



INDUSTRIAL RELATIONS

Trade Union Organisations

A survey of the trade union movement during August and September shows that the industrial depression is still a dominant factor. Unemployment and short time have drained the resources of the unions and depleted their membership. The figures given at many congresses show a marked fall during the last year or two. This was very noticeable at the British Trades Union Congress, the membership of which has fallen by a million and a quarter since last year. At the Textile Workers' Congress in France, Mr. Jouhaux, Secretary of the General Confederation of Labour, made a notable speech in which he called attention to the depletion of the ranks of the Confederation. He stated that this was not primarily due to a transfer of allegiance from the Confederation either to the Christian or to the "united" (*unitaires*) trade unions, but represented in the main an absolute loss to the trade union movement. He also dealt incidentally with the problem presented by the large number of foreign workers employed in France ⁽¹⁾.

The effect of the depression is also seen in the defensive, rather than aggressive, attitude generally adopted. Most of the resolutions adopted at the British Trades Union Congress, which is reported at length on a later page, were devoted to deploring the Government's inaction, and few, if any, proposed constructive action. For example, last year a General Council of thirty-two members was appointed in order to secure greater unity in trade union action ⁽²⁾. The Council this year submitted to the Congress a request for power to intervene in industrial disputes when preliminary negotiations had failed. The proposals put forward were, however, received with caution and a refusal to take definite action.

The international aspect of the depression, and of economic affairs generally, attracted a considerable amount of attention. The International Federation of Land Workers considered at some length the international regulation of conditions of labour in agriculture, as proposed at the International Labour Conference of 1921. It also unanimously carried a resolution from which the following is extracted :

The International Federation of Land Workers, recognising that agriculture can no longer be dealt with solely from national points of view, welcomes the tendency towards world organisation of food production ⁽³⁾.

The Belgian Association of Catholic Workers stated that, in view of the international character of economic organisation, some system of international regulation was required. The British Trades Union Congress considered the present reparations policy of the governments,

⁽¹⁾ See below in *Notes on Migration : Welfare and Protection Work*.

⁽²⁾ *International Labour Review*, Vol. IV, No. 2, Nov. 1921, pp. 67-68.

⁽³⁾ It was, however, insisted that this tendency must not be encouraged "at the expense of proper conditions for all those usefully engaged in industry".

and attributed to it most of the economic difficulties of Europe, while declaring its support of the policy of the International Federation of Trade Unions for the restoration of the devastated areas. The Swedish Confederation of Trade Unions requested its Government to ask the International Labour Office for an enquiry into the standard of living of workers in Germany and other countries with a depreciated currency.

Current developments in industrial unionism may also be attributed in part to the effects of the depression. Organisation by industry is one method by which demarcation disputes and other difficulties of internal management can largely be prevented. The workers hope that organisation by industry will increase their power of resistance to excessive wage reductions or extension of hours. The resolution of the Leipzig Congress of the General Federation of German Trade Unions, recommending the reorganisation of its constituent federations in industrial unions⁽⁴⁾, came up for consideration at most of the congresses of "free" trade unions in Germany. The congresses of lithographers, tobacco workers, and leather workers all approved the principle of industrial unionism, but the last named objected to the application of any compulsion on existing unions to take part in the scheme. It was announced that the international federations of leather workers, saddlers, and shoemakers had amalgamated.

The Swedish Confederation of Trade Unions, which had already adopted the principle of industrial unionism, this year passed a resolution under which reorganisation on these lines must be effected before the end of 1925. The secretariat was in favour of less immediate action, but was over-ruled by the congress. The Swedish Wood Workers' Union decided that reorganisation on industrial lines was inadvisable, but decided to take a general vote of its members on the question of dividing the union into two according as its members were employed in factories and workshops or in building.

The French Federation of Textile Workers, which is at present, like most French trade unions, organised in many local branches and federations, decided at its congress to recommend the creation of a single union for each Department or region, but no steps were taken to give effect to a proposal for the creation of a single national union.

The Federated Textile Unions of America, claiming to represent 150,000 workers, declare their object to be "the complete amalgamation of all textile unions of America, to the end that there be one 'international' union in the textile industry". However, standing quite apart from this group are the United Textile Workers of America, who are affiliated to the American Federation of Labour and claim a membership of nearly 100,000.

The demand for workers' control in industry is less generally advanced now than in more prosperous times, although the French Miners' Federation passed a resolution in favour of it. Another form of the same movement may be seen in the increasing interest in guild socialism and similar schemes. The British Trades Union Congress adopted a resolution in support of the guild movement, stating that it is "of first-class importance in the sphere of encouraging and developing the workers' capacity for administrative and technical organisation" and for giving them "the necessary equipment to completely

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

control and manage industry". The General Council was instructed to co-operate "actively . . . and in every possible way" with the National Guild Council.

Both the Swedish trade union congresses showed a marked interest in guild socialism. The Confederation of Trade Unions recommended its local branches to make experiments along these lines, while the Wood Workers' Union declared in favour of the gradual socialisation of industry, and instructed its committee to follow the development of guild socialism and similar systems abroad. It was stated that conditions of labour in socialised undertakings should be similar to those under other employers, and that any profit made should not be distributed among the workers.

Co-operation between employers and workers has often been a vexed question; in Germany the desirability of continued participation in the joint industrial associations (*Arbeitsgemeinschaften*) was questioned at many of the congresses of "free" trade unions. In every case proposals for withdrawal were rejected, while the Christian Union of Metal Workers definitely advocated the development and extension of these associations.

The French Miners' Federation expressed its approval of the Bill for the establishment of joint committees of employers and workers in mines, while the Belgian Association of Catholic Workers put forward a proposal for the creation of permanent joint committees of employers and workers in each industry. These committees would draft collective agreements, which would have the force of law, and supervise their execution. In time their functions would be extended to include the regulation of production and prices and the criticism and approval of proposed social and economic legislation.

The defence of the 8-hour day was the subject of many resolutions, especially in France, where practically every congress noted in this article made a declaration on the matter. Some attention was also given to this question, however, at the British Trades Union Congress, the Canadian Trades and Labour Congress, and the meetings of Belgian postal, telegraph, and telephone workers, of the German unions of lithographers and state and municipal employees, and of the Swedish Confederation of Trade Unions.

Conditions peculiar to their own country are always liable to overshadow other considerations in congresses of national trade unions, and this has especially been so of late in France. Several unions took the opportunity to define their trade union policy and their attitude to the General Confederation of Labour after the withdrawal of the General Confederation of United Labour. The Government Social Insurance Bill, which was almost invariably discussed, found general support among the workers' organisations, although they demanded the extension of the scope of the Bill to cover unemployment as well as other social risks. The fact that workers' contributions are required was generally accepted. The Hat Makers' Union pointed out in this connection that if the cost of insurance were defrayed entirely by the employers and the state, they would be placed in the position of a benevolent providence protecting the workers against sickness, old age, etc., and the present organisation of industry and society would be perpetuated. A third question usually considered was the tax on

wages. The principle of the tax was accepted, but all the resolutions on the subject demanded that the minimum limit of taxable income be raised from 6,000 to 10,000 francs per year.

Illustrations of progress in the organisation of labour are to be found in Japan. A central union of miners in the chief coal-mining district, enrolling about one-half of the 280,000 miners there employed, is to replace the present scattered local unions. Definite attempts are being made to organise women workers; unions of waitresses and women textile workers have already been formed, and it is hoped to create a trade union to include all women workers.

The trade union movement as a whole is evidently beginning to concern itself with its young members aged from 14 to 20. The committees of the International Federation of Young Workers and of the International Association of Young Socialists held a joint meeting with representatives of the International Federation of Trade Unions, adopted a uniform programme, and appointed an executive committee to supervise its execution. The programme includes prohibition of the employment of children below the age of compulsory school attendance; an 8-hour working day, in which compulsory attendance at continuation classes should be included; examination of the child's abilities before admission to industry; prohibition of piece work, night work, underground and unhealthy work; weekly rest of 36 hours; holidays with pay up to 18 years of age; appointment of special inspectors of child labour; and revision of the apprenticeship system and compulsory continuation education laws.

The Christian trade unions have, in many cases, a large proportion of young members; almost 20 per cent. of the members of the German Christian Union of Metal Workers are under 18. The Belgian Association of Catholic Workers has decided to take more energetic action for the organisation of young workers. For almost the first time a trade union congress gave detailed consideration to problems of vocational guidance, when the French Federation of Salaried Employees adopted a report on the subject ⁽⁵⁾.

Details of the dates, meeting-places, and other particulars of the congresses mentioned are given in the following notes, which, with the exception of the British congresses, are arranged in alphabetical order of countries. A number of other congresses of merely general or routine character are also mentioned.

INTERNATIONAL ORGANISATIONS

The second congress of the *International Federation of Land Workers* was held at Vienna from 15 to 17 August and attended by representatives of eleven countries. Its total membership of 1,721,500 is made up as follows:

Austria	50,000	Hungary	2,400
Belgium	200	Italy	500,000
Czechoslovakia	45,900	Latvia	16,000
Denmark	15,000	Netherlands	12,000
Great Britain	240,000	Poland	140,000
France	30,000	Sweden	20,000
Germany	650,000		

⁽⁵⁾ See below in *Notes on Vocational Guidance and Education*.

At a conference of representatives of horticultural workers' organisations held previous to the congress, it was decided not to create a separate federation, but to affiliate to the Federation of Land Workers.

A resolution was carried unanimously demanding the full application of the Washington Convention for the protection of industrial workers to agricultural workers, regretting that the Geneva Conference (1921) did not consider the regulation of hours of labour in agriculture, and asking that this question be placed on the agenda of the 1923 Conference. It called for energetic action on the part of organised land workers for the application of the Conventions and Recommendations adopted at Geneva, although these did not come up to the minimum requirements for effective protection of labour. It was also suggested that the governments should be approached to secure consideration of the interests of agricultural workers in the appointment of representatives to the International Institute of Agriculture at Rome. When the question of hours of work was raised, the Scottish delegate pointed out that the Federation should reach a unanimous decision on the question before it again appeared on the agenda of the International Labour Conference, as lack of unanimity had greatly hampered the Federation at the Geneva Conference. A further resolution called for representation of the Federation at all international conferences dealing with agriculture, and instructed its affiliated unions to keep the general working-class organisations in their countries in touch with the needs and aspirations of land workers.

The *International Federation of Postal, Telegraph, and Telephone Workers* held its third congress at Berlin from 18 to 22 August. The Russian organisation of postal workers was by a majority refused admission. The congress then discussed the position of women in the postal services, and unanimously adopted the principles that equal pay should be given for equal work with equal qualifications, that women should not be compelled to resign on marriage, and that if they voluntarily resigned they should receive compensation for loss of pension. A resolution was passed calling on all affiliated organisations to oppose any attempt to transfer postal, telegraph, or telephone services to private control.

The *International Federation of Trade Unions* (Amsterdam) has issued a statement contradicting rumours to the effect that the Federation intends to amalgamate with the political Internationals. The committee of the Federation, it is stated, has not even considered the question of attending an international congress of Socialist organisations. "The International Federation of Trade Unions has no relations with the international Socialist federations of London and Vienna, with the exception of temporary collaboration for the protection of the German Republic against monarchist and nationalist reactionary movements. We consider that such protection is necessary in the present circumstances".

On 21 August the committees of the *International Federation of Young Workers* and of the *International Association of Young Socialists* held a joint meeting, at which delegates from fifteen organisations and representatives of the International Federation of Trade Unions were present, at Salzburg.

The *International Federation of Christian Tobacco Workers* held its second congress, at which five countries were represented, at Salzburg on 23 and 24 August.

The *British and Swedish Seamen's Unions* have concluded a preliminary agreement, under which the British union is to represent the Swedish union in British ports; where necessary, special representatives for the Swedish union will be appointed in large ports.

NATIONAL ORGANISATIONS

Great Britain

The *British Trades Union Congress* held its 54th annual meeting at Southport from 4 to 9 September; the 717 delegates present represented 5,127,308 trade unionists. The agenda of the Congress was very long, and in consequence discussion was considerably limited.

The attitude of the Congress to the proposals of the General Council for power to intervene in industrial disputes has already been mentioned earlier in this article. The Council wished to be empowered, when negotiations between employers and trade unions in the industry directly affected and subsequent mediation by the Council had failed, "to organise, on behalf of the union or unions concerned, all such moral and material support as the circumstances of the dispute appear to justify", and to raise funds to cover expenditure which might be involved by a special levy on all affiliated unions. The Congress, by a large majority, refused to make any decision in the matter. The Congress approved the action of the General Council in acquiring the *Daily Herald*, and agreed to an increase in subscription in order to finance the paper.

