>(55)</sup>, which is a workers' organisation, meeting at Cologne on 17 December 1922, decided to set up a Union of Building Workers in the devastated regions in order to defend the interests of workers of all nationalities employed in these areas. Interpreters are attached to the Union, and branches consisting of workers of the same nationality are to be set up in various places; the headquarters will be at the labour offices in St. Quentin. The Union undertakes to supply its members with all the information they require, especially as regards the application of employment contracts and conditions of living, and to defend their interests before the courts. The International Trade Union Council for Building Workers has sent out an appeal calling on all foreign building workers employed in the devastated districts to join the new union<sup>(56)</sup>.

The provision of medical relief for foreign workers in the devastated districts was discussed by the International Society for the Study of Relief Problems at a meeting held in Paris on 29 November 1922. A report was submitted by Mr. Pouillot, Chief of Department for Labour Questions at the Ministry for the Liberated Districts. The general meeting then unanimously adopted a series of resolutions, the main points in which were: the application at the earliest possible date of arrangements made between the French and other Governments for reciprocal treatment of foreign workers, and, in particular, the adoption by the French Chambers of the Bill for applying the Franco-Italian Labour Convention, introduced as a government measure on 24 May last; the conclusion of further Conventions of the same character with as many as possible of the countries of emigration supplying France with immigrant labour; the adoption of regulations,

<sup>(53)</sup> *International Labour Review*, Vol. VII, No. 1, Jan. 1923, p. 106.

<sup>(54)</sup> *Le Peuple*, 1-4 Feb. 1923. Paris.

<sup>(55)</sup> *International Labour Review*, Vol. VII, No. 1, Jan. 1923, p. 114.

<sup>(56)</sup> Communication from the National Federation of Building Workers, Feb. 1923. Paris.

as a temporary measure only, placing necessitous foreign workers in the devastated districts on an equality for the time being with French citizens who have acquired the right of residence as regards the treatment of sickness and admission to hospital, the object being to lessen the expenditure imposed upon the hospitals and municipalities in the devastated districts and to avoid alteration of special legislation on medical assistance or of international agreements<sup>(57)</sup>; the regulations to be withdrawn as soon as the position in these districts allows<sup>(58)</sup>.

### *Emigration of German Women*

The question of the emigration of German women to Holland and Switzerland is dealt with in an article in the *Pressekorrespondenz des Deutschen Ausland-Instituts*. Attention is drawn to the fact that in 1919 there were 2,853,088 more women than men in Germany, the surplus, in the case of women from twenty to thirty years of age, being 1,318,000, from thirty to forty years of age, 700,000, and from forty to fifty years of age, 193,000. These facts have, it is stated, led to a large emigration movement to neighbouring countries, particularly of women seeking posts as domestic servants. Figures show that in September 1922 there were 90,000 German women resident in Holland as compared with 60,000 in June 1921.

The complaint is made that this emigration does not take place as a result of a supervised placement activity, but that every German woman who obtains a situation in Holland or Switzerland immediately tries to find positions for her friends. These positions are often quite unsuitable, and the occupants leave after a short time with poor prospects of obtaining any other post. Moreover, the ignorance of the emigrants is made use of at the frontier by persons who aim at using them for immoral purposes.

Various philanthropic organisations, such as the German Railway Mission, are doing their best to help all women who propose to emigrate from Germany<sup>(59)</sup>.

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

At the annual meeting of the Board of Managers of the Council of Jewish Women, held at Atlantic City from 13 to 16 November 1922, a report was submitted of the work done by the Department of Immigrant Aid of the Council for the year ending 31 October 1922. The number of immigrants assisted at Ellis Island during eleven months ending in September was 16,224, a decrease of 6,142 as compared with the same period of 1921. This decrease is regarded as a small one considering that the total volume of immigration was very considerably diminished by the Three per Cent. Act. The smallness of the decrease is attributed to the arrival of Jewish immigrants from Russia, Lithuania,

<sup>(57)</sup> These workers would then come under the French Act of 1 Aug. 1919, which lays down that the responsibility for the assistance of necessitous sick persons lies with the municipality in which the fact of their sickness was established if the sickness does not last more than ten days, and with the Department if it lasts a longer period. The expenses may be recovered from other persons or associations who are liable for medical assistance to the sick persons in question, and a government grant is guaranteed if necessary.

<sup>(58)</sup> *La Revue philanthropique*, 15 Dec. 1922. Paris.

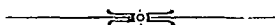
<sup>(59)</sup> M. GRIEBACH: *Frau und Auswanderung* in *Pressekorrespondenz des Deutschen Ausland-Instituts*, 17 Jan. 1923. Stuttgart.

Latvia, and the Ukraine, who came into the United States in considerable numbers in February 1922 for the first time since the war. Moreover, it is stated that under the Act a larger proportion of women and children arrive than would otherwise be the case.

The Department co-operated with the special Commission appointed in September 1921 to study welfare work at ports of entry. The report regrets that, in spite of the recommendations of that Commission, no fundamental changes have been introduced at the ports.

During the fiscal year ending 30 June 1922 the number of persons excluded from the United States on the ground that quotas had been exhausted was 1,662. The Department has been pressing for amendments of the Three per Cent. Act with a view to lessening the hardships suffered by such persons, but the only amendment so far adopted is that which imposes a fine on steamship companies of \$200 for each alien brought to the United States in violation of the Act, and prescribes that they should refund the passage money of such aliens.

During the year a pamphlet, entitled *What Every Emigrant Should Know*, was published in order to give intending emigrants full information on all matters concerning their journey to the United States<sup>(60)</sup>. This interesting pamphlet gives a great deal of information in simple language which will help the emigrant to avoid the pitfalls which beset his path.



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<sup>(60)</sup> *The Immigrant*, Jan. 1923. New York.

# INDUSTRIAL HYGIENE

## Notes on Industrial Hygiene

### SCOPE AND VALUE OF INDUSTRIAL HYGIENE

THE second meeting of the Women's Advisory Council to the United States Public Health Service was held on May 22 at Washington ; the subject discussed was industrial hygiene. Seven reports were presented <sup>(1)</sup>.

Dr. Alice Hamilton illustrated the extraordinary complexity and difficulty of the problems of industrial hygiene by discussing the hazards arising out of dusts, poisons, and industrial fatigue. Taking one dust after another, e.g. those arising in pavement-breaking, linen, cotton and woollen mills, granite-cutting, zinc-mining, pottery work, the marble and sandstone industries, or organic dusts as in the making of felt hats, the handling of furs, the twisting of twine, or, finally, such dusts as manganese dust, she showed how the existence of these dusts in industry each gave rise to an entirely different set of difficult medical problems requiring separate investigation. The same sort of problems arose out of poisons. New solvents, etc. were constantly being adopted and as constantly giving rise to new hazards which required medical study. Equally difficult, though for another reason, was the problem of fatigue. Here no reliable conclusions could be reached except by investigation over a very extended period, as the real problem was to determine what was the effect of cumulative fatigue, say after five or even ten, years. Only a public service, such as the Public Health Service, could undertake investigations of such variety and such scope.

Dr. Lawrence arrived at the conclusion that venereal diseases may be slightly more prevalent among industrial workers than among some other occupational groups ; that this increase is not due to their work, but to the unsatisfactory conditions attendant on their leisure and recreation ; that they occasion only slight economic burden by loss of working time when compared with other diseases, but that syphilis, because of its insidious development, may be the cause of many accidents.

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(1) Dr. Alice HAMILTON : *The Scope of the Problem of Industrial Hygiene* ; Dr. J. S. LAWRENCE : *The Place of Venereal Disease-Control in Industry* ; Dr. E. C. JACKSON : *The Responsibility of the Employer for the Health of the Worker* ; Mrs. M. GRACE BURNHAM : *The Responsibility of the Worker in Promoting Industrial Hygiene* ; Dr. Francis D. PATTERSON : *The Functions of the State in enforcing Industrial Hygiene Legislation* ; Dr. L. R. THOMPSON : *The Functions of the United States Public Health Service in the Field of Industrial Hygiene* ; Dr. Rachelle S. YARROW : *The Need of Educated Public Opinion in Industrial Hygiene*. UNITED STATES TREASURY DEPARTMENT, PUBLIC HEALTH SERVICE : *Public Health Reports*, Vol. XXXVII, No. 42, 20 Oct. 1922. Washington, Govt. Printing Office.

Dr. Jackson in discussing the responsibility of the employer for the health of the worker came to the following conclusions: (1) the employer must provide a workplace which is not only safe and healthy, but suitable; (2) he must provide well-guarded machinery and tools which permit of rapid and accurate work of good quality, and he must see to it that all methods and processes used have health and body hazards reduced to a minimum; (3) with the disappearance of personal relationship between the head of the industry and the workers, which prevailed when businesses were smaller, the employer must establish his contact through foremen and heads of departments; (4) the employer has the responsibility of placing the applicants on work which suits them both mentally and physically; for this purpose competent employment and medical departments are necessary; (5) the employer has the responsibility in protecting his workers from communicable diseases; (6) the employer is responsible not only for the prevention and treatment of injuries, but the prevention of diseases as well; (7) the determination of the number of hours to be worked and the time needed for rest and recuperation is another responsibility of the employer.

Mrs. Burnham stated that the average worker as an individual is unable to cope with the intricate problems of health in industry and that co-operative trade union health research agencies, such as the Workers' Health Bureau, are alone in a position to protect him against trade poisons and other dangerous conditions of employment. The Workers' Health Bureau feels that the worker should be initiated into the dangers of the job that he takes, and in this connection the Bureau is planning a series of lectures on the human body for painters. First, elementary physiology instruction will be given in simple language; the second part of the lecture will show how lead gets into the body; the lecture will conclude by showing how the painter can protect himself against lead poisoning.

Dr. Patterson considered that industrial legislation should cover the following fields: (1) care of the pregnant wage earner; (2) child labour; (3) seats for female employees; (4) hours of labour for female employees; (5) washing facilities; (6) eating facilities; (7) factory cleanliness; (8) drinking water; (9) ventilation and heating; (10) occupational diseases.

Dr. Thompson said that outside government employments the investigation of health hazards is open to any industrial, State, or university research worker. Because of the broad ramifications of such work, because of the number of industries, of classes of employees, and of States which it affects, the Public Health Service can do this work at least as economically as any other organisation.

Dr. Yarrow pointed out the importance of educating all groups, all types of employers and employees, and the general public to realise the scope and value of industrial hygiene. Public support will enable government agencies to do more and better work and will elevate the standards in public and private employment with justice to all concerned.

#### THE VALUE OF A DENTAL SERVICE (2)

The Hygiene and Engineering Division of the Pennsylvania Department of Labour and Industry has made a survey to determine the extent of dental service for employees in industrial plants in Canada and the

(2) R. J. HUMPHREY: *Dental Service in Industry, Industrial Dentistry, and Oral Hygiene*. The Nation's Health, Vol. IV, No. 12, Dec. 1922. Chicago.



United States during 1921, actuated partly by the discovery of a close relationship between certain industrial diseases such as lead poisoning and decayed teeth. In the survey 59 industries are represented as having some system of dental supervision and 59.7 per cent. of the employees in 33 plants are recorded as having taken advantage of the facilities for treatment provided. The yearly cost per patient is averaged at \$3.38, rising from \$0.30 in some plants to \$27.19 in others according to the extent of service rendered; this ranged from mere examination to radiographic and operative work. All the firms included in the survey with one exception expressed themselves as satisfied with the success of their schemes.

Experience in industrial dentistry inaugurated a few years ago has revealed the existence of extremely bad conditions prevailing among the working population, the large majority of whom are utterly untaught as regards the most elementary dental hygiene and never consult a dentist except for the removal of a tooth as a result of a painful abscess. The chief need appears to be a scheme of oral instruction. Co-operation between dentists in private practice and those in industrial practice is required, as well as close co-operation between physicians and dentists; the value of the latter has been proved in many instances where certain illnesses of varied character have been ultimately traced to the bad state of the patient's teeth and cured by dental treatment. Despite the fact that the importance of such local infection has sometimes been unduly exaggerated in industrial experience, a vast improvement in general health has always ensued after the introduction of a satisfactory system of dental treatment. The question of how far restorative work should be carried in industrial practice has always been the subject of much discussion, but by far the most important aspect of the work is its educational feature and, if this is to be successfully dealt with, a limited effort at least in restorative work is necessary.

#### DERMATITIS IN FOOD INDUSTRIES

A small group of workers employed in sorting and packing dried foods developed on the palmar surface of the forearms a skin eruption which, being of an uncommon type, was made the subject of a bacteriological enquiry<sup>(3)</sup>. From the cultures taken a fine filamentous growth resembling a mould was obtained after 14 days' incubation, inoculation with which produced a vesicular eruption, highly irritating and causing a rather strong burning feeling. A pure culture shows a typical cercosporella, apparently resembling the asteroid trichophytons. No previous experience of the kind had occurred at the firm, which was long established, and after the introduction of antiseptic preventive measures no further cases were reported. Previously no germicides had been used in the lavatories, and only one nailbrush had been in common use. The benches on which the workers sat were usually covered with the sacking which had contained the foods. Cultivations made from the foods, from decayed specimens, and from the sacks which had contained them failed to reveal the source of the organism, but from the number and variety of moulds found and subcultured even after six months' observation it was clear that such a mould might remain viable for a long period. Great similarity was shown by these moulds in the early stages of

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<sup>(3)</sup> Ch. Russ : *A Skin Eruption due to a Mould*. The Lancet, 13 Jan. 1923. London.

growth, and only on the tenth day was deviation from the original growth perceptible in the suspect. The mould was concluded to have originated in the sacking, which came from the East, and to have given rise to inoculation of the workers' arms by means of friction.

Dr. Oscar de Jong<sup>(4)</sup> comments on the occurrence of baker's dermatitis in bakeries where mixing is done by hand instead of mechanically. Flour was ruled out as the causative agent owing to absence of any such symptoms among workers handling flour in flour mills, and likewise yeast. A 3.6 salt solution which is added to the flour is declared to be the origin of the eruption, the temperature of the bakehouse causing the salt to crystallise on the workers' arms, while the subsequent kneading worked the crystals into the skin and set up dermatitis in susceptible individuals. Abstention from work and local treatment cured the condition. The use of a spray of fresh water after mixing of salt solution and frequently during kneading was suggested as a preventive measure. The condition was alleged by Dr. F. H. Barendt to have been well known in the past under the name of "bakers' itch", but to be limited to a slight proportion of workers.

#### DISABLING SICKNESS IN A UNITED STATES ESTABLISHMENT

A record and classification of sickness cases and non-industrial injuries resulting in absences of one day or longer among employees has been prepared by the health department of a large rubber-manufacturing establishment for the three-year period ending 31 October 1920<sup>(5)</sup>.