A resolution was adopted protesting against attempts on the part of employers to prevent trade union organisation among professional, technical, supervisory, and clerical workers by the institution of pension and similar schemes, participation in which was conditional upon abstention from membership of a trade union. The difficult question of conditions of labour among employees of co-operative societies was raised, and two resolutions were adopted calling for greater expedition in the settlement of disputes and for the convening of a conference of trade unions having members employed in the co-operative movement, to formulate a satisfactory scheme for dealing with the difficulty.

Two long resolutions were before the Congress on the subject of international labour legislation and the League of Nations. These were adopted with very little opposition after a brief discussion. The first resolution called upon the Government to submit to Parliament without further delay the Draft Conventions and Recommendations adopted at the Geneva (1921) session of the International Labour Conference and strongly opposed the proposal to hold the sessions of the International Labour Conference only once every two years.

The Congress further records its conviction that the decisions of the International Labour Conference and the four years' work of the International Labour Office have demonstrated the ever-widening scope for the enactment by the world's parliaments of laws establishing minimum conditions of social welfare by international agreement.

The second resolution similarly expressed the support of the Congress for the League of Nations and its International Labour Organisation.

It was natural that the question of unemployment should appear on the agenda of the Congress, and resolutions were adopted deploring the Government's inactivity and demanding local or national regulation of work to counteract local or seasonal fluctuations of trade. A further resolution criticised the Unemployment Insurance Acts and their administration and demanded their reform.

A number of resolutions on hours of labour were submitted. One of these demanded that the Government be pressed by all possible means to put into operation the Washington Draft Convention on hours, while the second declared :

that it is in the national interest : (a) that the working hours of labour of persons employed on manual labour should not exceed 44 per week, and (b) that systematic overtime should be declared illegal. In case of breakdown or emergency any necessary overtime must be arranged or provided for by the trade unions concerned. Further, that in view of our failure to make satisfactory progress by legislative effort, this Congress pledges itself to support affiliated unions in legitimate industrial efforts to put this resolution into practice.

The group of resolutions on wages, which gave rise to very little discussion, declared the objection of the Congress to discrimination in remuneration between men and women workers, protested against the administration of the Fair Wages Resolution by the Government, and called for the re-establishment of the Agricultural Wages Board.

The Congress recorded its satisfaction with the work done by trade boards in certain trades and criticised the attitude of the Government towards them. "While acknowledging the service rendered by the Cave Committee in dispelling the unfounded and exaggerated allegations against trade boards", the Congress expressed strong disapproval of the recommendations of the Committee in delaying and limiting the work of the boards.

The resolutions which may be classed as dealing with general problems were those on housing and education. The former expressed disapproval of the Government's delay in promoting housing schemes, and demanded that it should encourage local authorities to prepare and carry out immediately schemes for the proper housing of the people. The resolution on education protested against the restriction of educational facilities on the grounds of economy, and called for extension rather than restriction of these facilities. The Congress made grants totalling £750 to labour colleges and the Workers' Educational Association^(*).

Among a number of miscellaneous resolutions, the Congress recommended :

that, in view of the low standard of living and economic conditions prevailing in the Eastern countries, and the consequent effect on the conditions of life of the workers of the Western countries, a commission should be appointed to investigate and report on actual conditions in the principal industrial centres of the East.

The conference of the *National Federation of Building Trades Operatives*, held at Bangor from 16 to 18 August, decided to affiliate with the International Federation of Building Workers and to centralise the organisation of its affiliated societies under the direct control of headquarters.

(*) For the further action of the Congress in connection with workers' education see article in this issue on *Workers' Education : The Workers' Educational Association in 1921-1922*.

The *National Federation of General Workers*, at its congress at Leamington on 17 and 18 August, devoted most of its attention to the industrial depression and unemployment, declaring that the plan of seeking trade improvement by means of excessive wage reductions had failed, and condemning "a policy which involves the continued payment of insufficient unemployment benefit in place of effective measures for providing remunerative and useful work for the unemployed".

Australia

The *New South Wales Labour Conference*, held at Sydney on 12 June, passed resolutions in favour of co-operation in agriculture and state encouragement of co-operation, and of the reform of the educational system and representation of the workers on the governing body of the State university. It also demanded that private speculation should be abolished in the mining industry, that the workers should take part in prospecting, and that workers in charge of blasting and explosives should be required to pass qualifying examinations.

Belgium

The Association of Catholic Workers of Belgium (*Ligue des travailleurs catholiques de Belgique*) held its annual congress at Brussels on 23 and 24 July. The revision of legislation concerning workers' organisations was recommended; it was stated that the unions wished to acquire legal personality, but did not desire legal definition, which might impose restrictions on their activities.

The congress of the National Union of Railway, Postal, Telegraph, and Telephone Workers and Seamen (*Syndicat national des travailleurs des chemins de fer, postes, télégraphes, téléphones et marine*) met at Ghent from 26 to 28 August. The membership now exceeds 78,000. The congress adopted resolutions in favour of more satisfactory conditions of service for the staff and development of savings banks, mutual benefit organisations, and social insurance.

Canada

At the thirty-eighth annual convention of the *Trades and Labour Congress* of Canada, held at Montreal from 21 to 26 August, 400 delegates were present. A proposal for a government loan to Soviet Russia was rejected, as was a resolution in favour of the establishments of soviets in Canada, by a very large majority. A report on immigration was adopted (?). Other resolutions opposed compulsory incorporation of trade unions, and advocated the extension of workmen's compensation legislation, the introduction of old age pensions, and the establishment of one day's rest in seven for all classes of labour.

The *Canadian Confederation of Catholic Workers* held its congress at Montreal from 12 to 16 August; 150 delegates were present. It was stated that the Catholic unions worked on the principle of never striking until conciliation, arbitration, and all other methods of peaceful settlement had been tried. The Catholic unions were said to lead the labour movement throughout the province of Quebec. It was urged that in disputes between municipalities and their employees arbitration

(?) See below under *Notes on Migration: Welfare and Protection Work*.

should be made compulsory ; that the Government should appoint an official to manage and organise consumers' co-operative stores established by the Catholic unions ; that the Federal housing scheme be extended ; and that the Government make loans to colonists settling on new land. A resolution in favour of the adoption of a uniform trade union label in each industry was also adopted.

Czechoslovakia

The report for 1921 of the General Federation of Czechoslovakian Trade Unions (*Odborové sdružení českoslovencké*), which has a total membership of over 800,000, gives statistics of the membership of some of its more important constituent unions. The largest of these is the Metal Workers' Union, with a membership of 135,000. Then come the textile workers, with 69,687, and brewers and millers, with 15,000.

The Federation of German Trade Unions in Czechoslovakia (*Deutscher Gewerkschaftsbund in der Tschechoslowakei*) gives its total membership in 1921 as 363,436, of which textile workers comprise 90,878, metal workers 39,209, miners 37,582, railwaymen 25,274, building workers 22,725, chemical workers 22,563, agricultural and forestry workers 16,931, pottery workers 16,000, glass workers 14,911, salaried employees in industry 13,400, and the Federation of Salaried Employees 10,094.

Denmark

As a result of differences of opinion arising between the various Danish trade unions during the lock-out at the beginning of this year, a reorganisation committee has been appointed by the General Federation of Trade Unions (*Samvirkende Fagforbund*) to report to a general meeting of the Federation in the autumn. The last congress of the Factory and General Workers' Union (*Arbejdsmands Forbund*), which has a membership of about 90,000, adopted, by 226 votes to 125, a proposal to withdraw from the Federation of Trade Unions as from October 1923. It was stated by both majority and minority that there was no intention thereby to break up the general solidarity of the Labour movement.

Finland

During the war a number of associations of civil servants and intellectual workers were formed in Finland, and on 20 April 1922 a meeting of the unions of government officials, municipal employees, and industrial salaried employees decided to establish a Central Federation of Finnish Civil Servants' Associations (*Suomen Virkeiltija-Kusjulisttojen Yhtymä*), which held its first general meeting for the election of officers at Helsingfors on 20 May. The Union of Elementary School Teachers has decided in favour of affiliation to the Federation, and other unions of civil servants are stated to be considering the question.

France

The Federation of Coopers' Unions (*Fédération nationale des travailleurs du tonneau*), meeting at Bordeaux from 14 to 16 July, protested against the Government policy in regard to foreign trade and protection, and complained of the restriction on the wine trade involved thereby.

The Hat Makers' Union (*Fédération nationale de la chapellerie*) held its congress at Lyons from 15 to 17 July.

The National Federation of Workers in Pharmacy and the Drug Trade (*Fédération nationale des travailleurs dans l'industrie de la pharmacie et de la droguerie*) was formally reconstituted on 13 August at the congress held in Paris at the headquarters of the General Confederation of Labour.

The Federation of Textile Workers (*Fédération du textile*) held its congress at Mulhouse from 13 to 15 August.

The National Federation of Salaried Employees (*Fédération nationale des syndicats d'employés*), which has a membership of 11,600 grouped in 64 local unions, held its congress at Paris on 14 and 15 August. A motion was adopted calling for a supreme court of appeal for the probiviral courts (*conseils de prud'hommes*), so that cases should not be referred to the civil courts of appeal.

The Miners' Federation (*Fédération nationale des travailleurs du sous-sol*) held its congress from 9 to 13 September at Angers.

The National Union of Teachers (*Syndicat national des instituteurs*), which has a membership of 58,000, held its congress at Havre from 6 to 8 August. This organisation is one of the three groups into which the former Federation of teachers (*Fédération des amicales*) has divided. The other two groups, with a total membership of about 15,000, have affiliated to the General Confederation of United Labour (*Confédération générale du travail unitaire*) and the General Confederation of Intellectual Workers (*Confédération des travailleurs intellectuels*) respectively. The congress adopted a resolution protesting against all attempts to limit the political liberty of civil servants, and approving the plan of campaign drawn up in this connection by the Federation of Civil Servants' Unions (*Fédération nationale des syndicats de fonctionnaires*).

Germany

The Lithographers' Union (*Verband der Lithographen*), meeting from 31 July to 8 August at Nuremberg, instructed its committee to make further efforts to secure Federal regulation of wages and conditions and Federal collective agreements.

The Tobacco Workers' Union (*Tabakarbeiterverband*) held its congress at Dresden from 17 to 22 August. The membership of the union has risen from 35,382 in 1918 to 129,155 (of whom 102,372 are women) at the end of 1921.

The Central Union of Leather Workers (*Zentralverband der Lederarbeiter und Arbeiterinnen*), held its congress at Stuttgart from 20 to 26 August. The union claims a membership of more than 46,000, including 95 per cent. of the workers in the leather industry. On the other hand, at the congress of the Christian Leather Workers' Union (*Zentralverband Christlicher Lederarbeiter*), held at Würzburg from 25 to 27 June, it was stated that the membership was then 17,000, as against 3,000 in 1919.

The Union of Workers in State and Municipal Employment (*Verband der Gemeinde- und Staatsarbeiter*) held its congress at Magdeburg from 21 to 25 August. The union has 287,000 members, 87 per cent. of whom are covered by collective agreements. Resolutions were passed in favour of the extension of collective agreements, the amendment of the Works Councils Act, and the institution of educational facilities for members of the union. A special subscription is to be levied for this purpose.

The General Federation of Trade Unions (*Allgemeiner Deutscher*

Gewerkschaftsbund) has recently published particulars of its membership and activities during 1921. The number of affiliated federations has fallen from 52 to 49, while the membership has risen from 7,751,900 to 8,032,000, of which 1,693,100 are women. Three unions have withdrawn from the Federation, the most important of which is the Union of Salaried Employees (*Verband der Angestellten*), which has affiliated to the General Federation of Salaried Employees (*Allgemeine Freie Angestelltenverbände*).

The Christian Union of Metal Workers (*Christlicher Metallarbeiterverband*) held its congress at Fulda from 20 to 24 August. It was stated that the membership of the union, which is the largest Christian trade union in the world, is now over 250,000, an increase of 15,000 over 1920; 49,287 of the members are under 18 years of age. A resolution was adopted calling for legal definition of the relation between trade unions and works councils. Other resolutions demanded the establishment of regional economic councils (*Bezirkswirtschaftsräte*), the extension of the law on industrial accidents to cover occupational diseases in the metal industry, and legal regulation of apprenticeship.

The Christian Printing Workers' Union (*Graphischer Zentralverband*), which has a membership of about 6,000, held its congress at Munchen-Gladbach on 13 and 14 August.

The Christian Union of Textile Workers (*Zentralverband Christlicher Textilarbeiter*) states in its annual report for 1921 that its membership has increased from 108,613 to 129,572, 116,617 of whom are employed under collective agreements.

The Hirsch-Duncker Federation of Trade Unions (*Verband der Deutschen (Hirsch-Duncker) Gewerkvereine*) states that its membership in 1921 was 224,597, including 23,375 women. The largest affiliated unions were those of the metal workers, with 120,691 members, and the factory workers, with 46,886. Only two of the other affiliated unions had a membership of more than 5,000.

India

It is stated that* the Executive Committee of the All-Hindu Trade Union Congress has decided to organise an *All-India Transport Workers' Federation*, to which all railwaymen, tramwaymen, and transport workers in docks are asked to give their adherence.

Italy

A meeting of the National Council of the Italian Building Workers' Federation (*Federazione italiana operai edili*) was held at Genoa from 30 June to 2 July, when the secretary's annual report was considered. This showed that the membership of the Federation has fallen from 196,548 to 119,379, a reduction which was attributed to the industrial depression, the increase in emigration, and the development of the Fascisti movement.

Japan

Attention may be called to the formation of a single central union of miners in the chief coal mining district, to be known as the Kyushu Labour Union of Miners (*Kyushu Kozan Rodo Kumiai*).

In April a League of Waitresses (*Osaka Jokyo Domei*), with a membership of 200, was formed in Osaka.

On 3 June, at a meeting of representatives of unions affiliated to the Confederation of Labour Unions in Western Japan (*Kansei Rodo Kumiai Domei Kai*), it was decided to form a union to include all women workers, while it was hoped that a Union of Women Textile Workers (*Seibu Boseki Ko Kumiai*) in and about the city of Osaka would be formed at the end of June with a membership of about 800.

New Zealand

The *Public Service Association*, which includes the various unions of workers in government and municipal services, held its annual conference at Wellington on 23 June. Resolutions were passed recommending an improvement in the system of superannuation and pension, and the compulsory retirement of officers after 40 years' service or at the age of 65. Another resolution demanded an examination by experts of the system of public account-keeping to determine whether it was adequately safeguarded against fraud. The conference also recorded its approval of the activities of the Workers' Educational Association.

Poland

The annual report of the Central Trade Union Federation of Poland (*Zwiazek Stowarzyszen Zawodowych w Polsce*) for the years 1920-1921 shows the changes in the membership of its affiliated unions which have taken place between 1919 and 1921. The total membership rose from 244,783 to 445,774 (*), although a number of organisations, with a total membership of over 10,000, left the Federation. The largest increase in membership took place in the unions of railwaymen (from 1,500 to 77,141), of glass workers at Piotrkow (from 18,462 to 68,394), of agricultural workers (from 70,929 to 110,532), and in the Federation of Free Trade Unions of Bydgoszcz (from 0 to 13,000). The only important decreases in membership were found among the metal workers of Warsaw (39,231 to 26,890), the miners of Wieliczka (44,996 to 39,046) and the tailors of Warsaw (1,989 to 800).

The fifth congress of the Federation of Trade Unions of Printers (*Zjednoczenie polskich zwiazkow Drukarskich*) was held at Warsaw on 13 and 14 August. After revising the rules for the payment of strike benefit, the congress decided in favour of a uniform collective agreement for all printers in Poland.

The fifth congress of Polish Railwaymen's Unions (*Zwiazek Zawodowy pracownikow Kolejowych w Polsce*) was held from 15 to 18 August at Nowy Sacz. A resolution in favour of affiliation to the International Federation of Transport Workers (Amsterdam) was unanimously carried. The congress adopted fourteen resolutions concerning labour conditions for railwaymen and instructed the Central Committee to draft new conditions of service for railwaymen for submission to the Government, together with a request for the application of the Act concerning pensions for the aged and for widows and orphans.

Sweden

The Swedish Wood Workers' Union (*Svenska Träarbetareförbundet*) met in congress at Stockholm on 27 and 28 July.

The eighth congress of the Swedish Confederation of Trade Unions

(*) The membership on 1 July 1921 was given as 463,138.

(*Landsorganisationen i Sverige*) met at Stockholm from 28 August to 3 September. Since the last congress in 1917 the membership of the Confederation has increased from 186,000 to 300,000, of whom 25,700 are women. The secretary's report for the period since the last congress was held was adopted after an animated debate, and a motion expressing want of confidence in the secretariat on account of the attitude it has adopted with regard to unemployment and wage reductions was rejected by 166 votes to 77.

A proposal for a ballot on the question of withdrawal from the Amsterdam Trade Union International and affiliation to that of Moscow was rejected, only 56 delegates voting in favour of it. Another resolution imposed a levy of 1 krona per adult male member in aid of the fund of the Amsterdam Trade Union International for the prevention of war.

Switzerland

The Christian Social Workers' Union (*Union ouvrière chrétienne sociale*) of Switzerland, which is a federation of all Christian Social workers' organisations, held its second congress at Lucerne on 2 and 3 September. At the request of the German Federation of Christian Trade Unions, a resolution was passed and sent to the League of Nations emphasising the vital necessity of re-establishing economic peace and stability. A further resolution in favour of disarmament was adopted. The congress also demanded the revision of the sickness and accident insurance system, and the maintenance of the present system of unemployment relief, while opposing the proposed extension of hours of work in factories.

United States

The first convention of the *Federated Textile Unions of America* was held in New York from 3 to 5 August. The delegates present represented 150,000 workers.

In view of the present dispute on the United States railways, information recently published as to the organisation of railway employees is of considerable interest. There are roughly two million men employed on railways, and they are organised in 18 unions, 14 of which are affiliated to the American Federation of Labour. The train service brotherhoods include the engineers, firemen, trainmen, switchmen, and conductors. Of the 500,000 members in this group only about 10,000 belong to the American Federation of Labour. The railway shopmen are organised in six unions composing the Railway Employees' Department of the American Federation of Labour. The third group of workers, whose members are estimated variously from 750,000 to 1,000,000, comprise the semi-skilled and unskilled workers in the United Brotherhood of Maintenance of Way Employees, and the Brotherhood of Railway Clerks, Freight Handlers and Station Employees. There are in addition smaller unions of railway telegraphists, signalmen, stationary firemen, railroad patrolmen, and sleeping-car conductors.

The vice-president of the *International Union of Bricklayers and Masons*, which has its headquarters in Indianapolis, stated on 19 August at Minneapolis that his union proposed to establish a bank in the near future, either in Minneapolis or St. Paul, probably in St. Paul, as four of the railway brotherhoods have made plans for the establishment of a similar bank in Minneapolis.

Employers' Organisations

FURTHER objections to the 8-hour day from employers' associations in industries and countries as far removed as the Argentine sugar industry and the French boot and shoe trade are summarised in the following notes. Together with these demands for a longer working day appears the decision of the British Federation of Master Cotton Spinners' Associations to organise systematically the working of short time in the Lancashire cotton spinning industry. A considerable variety of material comes from the United States this month, largely because the industrial situation there continues relatively more disturbed than in Europe. The attitude of the employers toward the prevention of the further spread of unemployment, toward the Three per Cent. Immigration Act, their views on the coal situation and the price situation in general, figure largely in the discussions.

The literature pertaining to employers' organisations is very meagre, particularly when compared to the enormous number of books which appear every year on the organisation of workers. Two books recently published in Germany and the United States, however, have gone far towards supplying the information requisite to an understanding of this important question. The very different methods of organisation obtaining in these two countries are contrasted at the end of this article.

British Empire: Great Britain

The *Federation of Master Cotton Spinners' Associations* has recently been considering a scheme "for regulating the supply according to demand in order to meet more effectively the present unfortunate conditions in the cotton industry". Among the suggestions made was a revival of the Cotton Control Board which, during the war, rationed the cotton supply according to war-time exigencies, compensating those whose business was thus impaired out of the profits of those who were given preference. The question was referred to the fourteen organisations comprising the Federation.

On 8 September the Federation announced its intention of restricting action in this field to an enquiry as to whether it would be advisable to attempt a more complete organisation, by sections, of the trade spinning American cotton, so that, in any future movement for short-time working, arrangements may be made for production to be regulated in particular sections of the trade.

The Federation later issued ballot papers to the members of the constituent associations who spin American cotton, asking whether they were in favour of mills being closed down on four Saturdays and Mondays, beginning 23 September, in order to reduce the output owing to the demand being insufficient. The voting on this question showed that over 80 per cent. of the mills interested were in favour of this step, which was accordingly taken. The decision affected between 300 and 400 mills and about 100,000 workers in Great Britain.

South Africa

The annual Convention of the *South African Federated Chamber of Industries* was held in Cape Town from 19 to 22 June. In his presidential address Mr. F. Gibaud emphasised the interdependence of the

manufacturing industries and agriculture, and the consequent duty incumbent upon the manufacturer to encourage increased agricultural production. The Convention passed a resolution calling the attention of the Government to the fact that South African industries were suffering from the intensity of oversea competition, and that, as a consequence, industry was being restricted, with a resultant increase in unemployment. The establishment of a protective tariff was urged in order to safeguard and encourage industry and so increase employment. Other resolutions were passed in favour of "Safety First" principles and first-aid training, and recommending the appointment of a member with special knowledge of agriculture to the Board of Industries.

France

The General Association of the Shoe Industry of France (*Syndicat général de l'industrie de la chaussure de France*), has asked the Ministry of Labour to revise the regulations applying the 8-hour day to the trades engaged in the manufacture of boots and shoes. It is suggested that on application to the factory inspectorate permission be granted to work one hour more a day, or 303 hours a year (at the discretion of the manufacturers), such permission not to affect the 60 additional hours already provided for in case of extraordinary pressure of work, nor the 80 hours necessary to make up for time lost during holidays. The Association asks that this exceptional measure be granted for a period of seven years.

The Ministry of Labour, in accordance with the 8-hour day Act, has requested the workers' and employers' organisations concerned to give their opinion on the proposed revision.

United States

The *Cleveland (Ohio) Garment Manufacturers' Association* has published the results of its experience in the first six months' working of a scheme for guaranteeing employment or maintenance to workers. Under this scheme each manufacturer guarantees to his regular workers who do not leave voluntarily and are not justifiably discharged employment for 20 weeks during each half year. If this amount of work is not provided, the employees are entitled to two-thirds of their minimum wages for the unemployed period of the 20 weeks. No employer, however, is liable to his employees for more than $7\frac{1}{2}$ per cent. of his total labour pay-roll for the six months' period. Each week the employer deposits with the impartial chairman of a board of arbitrators or referees for the industry an amount equal to $7\frac{1}{2}$ per cent. of his total labour pay-roll for that week. The money so deposited is not paid into a general fund, since it "would be unfair to the manufacturer who, through his own efforts, is able to fulfil his guarantee" to use his deposits to pay the workers of another manufacturer who for any reason has not been able to meet his guarantee. Each employer's fund is therefore kept in a separate account and, instead of the funds as a whole increasing from year to year as in most unemployment funds, each manufacturer receives at the end of each six months' period as much of his own fund as has not been needed to pay his workers for unemployed time.

A particular feature of the scheme is that, if a worker is able to secure other work during his period of unemployment, this does not affect his right to draw unemployment pay from his regular employer.

The unemployment pay is therefore not merely a substitute for employment in general, but is in the nature of a penalty imposed on the particular employer for failure to get work for his own employees and thus is an incentive for every employer to keep his workers busy.

During the six months 1 June to 1 December 1921 a total of \$93,274.40 was paid into the funds and about one-third of this amount (\$33,126.40) paid out. Of the 31 establishments concerned four provided the full 20 weeks of employment guaranteed, and so were refunded in full at the end of the period; a number of other establishments saved the greater part of their guarantee deposits; in two plants the entire fund was necessary to cover the unemployment payments; and in two others the fund was insufficient to cover these payments, so that a deficit was incurred.

The agreement for 1922 made several changes in the original plan. Instead of guaranteeing 20 weeks' work in every half year, 41 weeks' employment is now guaranteed for the whole year. By a decision of the board of referees of the industry, dated 29 April 1922, the employers were given the option of payment on the basis of $7\frac{1}{2}$ per cent. of the pay-roll as before, or of paying a 10 per cent. lower wage rate and depositing 25 per cent. of the pay-roll. The idea in increasing the payment in the fund was to make it "morally certain" that the worker would receive either 41 weeks' work or 41 weeks' pay.

According to the Association "the result of the plan has without any doubt been an increase of work in the shops. It is true that the work has often been increased at a loss to the employer and it is a question whether some manufacturers would not rather take a loss through the employment fund. However, the incentive is direct and appealing, and appears to be the only way in which the evil of unemployment can be eradicated or limited in this seasonal industry".

On 15 September a conference, called by Mr. Herbert Hoover, Secretary of Commerce, and attended by representatives of various national employers' organisations, met to decide upon some plan of systematic co-operation in the readjustment of normal conditions following on the five months' suspension of coal production.

The Chamber of Commerce of the United States, at the request of the Government and the representatives at this conference, undertook the responsibility of organising a definite campaign throughout the country to prevent the anticipated economic difficulties, which could otherwise be dealt with only by means of regulatory legislation of an undesirable nature.

In a letter addressed to all American industries Mr. Julius H. Barnes, President of the Chamber of Commerce, makes the following proposals.