The sickness rate was probably rather abnormal. Part of the physically fit section of the male population was in the army; a major epidemic (influenza) occurred in each of the three years cited; and unfavourable climatic conditions in the early part of 1920 had adverse effect. These factors are reflected in the high rate of illnesses of one day's duration, which rose to 276.5, 410.0, and 605.0 per 1,000 employees for 1918, 1919, and 1920 respectively.

A table showing causes of death in the case of 392 insured employees between 1 November 1915 and 1 May 1920 and 99 uninsured employees from 1 May 1917 to 1 May 1920 shows 129 deaths or 26.3 per cent. to have resulted from pneumonia, 89 or 18.1 per cent. from influenza-pneumonia, and 34 or 6.9 per cent from tuberculosis. A morbidity table, based on experience among an average of 16,285 workers, shows that during the three years ending 31 October 1920 70,067 workdays or 16.93 per cent. of total lost time was due to influenza, 25,952 days or 6.27 per cent. to colds, 14,260 or 3.45 per cent. to bronchitis, 12,110 or 2.93 per cent. to pulmonary tuberculosis, 10,797 or 2.61 per cent. to diseases of the stomach, 10,610 or 2.56 per cent. to appendicitis, 5,495 or 1.33 per cent. to enteritis, and 4,408 or 1.07 per cent. to gastritis.

The mortality and morbidity figures show some differences. The largest percentage of deaths and the largest percentage of cases of illness cannot be attributed in anything like the same degree to the same causes. Thus nearly half (44 per cent.) of all the mortality for more than four

(4) Note and Comment by Drs. Oscar de Jong and Frank H. Barendt (Liverpool Medical Institution); *ibid.*

(5) UNITED STATES TREASURY DEPARTMENT, PUBLIC HEALTH SERVICE: *Public Health Reports*, Vol. XXXVII, No 50, 15 Dec. 1922: *Disabling Sickness in a Manufacturing Plant*.

years was caused by pneumonia or by influenza-pneumonia; but influenza, grippe, and pneumonia caused only 19 per cent. of the total disability (reckoning over a period of three years). Here, in addition to influenza, pneumonia, and tuberculosis, such illnesses as tonsillitis, colds, rheumatism, bronchitis, and gastro-intestinal disorders were outstanding causes of disability. "The prevention of deaths and the elimination of the greatest possible amount of time lost apparently are not one and the same problem."

#### THE USE OF PIT-HEAD BATHS IN GREAT BRITAIN (<sup>o</sup>)

The provision of pit-head baths is now compulsory in Germany and in general use in France and Belgium. In Great Britain they were the subject of a unanimous recommendation by the Royal Commission on Mines (1906-1909). British coalowners, however, objected to compulsory provision unless their use by the miners was also to be made compulsory. The Miners' Federation of Great Britain agreed, but was not backed by the rank and file. In 1911 the Coal Mines Act enforced provision of facilities, but only where a two-thirds majority of the workers had been obtained by ballot. The workers were to pay one-half the cost, the charge not to exceed 3d. per head per week. This weekly rate has been found quite insufficient to meet one-half the cost, and the clause has therefore remained largely inoperative.

In 1920 there were estimated to be installations in existence in Great Britain, in Lancashire, Yorkshire, Scotland, and Wales. The following description is given of an establishment in Glamorganshire. There are 54 bath cubicles provided, adjoining a central dressing-room. In this dressing-room clothes are hung on endless chain suspenders, reaching from roof to floor and provided with hooks, each miner possessing a numbered chain which he can padlock; each cubicle has a hot and cold water spray. Radiators near floor-level facilitate drying and airing of clothes, while a special drying room is provided for wet clothes. Each man takes about seven minutes for his bath. The men provide their own soap and towels and contribute 6d. a week towards expenses. Out of 2,200 men employed at the mines, 60-70 per cent. use the baths. Work clothes are taken home at the end of each week to be washed, and the bath-establishment is cleaned. Management is under a joint committee of equal numbers of workers' and owners' representatives. A proposal for a further installation in the neighbourhood was rejected by the men, and much propaganda is needed to make miners and their wives appreciate the great benefit to be derived from such a system. The principle is favoured by the Miners' Federation, who, however, hold that total cost should be borne by owners. This would require further legislation.

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(<sup>o</sup>) E. Colston WILLIAMS: *Pithead Baths in Colliery Areas* (paper read before the Society of Medical Officers of Health). *The Lancet*, 30 Dec. 1922. London.

# EDUCATION

## Apprentice Training in the Austrian Metal Industry

by

Dr. Fritz RAGER

*Secretary of the Vienna Chamber of Labour*

### APPRENTICE TRAINING IN THE AUSTRIAN METAL INDUSTRY (1)

**T**HE distinguishing characteristic of Austrian industry is the great predominance of the small craftsman. Really large concerns are very few in number; there are only two which employ more than 10,000 workers, namely the mines at Eisenerz and Donawitz and the munitions factory at Steyr. No census of industries has been taken in Austria since the war, but, according to that taken under the former Austrian Empire in 1902, of one million establishments 448,552 employed only one person and 460,331 employed from two to five. Thus nearly nine-tenths of the industrial concerns in the old Austria were small, and this is probably true of Austria of today.

The small concern is the special sphere of apprenticeship. These small craft undertakings, working without systematic organisation or machinery, can only enter into competition with modern large establishments if they employ a more or less unlimited number of apprentices. The system of training by a master craftsman is regarded by the small craftsman, and all those who support the corporate organisation of industry, as the best form of training. In theory, it is true, the system of placing the young worker under the complete control of an experienced craftsman for a number of years appears to offer the best chances of success. In practice, however, matters are rather different. In the first place, the technical training of the craftsman himself often leaves much to be desired, so that even with the best intentions he is unable to give the apprentice a complete technical training. Too often even these good intentions are absent, and many masters lack the patience, teaching ability, and moral qualifications to undertake the difficult tasks involved in training. The old system of apprenticeship is made even more ineffective by the fact that the equipment of the small concern is too often obsolete and inadequate. Moreover, small concerns cannot be set up in those branches of industry which require a large amount of fixed capital. Machinery, railway locomotives, electrical apparatus, automobiles and bicycles can obviously only be manufactured in factories; extensive and costly equipment is required to keep up with modern technical progress. The small craftsman cannot provide this equipment, and the defects of training by master craftsmen are particularly noticeable in metal-working establishments. It must also be pointed out that the small craftsman is anxious to make the greatest possible profit out of the apprentice, and therefore employs him in fetching and carrying rather than on strictly industrial work,

although this abuse has been checked to a certain extent in the larger towns. While doubtless profitable to the instructor, it is most injurious to the apprentice.

These defects in the system of apprenticeship have long been recognised. The craftsmen's associations have endeavoured to remedy them by such measures as certificates of proficiency, examinations for master craftsmen, state encouragement of industry, prizes and courses of training for master craftsmen, travelling industrial instructors, and formation of craftsmen's associations. The apprentices in small concerns have gained little or nothing from these efforts, and insistence on a certificate of proficiency has been a positive hardship.

Many years ago industrial and general continuation schools were established in Austria in order to supplement the training of apprentices by master craftsmen. Clause 75 of the Austrian factory regulations, which were issued under the Act of 5 February 1907, requires the owner of every industrial concern to allow all his employees to attend the industrial and vocational continuation schools until the end of their eighteenth year. Special continuation school laws have been passed in most of the Austrian States, and a general system of such schools has been set up. The most successful have been vocational schools in which theoretical instruction is given to supplement practical training in special apprentice workshops. This type of school has been mainly set up in the large towns where trade instructors are readily available. The system of general industrial continuation schools, which are intended to continue the general school instruction, has been less successful, and has been opposed by the teaching staff of the elementary schools. There is a growing movement, therefore, in favour of converting these general continuation schools into vocational schools.

A new factor has arisen owing to the war which, added to the drawbacks of the old system of apprenticeship and the defects of the continuation school system, has made the training of the next generation of industrial workers a question of the greatest importance in the economic reconstruction of Austria. The new factor is the enormous development of war industries, which absorbed a very large proportion of the young workers of Austria owing to the relatively high wages and special privileges in food rations which they offered. The young people employed there were not given vocational training in the true sense of the word, but were merely taught the roughest and most mechanical work, so that they are now without technical training or qualifications. The reduction of war industries to a peace basis has taken some time, so that altogether it is estimated that five or six years of the rising generation have been lost to the skilled trades of Austria. This makes itself felt through a growing shortage of skilled workers, especially in the metal industry.

It should also be realised that in Austria, as in other countries where large-scale industry has developed rapidly, apprentices trained in small concerns are not qualified for employment in large power-driven factories. Long ago Austrian metal manufacturers complained that locksmiths and tinsmiths trained in craftsmen's shops were of no use in factories; they either were not engaged at all or had to be entirely retrained for factory work. The large concerns, especially in the metal trades, have therefore for some time taken to training their own apprentices from the beginning. A variety of systems of training have been adopted and three types may be distinguished.

In the so-called group training system one or two apprentices are put in charge of a skilled adult worker in the factory and help him

in various ways, fetching tools, material, etc., and eventually assist him in his actual work on the machinery. The system has the advantage over training by a master craftsman that the apprentice learns modern methods of machine production, but has one serious drawback. The adult worker receives no special pay for training the apprentice; he therefore tries to keep him as long as possible when trained, in order to recoup himself by means of the apprentice's additional output. Thus the latter only receives partial training on a single machine. The management and the recently created works councils must intervene in the interest of the apprentice, so that he is not kept too long on one machine, but can take advantage of all available opportunities of training in the factory.

The Austrian chambers of labour have issued circulars on this method of training in which some of its effects, notably in the workshops of the Alpine Mining Company of Styria, are mentioned. In the Neuberg iron works 38 workers under the age of 18 are employed in the moulding shops and machine shops and trained on the group system. In the Donawitz smelting works there are 133 learners in the machine shops under the supervision of adult workers. In the smelting works themselves they are attached to the foremen for training. In the Kindberg smelting works 80, and in the Zeltweg works 46, young workers are employed without any contract of apprenticeship. They are trained under the supervision and direction of master workers, gang leaders, foremen, and specially skilled workers, and on leaving the works are given a certificate of proficiency as locksmith, turner, or moulder.

The practice of employing young workers without a contract of apprenticeship is a very great disadvantage to them, as they receive no certificate of apprenticeship which will be recognised by other works, and therefore are not regarded as fully skilled workers. Their freedom of movement is thus limited, and they are more or less compelled to remain in the works where they were trained. Attempts have been made to remedy this defect, but have been strongly opposed by the company in question.

A further stage in the development of training is reached when the learners are not put in charge of a single worker in the ordinary workshops, but are placed in special shops within the factory where they are trained under the direction of an engineer or shop manager. Two types can be distinguished: (1) apprentice workshops which are only distinguished from other departments in that only apprentices are employed; after receiving some general instruction, they are engaged on ordinary production work; (2) apprentice shops where the learners do not work on production goods but make articles solely for purposes of training. The latter is naturally the more desirable and systematic method of training.

For years the trade unions and political Labour Party have demanded the establishment of such apprentice workshops by the state, but in view of the lack of financial resources of the Austrian state there is small likelihood that this will be done. The idea has, however, been put into practice by the Austrian state railways, following the example of the Prussian and Wurtemberg state railways. State railway shops have been set up at Wien-Floridsdorf and Knittelfeld. The Knittelfeld railway shops employ 1,500 workers, of whom 45 are apprentices in a special apprentice department. The period of training lasts three years, and every year 15 apprentices complete their course and 15 new apprentices are engaged. The apprentice shops are entirely distinct

from the ordinary shops, both in building and organisation. The working week is 44 hours, and the apprentices attend the industrial continuation schools. Some of them are trained as turners, others as locksmiths. The turners receive six months' training as locksmiths in the apprentice shops and then go into the moulding shops, while the locksmith apprentices have six months' training in the moulding shops and are then trained under the direction of a shop manager and three locksmiths. An example of a special apprentice shop in a private concern, is to be found in the Saurer works, which is a small factory of commercial motors in Wien-Simmering.

The most complete form of factory training of apprentices is that in which the works establishes, in addition to the apprentice shops, a works school which takes the place of the state continuation schools. This has been done by the great Daimler works in Wiener-Neustadt, the Puch works in Graz, and the Gräf and Stift Company in Vienna, which are all automobile or cycle factories. Very satisfactory results have been achieved in some cases.

The vocational continuation school in the Puch works was established in October 1913 for the benefit of the apprentices, who in 1922 numbered 180. Only works engineers and officials with adequate theoretical knowledge and experience are employed as instructors. The curriculum is based on that of the state schools, but other special subjects are introduced in order to enable the apprentices to specialise in various branches of work. Instruction is given twice a week from 2 to 6 p.m. It thus falls partly within working hours, and on these days the apprentices leave work earlier in order to go home and change. The subjects of instruction include civics, commercial subjects, book-keeping, arithmetic, algebra, electricity, theory of materials, engines, and tools, theory of construction, and geometrical drawing and sketching. Attendance is compulsory and no fees are charged. The school is recognised as a state school under the authority of the Education Department and liable to inspection. It is managed by a school committee, on which the directors of the works, the Federal and State governments, the municipality of Graz, and the Chamber of Commerce are represented. Certain conditions are laid down for admission, including a period of probation. In the Puch works there is no special apprentice shop, but, as in the Gräf and Stift works also, the apprentice is moved from one department to another. This enables him to choose the particular type of work he prefers and assists the management in selecting and training specialised workers, such as locksmiths, moulders, engineers, and tool-makers. The Daimler works in Wiener-Neustadt, on the other hand, has a special apprentice workshop.

It is obvious that even this system is open to certain objections, which must be met before it can be extended to the rest of the metal industry and to other industries in Austria. It is possible that large works, just as much as the small craftsmen, may engage large numbers of apprentices in order to obtain cheap labour, although the Act on the remuneration of apprentices passed on 11 July 1922, which requires the establishment of rates of pay for apprentices, does something to check this. In each works the number of apprentices to be employed, even in special apprentice workshops, should be specified. It should be controlled by the trade unions and works councils in the interests of the workers in that branch of industry. The representatives of the workers should also share in the management of the works schools, in order to prevent the employer providing merely one-sided and inadequate instruction — a danger much less to be feared in state concerns. In

some of the firms mentioned, for example the Daimler and Gräf and Stift works, the works council is represented on the school committee and exercises a very useful influence in the interests of the young workers.

In view of the fact that the establishment of state apprentice workshops is at present out of the question in Austria, the experiments here described are of great interest. They are desirable from the point of view of the workers, as the new generation of workers can thus be trained in large establishments under the supervision of the workers themselves instead of in the small shops of the craftsmen beyond the control of the Labour movement and the factory inspectors. It is also desirable from the point of view of the community as a whole, which has everything to gain from the provision of skilled labour in the next generation, as on this the future of Austrian industry depends.

## Five Years of Vocational Education in the United States

The latest annual report of the Federal Board for Vocational Education <sup>(1)</sup> is of more than usual interest, as it gives a general survey of the work done during the first five years of the operation of the Vocational Education Act passed in 1917. In this connection it is interesting to note that the Federal Board has arranged that in future the States shall submit plans covering a period of five years instead of only one year as previously ; thus greater continuity of policy will be possible and plans of a more constructive type can be drawn up. The report also mentions that in a great number of cases State supervisors and directors of vocational education are now appointed for a longer period than one year.

### STATE CO-OPERATION

The primary duty of the Federal Board is to administer the Federal funds set aside for vocational education. It therefore has to approve the plans submitted to it by the States, and supervise their expenditure of Federal funds. It takes no part in the organisation of education within the States, but co-operates with them in every way which appears desirable ; for example, it assists them in drawing up their plans, in the light of the experience of other States. The Board conducts investigations in various occupations and forms of training, in order to provide a more secure basis for programmes of instruction and for the training of teachers. It also organises conferences in various parts of the country where representatives of industry and education may compare experiences and make suggestions. From time to time the Federal Board issues rulings for the guidance of the States in carrying out the provisions of the Act, and has recently revised its original statement of policies issued shortly after the passage of the Act. Although additions were necessary, it was found that no fundamental change had taken place in the general policy and administration of vocational education during the five years that had elapsed.

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<sup>(1)</sup> U. S. FEDERAL BOARD FOR VOCATIONAL EDUCATION : *Sixth Annual Report to Congress*. Washington, Govt. Printing Office, 1922. 405 pp.



Since the work of vocational rehabilitation of soldiers and sailors has been taken over by the recently created Veterans' Bureau, the work of the Federal Board has been reorganised in five co-ordinate services ; these are the Agricultural, Trade and Industrial, Home Economics, and Commercial Education Services, which administer the Vocational Education Act of 1917, and the Vocational Rehabilitation Service established under the Industrial Rehabilitation Act of 1920 <sup>(2)</sup>.

Under the Vocational Education Act a State, in order to qualify for a grant of Federal funds, must formally accept the Act, appoint a vocational education board, and supply at least one dollar for every dollar provided by the Federal Government. The enthusiasm of the States for vocational education is shown by the fact that they have all fulfilled these conditions and have co-operated with the Federal Board without any conflict of policy or method. They have, in fact, done considerably more than was required by the Act. The interest of a State in vocational education can be measured to a certain extent by the appointment and the number of State directors and supervisors. While in 1917-1918 there were 139 State directors and supervisors, of whom only 63 were employed on full time, in 1920-1922 there were 226, of whom 140 were full-time workers. The States have gone far beyond the minimum requirement of one dollar of State or local money for each dollar of Federal money. The total expenditure on vocational education in 1917-1918 was \$3,019,750, while in 1921-1922 it was \$14,770,143. Of this \$3,854,570 was supplied by the Federal Government, \$4,514,148 by the State Governments, and \$6,401,425 by the local authorities. Thus for every dollar of Federal money nearly three dollars of State and local money were expended. These funds are devoted solely to the payment of salaries and the cost of instruction ; the States have also to meet the considerable expense of buildings and equipment. In addition to the schools for which Federal funds are available, a number of schools have been established without Federal aid. In 1921-1922 these numbered 1,280, with 95,516 pupils.

#### NATURE AND AIMS OF VOCATIONAL EDUCATION

In the course of its survey of the five-year period the report discusses the meaning of the term "vocational education" as covered by the Act of 1917. It is pointed out that vocational education must be genuinely educational in its object and method and not merely a narrow training for specific jobs. At the same time it must be definitely vocational, in that it provides training which qualifies for actual occupations. A certain amount of training is frequently provided in the occupations themselves, but, in accordance with the principle of specialisation which runs through all modern economic organisation, it is laid down that the public vocational schools should provide training which is not, or cannot be, effectively given on the farm, or in the factory, shop, office, or home. The schools must bring to the service of education the results of the most recent scientific and industrial research.

An adequate system of vocational education must be in close touch with the life and needs of the community. One effort to maintain this touch is illustrated by the representation of labour, agriculture, and

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(2) The report of the Federal Board includes a section of 63 pages on the work of the Vocational Rehabilitation Service. As much of this comprises procedure which cannot strictly be regarded as vocational education, the section has been excluded from this summary.

manufacturers on the vocational education boards. Unless the connection between the vocational schools and the industrial world is maintained, there is a danger that the instruction given will cease to be definitely vocational. At the same time the educational system must keep in touch with those who require the training it offers. It should provide facilities for children of school age, children in employment after or during school age, and for adults of all ages in employment. It should be noted that the Vocational Education Act provides only for training below college grade.

#### TYPE OF EDUCATION OFFERED

The report makes an interesting comparison between the quality of the vocational training available before and after the passage of the Act. In agriculture, for example, prior to 1917 there were very few specialised agricultural schools, and these were mainly of college standard. A large proportion of the ordinary schools in rural districts reported that instruction in agriculture was included in their curriculum, but it was unusual for this to be given for more than a few hours during a single year of the school course. The purpose of this instruction, moreover, was more educational than vocational; it was given in a class room or laboratory, and, where it was systematised at all, was based largely on theoretical text books. Only 30 per cent. of the schools provided any practical work in connection with the agricultural courses. Agricultural training since the passage of the Act has become much more practical. The instruction is based on local conditions and needs, while text books are used to supplement and not to determine the course. Under the Act practical work in agriculture during six months of the year is compulsory. The work of the agricultural instructor now includes a great deal of community work, by which local interest in the work of the schools is stimulated. The report states that the effects of the improved training are already perceptible, both in better farming through technical progress, and better business through the extension of co-operative enterprise in marketing, etc.

Before 1917 domestic economy classes were held in many of the schools, but were very little related to the needs of ordinary life. One effect of the Act has been increasing emphasis on the fact that home-making is a definite occupation, to be studied and analysed like any other. It is pointed out that, from the point of view of numbers, home-making is the most important of all occupations. Although the funds provided by the Act for home economics education have proved inadequate, considerable progress has been made in providing training which will meet the needs of women and girls employed in the home. The Federal Board strongly recommends that more extensive provision should be made for this branch of its work. Recognition by these responsible for education of the fact that women and girls are also largely employed in industry and commerce is of comparatively recent origin. The Vocational Education Act has given a strong impetus to the effort to provide training for women and girls for employment in manufacture and trade, as well as in the traditional women's occupations.

In 1917 16.7 per cent. of the pupils in the secondary schools (high schools) were reported to be taking commercial courses. These courses, however, rarely included more than routine instruction in book-keeping, shorthand, and typing, which were not the qualifications immediately needed by children on leaving these schools. The methods used,

especially in book-keeping, were frequently almost obsolete, and little attempt was made to give any instruction in ordinary business methods, so that pupils on entering employment found that their training had been of very little value. In addition, the teachers of commercial subjects were generally poorly educated, and had had no practical business experience. Since the Act was passed, the need of giving training more closely related to the work of the occupations concerned has been realised. Much still remains to be done in this direction, however, although the Commercial Education Service of the Federal Board has devoted most of its attention to determining what should be taught in commercial courses. The Vocational Education Act made no special provision for commercial education, which is included in trade and industrial education. The Board strongly recommends that this should be remedied.

#### PRESENT SCOPE OF VOCATIONAL EDUCATION

Before the passage of the Act there were very few special vocational schools giving full-time training, and the few that existed were mainly of college standard. In the ordinary schools a certain amount of so-called vocational training was given, but, as has already been pointed out in connection with agricultural and commercial training, this was mainly educational in purpose and did not prepare the pupils for their work in actual employment. Such part-time education as there was was almost entirely under private auspices, although a few States had established part-time schools before 1917. These schools for the most part gave training preliminary to employment, and there was little idea of supplying supplementary training for those already in an occupation, and general continuation schools were almost unknown.

Under the Vocational Education Act a great number of full-time schools of a standard below that of the colleges have been established and there has been an enormous development of part-time schools. The general continuation school has come into being, and trade extension schools to increase the educational equipment of young persons already employed are being established in every part of the country. Evening and part-time schools for adult workers have also been organised with a definite programme and purpose. The following table illustrates the increase in the number of schools and pupils since the passage of the Act, and shows especially the very marked increase in the number of part-time schools.

Year	Total number of schools	Total number of pupils	Part-time schools	
			Number of schools	Number of pupils
1917-1918	1,741	164,186	341	53,005
1920-1921	3,877	324,247	691	150,963
1921-1922	4,945	475,828	971	228,655

It will be observed that the increase in the number of pupils in the year 1921-1922 is almost as great as the total enrolment of pupils in 1917-1918.

The distribution of schools and pupils according to the type of training and according to the type of school is given below. In view

of the frequent references to vocational education for women and girls and the need for its extension, it is interesting to note the percentage of women among the pupils in each type of school.

Type of school	Number of schools	Number of pupils	Average enrolment per school	Percentage of women
Total	4,945	475,828	96	45.5
Agriculture	2,175	60,236	28	4.9
Trade and industry	1,001	190,973	131	11.5
Home economics	1,263	118,708	94	99.99
General continuation	506	165,911	328	48.1
All-day	2,897	113,338	39	32.5
Part-time	971	228,655	235	48.5
Evening	1,077	133,835	124	51.5

In view of the frequent complaints of the shortage of qualified teachers for vocational schools, the following figures are given to illustrate the increase both in the number of teachers and in the facilities for training teachers.

Year	Teachers in employment	Teacher-training institutions	Pupils in teacher-training institutions
1917-1918	5,257	94	6,589
1920-1921	10,066	151	16,824
1921-1922	12,280	171	18,812

#### FUTURE NEEDS

One of the most urgent needs to which attention is called in the report is a great increase in the number of part-time schools for young persons in employment. Striking figures are given to show the number of children of school age who are not in school. The following figures are taken from the census of 1920.

Age	Children in school	Children out of school	Percentage out of school
13	1,877,429	151,198	7.5
14	1,766,784	279,481	13.7
15	1,357,345	504,100	27.1
16	1,001,701	971,257	49.2
17	642,360	1,212,831	65.4

Thus there were in 1920 approximately three million children from 14 to 17 years of age inclusive who were not in school. It is to meet the needs of these children that part-time schools have been established, but in 1921-1922 the total number of pupils in part-time schools was only 228,655, which is less than one-tenth of the number of children not in school. It is pointed out that the contribution of these three million

children to the wealth of the nation, as represented by their earnings, is greater than the total expenditure of the whole country on education of all kinds from the kindergarten to the university. Yet these children should still be receiving education at the expense of the state. It is stated that the work of the continuation school is "essentially a patching-up job". The children who attend these schools have not received the minimum of education regarded as necessary by the state, and part-time education is in the nature of an insurance of the state against the evil effects of the presence of a large number of ill-educated citizens in the country.

There were no part-time agricultural schools in existence before the adoption of the Vocational Education Act, and even with the impetus given by the Act very little has yet been done. It is stated that there were in 1920 1,202,135 farm boys from 14 to 20 years of age and about eight million agricultural workers over 20; yet in 1921-1922 there were only 238 part-time and evening agricultural schools with a total of 77,275 pupils. Obviously a great extension of educational opportunity is required here.

The Federal Board recommends that greater attention should be paid to vocational training for women and girls. Equal opportunities should be offered both to boys and girls. In this connection the percentage of women and girls attending the vocational schools as given in an earlier table may be noted. Home economics is essentially a form of training for women and girls, but it is pointed out that the funds hitherto provided under the Federal Act have been most inadequate. Part-time classes for women actually engaged in the care of the home should be greatly extended.

Some attention has recently been given to the provision of vocational training for negro women and girls, as well as to agricultural training for negroes. In 1917-1918 nine of the Southern States provided vocational training in agriculture in 39 negro schools for 1,025 pupils. During the year 1921-1922 there were 165 vocational agricultural departments in negro schools with an enrolment of 4,064 pupils and 64 part-time schools with an enrolment of 1,035.

The Vocational Education Act made provision for agriculture, trade and industry, home economics, and general continuation schools, but made no special provision for commercial training, which has hitherto been provided out of funds allotted for trade and industrial schools. The subject has proved so important, however, that, as was noted above, the Federal Board has established a special service for commercial education, which includes training in retail selling. The latter has proved to be much needed, and the attempts made to provide training in retail selling have met with enthusiastic co-operation from the representatives of retail stores in various parts of the country. Unless special provision is made for this branch of vocational education, however, the development of the work will be seriously hampered.

In every report issued by the Federal Board attention has been called to the fact that the supply of qualified teachers is unequal to the demand. Since the war the shortage has been overcome to a certain extent, but a great deal still remains to be done. On the solution of this problem depends much of the future development of vocational education in the United States.

# AGRICULTURE

## Agriculture and the International Labour Organisation

THE importance of the protection of the agricultural worker as one of the fields of activity of the International Labour Organisation provided for by Part XIII of the Treaty of Versailles came into prominence with the preparation of the agenda of the Third International Labour Conference, which was held at Geneva from 25 October to 18 November 1921. Since that date the subject has been much discussed and today, in the light of the decision of the International Court of Justice of 12 August 1922, that "the court is of opinion that the competence of the International Labour Organisation does extend to international regulation of the conditions of labour of persons employed in agriculture", the story of what has so far been undertaken by the Organisation in relation to agriculture may be reviewed with added interest.

The agenda of the 1921 Conference was prepared by the Governing Body on authority from the Washington Conference and the agricultural questions included were :

II. Adaptation to agricultural labour of the Washington decision concerning hours of work.

III. Adaptation to agricultural labour of the Washington decisions concerning :

- (a) measures for the prevention of or providing against agricultural unemployment ;
- (b) protection of women and children.

IV. Special measures for the protection of agricultural workers :

- (a) technical agricultural education ;
- (b) living-in conditions of agricultural workers ;
- (c) guarantee of the rights of association and combination ;
- (d) protection against accident, sickness, invalidity, and old age.

Preparation for this Conference, which was held in Geneva, included the circulation of a questionnaire to States Members of the Organisation and extensive research within the Office into the various agricultural questions on the agenda. Replies to the questionnaire were received from Austria, Canada, Denmark, Finland, France, Great Britain, India, Italy, Japan, the Netherlands, Norway, Poland, Roumania, South Africa, Spain, Sweden, and Switzerland <sup>(1)</sup>, and reports were published prior to the Conference containing a general summary of those replies and an indication of the conclusions to which they would appear to lead. As regards agricultural questions these reports are available for reference <sup>(2)</sup> and each report concludes with a general survey of the question in the light of the replies of the governments.

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<sup>(1)</sup> A supplementary report includes the replies of countries which replied later than July 23, namely, Albania, Chili, Czechoslovakia, Germany, and the Kingdom of the Serb, Croats, and Slovenes.