It is obvious that the bituminous coal problem is one solely of transportation, as the productive capacity of the mines is able not only to care for current needs but at the same time quickly to rehabilitate stocks. The railways are able to handle current supplies and any shortage is due to the inability of transportation to handle both problems of current supplies and re-establishment of stocks during the readjustment of the railway strike. This situation greatly disturbs the normal readjustment of prices under the law of supply and demand. It was felt, however, that a correction to this situation could be quickly realised if all American industry would co-operate in doing these specific things:

- (1) Confine purchases of coal under present conditions as closely to current needs only as safety permits.

(2) Suspend accumulation of advance stocks of coal until the present emergency pressure on production is relieved. This particularly applies to persons having low price contracts and who are, therefore, under no price pressure to withhold immediate delivery.

(3) Unload coal cars immediately and return them to service.

(4) Promptly furnish material required for new railroad equipment or repairs.

We believe that, if the business public will devote itself to these remedies and to others suggested by its own local conditions and by its own experience, a few weeks of favourable developments may provide correctives in this American way by co-operation instead of increasing regulation, and this would be gratefully welcomed by the Federal Administration.

The *Illinois Coal Operators' Association* has sent a letter to all Federal Senators and Representatives from Illinois and some other national legislators, defining the coal-mine owners' attitude on some of the general points now at issue in the industry. The letter states that in the opinion of the Association no correction of the actual or alleged evils in the industry is possible that does not contemplate "equal and adequate control" of the organised labour concerned. Legal responsibility for their acts and a clearly defined form of arbitration for every disputed point on which employer and employee may not agree, either in bargaining for a new wage scale and working agreement or in settling disputes afterward arising thereunder, are regarded as imperative. Basing their opinion upon the experience of the Fuel Administration in 1917 and 1918 and on the action of the Railroad Administration in 1919, the Association declines to believe that any arbitrary action of the Government in the direction of bureaucratic organisation can handle any emergency situation for a major industry as well as it can be handled under private ownership. For this reason certain of the Bills at present before Congress having this end in view are thought to be decidedly inimical to the public interest and to every branch of industry.

The Association reiterates the opinion widely expressed by coal operators that some fact-finding agency appointed by the President, in which operators, miners, and public may have entire confidence, should investigate and establish the exact facts regarding the production and distribution of coal.

The Association maintains that the problems of the coal industry are bound up with the question of adequate transportation and the maintenance of law and order. It is stated that "prior to the abandoning of these two basic conditions ample and adequate volumes of coal were always available . . . at the lowest prices known anywhere in the world. Nor throughout all this period were wage earners in the coal-mining industry paid as little as was paid in other lines". The Association is convinced that "with the removal of the unwarrantedly indulgent wage rate made available to coal miners during the last five years through the compelling power of their union, the question of too many mines and too many miners will very promptly correct itself after the same fashion that it has always done so heretofore".

Mexico

The Federation of Chambers of Commerce of Mexico has replied to a request of the Liberal Party for an opinion on that clause of the

Mexican Constitution which establishes an 8-hour day, in the following terms.

Article 123 [the clause in question] is inspired by theories which are applicable to foreign countries, but are not suited to conditions of life and labour in Mexico. Article 123 does not merely lay down principles, but deals with points of detail. It thus exceeds the usual scope of constitutions, which, as a general rule, define the broad principles according to which the nation is to be governed.

Argentina

Mr. Miguel M. Padilla, President of the Sugar Association of the Argentine Republic (*Centro azucarero de la República argentina*) has addressed a note to the Governor of the province of Tucuman, emphasising the dangers of applying the 8-hour day to sugar production. He states that the introduction of the 8-hour day would reduce the productive capacity of the factories, raise prices, and rapidly ruin the whole sugar industry. Furthermore, as most Argentine workers only work for part of the week, a relatively small salary sufficing for their needs, further reduction of hours of work would most certainly have adverse social effects by encouraging idleness and vice.

ATTITUDE TOWARD EMIGRATION

United States

There is an intimation that employers will endeavour to get the present Three per Cent. Act repealed. An article in a recent number of the *Iron Age* ⁽¹⁾ claims that the working of the Act has resulted in a shortage of unskilled labour. The figures seem to indicate a loss of over 33,000 who do the rough, unskilled work of industry. "Houses cannot be built if there are no men to make the excavations for the foundation; bricklayers cannot work if there are no labourers to carry up the bricks; in fact, skilled labour of all kinds will soon find its employment restricted. There is a serious lack of labourers to do their part of the work".

Attention is called to the following alleged defects in the Immigration Act. By the quota system it cuts down the number of entries into the United States to 3 per cent. of the number of foreign-born persons of each nationality resident in the United States as shown by the census of 1910; apparently no allowance is made to replace those who go out of the country; the literacy test is such as to be a "farce"; and whereas many able-bodied men who wish to do some honest work are excluded, every educated "radical" who does not wish to work may enter the country.

The *Illinois Manufacturers' Association* has also issued a report which deals with the working of the Act. This report, which is based on immigration statistics and on statistics of the labour supply of Illinois factories, reaches the conclusion that the Act is keeping out desirable immigrants, and is causing a shortage of unskilled labour in the country. It is stated that there is a great decrease in the immigration of those races which supply the bulk of labourers, including Poles, Lithuanians, and Roumanians, and that many members of these nationalities are going back to Europe. The majority of immigrants at the present time consists of races which do not ordinarily engage in industry, such as the Jewish. Certain figures are given to

⁽¹⁾ Smith ACHESON : *Scarcity of Common Labour in Industry in Iron Age*, Vol. CX, No. 12, Sept. 1922, pp. 717-718. New York.

show the increase or decrease in the United States population, classified according to occupation, in the ten months ending 30 July 1922. While there was an increase of 13,505⁽²⁾ persons in certain selected and skilled classes of workers, and of 65,406 persons of no occupation (including women and children), making a total increase of 78,911, there was, on the other hand, a decrease of no less than 64,521 manual labourers.

Canada

At the annual general meeting of the *Canadian Manufacturers' Association* held at St. Andrews, New Brunswick, from 20 to 23 June, a resolution was passed commending the action of the Dominion Government in appointing a Sub-Committee of the Cabinet to study immigration, endorsing the action taken as a result of this Sub-Committee's recommendations, and urging the Government to continue its efforts to increase desirable and necessary immigration, especially from other parts of the British Empire⁽³⁾.

LITERATURE

In a recently published report on *Unemployment Insurance in Theory and Practice* the *National Industrial Conference Board*, an employers' research organisation, reaches the conclusion that "private efforts of employers, trade unions, and other organisations to provide for, or prevent, unemployment have not as yet developed to an extent sufficient to afford an adequate basis upon which to build a system of public insurance in the United States".

The general findings of the report are summarised as follows.

The unemployment risk among American wage earners is not known with any degree of definiteness, but available figures indicate that compared with industrial countries in Europe the rate is very high and has not been reduced to a working minimum. The financial basis which would be required for an actuarially safe insurance system in the United States would involve an enormous expense. Furthermore, the political organisation of the United States would make the adoption of a national system of unemployment insurance impossible without constitutional changes.

If, on the other hand, a system of unemployment insurance were to be built up by the separate States, the complications arising from attempting co-operation between the States in the placement of workers and adjustment of compensation would likewise present administrative problems of difficulty, especially in view of the probability that the legislation in the separate States would differ widely.

The final question raised by such legislation is whether the stimulation of private co-operative efforts to reduce unemployment, which are necessary to meet the need for unemployment relief and serve as a basis for any extended system, can be more economically and effectively achieved by compulsory legislation than by some other means. The problem is, therefore, put squarely to industrial management in the United States to devise such other means.

Two recently published books on employers' associations — *Die volkswirtschaftliche Bedeutung der deutschen Arbeitgeberverbände*,

(2) Made up as follows : 470 blacksmiths, 9 cabinet makers, 1,970 carpenters, 515 engineers, 347 iron and steel workers, 159 machinists, 869 masons, 821 mechanics (not specified), 116 stokers, 6,417 farm labourers, 1,792 farmers.

(3) *Labour Gazette* of Canada, Aug. 1922. Ottawa.

by Mr. Otto Leibroch⁽⁴⁾, and *Employers' Associations in the United States*, by Professor C. E. Bonnett⁽⁵⁾ — furnish the material for a very striking contrast in methods of organisation. Both writers confine their attention to the type of association "which is composed of, or fostered by, employers and which seeks to promote the employers' interests in labour matters".

In Germany a process of centralisation culminated in 1913 in the formation of the Federation of German Employers' Associations (*Vereinigung der Deutschen Arbeitgeberverbände*). The employers' associations affiliated to the Federation are organised either by trade or territorially. At the end of 1921 the Federation included 1,965 units, 215 of which were federations (55 national, 78 district, and 82 local) and 1,750 trade associations or territorial groups. In all, 55 national federations, 34 district federations, 19 local federations, and 816 associations, making up 47 per cent. of the total membership of the Federation, were organised by trade or industry. The remaining 53 per cent. of the membership, comprising 44 district federations, 63 local federations, and 934 associations, were organised territorially. It is stated that only 22 employers' associations, properly so-called, are not affiliated to the Federation of German Employers' Associations. Since the war the Federation has recognised the necessity of a certain amount of decentralisation. A number of functions previously exercised by the central federations have been made over to the district and local groups.

In the United States, on the other hand, "employers are not organised in any one way or manner. In fact, the variety of associations is large. In number the associations now in existence or which have been organised in the United States total over 2,000, all of which have dealt with the labour problem in some phase or form. Of all this number, there is not an important association an exact duplicate of another". This being the case, the author has thought best to select certain associations for study as typical of the movement.

The Stove Founders' National Defence Association has been selected as a national negotiatory organisation. It is a centralised body and bargains with the International Moulders' Union on a national scale, but deals with labour troubles and strikes through both national and district committees. The National Founders' Association is a national belligerent organisation. It has a regular organisation for combating strikes, and conducts a propaganda against closed-shop unionism in order to prevent strikes. Its powers are also centralised. The National Metal Trades Association is a close-knit federation, national in scope and belligerent in attitude. It combats strikes largely through its branches. It seeks to prevent strikes and conducts a propaganda for this purpose. The National Erectors' Association is clearly the most belligerent national association in the United States. It makes war upon unionism from every side. The Buildings Trades Employers' Association of New York and the Building Construction Employers' Association of Chicago are both local federations of other associations that bargain with the unions and fight occasionally in order to carry on negotiations without making too many concessions. The former is noted for its methods of handling labour difficulties, part of the time with a General Arbitration Board. The latter association is noted especially for its "uniform form of agreement" as a means designed to reduce sympathetic strikes and other labour troubles.

(4) Brief notice in *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 690.

(5) Brief notice in *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 304-305.

The United Typothetae of America presents an illustration of an organisation divided against itself in labour matters with two divisions, one negotiatory and the other belligerent. It is a large national federation which, as a unit, concerns itself primarily with trade conditions in the printing industry. The American Newspaper Publishers' Association has a labour division which has standardised national trade agreements and arbitrates issues that arise under these. It is accordingly a national negotiatory body. The National Association of Manufacturers is a national centralised belligerent propaganda association primarily engaged in opposing legislation sought by the American Federation of Labour. The National Civic Federation is a national mediatory association, made up of three groups, employers, union officials and publicists. It attempts by means of conferences to promote amicable relations between employers and union officials. The League for Industrial Rights is a national organisation that makes war upon the unions for their illegal practices. It aims to collect and disseminate information on the legal phases of the conflict and on other developments in industrial relations. The National Industrial Conference Board is a loose federation of national and State industrial associations for the investigation and discussion of vital problems as a basis for united action in combating "union fallacies" and proposals based thereon. The Associated Employers of Indianapolis is a local belligerent association which has become of national significance through its nation-wide propaganda against the closed shop, and its efforts to co-ordinate all the local open-shop employers' associations in the United States.

PRODUCTION AND PRICES ⁽¹⁾

Cost of Living and Retail Prices

IN the great majority of countries included in the survey of retail prices and cost of living the latest figures available show no significant change during the last few months. In the United States, Belgium, United Kingdom, Sweden, Italy, and India the changes as shown by the cost of living indexes are only a few points up or down, while the same is true for the following countries for which index numbers of foodstuffs only are available: South Africa, Canada, Australia, Norway, New Zealand, and the Netherlands. The recent distinct advance in the level of wholesale prices which was commented upon in recent numbers of this *Review* has scarcely shown itself in the level of retail prices.

Certain countries, however, call for special mention. In Finland the rise in the cost of living is to a considerable extent due to the rise in rents. The rents restriction legislation in Finland has recently been repealed ⁽²⁾, and, as a consequence, the rent index number has considerably risen. In Austria the movement during September was similar to that in the previous month, namely, a doubling of prices within the month. The index number now stands at a little over one million as compared with 100 in July 1914. In Germany the rise in prices has gone on at an increasing rate. The figures for September show an increase of about 70 per cent. on the previous month as compared with about 45 per cent. from July to August. Even at its present level the figures of cost of living only show a rise of about half the level reached by wholesale prices.