<sup>(2)</sup> INTERNATIONAL LABOUR CONFERENCE, THIRD SESSION, GENEVA, OCTOBER 1921 : Report II : *On the Adaptation to Agricultural Labour of the Washington Decisions concerning the Regulation of Hours of Work* ; Report IIIA : *On the Adaptation to Agricultural Labour of the Washington Decisions concerning Measures for the Prevention of or Providing against Unemployment* ; Report IIIB : *On the Adaptation to Agricultural Labour of the Washington Decisions concerning the Protection of Women and Children* ; and Report IV : *On Special Measures for the Protection of Agricultural Workers*.

In respect of the regulation of hours of work (Report II) the French Government objected to the retention of this item on the agenda. The general tenor of the replies from the majority of the other governments, although they did not go so far as to demand the withdrawal of the item from the agenda, indicated that they were opposed to the idea of a solution being found by means of a Convention. Three governments only expressed themselves as being in favour of a Convention, namely, Spain, Finland and Italy.

The principle of the right of agricultural workers to enjoy the same protection against unemployment as other industrial workers (Report III A) was not contested by any one. Certain governments, however, made reservations as to the adoption of a Recommendation on unemployment in agriculture in view of the special conditions in which their respective countries are placed. Far from suffering from agricultural unemployment such countries as Norway and Sweden reported a rather serious shortage of qualified labour.

Attention has been drawn to the fact also that agricultural unemployment occurs in two forms for which there must be different remedies. Obviously agriculture is subject to crises just as are other industries ; but also, as inherent in its very nature, it is dependent on the seasons and the amount of labour it can absorb varies accordingly. Judging from the replies of the governments to the questionnaire, although the necessity for taking measures against either or both forms of unemployment is not universally felt, such measures are indispensable for the general amelioration of the agricultural worker's lot.

The question of the adaptation of the Washington decisions to the protection of women and children is reviewed in Report III B. Four Draft Conventions adopted at Washington were concerned respectively with (a) the employment of women before and after childbirth ; (b) the employment of women during the night ; (c) the admission of children to employment ; and (d) night work of young persons. Regarding question (a) the replies of the governments indicate great diversity of opinion. While the majority of the governments recognised in general the justice of the claim, a number saw also the difficulties involved, due mainly to the variety of ways in which the protection of maternity has been approached in different countries and the widely differing regulations which have resulted. They drew attention to the fact that a very large financial expenditure would be involved in carrying out the provisions of the Conventions, and noted that certain governments, e.g. Finland, Great Britain, and Sweden, have already declared in favour of general sickness insurance schemes which include maternity insurance. Only two of the sixteen governments which furnished replies to this part of the questionnaire were unconditionally favourable to the extension of this Convention to agriculture.

Regarding question (b) there was general agreement among the governments that very little night work is performed by women in agriculture. There is, however, a problem in respect of those cases in which such work does occur and this, as pointed out by the Danish Government, turns on the necessity for milking operations in the early morning. The governments agreed that in any case the period understood by the term "night" in the Washington Convention cannot be applied to agriculture, and suggestions which recognise that night varies according to latitude and the season of the year were put forward in a number of replies. The consensus of opinion was that any restrictive regulations should be in the direction of securing a minimum number of consecutive hours of rest rather than in that of fixing a definite night period within which work should be prohibited.

Regarding question (c), the admission of children to employment, there was great diversity of opinion. One point, however, met with general recognition in the replies, namely, the necessity of ensuring to children in agriculture educational facilities equal, as far as possible, to those available for children in industry. The majority of governments (e.g. Canada, Great Britain, Netherlands, Sweden, Switzerland) considered that the best method of protecting the child in agriculture was by the enforcement of the education laws. Questions of working ages and school ages and the gaps between them, of school hours, school holidays, and exemptions from school attendance were discussed in detail. Distinctions were made between children employed by their parents and those employed by others, and also between heavy and light labour. Certain governments were in favour of special protection from such classes of labour as ploughing, ditching, the management of machines, etc.

Regarding question (d), the employment of children at night, very little interest was shown for reasons similar to those advanced regarding question (b). Hours to which restrictive regulations might be applicable were suggested by a number of governments and it was generally agreed that measures of control should aim at ensuring a minimum period of rest rather than at establishing a rigidly defined night period of prohibition.

Report IV presents the views of the governments on the Special Measures for the Protection of Agricultural Workers, as these appeared on the 1921 agenda, namely, Technical Agricultural Education, Living-in Conditions of Agricultural Workers, Guarantee of the Right of Association and Combination for Agricultural Workers, and Protection of Agricultural Workers against Accident, Sickness, Invalidity, and Old Age.

On the desirability of the adoption of a Recommendation in favour of technical agricultural education the replies of the governments were unanimous. They were in agreement too that such a Recommendation should not enter into details nor specify special measures.

The question of the living-in conditions of agricultural workers is one of the first to arise in a study of the means of improving their conditions of life and the majority of the governments who replied to the questionnaire were favourable to a Convention or Recommendation looking toward a progressive movement in this direction. The classes of workers to which regulation should apply, and the hygienic measures to be prescribed were discussed in some detail.

The rights already won by agricultural workers in respect of the right of association during the course of the last fifty years are very considerable, but in a number of countries limitations of an important character still exist. The opinion of the governments replying to the questionnaire was that rights of association should be accorded to agricultural workers, though certain governments, e.g. India, made reservations with regard to the desirability of establishing these right by an international Convention, and Japan stated that the drawing up of a Convention on this subject was still under consideration.

The question of the protection of agricultural workers against accident, sickness, invalidity, and old age is particularly complex, because the legal position of the agricultural worker with regard to social insurance is quite different from that of the industrial worker, and also because national social insurance laws vary so widely. The condition which prevails most frequently, where social insurance laws exist, is that agricultural workers are wholly excluded from the



benefits or are being admitted to them very slowly and step by step. Replying to the questionnaire, the majority of governments were in favour of a Draft Convention, though Japan and Switzerland stated preference for a Recommendation and the question of difference of race among workers was raised by South Africa. There was general agreement that a distinction must be made between laws and regulations relating to accidents, and those which set up systems of insurance in case of invalidity and sickness, as well as old age pensions schemes. The demands of public opinion are especially urgent that agricultural workers should not be excluded from the application of laws which secure to industrial workers equitable compensation for injury arising from or in the course of their employment, and certain countries, while deprecating the probable expense of the larger schemes, reported progress in this direction. From the replies of the governments, however, one would conclude that protection against accident, sickness, invalidity, and old age was one of the most complex and delicate questions on the 1921 agenda.

While the government replies to the questionnaire were being received and analysed, the International Labour Office in further preparation for the Conference published a *Technical Survey of Agricultural Questions* (3). This survey is a serious attempt to get information regarding the subjects on the agenda, and was prepared as a handbook for the members of the Conference. It laid the foundation for further research in these subjects, and is being kept up-to-date by the Agricultural Service of the Office. The introduction contains a comparative table regarding the numbers engaged in agriculture. These figures are incomplete, but illuminating. In agriculture we have an industry in which at least one-half of the world's working population is engaged, and, as the last of the industries to develop organised effort to improve the lot of its workers, it presents a field of unquestionable opportunity.

### *The Conference of 1921*

The story of the Third International Labour Conference has already been told in the *Review* (4). From the standpoint of agriculture this Conference was crucial, not only because of the fact that agricultural questions comprised more than half of the agenda, but even more so because of the controversy which was aroused both as to the expediency of the international regulation of agricultural labour at that time, and also as to the competence even of the International Labour Organisation to deal with agricultural questions at any time.

From the date of the publication of the agenda a protest was raised by the Swiss Peasants' Union as to the expediency of discussing the regulation of hours of work, and on 13 May the French Government under Article 402 of the Treaty of Versailles made formal objection to Item II of the agenda concerning hours, and on 7 October objected also to the other agricultural questions comprised under Items III and IV.

Throughout the debate on these questions at the Conference the competence of the organisation was supported by the workers' delegates and by 74 votes to 20 of the whole Conference was finally affirmed by a resolution as follows :

The Conference, considering that it has jurisdiction to deal with matters relating to agricultural labour, and considering that the agenda as proposed

(3) INTERNATIONAL LABOUR OFFICE : *Technical Survey of Agricultural Questions*. Geneva, 1921. 618 pp.

(4) *International Labour Review*, Vol. V, No. 2, Feb. 1922, pp. 179-208.

by the Governing Body is in accord both with the decisions taken by the Washington Conference and with the reasonable demands of the agricultural workers, decides to consider the expediency of retaining the questions under II, III and IV of the agenda, taking each of these questions in succession.

In accord with this resolution, votes were taken severally on the retention of Items II, III and IV; Item II, on hours of work, failed by five votes to get the necessary two-thirds majority and was abandoned <sup>(6)</sup>; the other agricultural questions were retained by 90 votes to 17.

With its agenda thus established, the Conference proceeded and its fruit included three Conventions and seven Recommendations <sup>(6)</sup> relative to agriculture. The Recommendation concerning the prevention of unemployment in agriculture, the Recommendation concerning the protection, before and after childbirth, of women wage-earners in agriculture, the Recommendation concerning night work of women in agriculture, the Draft Convention concerning the age for admission of children to employment in agriculture, and the Recommendation concerning night work of children and young persons in agriculture, are an adaptation to agricultural workers of the principles established for industrial workers by the Washington Conference. Measures for the prevention of, or providing against, unemployment among agricultural workers are, of course, recognised as different from those necessary in the industrial sphere, and the Conference embodied in their Recommendation the injunction that all States Members of the Organisation should examine particularly from this point of view the advisability of more intensive cultivation, improved facilities for land settlement, the encouragement of co-operative farming, etc. Such schemes for stabilising employment are discussed in the *Technical Survey of Agricultural Questions* <sup>(7)</sup>, and, to complete this information, the Conference recommended that each Member of the Organisation furnish the Office with a periodical report dealing with the steps taken towards this end.

The peculiar circumstances under which children are employed in agriculture affected the form of the Draft Convention concerning the age of their admission thereto, particularly in respect of Article 2, which reads: "For purposes of practical vocational instruction, the periods and the hours of school attendance may be so arranged as to permit the employment of children on light agricultural work and, in particular, on light work connected with the harvest, provided that such employment shall not reduce the total annual period of school attendance to less than eight months." The significance of this Article consists chiefly perhaps in its last provision. Direct legislation regarding the employment of children in agriculture is very difficult, and the Conference agreed that reliance for their protection has to be placed on the indirect application of other laws, particularly school attendance laws. Investigation <sup>(8)</sup> has shown an alarming tendency to make agricultural duties a sufficient excuse to keep children out of school for indefinite periods of time, and the vote was almost unanimous that the child under 14 years of age must be allowed to go to school at least eight months in the year.

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<sup>(6)</sup> By a further resolution the Conference decided "that the regulation of hours of work in agriculture be inserted in the agenda of a future session of the Conference".

<sup>(6)</sup> For full text see *International Labour Review*, loc. cit., p. 199.

<sup>(7)</sup> See *Technical Survey of Agricultural Questions*, pp. 39-182.

<sup>(8)</sup> *Ibid.* pp. 188-268.

Special measures for the protection of agricultural workers approved by the Conference included a Recommendation concerning the development of technical agricultural education ; a Recommendation concerning living-in conditions of agricultural workers ; a Draft Convention concerning the rights of association and combination of agricultural workers ; and a Draft Convention concerning workmen's compensation in agriculture. The importance of exhaustive information regarding progress in accordance with all these measures was again emphasised, and, especially in respect of technical education, the Conference recommended that each Member send a report to the International Labour Office at regular intervals containing as full information as possible as to the administration of the laws, the sums expended, and the measures taken in order to develop vocational agricultural education.

### *Decisions of the International Court of Justice*

Throughout the Conference, because of its protest against the agricultural items on the agenda, the delegates of the French Government refrained from voting on these questions, and the French representative at the January 1922 session of the Council of the League of Nations again raised the question of the competence of the International Labour Organisation in questions relating to agricultural labour. As a result the Council on 12 May 1922 requested the Court of International Justice to give an advisory opinion on the following question :

Does the competence of the International Labour Organisation extend to international regulation of the conditions of labour of persons employed in agriculture ?

Further, the French Government submitted to the Council of the League a supplementary question, which on 18 July 1922 was forwarded to the Court as follows, with the request for an advisory opinion :

Does examination of proposals for the organisation and development of methods of agricultural production, and of other questions of a like character, fall within the competence of the International Labour Organisation ?

The proceedings of the Court <sup>(9)</sup>, of which the first public meeting was held on 15 June 1922, were too lengthy to be reviewed here. Their decisions were, (a) in reply to the original question :

The Court is of opinion that the competence of the International Labour Organisation does extend to international regulation of the conditions of labour of persons employed in agriculture, and therefore answers in the affirmative the question referred to it.

and (b) in reply to the supplementary question :

This question, for the reasons above stated <sup>(10)</sup>, the Court answers in the negative.

### *Advisory Committee on Agricultural Questions*

By the decision of the International Court of Justice the competence of the International Labour Office in agricultural questions was con-

<sup>(9)</sup> INTERNATIONAL LABOUR OFFICE : *Official Bulletin*, Vol. VI, No. 4, pp. 121-207 and No. 11, pp. 388-420.

<sup>(10)</sup> The opinion in the Court on this question is given at some length. It makes clear that from its decision "it does not follow that the International Labour Organisation must totally exclude from its consideration the effect upon production of measures which it may seek to promote for the benefit of workers".

firmed and the extent of its powers in the field of agricultural production was clearly defined. The delimitation of the respective fields of the International Institute of Agriculture at Rome and the International Labour Office was a problem which had already been faced by both organisations and the creation of an Advisory Committee on Agriculture was decided upon in principle by the Governing Body of the Labour Office meeting in January 1922. At its next session, held in Rome in April 1922, three of its members were charged with the task of getting into touch with three persons nominated by the International Institute of Agriculture at Rome, to consider the constitution of the Advisory Committee and to discuss the respective spheres of action of the International Labour Organisation and the International Institute.

A preliminary exchange of views took place at Geneva on 26 and 28 June 1922 and direct contact was thus established between the representatives of the Governing Body of the Labour Organisation and the Permanent Committee of the Institute. The conclusions of the meeting were that the two institutions should establish between themselves effective and continuous collaboration and that to ensure this end they should create a Joint Advisory Committee on Agricultural Questions. This Committee would be summoned as required by either institution, would be composed of three members of the Permanent Committee of the International Institute of Agriculture at Rome and three members of the Governing Body of the International Labour Office, and would be required to examine the questions which one or other of the institutions might consider useful, with a view to co-ordinating the efforts of each and avoiding thereby all duplication of work. On occasion the Committee might invite technical agricultural experts to advise them on special questions.

This report <sup>(11)</sup> was presented to the Governing Body of the International Labour Office in July 1922 and unanimously approved. No further action was taken at the time, but in January 1923 the Governing Body further decided <sup>(12)</sup> that it was desirable to proceed to convene a meeting of the Mixed Agricultural Advisory Committee, composed of representatives of the International Institute of Agriculture at Rome and the International Labour Office, and it was left to the officers of the Governing Body to decide, in agreement with the Director, the most convenient date for the meeting of this Committee. It is probable that a date early in the summer will be arranged.

In the protection of the agricultural worker, the International Labour Organisation has a field of activity which immediately concerns one-half of the world's population. Research into matters affecting the labour aspects of agriculture is part of the regular programme of the Office and governments are constantly requesting special agricultural information.



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<sup>(11)</sup> INTERNATIONAL LABOUR OFFICE : *Official Bulletin*, Vol. VI, No. 3, p. 92.

<sup>(12)</sup> *Ibid.* Vol. VII, Nos. 6-7, p. 66.

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These five volumes, published by the International Railway Association, contain a large amount of information of great importance to experts in railway work.

CONFÉDÉRATION INTERNATIONALE DES SYNDICATS CHRÉTIENS. *Bulletin de la Confédération internationale des syndicats chrétiens*. Utrecht, Office of the Confederation.

A decision of the Bureau of the International Confederation of Christian Trade Unions, adopted in December 1922, authorised the issue, in French and German, of a monthly bulletin. The Bulletin will appear on the fifteenth of each month and will consist of not less than sixteen pages. The following organisations and subjects will be dealt with: the International Confederation of Christian Trade Unions, the International Christian Federation of Crafts, the International Labour Organisation, the Christian trade union movement in various countries, social legislation, statistics, miscellaneous news. The annual subscription is 8 French or Belgian francs, 3.50 Swiss francs, or 1.75 Dutch florins.

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This report on the development of co-operation in Japan has already appeared in the *Bulletin des institutions économiques et sociales* of the International Institute of Agriculture. The information has now been completed up to July 1922, and the report is issued in Italian as a separate publication. It contains the text of the principal legislative measures dealing with the question, and statistics of the progress made by credit, consumers', sale, producers', and agricultural co-operatives.

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## BELGIUM

MINISTÈRE DE L'INTÉRIEUR ET DE L'HYGIÈNE; SERVICE DE LA STATISTIQUE GÉNÉRALE. *Recensement général du 31 décembre 1920. Recensement des logements dans les communes de dix-mille habitants et plus.* Brussels, 1922. LXXV, 85 pp., tables.

Simultaneously with the taking of the Belgian census on 31 December 1920, housing statistics were also collected in municipalities with over 10,000 inhabitants; there are 109 such municipalities. The report of the Minister of the Interior and Public Health gives the results of this enquiry and compares them with previous census returns. The population has decreased by 0.24 per cent. since 1910, but the number of households has increased by 7.97 per cent. during the same period. As the number of houses only increased by the very small proportion of 0.36 per cent., a somewhat serious housing crisis resulted. A tendency towards the relief of congestion in overcrowded houses is, however, noticeable.

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## ONTARIO

DEPARTMENT OF AGRICULTURE. *Forty-Seventh Annual Report of the Ontario Agricultural College and Experimental Farm.* Toronto, 1922. 53 pp.

## GREAT BRITAIN

DEVELOPMENT COMMISSION. *Twelfth Report of the Development Commission for the Year ended 31 March 1922.* London, H. M. Stationery Office. 138 pp. 3s. 6d.

This report was published in the late autumn of 1922; it gives an account of agricultural research in the United Kingdom carried on from March 1921 to March 1922 and financed by the Development Fund which was constituted by the Development Act of 1909.

The Development Commissioners' scheme for developing rural industries has included the setting up of a Rural Industries Intelligence Bureau, from which those already engaged in, or who may be desirous of establishing, such an industry may obtain skilled advice. Further, they advised the formation of a wholesale trading body for all village industries and handicrafts throughout the country. This has come into being and is known as the County Industries Co-operative Society, Limited; it is a purely business undertaking registered under the Industrial and Provident Societies Act, receiving neither subsidy nor grant from the Government; it works in close association with the Intelligence Bureau. An advisory committee consisting mainly of medical and veterinary research experts was appointed in 1921 to investigate the subject of animal diseases and to report on the facilities available for their scientific study.

The Commissioners estimate that the total expenditure of the United Kingdom on agricultural research within the year is probably covered by

£200,000, or about 0.05 per cent of the wholesale value of its farms and gardens, and of this amount £172,000 was provided by the Development Fund. At the same time they point out as a hopeful sign of awakening interest in scientific agricultural investigation that before the Development Fund was available private expenditure on agricultural research did not reach as much as £20,000 in any one year.

Appendix I to the Report gives a schedule of grants and loans recommended by the Development Commissioners in the 1921-1922 period; Appendix II reproduces in full a report to the Commission on what the author describes as "minor and middle" industries in rural districts of certain European countries.

**MEDICAL RESEARCH COUNCIL ; INDUSTRIAL FATIGUE RESEARCH BOARD.** *Atmospheric Conditions in Cotton Weaving.* Textile Series, No. 6, Report No. 21. By S. WYATT. London. H. M. Stationery Office, 1923. 36 pp.

This report gives the results of an experimental enquiry into atmospheric conditions in cotton-weaving sheds, including temperature, humidity, and ventilation. The weaving of certain fabrics must, for technical reasons, be carried out in a damp atmosphere, which is artificially produced in the sheds by the introduction of water or steam. This atmosphere is injurious to the workers; it causes discomfort, in some cases certain effects on health, and in many cases a decrease of efficiency. Temperature and humidity are not the only factors which determine the physiological effect of atmosphere. There is another still more important element, which the authors of the report call "the cooling power of the air." This depends partly upon the temperature and humidity of the atmosphere, but still more upon the rate of movement of the air. The importance of this factor in cotton weaving is pointed out for the first time in this report.

The cooling power of air is measured by the "kata-thermometer" invented by Hill. By means of this instrument it has been possible to establish standards of humidity, temperature, and cooling power, and to show that the requisite standards are often not attained in weaving sheds. After describing the results of the enquiry, the report indicates two simple measures by which the conditions of work can be considerably improved: the wearing of suitable clothing, and the installation of devices by which the air near the workers can be made to move more rapidly.

## ITALY

**CASSA NAZIONALE PER LE ASSICURAZIONI SOCIALI ; ISTITUTO DI PROVVIDENZA SOCIALE PER LE PROVINCE DI REGGIO-CALABRIA, CATANZARO, COSENZA.** *Relazione sull' opera svolta dall' Istituto nel biennio : 1 Luglio 1920-30 Giugno 1922.* By Gino GALLIADI. Messina, Off. Grafiche. 1922. 52 pp.

This pamphlet, the author of which is Mr. Gino Galliadi, Director of the Social Welfare Institute for the Provinces of Reggio-Calabria, Catanzaro, and Cosenza, gives details of the work of the Institute during the period from July 1920 to June 1922. The author states that the application of the Act of 21 April 1919 on unemployment, invalidity, and old age insurance was extremely difficult, especially in the country districts, as the peasants did not understand the purpose of the Act, while the landowners tried to prevent its being put into force. The Institute carried on active propaganda work in order to convince the parties concerned of the utility of social insurance. It achieved satisfactory results, and proposes to make increased efforts to induce a large number of small farmers and artisans to join the insurance system voluntarily.

**MINISTERO DELLA MARINA.** *Marina mercantile e traffico metiltimo dall' inizio della guerra ad oggi.* Rome, 1922. 69 pp.

This report contains information on the Italian mercantile marine and on maritime transport from 1914 to the end of 1922. It mentions the measures

taken during the war for requisitioning ships, and describes the organisation of the Ministry of Maritime and Railway Transport, which was set up in 1916, at the same time as a similar institution in France, for the purpose of combining land and sea transport under a single authority. The report also gives information on state expenditure during and after the war on the mercantile marine and on the steps taken by the Government for its reconstruction and development.

— *Situazione della marina mercantile italiana alla fine degli anni 1914, 1915, 1916, 1917, 1918, 1919, 1920, 1921.* Rome, 1922. 153 pp.

Statistics are supplied showing the position of the Italian mercantile marine at the end of each of the years 1914 to 1921 inclusive. Information is given on types of vessel, dates of construction, tonnage, names of shipowners or shipowning companies, latest improvements in the mercantile marine, etc. There is also a detailed table showing goods imported into Italy by sea, classified according to nature and origin.

REGIO ISTITUTO SUPERIORE DI SCIENZE ECONOMICHE E COMMERCIALI DI TRIESTE. *Annuario 1921-1922.* Naples, Gozzolino. 1922. 168 pp.

An account of the work of the Institute for Higher Commercial Education at Trieste, giving interesting information on commercial education in Italy.

*Relazione della Commissione nominata con decreto del 3 ottobre 1921 dal Ministero per l'industria e il commercio per l'ispezione ordinaria delle assicurazioni.* Rome, 1922. 278 pp.

This publication contains the official report of the Commission of Inspection of the National Insurance Institute appointed by the Minister of Industry and Commerce in October 1922. The general administration, finance, and book-keeping of the Institute and its branches were inspected. The report also gives information on the progress of different forms of insurance in Italy and on the attitude of insured persons.

## LUXEMBURG

COMMISSION PERMANENTE DE STATISTIQUE. *Annuaire officiel 1923.* Luxembourg, Buck. 1922. 552 pp.

Official year book of the Permanent Statistical Commission of Luxembourg.

## POLAND

WYDAWNICTWA MINISTERSTWA PRACY I OPIEKI SPOLECZNEJ ROZWOJ USTAWODAWSTWA PRACY PO WOJNIE SWIATOWEJ. Warsaw, 1922. 22 pp.

A translation into Polish by Mr. Baumgart, published by the Ministry of Labour and Social Welfare in Poland, of a publication issued by the International Labour Office as *Tendencies of European Labour Legislation since the War* (Studies and Reports, Series A, No. 16 ; Geneva, 1921).

## SOUTH AFRICA

MINING INDUSTRY BOARD. *Report. Presented to both Houses of Parliament by Command of His Royal Highness the Governor-General.* Cape Town, Cape Times Ltd., Govt. Printers. 1922. 58 pp. 2s. 6d.

The prolonged strikes which occurred in the Transvaal mining industry in the early part of 1922, and of which an account was given in the December 1922 number of the *International Labour Review*, led to the appointment on 15 April 1922 of Commissioners to enquire into and make recommendations con-



cerning various points at issue. The main conclusions reached by the Board of Commissioners thus appointed were the following: (1) to approve the abolition of the "Status Quo Agreement" (1) after the strike; (2) against the substitution of white unskilled labour for native labour; (3) against further reduction of wages in the gold mines; (4) to sanction for white labour the colliery wage reduction proposed by the Chamber of Mines; (5) to approve the refusal of the Victoria Falls Power Company in refusing to grant higher wages, to refer the question of higher pay for Sunday work for further negotiation, but to criticise the Company's action in not granting the request of the South African Industrial Federation (the workers' body) for a conference. The *Report* embodies further conclusions of the Commission mainly affecting gold mines and a rather full summary of the conciliation scheme drafted by the Board. This scheme has been accepted both by mine owners and workers. Full recognition is given to the trade unions, and, if the workers so request, they may be represented by the trade unions in all business taken before the Conciliation Board; but should the unions decline to co-operate, the Conciliation Board can, and undoubtedly will, function without their assistance.

The following schedules are attached to the *Report*: (a) minimum rates of pay in the Witwatersrand gold mines (exclusive of any cost of living allowance) April 1922; (b) Native Recruiting Corporation schedule of rates of pay and symbols to be used on pay-rolls; (c) outline of conciliation machinery put forward by the Board.

### CAPE OF GOOD HOPE

DEPARTMENT OF PUBLIC EDUCATION. *Report of the Superintendent of Education for the Year ended 31 December 1921*. Cape Town, Cape Times Ltd., Govt. Printers. 1922. 134 pp. 5s. 6d.

### ORANGE FREE STATE PROVINCE

EDUCATION DEPARTMENT. *Report for the Year ended 31 December 1921*. Bloemfontein, 1922. 75 pp.

### TRANSVAAL

EDUCATION DEPARTMENT. *Report for the Year ended 31 December 1921*. Pretoria, Govt. Printing and Stationery Office. 1922. 235, LIH pp. 3s. 6d.

The reports of the Education Departments in three Provinces of the Union of South Africa show that certain of their problems are very similar. The shortage of teachers appears to be acute, especially in the Orange Free State Province. The problem of the rural school and the possibility of centralisation are discussed in all three reports. South Africa being a bi-lingual country, the introduction of the second language into the schools raises certain difficulties. Teachers equally at home in the two languages are hard to find, and in schools too small to allow of the organisation of parallel classes one or other of the two languages inevitably suffers. A special commission appointed in the Orange Free State Province to investigate these and other matters presented interesting recommendations.

The report for the Transvaal mentions a considerable advance in the organisation of trade schools, and a special report on continuation classes is given. The University of Witwatersrand (formerly the School of Mines) has for many years organised courses of instruction for mining apprentices extending from two to five years; in spite of the support of employers it was found that the apprentices did not take full advantage of the opportunities provided. The inspector recommends some form of compulsion for attendance at day continuation classes and separate accommodation and teaching staff for such classes.

(1) An agreement regulating the proportions of white and coloured labour to be employed. 4

## SOUTH AUSTRALIA

*Report of Chief Inspector of Factories for the Year ended 31 December 1921.* 18 pp.

## SWEDEN

KUNGLIGA SOCIALSTYRELSEN. *Yrkes inspektionens verksamhet ar 1921.* Stockholm, Beckman. 1922. 129 pp., illus.

This report is dealt with under the heading *Industrial Inspection*.

SOCIALDEPARTEMENTET. *Socialförsäkringskammilen III. Betäkande och förslag angående offentlig arbetslöshetskassor.* Stockholm, 1922. 114 pp.

This report on government employment exchanges and unemployment funds will be dealt with in a subsequent number of the *Review* under the heading *Employment and Unemployment*.

SVERIGES DELEGATION FÖR DET INTERNATIONELLA SOCIALPOLITISKA SAMARBETET. *IV Redogörelse för internationella arbetsorganisationens konferens i Genève ar 1922.* Stockholm, Govt. Printers. 1922. 18 pp.

An account of the work and the results achieved by the Fourth Session of the International Labour Conference held at Geneva in 1922.

## SWITZERLAND

### BERNE

STATISTISCHES AMT DER STADT BERN. *Die Wohnverhältnisse in der Stadt Bern nach den Ergebnissen der Wohnungszählung vom 1 Dezember 1920.* Beiträge zur Statistik der Stadt Bern No. 6. Berne, 1922. 192 pp., tables, graphs.