Czechoslovakia is the only country which registers a substantial fall, prices having fallen by 10 per cent. in the one month from July to August. This is due to the fact that the krone has risen to more than three times its value of a year ago; the export industries have been seriously affected. An adaptation of home prices to the external value of the krone is an imperative necessity and a Government Proclamation has been issued asking for the co-operation of all classes in a general effort to bring down prices.

The usual tables corresponding to those published in previous numbers of the *Review* are given below. A brief account of the different methods of compilation of index numbers employed by the different countries was given in the July number of the *Review*. The Ministry of Economic Affairs in Ireland has published a report on the cost of living increase in Ireland for March and June 1922, prepared by a committee appointed by the Provisional Government, and has notified its intention of publishing similar results at intervals of three months — September being the next month for which a figure will be

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

⁽²⁾ See INTERNATIONAL LABOUR OFFICE: *Industrial and Labour Information*, No. 4, 20 Oct. 1922.

determined. When figures in a continuous series are available, they will be incorporated in Table 1 below. A note on the method of investigation adopted by the committee is appended.

Ireland : *The Report on the Cost of Living published by the Ministry of Economic Affairs.*

A committee of representatives of the four Irish Ministries, appointed by the Provisional Government of Ireland, has reported on the average increase in the cost of living in Ireland for March and June 1922, as compared with July 1914. The main result of the calculation is an estimate of an increase of 91.4 per cent. for the middle of March and 85.2 per cent. for the middle of June, compared with 86 per cent. for 1 March, 82 per cent. for 1 April, 80 per cent. for 1 June and 84 per cent. for 1 July in the British Ministry of Labour's index number.

The committee collected returns of retail prices in June 1922 of the principal commodities consumed by the wage-earning classes, and utilised the information already collected by the Ministry of Economic Affairs for July 1914 and March 1922, supplementing it by independent enquiry where deficiencies existed. These retail prices, as well as information as regards rents, were obtained on forms which were sent to all towns in Ireland with a population of 500 and above. The committee also collected family budgets of wage-earning households in June 1922.

Average retail prices and average rents were calculated, and the price-ratios based on these averages were then combined in accordance with the relative importance of the various items, as determined by a study of the budgets. While, therefore, in the index of the Ministry of Labour in Great Britain, price-ratios are applied to weights proportional to expenditure in 1914, the committee has applied price-ratios to the actual expenditure in 1922. However, in spite of dissimilarity in method, the results obtained are not very dissimilar.

For tables see p. 758 et seq.

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)	United States		Finland (21 towns)
		(71 towns)	(Berlin)						(32 L.)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
July											
1914	400	400	400	400	400	400	400	400	400	100	400
1915	103	*	*	408	*	*	404	416	405	100	*
1916	106	*	*	416	*	*	419	436	418	108	*
1917	114	*	*	413	*	*	443	455	442	127	*
1918	148	*	*	418	*	*	464	482	474	152	*
1919	126	*	*	429	*	*	479	241	177	168	*
1920	159	935	1425	453	*	455	492	262	247	198	931
1921	133	1124	1125	449	*	379	461	237	180	158	1214
1921											
Mar.	447	4028	4035	458	*	441	477	*	*	163	4104
June	436	1048	1080	449	*	384	463	237	*	156	4128
Sept.	430	1212	1212	443	*	386	465	*	477	157	4278
Dec.	424	4746	4934	438	53300	393	461	242	474	156	4172
1922	(a)										
Jan.	439	4825	4903	*	66900	387	*	*	*	—	4124
Feb.	438	2209	2177	*	77000	380	*	*	*	154	4120
Mar.	436	2639	2740	435	77800	371	—	*	167	152	4107
Apr.	437	3436(a)	3177	*	87200	367	*	*	*	152	4109
May	437	3803	3455	*	109300	365	*	*	*	152	4111
June	435	4147	4149	—	187100	366	—	199	167	152	4137
July	*	5392	6122	—	264500	366	—	*	*	153	4142
Aug.	*	7765	40271	—	593200	366	—	*	*	152	4159
Sept.	—	13319	—	—	1430600	371	—	—	—	—	—

TABLE II. FOOD INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (30 towns)	Austria (Vienna)	Belgium (61 towns)	Bulgaria (4 towns) (b)	Canada (60 towns)	Denmark (100 towns)	Spain (Madrid) (b)	United States		Finland (21 towns)
		(71 towns)	(Berlin)								(51 towns)	(Mass.)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
July													
1914	400	400	400	400	400	400	400	400	400	100	400	100	400
1915	407	*	*	134	*	*	*	405	428	106	98	97	*
1916	416	*	*	130	*	*	*	414	446	117	409	109	*
1917	428	*	*	426	*	*	*	437	466	121	143	438	*
1918	434	*	*	134	*	*	*	475	487	158	164	460	*
1919	439	*	*	447	*	*	*	486	242	174	186	476	*
1920	497	*	1377	494	*	459	4694	227	253	190	215	240	1013
1921	439	1491	1544	461	*	410	4612	154	236	184	445	435	1323
1921													
Mar.	460	1352	1316	181	*	434	1506	172	*	188	153	441	4169
June	444	1370	1449	165	*	419	1666	148	236	181	141	429	4188
Sept.	433	1614	1653	154	*	423	1896	155	*	187	150	435	1404
Dec.	425	2337	2544	443	57900	438	2187	149	197	481	147	435	4230
1922													
Jan.	421	2463	2622	142	74800	417	2259	143	*	179	439	—	4151
Feb.	419	3020	3051	140	87100	399	2365	142	*	179	439	431	4145
Mar.	419	3602	3580	141	90400	382	2379	438	*	181	436	429	4124
Apr.	421	4356	4255	143	104300	378	2455	438	*	190	436	431	4127
May	420	4680	4531	147	137400	379	2632	437	*	488	436	430	4132
June	418	5419	4755	146	242100	384	2379	438	184	181	438	430	4139
July	416	6836	7143	148	328200	381	—	441	*	—	439	433	4144
Aug.	416	9746	11132	149	722400	377	—	439	*	—	436	432	4165
Sept.	—	15417	—	—	1353100	336	—	—	*	—	—	—	—

(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)		Norway (11 towns)	New Zealand (25 towns)	Nether- lands (Amsterdam)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (49 towns)	Date
(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)
100	100	100	100	100	100	100	100	100	100	July 1914
*	*	99	*	117	107	*	*	125	*	1915
*	*	116	*	146	111	*	*	148	139	1916
*	*	146	*	190	149	142	*	180	166	1917
*	*	197	286	253	127	183	*	203	219	1918
238	*	205	280	275	132	195	*	208	257	1919
344	489	343	441	302	149	217	*	255	270	1920
307	177	387	494	302	157	208	25709	222	236	1921
						(a)				1921
338	160	384	568	304	160	210	17974	233	249	Jan. Mar.
307	173	390	506	302	157	208	20270	219	236	June
295	185	400	520	296	156	199	39817	210	231	Sept.
297	179	423	539	283	149	190	46740	192	216	Dec.
										1922
*	173	430	523	*	*	*	46883	188	*	Jan.
*	165	426	522	*	*	*	48085	186	*	Feb.
291	165	415	503	266	145	192	52358	182	195	Mar.
*	162	420	490	*	*	*	58627	181	*	Apr.
*	163	—	492	*	*	*	63914	180	*	May
302	163	425	488	255	144	187	68407	184	190	June
*	165	—	488	—	*	*	78798	181	*	July
*	164	—	491	—	*	*	90823	179	*	Aug.
—	165	—	—	249	—	—	—	178	190	Sept.

TABLE II (cont.). FOOD INDEX NUMBERS

France (Paris)	(330 L.) (b)	India (Bombay)	Italy (Rome) (Milan)		Norway (11 towns)	New Zealand (25 towns)	Nether- lands (Amsterdam)	Poland (Warsaw)	United Kingdom (630 towns)	Sweden (49 towns)	Switzer- land (23 towns)	Czecho- slovakia (b)	Date
(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)
100	100	100	100	100	100	100	100	100	100	100	100	100	July 1914
120	123	*	95	*	123	112	114	*	132	124	119	*	1915
129	142	*	111	151	153	119	117	*	161	136	141	*	1916
183	184	*	137	210	203	127	146	*	204	171	179	*	1917
206	244	*	203	321	271	139	175	*	210	265	222	*	1918
261	289	*	206	304	290	144	196	*	209	312	250	*	1919
373	388	*	318	445	319	167	210	*	262	288	239	*	1920
306	363	174	402	506	295	164	180	45655	226	230	207	1551	1921
													1921
358	429	154	386	582	299	169	193	32883	238	247	218	1489	Mar. June
312	363	169	409	523	290	166	180	35393	220	231	213	1520	June
329	350	183	430	545	290	161	179	60728	210	228	198	1515	Sept.
323	349	176	458	567	268	150	150	71659	185	202	187	1556	Dec.
													1922
349	*	169	469	558	257	147	148	73598	179	189	176	1467	Jan.
307	*	160	463	562	245	145	149	75157	177	188	173	1461	Feb.
294	323	161	446	525	238	141	143	81269	173	184	162	1444	Mar.
304	*	157	455	499	234	144	137	91865	172	181	153	1445	Apr.
317	*	158	—	503	230	145	136	101458	170	177	152	1444	May
307	315	158	454	494	227	143	137	—	180	178	153	1475	June
297	*	160	—	492	233	144	140	—	175	179	153	1430	July
289	*	159	—	498	232	141	—	—	172	180	152	1290	Aug.
291	312	161	—	—	223	139	—	—	172	180	—	1105	Sept.

(a) New series.

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

The sign * signifies "no figures published."

The sign — signifies "figures not available".

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

TABLE III. CLOTHING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Austria (Vienna)	Canada (60 towns)	Denmark (400 towns)	United States	
		(71 towns)	(Berlin)				(32 towns)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
July 1914	100	100	100	100	100	100	100	100
» 1915	*	*	*	*	125	110	105	105
» 1916	*	*	*	*	143	160	120	119
» 1917	*	*	*	*	167	190	149	143
» 1918	*	*	*	*	198	260	205	198
» 1919	*	*	*	*	234	310	215	232
» 1920	*	*	1316	*	260	355	288	276
» 1921	*	*	1077	*	173	248	223	189
Mar. 1921	*	*	1077	*	195	*	*	204
June »	*	*	1077	*	173	248	223	194
Sept. »	*	*	1197	*	173	*	192	184
Dec. »	172	*	2188	117400	173	225	184	183
Mar. 1922	167	4829	3335	142800	—	*	176	174
June »	164	6519	5982	271200	—	217	172	174
Sept. »	—	26000	—	1915900	—	*	—	—

TABLE IV. HEATING AND LIGHTING INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Austria (Vienna)	Canada (60 towns)	Denmark (100 towns)	Spain (Madrid)	United States	
		(71 towns)	(Berlin)					(32 t.)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
July 1914	100	100	100	100	100	100	100	100	100
» 1915	100	*	*	*	97	130	108	101	99
» 1916	111	*	*	*	99	175	130	108	104
» 1917	115	*	*	*	126	220	125	124	118
» 1918	128	*	*	*	148	275	157	148	136
» 1919	131	*	*	*	156	292	174	146	150
» 1920	155	*	1158	*	193	563	180	172	177
» 1921	*	*	1316	*	193	401	196	182	181
Mar. 1921	176	*	1211	*	208	*	200	*	193
June »	*	1279	1316	*	196	401	197	182	181
Sept. »	*	1410	1368	*	190	*	194	181	180
Dec. »	*	1999	2158	50800	186	333	193	181	186
Mar. 1922	*	2965	3263	86000	183	*	192	176	179
June »	*	4822	5053	167000	180	301	190	174	177
Sept. »	—	—	—	1265800	—	*	—	—	—

TABLE V. RENT INDEX NUMBERS

Date	South Africa (9 towns)	Germany		Australia (6 towns)	Austria (Vienna)	Canada (60 towns)	Denmark (100 t.)	United States	
		(71 towns)	(Berlin)					(32 towns)	(Mass.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
July 1914	100	100	100	100	100	100	100	100	100
» 1915	97	*	*	94	*	85	100	102	101
» 1916	96	*	*	94	*	84	102	102	102
» 1917	97	*	*	95	*	90	105	100	100
» 1918	105	*	*	99	*	100	108	109	105
» 1919	110	*	*	105	*	109	113	114	112
» 1920	116	*	164	115	*	132	130	135	135
» 1921	*	*	182	121	*	142	141	159	154
Mar. 1921	116	*	164	120	*	138	*	*	148
June »	*	209	164	121	*	141	141	159	154
Sept. »	*	218	182	123	*	143	*	160	156
Dec. »	*	225	182	124	400	143	141	161	156
Mar. 1922	*	250	200	126	1400	145	*	160	157
June »	*	313	255	—	2100	144	155	161	157
Sept. »	—	—	—	—	3300	—	—	—	—