Gives the results of the housing enquiry which was undertaken in Berne on 1 December 1920, and compares them with the results of the enquiries of 1896 and 1916. The first part deals with housing conditions: the number, arrangement, and condition of houses, the number and occupation of the occupants and owners, the amount of subletting, etc.; it concludes with an historical account of the development of the city of Berne from 1860 to 1920. The second part of the report deals with rents, and gives an account of fluctuations in rents since 1896. The large increases which resulted from the present housing shortage are discussed.

The report states that the number of workers' dwellings is 5,899 as compared with the total number of 22,394 dwellings of all kinds in the town. Of these workers' dwellings 4.4 per cent. belong to their occupants; for the country as a whole the percentage is 14.1. The average number of occupants of workers' dwellings is 4.1 per dwelling and 1.77 per room. Rooms are sublet in 24.7 per cent. of the dwellings. The proportion of vacant dwellings fell from 1.3 in 1896 to 0.4 in 1916 and 0.2 per cent. in 1920. Between 1913 and 1920 the rent of 97.5 per cent. of the dwellings was raised by 35 per cent. on an average.

## UNITED STATES

DEPARTMENT OF JUSTICE. *Annual Report of the Attorney-General for the Fiscal Year 1922.* Washington, Govt. Printing Office. 1922. 461 pp.

DEPARTMENT OF LABOUR; BUREAU OF LABOUR STATISTICS. *Consumers' Co-operative Societies in the United States in 1920.* Bulletin No. 313. By F. E. PARKER. Washington, Govt. Printing Office. 1923. iii, 146, vi pp.

The subject of this Bulletin has already been dealt with by the same author in the *International Labour Review* for December 1922 under the title: *The Consumers' Co-operative Movement in the United States*.

— — *Labour Laws that have been declared Unconstitutional.* Bulletin No. 321. Washington, Govt. Printing Office. 1922. 89 pp.

TREASURY DEPARTMENT; PUBLIC HEALTH SERVICE. *Annual Report of the Surgeon-General for the Fiscal Year 1922.* Washington, Govt. Printing Office. 1922. 330 pp.

The Surgeon-General of the Public Health Service of the United States gives in this report an account of the work of the various branches of his service in 1922. The Scientific Research Division dealt with general questions relating to public health and industrial hygiene, and undertook enquiries into health conditions in various industries. These enquiries covered industrial dust, humidity, high temperature, the glass industry, foundries, brassfounders' ague, fatigue, occupational dermatitis, etc. The extensive work undertaken by the Division of Domestic Quarantine for the prevention of infection included measures to combat anthrax. The Division of Sanitary Reports and Statistics drew up tables of morbidity, showing the incidence of disease according to age, sex, nationality, and occupation. The Division of Venereal Diseases purchased or borrowed 45 films during the year 1922. This Division, in collaboration with the Bureau of Education, has prepared a series of twelve educational films, including films entitled: "How to Prevent Disease"; "How Diseases Spread"; "General Hygiene"; "Personal Hygiene for Young Men"; and "Personal Hygiene for Young Women".

— — *Notes on the Efficiency of Various Systems of Air Conditioning in a Munition Factory.* Reprint No. 729 from the *Public Health Reports.* Washington, Govt. Printing Office. 1922. 17 pp.

— — *The Effect of Gasoline Fumes on Dispensary Attendance and Output in a Group of Workers.* Reprint No. 785 from the *Public Health Reports.* Washington, Govt. Printing Office, 1920. 17 pp.

This report was analysed in the *Notes on Industrial Hygiene* in the *International Labour Review* for January.

— VETERANS' BUREAU. *Annual Report of the Director of the United States Veterans' Bureau for the Fiscal Year ended 30 June 1922.* Washington, Govt. Printing Office. 1922. 660 pp., tables.

## NEW YORK

DEPARTMENT OF LABOUR. *Court Decisions on Workmen's Compensation Law July 1920 - October 1922. Subjects other than Constitutionality and Coverage.* Special Bulletin No. 114. 1922. 188 pp.

— *Children's Work Accidents.* Special Bulletin No. 116. 1923. 42 pp., illus.

## PORTO RICO

*An Exceptional Case — Corporation v. Workmen's Relief Commission of Porto Rico.* San Juan, Bureau of Supplies, Printing, and Transportation, 1922. 23 pp.

An account of an appeal against the Porto Rico Workmen's Relief Act on the grounds of unconstitutionality, and decisions of the courts.

## SOUTH DACOTA

DEPARTMENT OF PUBLIC INSTRUCTION. *Industrial Rehabilitation of Persons injured in Industry or otherwise.* Pierre. 13 pp., illus.

## NON-OFFICIAL PUBLICATIONS

AGUILERA, Joaquin. *El Control obrero*. Publications of the Camara official de Industria. Barcelona, 1923. 16 pp.

In this pamphlet Mr. Joaquin Aguilera expresses the opinion that workers' control, to which the trade unions affiliated to the Moscow International attach so much importance, is a pretext and in essence nothing more than a means of obtaining control over production and imposing the dictatorship of the proletariat. He considers that an industrial undertaking is like a Roman family: its very essence consists in its head. The authority of the employer must be restored, not by force but gradually by means of the example set by the employer in the daily discharge of his duties. The author summarises the results of the attempts to apply workers' control in Russia and Italy on the basis of information obtained from Mr. Germain Martin's book: *Le contrôle ouvrier et l'expérience russe*, and draws the conclusion that workers' control is an impossibility.

ALL-INDIA INDUSTRIAL WELFARE CONFERENCE. *Report of the Proceedings of the first All-India Industrial Welfare Conference held in Bombay, 6, 7, and 8 April 1922*. Bombay, 1922. 35 pp.

The resolutions passed at this Conference (originally proposed by the Social Service League, Bombay, and held under the auspices of the Currimbhoy Ebrahim Workmen's Institute and the Tata Sons Workmen's Institute) relate to sanitation and hygiene in factories; training of welfare workers; institution of works committees in industrial establishments; formation of the All-India Industrial Welfare Work Organisation; education of the working classes; maternity and infant welfare; housing; attitude of employers and trade unions to welfare work; promotion of co-operation among factory workers; closing of liquor shops in industrial areas. The text of the resolutions is given without any report on the discussions.

*American Labour Year Book, 1921-1922 (The)*. Ed. by Alexander TRACHTENBERG and Benjamin GLASSBERG. New York, Rand School of Social Science. 454 pp., index. \$2.00.

The year book is now in its fourth year; it is the production of the Rand School of Social Science and written from the point of view of Left Wing American Labour. It is a useful compilation containing a quantity of facts and figures on United States industrial life and conditions, ranging from an account of recent labour legislation and court decisions through anti-negro riots to all the usual topics treated in a labour year book. The information is thus very complete in range, but refers rather to 1920-1921 than to 1921-1922. On a somewhat smaller scale, but nevertheless occupying nearly two hundred pages, is given an account of international labour movements and of labour movements in other countries.

BASSET, William R. and HEYWOOD, Johnson. *Production Engineering and Cost Keeping*. New York, McGraw-Hill Book Company. 1922. 311 pp.

This book is intended to give practical assistance to production managers, foremen, and cost accountants of machine shops as well as to higher executives desiring knowledge of shop-management practice. The theory and practice recommended were developed as the result of a number of years' experience in metal trades plants, but the underlying principles are applicable to other industries and to larger or smaller establishments. The language and treatment is throughout eminently practical and as far as possible non-technical.

BERNARDINO, A. *Saggio di una biografia della letteratura economico-finanziaria*. Turin, Libr. ital. 1922. 109 pp.

This book gives a general account of Italian publications on economic and financial topics during and since the war (1915-1921), and a list of books, pamphlets, and review articles published in recent years dealing with the economic and financial situation of Italy. The book lays no claim to completeness, but it is, nevertheless, of considerable interest and will be of great value to economists in view of the lack of other bibliographical publications on the subject.

BERTH, Edouard. *Les derniers aspects du socialisme. Etudes sur le devenir social*. Paris, Marcel Rivière. 1923. xvii, 112 pp.

A study of recent aspects of Socialism.

BIROT, Jean. *Statistique annuelle de géographie humaine comparée, 1922, 10<sup>e</sup> année*. Published with the aid of an annual grant from the Ministry of Education, and awarded the medal of the Society of Commercial Geography of Paris. Paris, Hachette. 1922. 64 pp., graphs, maps. 5 francs.

A collection of statistics, maps, and diagrams dealing with population and area, foodstuffs, textiles, fuel, metals, and commerce in France and other countries.

BREZINA, Dr. Ernst and TELEKY, Dr. Ludwig. *Internationale Uebersicht über Gewerbekrankheiten, nach dem Bericht der Gewerbeinspektionen der Kulturländer über das Jahr 1919*. Schriften aus dem Gesamtgebiet der Gewerbehygiene, New Series. No. 10. Berlin, Springer. 118 pp.

In this publication the two authors continue their series of summaries of statistical information obtained from the factory inspectors' reports of various countries. The present publication, which refers to the year 1919, deals with poisoning by chemical products, infectious diseases, diseases due to dust, high temperatures, or electricity, occupational dermatitis, and diseases of the eyes in different countries. A useful index adds to the value of the work.

BRISSENDEN, P. F. and FRANKEL, E. *Labour Turnover in Industry; a Statistical Analysis*. New York, Macmillan. 1922. xiv, 215 pp.

The authors dedicate to the United States Bureau of Labour Statistics this very useful and careful analysis of what in America constitutes one of the most important problems of industrial management. The Preface states that "the figures which constitute the basis for the statistical analysis presented in these pages were collected for the United States Bureau of Labour Statistics by the authors and other members of the Bureau's staff". Most of the statistical material has appeared in the *Monthly Labour Review* of the United States Bureau of Labour Statistics and in articles by the authors appearing in the *Political Science Quarterly*, *Administration* and the *Journal of Political Economy*.

The expression "labour turnover" as used by American writers was invented in the United States for the purpose of calling attention to the great wastefulness due to the necessity of hiring large numbers of new and often untrained employees to replace those discharged or quitting employment. The authors refer to the difficulties and the importance of maintaining a stable working force and then take up the task of defining "labour turnover" and selecting a satisfactory formula for computing the rate of turnover. There

are three aspects of the shifting and changing of the labour force: (1) the number of employees hired (accessions); (2) the number leaving (separations); and (3) the number of employees needed to keep the force uniform (replacements). Labour authors state that labour turnover should mean replacement needed to maintain the working force. "Labour mobility" is used to include all movements and changes of labour in conformity with terminology used by the Bureau of Labour Statistics. The base upon which they calculate rates of accession, separation, replacement and "labour flux" (accessions plus separations) is the total number of 300 ten-hour-day workers required to perform the number of hours' (or days') work during the period studied.

The book represents an enormous amount of careful analysis of the vast mass of data collected by agents of the United States Bureau of Labour Statistics. The effect of personnel policies on labour stability is concisely shown. An attempt is made to estimate the extent of "labour mobility" in the whole United States and in different localities and industries, and to distinguish between "necessary" and "unnecessary" labour changes. European employers will scarcely accept the assumption that the replacement each year of 25 per cent. of the working force is necessary for its maintenance. Differences in "labour mobility" in different establishments, between male and female workers, day and night workers, skilled and unskilled workers, and in different occupations are treated.

Perhaps the most important chapters of the book deal with the relation of length of service and "labour mobility". Elaborate analyses and tables are presented showing that in the stable part of the working force, which is defined as those serving more than one year, very few changes occur, while in the unstable part of the force the rates of separation are far the highest in those groups which have worked the shorter periods. Analysis of the returns from 53 establishments for the year 1917-1918 shows an enormously higher rate of separation among employees who worked one week or less than in any other group. The authors might have stated their conclusions in the form of a law of labour turnover; "The longer a worker remains in his job, the less are the chances of his leaving his job".

This work will be of interest to European readers as showing the vastly greater instability of labour in "normal times" in the United States as compared with Europe. It should also be valuable in suggesting the desirability of keeping accurate statistical records of employment for the purpose of tracing the movements in employment during abnormal periods like the present, in which some countries are suffering from unemployment and under-employment while others are suffering from over-employment. Blank forms for keeping employment records are given and suggestions are made regarding the methods of keeping these records. In the Appendix are given the basic tables containing the information collected by agents of the United States Bureau of Labour Statistics in the two surveys of labour turnover made in 1915 and 1916, and in 1918.

CORDOVA, Antonino. *Gli aspetti presenti e futuri dell' emigrazione. Problemi moderni* series. Turin and Genoa, Casa editrice Problemi moderni. 1923. 64 pp. 3 lire.

The author gives a general account of the emigration question in Italy, mentions the principal countries in which emigrants can find openings, and illustrates, by means of official statistics of the Emigration Office for the years preceding the war, the difference between emigration from north and central Italy and that from southern Italy. Emigration from north Italy was of a temporary character, while the peasants and industrial workers of the south went either to the United States or to Brazil and frequently settled there permanently.

M. Cordova also gives an account of Italian emigration legislation, and, in particular of the latest Act dated 13 November 1919. He discusses the future possibilities of Italian emigration, and expresses the opinion that emigration to the Argentine and Brazil might be intensified.

CROIX-ROUGE RUSSE. (ancienne organisation). *Compte rendu de l'activité de la Croix-Rouge russe à l'étranger au 1<sup>er</sup> juillet 1922*. Paris, 1922. 38 pp.

Work of the Russian Red Cross in countries other than Russia to 1 July 1922.

DELL ORO MAINI, Dr. Attilio. *Las Convenciones internacionales sobre inmigración*. Publications of the Labour Association (Asociación del Trabajo). Buenos Ayres, A. de Martino. 1922. 32 pp.

The author reviews the results achieved by diplomatic action in the international regulation of emigration and discusses the present state of legislation and of public opinion on the question in the Argentine. Mr. Dell Oro Maini considers that, in view of the liberal principles on which the constitution of the Argentine Republic is based, foreign immigrants can be provided with the maximum of legal protection in that country; he is in favour of increasing the number and scope of agreements between Argentine and the countries of emigration. One chapter is devoted to the proposals of the International Emigration Commission, and the importance of the work of the Commission from the point of view of countries of immigration is stressed.

EZA, (Vizconde de). *El Senuelo de la Socialización. Informe presentado a la Academia de Ciencias morales y políticas en el curso de sus sesiones de 1922*. Madrid, Graficas reunidas. 1922. 45 pp.

The subject of this book is the problem of socialisation. The author gives a summary account of the experiments which have been tried in Germany, deriving this information from Tardy's book. He analyses Otto Bauer's Bill, the main ideas of which were adopted by the partisans of socialisation in France and Germany. He regards the German Act of 23 March 1919 as a piece of unreal and unpractical idealism. He gives an account of the legislation dealing with coal, potash, and the iron industry, Rathenau's scheme, and the individualist reaction of Hugo Stinnes, and describes the discouragement of the Socialists in face of capitalist opposition.