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

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

TABLE III (cont.). CLOTHING INDEX NUMBERS

Finland (31 towns)	France (Paris)	India (Bombay)	Italy		Norway (34 towns)	United Kingdom (97 towns)	Sweden (49 towns)	Date	
(10)	(11)	(12)	(Rome)	(Milan)	(15)	(16)	(17)	(18)	
100	100	100	100	100	100	100	100	July	1914
*	*	*	—	*	107	125	*	»	1915
*	*	*	—	*	157	155	160	»	1916
*	*	*	—	*	205	200	210	»	1917
*	*	*	261	284	304	310	235	»	1918
*	296	*	—	221	388	360	310	»	1919
1049	485	299	466	651	336	430	390	»	1920
1038	353	263	495	512	292	280	270	»	1921
1031	398	239	576	696	308	325	295	Mar.	1921
1032	353	263	495	532	292	290	270	June	»
1090	318	268	444	534	280	265	250	Sept.	»
1107	318	261	—	563	271	250	240	Dec.	»
1098	312	253	—	596	260	240	225	Mar.	1922
1099	315	260	—	621	249	240	210	June	»
—	—	—	—	—	242	—	205	Sept.	»

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

Finland (31 towns)	France (Paris)	India (Bombay)	Italy		Norway (34 towns)	New Zealand (4 towns)	United Kingdom (30 towns)	Sweden (49 towns)	Switzerland (23 towns)	Date	
(11)	(12)	(13)	(Rome)	(Milan)	(16)	(17)	(18)	(19)	(20)	(21)	
100	100	100	100	100	100	100	100	100	100	July	1914
*	*	*	—	*	134	102	*	115	115	»	1915
*	*	*	—	*	204	108	*	157	129	»	1916
*	*	*	—	*	348	123	*	218	182	»	1917
*	*	*	160	220	476	136	*	293	302	»	1918
*	164	*	—	220	316	145	*	295	372	»	1919
1232	296	151	178	611	477	177	230	386	387	»	1920
1265	308	176	—	899	366	199	250	220	220	»	1921
1252	319	176	279	1054	388	194	240	316	357	Mar.	1921
1270	308	177	246	899	366	199	260	264	220	June	»
1250	307	176	—	899	337	200	238	231	221	Sept.	»
1249	306	174	—	828	311	195	225	207	218	Dec.	»
1231	302	167	—	530	289	191	215	196	212	Mar.	1922
1261	287	167	—	515	263	185	190	188	203	June	»
—	—	—	—	—	—	—	—	183	—	Sept.	»

TABLE V (cont.). RENT INDEX NUMBERS

Finland (31 towns)	France (Paris)	India (Bombay)	Italy		Norway (31 towns)	New Zealand (25 towns)	United Kingdom (25 towns)	Sweden (49 towns)	Date	
(11)	(12)	(13)	(Rome)	(Milan)	(16)	(17)	(18)	(19)	(20)	
100	100	100	100	100	100	100	100	100	July	1914
*	*	*	—	*	103	101	*	*	»	1915
*	*	*	—	*	106	100	*	108	»	1916
*	*	*	—	*	109	102	*	112	»	1917
*	*	*	100	100	110	104	*	112	»	1918
*	100	*	100	100	123	107	*	120	»	1919
335	100	165	100	108	147	116	118	130	»	1920
553	110	165	157	139	161	121	152	155	»	1921
418	100	165	143	139	161	121	144	155	Mar.	1921
535	110	165	157	139	161	121	145	155	June	»
596	121	165	157	139	166	129	152	163	Sept.	»
603	133	165	—	184	166	129	155	163	Dec.	»
603	140	165	—	184	168	132	155	163	Mar.	1922
754	160	165	—	208	168	132	153	163	June	»
—	—	—	—	—	—	—	—	163	Sept.	»

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	Austria	Italy		Netherlands		Poland	
	Vienna	Milan	Florence	The Hague	Amsterdam	Lodz	Posen
Dec. 1920	100(a)	100	100	100	100	100(a)	100
Mar. 1921	120	108	106	95	95	98	122
June »	146	100	100	95	94	96	185
Sept. »	*	101	99	94	90	216	645
Dec. »	831	103	107	92	86	227	908
Jan. 1922	*	99	105	*	*	233	886
Feb. »	*	99	104	*	*	257	951
Mar. »	*	96	103	93	87	277	1093
Apr. »	*	94	101	*	*	295	1200
May »	*	95	102	*	*	326	1254
June »	*	95	101	88	84	—	—
July »	*	96	101	*	*	—	—
Aug. »	*	97	102	*	*	—	—
Sept. »	*	—	103	—	—	—	—

TABLE VII. FOOD INDEX NUMBERS

Date	Austria	Italy		Netherlands		Poland	Switzerland
	Vienna	Milan	Florence	The Hague	Amsterdam	(35 towns)	(33 towns)
Dec. 1920	100(a)	100	100	100	100	100(a)	100(a)
Mar. 1921	122	112	110	98	95	126	97
June »	150	108	104	102	96	146	91
Sept. »	215	108	103	99	88	254	89
Dec. »	942	111	115	96	84	323	82
Jan. 1922	1142	109	111	*	*	318	81
Feb. »	1428	107	109	*	*	333	76
Mar. »	1457	102	108	99	85	369	74
Apr. »	1619	98	105	*	*	418	70
May »	2028	99	106	*	*	448	67
June »	3431	98	105	90	80	—	67
July »	4830	101	106	*	*	—	69
Aug. »	11000	102	106	*	*	—	66
Sept. »	—	—	109	—	—	—	—

TABLE VIII. INDEX NUMBERS FOR OTHER GROUPS

Date	Clothing					Heating and lighting					Rent				
	Austria		Italy		Netherlands	Austria		Italy		Netherlands	Austria		Italy		Netherlands
	Vienna	Milan	Florence	The Hague	Amsterdam	Vienna	Milan	Florence	The Hague	Amsterdam	Vienna	Milan	Florence	The Hague	Amsterdam
Dec. 1920	100(a)	100	100	100	100	100(a)	100	100	100	100	100(a)	100	100	100	100
Mar. 1921	115	89	100	79	86	128	118	106	96	97	98	100	100	101	101
June »	138	68	79	73	79	136	101	88	83	87	84	188	100	100	111
Sept. »	287	68	79	71	77	273	101	88	88	86	80	313	100	110	113
Dec. »	333	73	78	72	74	266	93	94	84	75	75	313	100	110	114
Mar. 1922	*	76	79	69	70	*	58	93	82	75	73	*	132	109	116
June »	*	79	78	69	69	*	58	93	73	75	69	*	149	109	119
Sept. »	—	—	78	—	—	*	—	79	—	—	—	*	—	109	—

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

Wholesale Prices in Various Countries

The recent slightly upward movement of prices which was in part due to seasonal changes and which followed a period of relative stability earlier in the year has now received a check in several countries, and prices again manifest a tendency to readjust themselves. In some countries the reaction is well marked, as in the United Kingdom and the Netherlands, where the index numbers for August fall 2.5 and 4.3 per cent. respectively from the July level ; while in others, e.g. Japan and Denmark, the latest index numbers drop to a level reached earlier in 1922.

The price level in the United States, which recently advanced considerably, has become stationary, and the only countries in addition to Germany, Russia, and Poland where wholesale prices are still distinctly rising are Belgium, Switzerland, and Italy among European countries, and Egypt of non-European countries. The relative increase in most of these countries is not large. The index numbers for Germany and Poland continue to rise consistently and to varying Germany the German Statistical Department now publishes index extents. In Germany the German Statistical Department now publishes index view of the rapidity with which prices are changing in numbers for three dates in each month, the 5th, 15th and 25th ; the index number for 5 September is 26618 as compared with 17985 for the average price level in August. For the beginning of October the *Frankfurter Zeitung* index number is 44089 against 14276 for the beginning of August. Prices have thus trebled in two months and are now 440 times the pre-war figures.

The Department of National Economy of the Commissariat of Finance of Soviet Russia has published index numbers of wholesale prices in Russia. On account of the abnormally huge fluctuations which occur in prices, index numbers have been calculated and published for periods not exceeding ten days. The following table shows the index numbers for the first of the month both for the important towns and for the country as a whole, with the average prices in 1913 taken as 1 instead of as 100 as is usual.

INDEX NUMBERS OF WHOLESALE PRICES : RUSSIA
(1913 = 1)

Date : Beginning of month	Important towns	Whole country
May 1922	3,884,258	3,655,732
June 1922	4,073,231	4,173,154
July 1922	4,802,646	4,618,967
Aug. 1922	5,435,951	5,026,074

The percentage increase in the level of wholesale prices for the country since the war is thus 502,607,300.

To facilitate comparison of changes in price levels on an international basis the Federal Reserve Board of the United States, of America has compiled index numbers for the United States, Great Britain, Canada, and France on a uniform method. Any variations which are a result of differences in the methods adopted in these countries are eliminated. Each index as compiled is a weighted arithmetic average of from ninety to one hundred price quotations for about 70 commodities

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

Date	South Africa	Germany		Australia (Melbourne)	Belgium	Canada	China (Shanghai)	Denmark	Egypt (Cairo)	Spain	United States	
		Official	Frankfurter Ztg.								B. of Lab. Stat.	Fed. Res. Bd.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Annual average												
1913	100	100	*	100	*	100	100	100	*	100	100	100
1914	97	106	100	106	100	100	*	*	100	101	98	*
1915	107	142	*	147	*	109	*	138	102	119	101	*
1916	123	153	*	138	*	134	*	164	124	141	127	*
1917	144	179	*	153	*	175	*	228	169	166	177	*
1918	153	217	*	178	*	205	*	293	207	207	194	*
1919	165	415	*	189	*	216	133	294	226	204	206	211
1920	223	1486	2017(*)	228	*	246	140	382	299	221	226	239
1921	160	1914	2153(*)	175	*	182	145	236	180	190	147	148
1921												
Mar.	166	1338	2153(*)	190	*	194	143	270	182	193	155	152
June	150	1366	*	170	*	179	148	253	166	186	142	142
Sept.	138	2067	*	168	368	172	148	202	176	183	141	146
Dec.	131	3487	*	155	369	170	146	178	170	183	140	142
1922												
Jan.	*	3665	4282	154	366	168	149	177	168	179	138	142
Feb.	*	4403	4662	154	356	169	148	182	169	177	141	146
Mar.	128	5433	5484	153	350	167	152	178	153	176	142	147
Apr.	*	6355	6799	155	344	166	148	177	148	179	143	149
May	*	6458	7481	162	348	167	146	179	141	176	148	158
June	127	7030	7965	163	356	165	144	180	139	177	150	162
July	*	10059	9267	164	360	166	145	180	138	—	155	—
Aug.	*	17985	14276	163	360	164	142	178	139	—	155	—
Sept.	—	27420	29675	—	360	163	—	176	—	—	—	—
Oct.	—	—	44089	—	—	—	—	—	—	—	—	—

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

Date	France	India (Bombay)	Italy	Japan	Norway	New Zealand	Netherlands	Poland	United Kingdom			Sweden		Switzerland
									Official	Economist	Statist	G.H.T.	Official	
(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)
<i>Annual average</i>														
1913	400	*	400	400	400	400	400	*	400	400	400	400	100	*
1914	402	400	96	96	115	404	405	100	*	99	98	416	*	400
1915	440	*	133	97	159	423	445	*	*	123	127	445	*	*
1916	488	*	201	117	233	434	222	*	*	161	160	185	*	*
1917	262	*	299	149	344	451	286	*	*	204	206	244	*	*
1918	339	237	409	196	345	475	392	*	*	225	226	339	*	*
1919	356	222	364	240	322	478	297	*	*	233	242	330	*	*
1920	509	215	624	268	377	242	281	*	314	283	295	347	359	*
1921	345	196	578	201	269	201	181	*	201	181	188	241	222	190
1921														
Mar.	360	190	604	191	312	203	188	*	215	189	209	237	249	208
June	325	197	509	192	294	200	182	*	202	179	183	218	223	179
Sept.	344	207	580	207	287	197	180	60203	191	183	176	182	201	181
Dec.	326	190	595	210	269	189	165	57046	171	162	157	172	188	176
1922														
Jan.	314	190	577	206	260	186	161	59231	168	159	156	170	180	171
Feb.	307	186	563	204	233	181	162	63445	165	158	156	166	173	171
Mar.	308	192	533	201	240	180	161	73729	163	160	157	164	178	163
Apr.	314	188	527	198	236	180	161	75406	163	159	159	165	176	161
May	317	189	524	194	231	177	165	78634	164	162	159	164	176	160
June	326	190	537	197	230	175	167	87695	163	162	160	164	174	161
July	326	188	578	201	232	—	162	101587	163	163	158	165	—	163
Aug.	331	188	571	195	227	—	155	155786	159	158	152	163	—	163
Sept.	329	181	582	—	225	—	—	—	157	156	151	158	—	—

(1) Figures supplied by the Economic Section of the Secretariat of the League of Nations, and relate in general to the date nearest to the end of the month.

(2) Figures for January.

common to each country. The weighting is done with considerable care and is based on the quantity of production and trade for each commodity in 1913 in the country to which the index number relates.

The following table shows the index numbers thus calculated. An index for 1919 has not been prepared for France on account of the industrial disorganisation which prevailed in France in that year.

FEDERAL RESERVE BOARD INDEX OF WHOLESALE PRICES
IN THE UNITED STATES, GREAT BRITAIN, CANADA, AND FRANCE
(Average prices in 1913=100)

Date	United States	Great Britain	Canada	France
<i>Annual average</i>				
1913	100	100	100	100
1919	211	241	207	*
1920	239	314	250	478
1921	148	201	167	321
1922				
Jan.	142	170	144	286
Feb.	146	167	149	283
Mar.	147	168	150	287
Apr.	149	167	152	299
May	158	171	154	302
June	162	169	153	—

The closeness of the correspondence during 1920 and 1921 between the movements of the four indexes and those of the already existing official series in these four countries is remarkable. Since the beginning of this year prices have attained a relative stability in Great Britain and Canada, while in the United States and France there has quite recently been a sharp advance. Prices in France were affected by the price control exercised by the French Government, at first largely, now only to a certain extent. The divergence, however, of the French index from others at the top and bottom of the price cycle is very largely reduced if adjusted on the basis of the exchange value of the franc in New York.

The usual table of wholesale prices in various countries, corresponding to that in previous numbers of the *Review*, is given opposite. A brief account of the different methods of compilation of the index numbers was given in the July number of the *Review*.



EMPLOYMENT AND UNEMPLOYMENT

Statistics of Unemployment

THE latest figures available for most countries show that the decreases in unemployment recorded in previous numbers still continue. Though this decline is partly due to seasonal employment in building and agriculture, comparison with the corresponding figures a year ago shows a more favourable situation for a great many countries. The least improvement seems to have taken place in the United Kingdom. The slight improvement which had been in progress in this country since the beginning of the year was not maintained at the same rate in August. A marked improvement in the coal-mining industry and improvement in the pig-iron industry was counter-balanced by unemployment in several textile trades.

In the United States, however, where the statistics are often a useful forecast of European conditions, some improvement is taking place. For example, the figures published by the United States Department of Labour show that the number of persons employed by about 1,500 representative firms increased considerably in September (see table IV). The numbers employed at this date were about 8 per cent. above the numbers employed in January 1921, and this in spite of a depression in the labour market due to the strikes on railways and in mines. In Canada also the percentage of unemployment fell to 3.6 per cent. in August, a figure equal to the level of two years ago, when trade activity was brisk. In Massachusetts the latest figure of unemployment has fallen by half compared with six months ago.

In European countries the latest statistics available without exception mark an improvement. In Switzerland the numbers unemployed have fallen to 50 per cent. of the number in February 1922, when the unemployment crisis reached its maximum. Emigration seems to have influenced the labour market slightly and government subsidies to the watchmaking industry have considerably reduced unemployment in this trade. In Italy a distinct improvement took place at the end of July, and in nearly all industries figures show a more favourable situation compared with the previous month, especially in textiles, building, and agriculture. The latest figure received from Belgium referring to the end of July is the lowest recorded since the publication of these statistics; all industries report great activity, except textiles, leather, and transport, which report a slight increase in unemployment due to the high prices of raw materials and the decrease of activity in the ports. In Poland and in Czechoslovakia unemployment has been steadily decreasing since February 1922; the figures published in table III are based on returns made by the public employment offices.

In France and Germany the situation as shown by the latest figures remains the same as in the previous months, and unemployment has been almost negligible. The latest figures for Germany show that out of six million trade unionists only 0.6 per cent. were unemployed at the end of July.

In the Scandinavian countries (Norway, Sweden, and Denmark) and

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

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.	1930	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.	4930	329	*	171	295	281	46	404	1567	3827	126
June	5600	343	*	194	306	248	46	407	1603	4160	126
Sept.	5442	345	118	189	308	255	46	407	1636	4197	151
Dec.	5664	351	546	208	311	297	45	399	1535	11900	146
1921											
Mar.	5779	344	668	207	294	237	51	394	1528	12000	165
June	5841	364	669	182	299	243	89	396	1279	12200	145
Sept.	5965	368	746	183	287	237	74	393	1433	12200	154
Dec.	6103	370	757	161	282	209	39	395	1432	11902	144
1922											
Jan.	5798	*	763	159	280	*	38	372	1406	11902	141
Feb.	6159	*	740	163	278	*	38	375	1390	12120	137
Mar.	6284	—	730	158	278	217	38	368	1353	12120	150
Apr.	5992	*	720	142	278	*	38	366	1387	11881	139
May	6124	*	701	151	278	*	37	—	1393	11881	128
June	6239	—	711	152	269	216	—	—	1394	11881	128
July	5983	*	692	163	269	—	—	—	1334	11881	149
Aug.	—	*	—	—	—	—	—	—	1300	11181	—
B. Percentage of above Workers Unemployed											
1913											
Mar.	2.8	6.4	1.5	—	7.8	8.3	1.8	3.4	1.9	3.5	7.1
June	2.7	7.3	2.1	—	3.7	4.5	0.7	3.9	1.9	2.8	2.6
Sept.	2.7	7.0	3.2	—	3.8	5.0	1.2	4.9	2.3	3.7	2.3
Dec.	4.8	5.3	3.5	—	15.1	8.5	3.7	9.1	2.6	4.6	4.4
1919											
Mar.	3.9	6.5	*	5.6	20.5	11.4	2.2	14.2	2.8	*	7.6
June	2.5	8.5	*	2.6	3.6	2.8	1.1	8.7	1.7	*	6.1
Sept.	2.2	6.2	*	2.2	3.1	2.7	1.2	4.5	1.6	*	3.2
Dec.	2.9	5.2	*	3.5	16.5	4.1	2.6	9.0	3.2	6.5	3.8
1920											
Mar.	1.9	5.6	*	3.4	6.7	4.1	1.5	7.7	1.1	3.6	4.5
June	3.9	6.2	*	2.5	2.0	14.6	0.7	5.9	1.2	2.6	3.4
Sept.	4.5	6.2	5.8	3.3	2.7	16.4	1.8	4.1	2.2	3.8	2.9
Dec.	4.1	7.8	17.4	13.1	15.1	29.2	6.8	13.4	6.1	5.8	15.8
1921											
Mar.	3.7	11.4	10.4	16.5	23.6	22.1	16.1	13.9	10.0	11.3	24.5
June	3.0	12.5	9.9	13.2	16.8	20.1	20.9	8.1	23.1	17.8	27.7
Sept.	1.4	11.4	9.6	8.5	16.6	19.1	17.1	6.8	14.8	12.2	27.3
Dec.	1.6	9.5	6.6	15.1	25.2	24.2	22.9	16.6	16.5	16.2	33.2
1922											
Jan.	3.3	*	6.4	13.9	28.9	*	23.5	20.0	16.8	16.2	34.8
Feb.	2.7	*	5.8	10.6	33.1	*	25.1	21.9	16.3	15.2	32.1
Mar.	1.1	9.2	5.2	9.6	27.9	18.8	25.1	14.1	16.3	14.4	30.6
Apr.	0.9	*	3.9	10.4	24.0	*	23.2	11.5	17.0	14.4	28.6
May	0.7	*	3.3(4)	7.4	16.1	*	17.8	10.5 ²	16.4	13.5	23.3
June	0.6	9.6	2.6(4)	5.3	13.2	12.2	—	9.5 ²	15.7	12.7	21.5
July	0.6	*	1.9	4.1	12.5	*	—	9.6 ²	14.6	12.3	19.8 ⁴
Aug.	—	*	—	3.6	11.1	*	—	9.2 ²	14.4	12.0	17.4

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

(²) Provisional figures. — (³) After March 1922 the Irish Free State is not included in these statistics. — (⁴) Revised figures.

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

TABLE II. STATISTICS OF SHORT TIME

Date (End of month)	Belgium	Italy	United Kingdom		Switzerland
	Number	Number	Number	Percentage of insured workers	Number
<i>1921</i>					
April	118,041	69,270	1,077,317	9.0	95,374
June	86,823	238,940	832,340	6.8	76,116
September	60,958	154,350	322,315	2.6	69,421
December	36,232	178,662	315,760	2.7	53,970
<i>1922</i>					
January	36,092	159,231	287,499	2.4	49,181
February	32,400	149,711	266,162	2.2	46,761
March	28,912	153,542	222,693	1.8	40,315
April	35,308	135,964	188,639	1.6	39,249
May	26,155	113,782	133,590	1.1	34,292
June	23,817	95,334	116,448	1.0	30,629
July	23,097	88,668	82,999	0.7	28,279
August	—	—	74,669	0.6	25,538

TABLE III. OTHER STATISTICS RELATING TO UNEMPLOYMENT

Date (End of month)	Austria		France		Italy			Switzerland			Czechoslovakia		Poland
	Vienna		Number of applicants for work (¹)	Number of persons in receipt of benefit	Number of wholly unemployed			Number of wholly unemployed			Number of persons unem- ployed	Number of persons in receipt of benefit	Number of persons unem- ployed
	Number of applicants for work	Number of applicants for work			Agricul- ture	Indus- tries	Total (²)	Agricul- ture	Indus- tries	Total (²)			
<i>1921</i>													
Mar.	24,344	32,052	44,061	91,225	43,559	187,345	250,145	982	37,962	47,577	102,180	53,086	80,000
June	24,802	32,403	21,316	47,331	43,584	306,338	388,744	708	44,097	54,039	103,170	46,128	115,000
Sept.	24,236	32,802	17,718	21,797	84,693	356,266	473,216	1,454	53,607	66,646	70,780	26,802	70,000
Dec.	49,618	32,884	17,373	10,032	142,107	372,334	544,755	4,117	67,748	88,967	78,312	32,802	173,000
<i>1922</i>													
Jan.	29,619	54,525	18,535	9,640	194,123	383,127	606,819	5,054	74,832	97,091	113,015	54,422	183,000
Feb.	33,783	64,717	18,807	9,224	171,957	372,882	576,284	5,239	75,124	99,541	142,454	78,526	173,000
Mar.	37,482	80,000 ³	16,605	8,474	137,484	332,428	498,606	4,646	66,372	89,099	128,336	69,719	142,000
Apr.	39,472	—	14,094	7,861	112,899	292,505	432,372	3,691	59,177	80,799	125,070	68,495	110,000
May	38,221	—	8,456	7,149	95,532	290,274	410,127	2,609	54,446	71,100	114,584	63,800	—
June	36,789	—	9,896	4,488	65,012	280,963	372,001	1,362	45,469	59,456	106,175	55,072	—
July	38,483	—	11,388	6,027	49,104	230,847	304,242	1,251	39,515	52,180	—	—	—
Aug.	—	—	10,526	4,063	—	—	—	1,229	39,892	51,789	—	—	—

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

(2) Including miscellaneous occupations. — (3) Provisional figures.

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.	1,545,000	+ 1.20	94.9
Dec.	1,493,000	— 4.70	94.7
<i>1922</i>			
Jan.	1,557,000	+ 4.20	93.6
Feb.	1,565,000	+ 0.57	96.1
Mar.	1,604,000	+ 2.50	98.5
Apr.	1,617,000	+ 0.74	99.3
May	1,669,000	+ 3.20	102.5
June	1,676,000	+ 3.20	105.7
July	1,721,000	+ 0.46	106.2
Aug.	1,727,000	— 0.12	106.1
Sept.	1,756,117	+ 1.60	107.9

in the Netherlands a fairly rapid decrease has taken place since February 1922. Though this is largely due to seasonal fluctuations it is of greater dimensions than in previous years.

The above notes refer only to full-time unemployment. The few available statistics as to short time, given in table II, show that there has been a slight decline in recent months.

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 July number of the *Review* ⁽¹⁾.

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



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

MIGRATION

Notes on Migration

ON account of the approaching date of the International Labour Conference, the agenda of which include the question of the reporting of information on emigration and related problems, an usually large amount of statistical material has been received by the International Labour Office this month. Many of these statistics are unpublished and come from countries which up till now have issued little of the kind. This is especially the case for Latvia, Poland, and Roumania. New statistical material has been provided by Morocco, China, Danzig, Portugal, and Cuba. Statistics from the British Home Office were published last month; this month the figures of the Board of Trade are given. Finally, further information is given on Canada and South Africa.

Under the heading *International Action* there are given some details with regard to pending treaties, in particular the discussions between Poland and Germany, and between Italy and Canada. Some notes on the movement of Russian refugees are also given.

In the section on *Government Policy and Legislation* the following may be specially mentioned: some information about Russia, which show that the country is beginning to take a new interest in migration; Indian and Congo measures on the emigration of the native population; Argentine and Mexican regulations, and a Chilean Bill on immigration. Discussion continues in the United States as to the best means of amending or improving upon the Three per Cent. Act. In Switzerland the Federal Government considers taking measures for the encouragement of emigration.