In the second chapter the principle of socialisation itself is criticised, and the hopes placed by the French Socialists on the institution of the Economic Labour Council (*Conseil économique de travail*) characterised as illusory. Mr. de Eza concludes by stating that the French schemes, which are intended to please everybody, will satisfy nobody. A statement of the views of Mr. Debuquois on the harmony between individual and collective interests is also given and there are two appendices, giving a detailed account of various schemes of nationalisation as described by Valère Fallon in his *Principes d'économie sociale*, Louvain, 1921.

FEDERAZIONE AGRICOLA INTERPROVINCIALE. *La Cooperazione agraria nel Milanese ed in alcune zone limitrofe*. Milan, 1922. 31 pp., illus.

A description of the development of agricultural co-operative societies in the Province of Milan and the adjoining districts from 1911 to 1922.

FEDERAZIONE ITALIANA LAVORATORI INDUSTRIE ALIMENTARI. *La ragioni della parte operaia per la modificazione della legge 23 marzo 1921 sull'orario della panificazione*. Rome, Berlutti. 1922. 12 pp.

This report was submitted to the Minister of Labour by the Italian Federation of Workers in the Food Industry with a view to obtaining the amendment of the Act of 23 March 1921 concerning hours of work in bakeries. The report discusses the question of night work in bakeries, combats the objections of the employers, and proposes that work should begin at 5 or 6 instead of at 4 a.m.

FEDERAZIONE NAZIONALE SINDACALE DELL' INDUSTRIA MECCANICA E METALLURGICA. *Aspetti del costo della vita e dei salari in Germania*. By Federico JARACH. Milan, La stampa commerciale. 1922. 25 pp.

Contains a number of statistics on wages and conditions of living of German workers.

HAUPTVERBAND DEUTSCHER ORTSKRANKENKASSEN. *Bericht über den sechszwanzigsten deutschen Ortskrankenkassentag vom 3. bis 5. September 1922 in Karlsruhe*. Dresden, 1922. 135 pp.

Report of the twentieth-sixth congress of German Local Sick Funds, held at Karlsruhe from 3 to 5 September 1922.

HOPE, Dr. E. W., HANNA, Dr. W., and STALLYBRASS, Dr. C. O. *Industrial Hygiene and Medicine*. London, Baillière, Tindall and Cox. 1923. 746 pp.

This new and amply illustrated treatise on industrial hygiene and medicine deals with general questions of hygiene, such as lighting, heating, and ventilation, and also discusses at length the causes of industrial disease. The material is not, however, always arranged in the most satisfactory way, and in some cases subjects of secondary interest are dealt with in more detail than those of greater importance.

The chapter devoted to poisonous substances deals with each poison (lead, manganese, carbon monoxide, etc.) in turn, describing the symptomatology, the dangerous processes involved, and the best preventive measures. The effect of dust in causing disease is dealt with in detail, and methods of estimating the amount of dust in the air and the pathological effects of inhaling dust are described. Infectious diseases of occupation, such as tuberculosis, anthrax, and ankylostomiasis, are discussed in detail and a number of statistics and illustrations are given. The following chapters deal with diseases of the skin and sensory organs, occupational cancer, and conditions of health in various occupations (miners, glassworkers, textile workers, compressed-air workers, etc.). The chapter on the physiology of work contains an account of new methods for measuring industrial fatigue, as well as of the various factors affecting output, such as working hours, the weekly rest, rest periods during work, overtime, etc. Information is also supplied on welfare work, medical inspection, vocational guidance, first-aid, and all the most modern arrangements in use in Great Britain for protecting the health of the worker and introducing scientific methods of work. A concluding chapter deals with industrial accidents and workmen's compensation, and adds a list of the legislative measures by which the health and well-being of workers in Great Britain are protected.

A bibliography of the subject dealt with is given at the end of the chapter.

KOELSCH, Dr. F. and MISCH, Dr. J. *Gewerbekrankheiten*. From *Lehrbuch der Grenzgebiete der Medizin und Zahnheilkunde*, second edition. Leipzig, Vogel. 1922.

The *Lehrbuch der Grenzgebiete der Medizin und Zahnheilkunde*, published under the direction of the Berlin dentist, Dr. J. Misch, includes an interesting article by Dr. F. Koelsch and Dr. J. Misch on occupational diseases of the mouth. The authors discuss dental injuries of mechanical origin, and those due to temperature, dust, and industrial poisons. Among the occupations which cause mechanical lesions to the teeth, the authors mention shoemaking and dressmaking, where the needle is held between the teeth and the thread bitten off; glassmaking, where there is friction from the tube; and clarinet playing. Temperature does not appear to produce anatomical lesions, but rather neuralgic and shooting pains along the upper and lower jaws, especially on the side nearest the flame. These symptoms occur amongst stokers, glassworkers, and bakers. Cold may also cause neuralgic pains in the case of butchers, poulterers, and other persons who use refrigerating apparatus. Dust may exercise a serious effect on the mouth; this varies with the nature and



form of the particle of dust, the length of exposure and the individual susceptibility of the worker. The authors also deal with the effect of dust on the mucous membranes of the nose, the pharynx, and the larynx, especially in causing catarrh. Flour and sugar dust is particularly injurious in causing dental caries. An account is then given of injuries caused by industrial poisons: phosphorus necrosis, lead line on the gums, ulcer of the gums due to chromates, and inflammation of the gums due to mercury, etc. Some account is also given of vegetable poisons which specially affect painters and varnishers, and industrial infectious diseases, such as anthrax and glanders. The work contains interesting statistical tables and valuable illustrations.

*Konstitution und Umwelt im Lehrlingsalter*: No 1. *Konstitutions-Dienstpflcht*, by J. KAUP; No. 2. *Machinenbauer, Schlosser, Schmiede*, by Dr. ALEXANDER. Münchener sozialhygienische Arbeiten aus dem Hygienischen Institut. Munich, Lehmanns. 1922. 145 and 66 pp.

This book deals with the influence of their surroundings on the health of young persons at the age of apprenticeship. The general section of the work, the author of which is Professor Kaup, is based on a large number of anthropometrical observations. There are interesting diagrams and statistics showing the various factors which affect the constitution of young persons, including the effect of surroundings, occupation, disease, etc. on height, chest measurement, and other physical features. Dr. Epstein contributes a special study dealing with young persons employed in the construction of machines, locksmiths' work, and forges. In another special study Dr. Alexander gives an account of investigations concerning young commercial employees.

LAPOINTE, Mgr. Eugène. *Le Travail du dimanche dans notre industrie*. Faits sociaux. Montréal, l'Ecole sociale populaire. 32 pp. 15 cents.

Arguments against Sunday work in the wood-pulp industry in Canada.

LEFORT, Joseph. *Traité théorique et pratique de la législation sur les maladies professionnelles*. Paris, libr. de la Soc. des Juris-classeurs, 1921. 91 pp.

The text of the French Act of 25 October 1919, which extends the application of the Act of 9 April 1898 concerning industrial accidents to diseases of occupational origin, and of the various Decrees dealing with the subject, is reproduced in this publication. The author discusses the problems connected with industrial accidents and occupational diseases, and compares the legislation on occupational diseases in France and other countries; particular attention is given to the practical results achieved by the French system. A detailed index and a table showing the decisions of the courts which have created the jurisprudence of the question add to the usefulness of the work.

LORULOT, André. *Crime et société, essai de criminologie sociale*. Paris, Stock. 1923. xxv, 379 pp.

The author gives an account of modern ideas on criminality. He accepts the division of criminals into two classes; the first class consists of diseased persons; in the case of the others he considers that "if crime is on the increase in spite of repressive measures, this must be attributed to frequent economic crises, to unemployment, to the development of industrialism, to false ideas of civilisation, to powerful and dangerous suggestions, to alcoholism, and other social causes". The author points out that as civilisation has progressed crime has become less brutal in its form, and concludes that it is gradually tending to disappear. He considers that the process could be hastened by the education of the masses.

LUKAS, Dr. Joseph. *Uvod do Ceskoslovenského Socialního Pojistění*. Prague, 1922. 80 pp. 10 kronen.

The author, who is at the head of the Social Insurance Department in the Ministry of Social Affairs at Prague, gives a historical survey of the growth of social insurance and outlines its principles. Special attention is given to points connected with the Bill for the institution of old age and invalidity insurance and the reorganisation of other forms of insurance which is at present under consideration in Czechoslovakia.

MACARA, Sir Charles W. *Getting the World to Work*. Manchester, Sherratt and Hughes. 1922. 417 pp.

A collection of articles, letters, and records of interviews in which are set forth the author's views on the chief "national and international questions raised during the most interesting period of reconstruction". An enthusiastic supporter of the International Institute of Agriculture in the work for world peace and enlightenment, for eleven years President of the International Cotton Federation, and an indefatigable worker in the cause of industrial peace, Sir Charles Macara emphasises the interdependence of nations and industries and the necessity of internationalism in industry. He advocates collective bargaining, the charging of unemployment to industry, a higher standard of living for the industrial worker, a shorter working day, and a share in profits and control. He examines some schemes of nationalisation or socialisation tried in different countries and points out the failure of these experiments in state appropriation of industry. In dealing with the various factors making for unrest and dislocation in industry and the machinery for the adjustment of industrial disputes, the author severely criticises political interference, holding that industrial problems should be removed from the realm of politics and their solution entrusted to a tribunal of capital and labour, a body similar to the Industrial Council instituted by the British Government in 1911. In his opinion the part played by the Government should be confined to the development of industries and commerce on general lines indicated by practical business men. Prominence is given to questions affecting the better conduct and the means of promoting the revival of trade on a world-wide scale; other important subjects touched upon are disarmament, England's industrial policy, and her trade with coloured races.

MANZANILLA, J. M. *Discursos Parlamentarios*. Second edition. Lima. xix, 573, v pp.

A reprint of the speeches of Mr. J. M. Manzanilla on labour questions in the Peruvian Parliament in the years 1905 to 1918.

NIKOLAEFF, Nikola. *Mezdunarodno Bjuro na truda*. Geneva, Bureau de Presse bulgare informateur. 1923. 15 pp.

The purpose of this publication is to make the work of the International Labour Office more widely known. The author gives an account of the origin, organisation, and work of the Office and of its relations with Bulgaria.

NITTI, Francesco. *La decadenza dell' Europa. Le vie della ricostruzione*. Florence, Bemporad. 1922. 307 pp.

This book is in some sense the completion of the volume on the general political situation already published under the title *Peaceless Europe* (in the United States *The Wreck of Europe*) by Mr. Nitti, ex-Prime-Minister of Italy. The author summarises and criticises the Treaty of Versailles, particularly from the economic and financial point of view, describes the immense difficulties with which the various countries are faced in attempting the economic reconstruction of Europe, and states the methods which he considers most likely to lead to success. The work is completed by an appendix giving statistics of armaments in European countries and by an index.

OPHTHALMOLOGICAL SOCIETY OF THE UNITED KINGDOM. *Transactions of the Ophthalmological Society of the United Kingdom. Session 1922.* London, Churchill. 1922. 406 pp.

The Ophthalmological Society of the United Kingdom has published a report on the communications made to it during the year 1921-1922. Attention may be drawn in particular to the discussion on occupational diseases of the eye which followed on the report of Professor T. Legge, in the course of which Professor E. Collis submitted an article dealing with eyesight in relation to vocational guidance. Reports on various diseases and congenital abnormalities of the eye were also submitted.

PARTITO SOCIALISTA ITALIANO (DIREZIONE DEL). *Resoconto del 18 Congresso nazionale del Partito Socialista italiano.* Milan, Avanti. 1922. 403 pp.

This report contains the verbatim record of the eighteenth National Congress of the Italian Socialist Party, held at Milan in October 1921, at which the programme of the party in home and international affairs was discussed. The full text of the resolutions adopted is given.

PERGOLESÌ, Ferruccio. *Sindacalismo operaio. Aprunti storico-giuridici.* Preface by Edoardo TOMMASSONE. Città di Castello, il Solco. 1922. 294 pp.

A general account of trade unionism from the historical, legal, and social point of view. The first part of the volume deals with workers' organisations in ancient, medieval, and modern times. The second part deals with the labour contract in its relation to trade unionism, and gives information on collective agreements in Italy, Germany, Switzerland, Holland, Norway, and Austria. The third part is devoted to workers' organisations and international labour legislation. The work of the International Labour Organisation and of the Permanent Court of International Justice is described. Reference is also made to the Labour Treaties concluded by Italy with France in September 1919 and with Luxemburg in November 1920.

PIEROTTI, Matteo. *L'Istituto coloniale italiano, sue origini, suo sviluppo.* Rome, Ind. grafiche. 40 pp.

The author gives a general account of the work of the Italian Colonial Institute, which was set up to study the conditions of Italian emigration to the Italian colonies and to foreign countries and to keep in touch with Italians who have emigrated. The Institute has set up an information bureau and employment exchange at Rome, by arrangement with the Italian Government, in order to supply the needs of intending emigrants, especially of intellectual workers.

POBLETE TRONCOSO, Moises. *Museos Sociales.* Santiago, Valiente y Cia. 1922. 26 pp.

A reprint of a lecture given by Mr. Poblete Troncoso, Director of the Chili Labour Office, at the Economical Housing Exhibition held at Santiago in September 1922. The author gives an account of the work of the 'social museums' in Paris, Barcelona, Buenos Ayres, and Rio de Janeiro, and proposes that a similar institution should at once be set up in Chili.

QUIJANO, J. Rivero. *La Clase patronal.* Mexico City, 1922. 47 pp.

The author argues that social classes have arisen as a consequence of the natural tendency of mankind towards association. He reviews the development of classes in the history of China, Persia, India, Greece, and Rome, and comes to the conclusion that classes will never cease to exist. Perhaps a new class is now coming into existence, the employers' class, which is destined to become

a technical aristocracy. Mr. Quijano traces the origins of this tendency from the Middle Ages to the present time, and characterises the typical modern employer in his relations with his workers.

RADFORD, G. S. *The Control of Quality in Manufacturing*. New York, Ronald Press. 1922. xvii, 404 pp.

The principal aim of this book is to show that the control of quality in manufacturing is the "correct starting point for economy, (as well as to obtain higher standards for their own value), since, if quality is under positive and continuous control, increase of output follows as a by-product advantage". The best methods in the control of quality are described and numerous illustrations and diagrams are included. This work, of a highly technical character, presents the results of a study on a subject to which relatively little attention has been given and no literature devoted.

RELGIS, Eugen. *Umanitarismul si Internationala Intelectualilor*. Preface by Georg F. NICOLAI. Bucharest, Viata Românească. 1922. 264 pp.

In this book on *Humanitarianism and the Intellectual Workers' International*, Mr. Relgis, who is the chief exponent in Roumania of the humanitarian ideas expressed by Professor Georg F. Nicolai in his book on *The Biology of War*, pleads for international collaboration among intellectual workers. Mr. Relgis wishes to see the modern world replaced by a society in which money would no longer be the measure of all value and the law of supply and demand would cease to prevail. He compares "the activities of intellectual workers, who have an almost idolatrous respect for the old order even though they work under the auspices of the Allied Governments", with free and independent action, to the disadvantage of the former.

The work is divided into three parts. The first deals with the pioneers of humanitarianism who appeared during the epoch of war and barbarism; the second is devoted to international movements of intellectual workers; and the third defines the doctrine of humanitarianism. The author concludes by emphasising the necessity of international collaboration among intellectual workers on a humanitarian basis.

RICHARDSON, C. A. *Methods and Experiments in Mental Tests*. London, Harrap. 1922. 94 pp.

Certain experiments in mental testing of school children are here described, and the method of utilising the results of such tests is gone into in some detail. General questions of principle are merely touched on broadly in the introductory chapter, but the sections on statistics based on mental tests may be of considerable use to those actually using tests.

RIGOLA, Rinaldo. *Manualetto di tecnica sindacale*. In the series *I problemi del lavoro*. Florence, Bemporad. 72 pp.

In this pamphlet the author discusses the principal technical problems of trade unionism. He describes the attempts hitherto made to abolish the wage basis of work, and points out those aspects of the movement which he regards as Utopian. He then discusses co-operation, profit-sharing, and co-partnership. In the section dealing with workers' control he recalls the agitation which this question aroused in Italy some time ago, the intervention of the Government, and the Alessio Bill. He considers that workers' control cannot be effective unless it is carried out by picked men of a high standard of intelligence and education. The first thing which is necessary to improve the position of the working classes is thus to provide the proletariat with more adequate facilities for education.

RUINI, Meuccio. *Il fatto cooperative in Italia*. Bologna, Nicola Zanichelli. 1922. 174 pp. 8.50 lire.

The purpose of this book is to study the origin and development of the co-operative movement in Italy, to trace the evolution of co-operative doctrine under the influence of such men as Mazzini, Luzzatti, Wollemborg, Valenti, Montemartini, Loria, etc., to show the important part which the co-operative principle has always played in Italian thought, and also to indicate the weak points of co-operation in Italy. A new impulse was given to the movement in Italy by the war, and there was a great increase in the number of co-operatives of all kinds, including producers', consumers', credit, agricultural, and industrial co-operatives. The movement has, however, one serious defect. It relies upon government support instead of developing independently on its own resources. The co-operative movement cannot be successful without a spirit of self-sacrifice on the part of its members. The movement has an intellectual and moral aspect, as well as a business aspect.

SCHILD, Heinrich. *Das Lohn- und Arbeitsverhältnis im Deutschen Malergewerbe des zwanzigsten Jahrhunderts unter dem Einfluss der Arbeitnehmer und Arbeitgeberverbände*. xiii, 314 pp. Wirtschaftswissenschaftlichen Institut für Handwerkerpolitik. Hanover, Alfred George, 1922.

The German Institute of Applied Handicrafts proposes to publish a series of works dealing with labour questions, of which this is the first volume. Written in a simple and lucid style, it traces the historical development of labour questions in the painting trade in Germany during the twentieth century, showing the extent to which social and political problems in the trade are conditioned by past events. The author has given prominence to the purely scientific aspects of the subject, but has endeavoured at the same time to furnish those engaged in the adjustment of labour disputes in Germany with essential technical data. An arbitrator must have a general knowledge of the background of the economic dispute within a trade in order to understand the questions actually under consideration.

The first part of the book is a survey of sources of information; the second traces the origin, historical development, and social and political importance of the workers' organisations; the third deals with fluctuations in wages and collective agreements; the fourth describes working conditions and wages. The appendices contain various regulations and examples of collective agreements relating to the trade.

SCHWEIZERISCHER VERBAND DER ARBEITSLOSENFÜHRERSGEMEINSCHAFTEN. *I. Jahresbericht 1921-1922*. Zurich, 1923. 56 pp.

A detailed report on the activity of the Swiss Federation of Unemployment Relief Offices since its foundation in June 1921. The various suggestions made by the Federation to the Federal Labour Office for the modification of the system of unemployment relief are reproduced, and particular attention is given to the question of the employers' contributions to unemployment funds. The decisions of the Federal Board of Appeal for Unemployment Relief Questions in a number of typical cases are given in an appendix.

SCHWEIZERISCHER VERBAND ZUR FÖRDERUNG DES GEMEINNÜTZIGEN WOHNUNGSBAUES. *Wohnungsnot. Fragen des Wohnungsbaues*. Zurich, Rascher. 1921. 81 pp.

This publication on the housing problem in Switzerland contains three articles by well known Swiss authorities. Mr. Carl Bruschweiler discusses the causes and extent of the Swiss housing shortage; he estimates that there was a shortage of about 23,000 dwellings in 1922. Dr. K. Naegeli deals with the economic problem of building; he emphasises the importance of equalising rents in existing houses and those which are to be built in future. Mr. Hans Bernoulli discusses technical problems in building cheap houses.

*Sechsendreissigster Verbandstag der laendlicher Spar- und Vorschussvereine und Wirtschaftsgenossenschaften.* Hermannstadt, 1922. 26 pp. illus.

Report submitted on 20 November 1922 to the thirty-sixth congress of the Association of Rural Savings and Credit Societies and Economic Guilds of Hermannstadt.

*Sociálne-Politická Rocenka Odborového Sdružení Československého, 1922-1923.* Prague, 1923. 622 pp. 30 kronen.

The social and political year book of the Confederation of Czechoslovak Trade Unions, edited by Mr. R. Tayerle, gives the texts of all social legislation passed in Czechoslovakia from 1918 to 1922.

SOUSEK JAKUB. *Státní Pece o Bezpečnost Námezdní Práce.* Prague, 1923. 272 pp. 36 kronen.

In the first part of the book the author, who is at the head of the Labour Department of the Ministry of Social Welfare in Prague, gives an account of existing Czechoslovak legislation dealing with agricultural and industrial workers. The second part contains the text of sixty Czechoslovak Acts and Decrees concerning the safety of workers.

SOZIAL-DEMOKRATISCHE ARBEITERPARTEI DEUTSCHÖSTERREICHS. *Protokoll des Parteitages 1922. Die Verhandlungen der sozialdemokratischen Arbeiterpartei Deutschösterreichs abgehalten am 14. und 15. Oktober in Wien.* Vienna, Wiener Volksbuchhandlung. 1922. 208 pp.

Minutes of the annual Congress of the Austrian Social Democratic party, held at Vienna on 14 and 15 October 1922. Reports for the past year.

STUART, Verriijn. *Die heutige Arbeitslosigkeit im Lichte der Weltwirtschaftslage. Kieler Vorträge Nr. 5.* Jena, Fischer. 1922. 23 pp.

This study of unemployment in relation to the world economic situation will be dealt with in a subsequent number of the *Review* under the heading *Employment and Unemployment*.

*Third Winter of Unemployment (The). The Report of an Enquiry undertaken in the Autumn of 1922.* London, King. viii, 350 pp.

This volume will be dealt with in a subsequent number of the *Review* under the heading *Employment and Unemployment*.

TRADES AND LABOUR CONGRESS OF CANADA. *Report of the Proceedings of the Thirty-Eighth Annual Convention, held at the City of Montreal 21 to 26 August 1922.* 1922. 177, ix pp.

The reports of the central and provincial executive committees of the Trades and Labour Congress of Canada. A summary of the labour legislation adopted by the Parliaments of the Provinces and the text of the resolutions adopted by the congress.

UNIVERSITÉ DE LYON. *Annales de l'Institut de médecine légale de l'Université de Lyon.* Vol. IV. 1923.

The transactions of the Institute of Legal Medicine of the University of Lyons are published every year under the above title. The editor is Professor Etienne Martin. Volume IV is particularly interesting from the point of view of industrial hygiene. It contains an article by Professor Martin on the factory doctor, his work, his responsibilities, the special theoretical and technical knowledge of industrial diseases and poisons which he requires, his rights and his duties. There are also two articles by Dr. Chambovet, the first of which deals with the minor symptoms of benzine poisoning, while the second gives an

account of benzine poisoning from the toxicological, clinical, and medico-legal points of view.

VIGO-FAZIO, Lorenzo. *Del concetto e dell' obbligo di lavoro*. Catania, Giannotta. 32 pp.

The author studies the development of the philosophical conception of labour at different times and in the works of various sociologists. He considers that an international code of labour should be drawn up, as he regards this as the only means of establishing harmony among the workers of the world and protecting them against the ill effects of economic rivalry among the nations.

VRABEK, Dr. V. *Mezinárodní Ochrana Delniku Zamestnanych v Zemelstvi*. Prague, 1922. 56 pp. 4 kronen.

Dr. Vrabek, who was Czechoslovak Government Delegate to the Third International Labour Conference, gives a brief account of the historical development of international labour legislation, indicates the tasks which lie before the International Labour Organisation, and describes the organisation of the International Labour Office and the Conferences. He gives considerable attention to the competence of the International Labour Organisation on agricultural questions. In this connection he gives a Czech translation of the Draft Conventions and Recommendations relating to agriculture which were adopted by the Third Conference, and compares them with existing Czechoslovak legislation.

WILBRAND, Robert. *Konsumgenossenschaften. Gemeinschaftskultur* Nr. 3. Stuttgart, Moritz. 1922. 75 pp.

A brief study of the consumers' co-operative movement.

WOJCIECHOWSKI, Stanislaw. *Kooperacja w rozwoju historycznym Związek Polskich Stowarzyszeń Spożywców*. Warsaw, Wende. 1923. viii, 383 pp.

The author of this book is Mr. Stanislaw Wojciechowski, who is now President of the Polish Republic and was one of the founders of the Polish co-operative movement. The book is published by the Propaganda Department of the Polish Union of Consumers' Co-operative Societies. It gives a complete account of the development of the co-operative movement in western countries, and the methods which have been adopted. The first chapter explains the general theory of co-operation and emphasises the fact that it is both moral and economic in character. The author discusses the problems connected with the structure of the co-operative society, its financial resources, and the division of profits, and classifies the various kinds of co-operative. Other chapters deal with various forms of co-operation: consumers' co-operatives, co-operatives of wage-earners, craft co-operatives, and agricultural co-operatives. In the case of each form of co-operation the author takes as a model the country where that form is most highly developed.

YOUNG, Kimball. *Mental Differences in Certain Immigrant Groups*. University of Oregon Publications, Vol. I, No. 11. Eugene, University of Oregon Press. 1922. 103 pp.

This thesis embodies the results of psychological tests of children in typical Californian schools undertaken with a view to determining what, if any, difference in mental level existed as between children of North European and Latin extraction. The tests given and the treatment of the results are described in elaborate detail. The three closing chapters give the author's conclusions, based on the results of his tests, as to necessary changes in educational policy and organisation, and the bearing of his findings on racial and immigrant problems and theories of race difference and cultural progress. A bibliography of all works quoted is given.





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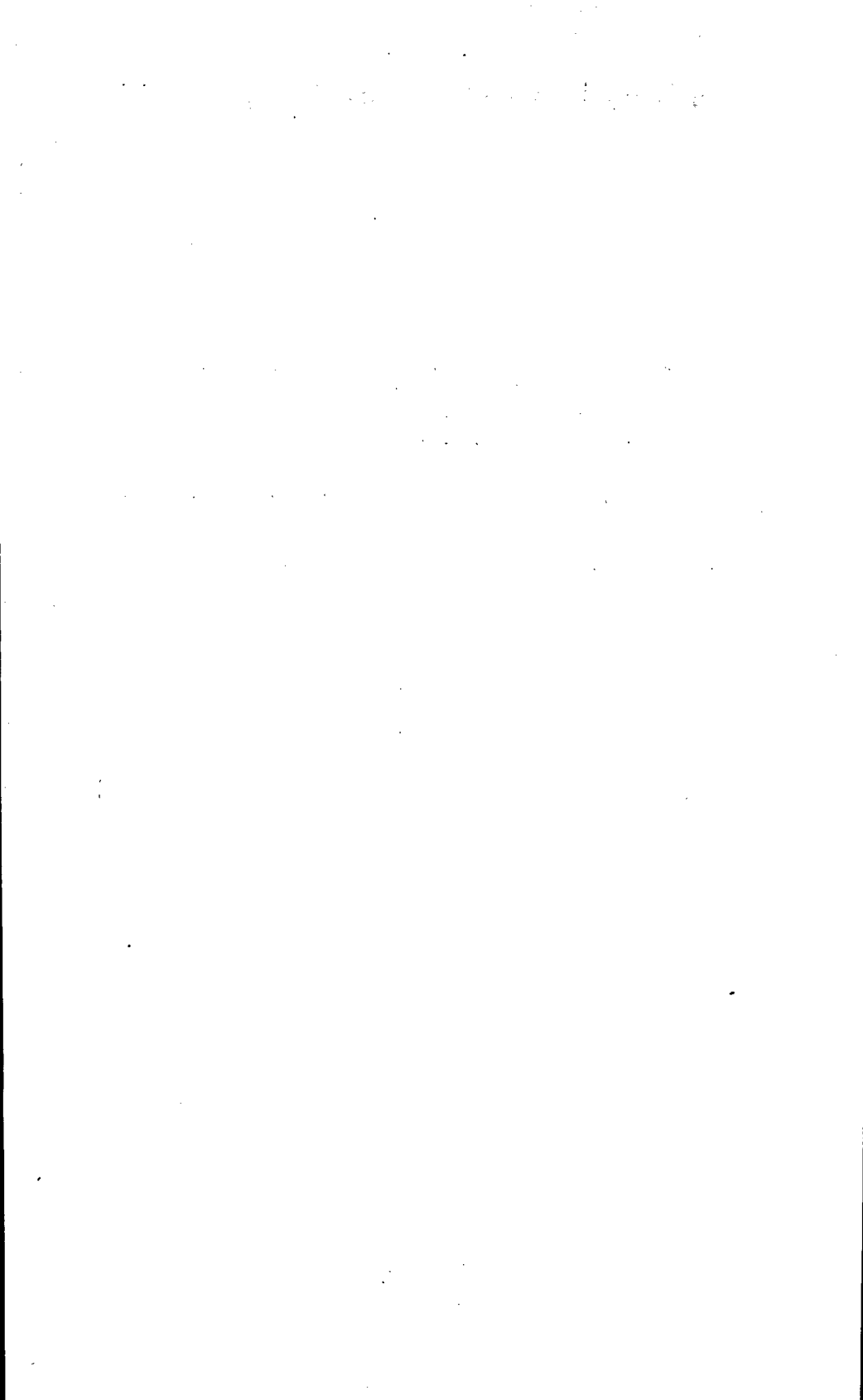


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