Under the heading of *Welfare and Protection Work* the activity of industrial organisations is noted as usual. Employers' organisations in the United States, Canada, and the Argentine have made statements in favour of immigration, while the workers' organisations in France, Canada, and the United States maintain their more or less hostile attitude to the entry of untrained immigrants. An agreement is also noted this month between the Italian and Belgian workers' organisations which aims at preventing the departure of strike breakers from Italy.

Among the activities of welfare organisations several congresses call for notice: those of the Italian societies "Dante Alighieri" and "Lega Italiana", and the meeting of the American National Conference on Social Work, all of which deal with emigration.

Some interesting information on employment abroad is given by the Dutch employment exchanges, and on the work of labour co-operatives abroad by the Italian co-operative societies.

Special courses for emigrants are noted as having been started in Italy, Germany, and Western Australia, each with some interesting features.

INTERNATIONAL ACTION

Italian Immigration for Canada

The Italian Commissioner-General of Emigration has been to Canada in order to make a survey of industrial and agricultural conditions in the Dominion, with a view to ascertaining the quota and the type of Italian emigrants most suitable for the country. He travelled from the Atlantic to the Pacific, to investigate conditions thoroughly, accompanied by the Italian Consul-General in Canada.

The Commissioner-General stated at Montreal on 6 September that the mission had the following three aims: (1) to ascertain the class of immigration most needed by Canada which Italy could supply; (2) to secure Canadian capital, which would be associated with Italian capital, with a view to establishing Italian farmers on Canadian land; (3) to collect first-hand data on actual conditions in Canada in order to determine whether it is in the best interest of the Italian Government to embark upon their contemplated Canadian emigration scheme (1).

Negotiations between Poland and Germany

Seasonal emigration of agricultural workers from Poland to Germany has hitherto been forbidden by the Polish Government, owing to the fact that the economic relations between the two countries had not been regulated. Negotiations with a view to bringing about such a regulation are, however, now taking place.

In May 1922 the Central Office for workers (*Arbeiterzentrale*) in Königsberg, acting on behalf of the Chamber of Agriculture in East Prussia, proposed to the Polish authorities that it should be authorised to hire 15,000 Polish workers for work on the land during the autumn. The Polish Government is willing to agree to this proposition on condition that the rights of German workers of the same grade be extended to Polish seasonal workers, particularly with regard to labour legislation, arbitration in industrial disputes, social insurance, the repeal of the measures adopted in 1890 on the deportation of foreign seasonal workers, and, secondly, that an emigration Convention be concluded regulating labour conditions in accordance with model contracts, which shall ensure to Polish workers the assistance of the national consular authorities during their journey and during the time they remain in Germany (2).

Assistance for Russian Refugees

Dr. Nansen, in a report submitted to the Council of the League of Nations at the session of 1 September, gave an account of the recent work of the High Commissariat on behalf of Russian refugees.

A special committee has been set up at Constantinople to collaborate in the administration of the fund of £30,000 collected by the High Commissariat (3). Since its formation the Commissariat has carried

(1) *Toronto Daily Star*, 6 Sept. 1922. Toronto.

(2) Communication from the representative of the Polish Government on the Governing Body of the International Labour Office.

(3) Cf. *International Labour Review*, Vol. VI, No. 1, July 1922, p. 101.

out the evacuation of 10,000 Russian refugees from Constantinople, and has found regular work on the spot for more than 1,000. The number still to be evacuated from Constantinople is estimated at 18,000. The repatriation of about 1,000 Siberians to Vladivostok is under consideration, and negotiations are in progress with the Jewish Colonisation Association and the Central Zionist Committee with a view to finding work in Palestine for 600 Russian refugees. Further, an agreement has been concluded with the Bulgarian Government for the evacuation to Bulgaria from Constantinople of about 1,000 Russians in bad health with their families. At the moment of writing the transfer to Bulgaria of the Russian refugees in Egypt and Cyprus has come to an end. In addition, the Serb-Croat-Slovene State has taken charge of 1,500 Russian refugees who were recently taken over from the British Government by the High Commissariat.

Finally, Dr. Nansen informed the Council that the High Commissariat, in agreement with the American Relief Administration, was considering the possibility of making arrangements with the Soviet Government for the repatriation of at least some of the Russian refugees in Europe. There are 1,500,000 of these refugees, and the report expresses the opinion that the most satisfactory solution of the problem is repatriation.

The Fifth Commission set up by the Third Assembly of the League of Nations discussed the present position as regards Russian refugees and also suggestions as to their repatriation. The report presented by Mr. Ador, the Swiss delegate, in the name of this Commission, recapitulates the efforts made by the High Commissariat of the League of Nations to solve the problem arising out of the existence in Europe of these refugees (*). Thus far no encouraging response has been received to the appeals addressed to the large countries of immigration overseas for placing refugees in work. Repatriation, therefore, must be looked on as the logical solution. This policy, however, was meeting with many difficulties, moral, political, and social, and these would have to be smoothed away before it could be carried out.

In a plenary session of the Assembly an exchange of views took place between Mr. Ador and Dr. Nansen on the conditions under which repatriation should be carried out. The prospect of a return to Russia had aroused fears among some of the refugees and Mr. Ador demanded that any agreements made between the High Commissariat and the Soviet Government should be communicated to the Assembly before being carried out. Dr. Nansen stated that, as in the case of the 250,000 prisoners of war who had already been repatriated by the High Commissariat, no refugee would be compelled to return to Russia against his will. Moreover, adequate guarantees would be obtained from the Soviet Government for the safety of repatriated persons.

A resolution was accordingly adopted by the Assembly approving the report of the High Commissioner and inviting the Council to ask the Governments to continue their help in providing general and vocational education and employment for the refugees, and further to draw their attention to the importance of putting in hand without delay the system of identity certificates recommended by the conference which met at Geneva in June 1922 to discuss the question (*). Up till

(*) *International Labour Review*, Vol. V, No. 6, June 1922, pp. 963-974. See also p. 785 of this issue.

(*) *Ibid.* Vol. VI, No. 4, Oct. 1922, pp. 592-593.

now only the British, Finnish, and French Governments have signified their acceptance of the system recommended. Finally, the resolution invites the Council to ensure, by means of international action, the subsistence of those refugees who are unable to provide their own livelihood in the countries where they are to be found in large numbers.

MIGRATION MOVEMENTS

British Empire

Great Britain

The *Board of Trade Journal* publishes statistics relating to the passenger movement from and to the United Kingdom during 1921. The table on the next page represents statistics relating to passenger traffic between the United Kingdom and places outside Europe and not within the Mediterranean Sea.

The columns relating to the balance of passenger movement show that the number of persons of British nationality who left Great Britain for non-European countries exceeded the number who arrived by 118,933 (241,997 in 1913, 172,747 in 1920). In the case of passengers of alien nationality there was an outward balance of 30,986 (outward balance of 87,076 in 1913 and inward balance of 18,573 in 1920). With regard to the passenger movement to and from other parts of the British Empire it is noticeable that, while there was very little diminution in the outward movement to Australia, New Zealand, British South Africa, and India in 1921, as compared with 1920, there was a very considerable reduction in the balance outward to British North America. In the case of the United States there is a decrease in the outward movement of British subjects amounting to 16,027 and an increase of aliens amounting to 36,224. It may be noted that the general totals show a net decrease in the number of British passengers outward to all destinations.

The last two columns show that there is a considerable reduction in the number of British emigrants to non-European countries as compared with 1920 and a still greater reduction as compared with 1913. Moreover, the percentage of emigrants going to other parts of the Empire was only 68 as compared with 73 in 1913. As in the case of the passenger movement as a whole, emigration to British North America shows a very striking reduction, which is much greater in proportion than in the case of any other country.

An interesting feature of emigration in 1921 is the excess of adult females over adult males, amounting to 8,092. This excess was most marked in the case of emigrants to the United States, where it amounted to 7,592.

A further table shows that the total number of passengers to the Continent of Europe was 830,558 (1,184,412 in 1913 and 738,860 in 1920), while the total number of arrivals from the Continent was 855,343 (1,309,874 in 1913 and 725,253 in 1920). To these figures for 1921 should be added 5,372 persons departing from, and 5,358 arriving in the United Kingdom by air. There was, therefore, an outward balance to the Continent of 24,771.

In conclusion it is stated, from returns furnished voluntarily to the Board of Trade by the principal steamship companies, that 1,390 British subjects were rejected on arrival in the United States, Canada,

PASSENGER MOVEMENTS TO AND FROM GREAT BRITAIN 1913 TO 1921

Country of destination or of origin	Balance of passenger movement outward				Emigrants (*) (British nationality)		Immigrants (*) (British nationality)	
	British subjects		Total British and aliens (1)		1921	1920	1921	1920
	1921	1920	1921	1920				
British North America	39,049	75,435	38,454	63,315	67,907	118,837	21,055	24,341
Australia	21,915	19,048	22,012	18,956	27,751	28,974	8,861	12,854
New Zealand	9,547	9,936	9,548	9,876	11,513	14,853	1,568	2,568
British South Africa	8,711	8,387	11,533	10,245	12,903	15,157	5,894	7,313
India, including Ceylon	3,291	3,102	3,297	2,990	9,830	12,188	9,393	11,999
Other parts of the British Empire	1,565	2,528	1,551	2,602	6,873	8,585	5,776	4,802
Total British Empire	84,078	148,436	86,445	107,984	136,777	198,594	52,547	63,877
United States	33,756	49,783	61,667	41,470	56,393	77,151	13,925	17,084
Other foreign countries	1,104	4,528	1,842	4,720	6,307	9,357	4,895	5,094
Total	118,938	172,747	149,924	154,174	199,477	285,102	71,367	86,055
Totals for 1913	241,997		329,073		389,394		85,709	

(1) The figures in respect of aliens are not strictly comparable with the Home Office statistics which were analysed in these *Notes* for October, because the latter include a number of seamen under contract to join ships in British waters, while the former exclude such seamen.

(*) "Emigrants" are persons who leave permanent residence (twelve months or more) in the United Kingdom to take up permanent residence elsewhere. "Immigrants" are persons who arrive in the United Kingdom to take up permanent residence therein.

South Africa, or Australia during 1921, mainly on the ground that they were paupers, likely to become a public charge, or criminals, diseased, or mentally afflicted (6).

Canada

Preliminary figures are available concerning immigration into Canada during the fiscal year ending 31 March 1922. The total number of immigrants was 89,999, coming principally from the following countries; United States of America 49,412; Great Britain and Ireland 39,020; Jewish immigrants from Austria, Poland, Russia, and other countries 8,404; Poland 2,707; Italy 2,413; China 1,746; Roumania 759; Denmark 541 (7).

Indians in South Africa

The Minister of the Interior stated in reply to a question in the South African House of Assembly on 1 March that the Indian population

(6) *Board of Trade Journal*, 3 Aug. 1922. London.

(7) *Canadian Congress Journal*, July 1922. Ottawa.

in the Union of South Africa as revealed by the recent census consisted of 93,069 men and 65,588 women.

On 6 March he stated, with regard to the sum of £16,000 set aside for the repatriation of Asiatics, that this money was being used for the assistance of Indians who were being repatriated. About 4,400 had gone back between July 1920 and March 1922 ⁽⁸⁾.

Free City of Danzig

The Senate of the Free City of Danzig reports the total number of emigrants through that port in 1921 as 32,811. The maximum monthly figure was 6,071 in February, after which the numbers fell to 795 in December. Almost all the emigrants came from eastern Europe, the countries of origin being as follows :

Poland	28,074	Ukraine	377
Lithuania	1,678	Roumania	222
Russia	1,435	Esthonia	10
Latvia	505	Finland	1

In addition, there were 383 Americans, 85 inhabitants of Danzig, 38 Germans, and 3 Czechoslovaks.

The statistics for 1920 covered only the last eight months of the year. During this period there were 30,578 emigrants, the monthly maximum being 10,714 in August 1920.

Poland

The Emigration Office of the Polish Government has sent the International Labour Office unpublished statistics of emigration and repatriation for the period 1918 to the middle of 1922 which complete the information published on this subject in these *Notes* for August 1922.

Oversea emigration is estimated at 5,901 persons for 1919, 74,121 for 1920, 87,334 for 1921, and 11,886 for the first six months of 1922. All these emigrants passed through foreign ports. In 1921 the ports of embarkation were as follows :

Danzig (direct)	13,108	Trieste	5,015
Danzig (indirect)	19,205	Le Havre	3,468
Antwerp	30,405	Cherbourg	1,118
Rotterdam	3,015	Bordeaux and Marseilles	1,029
Amsterdam	101		

The countries of destination of these 87,334 emigrants were as follows :

United States	70,389	Africa	252
Canada	7,571	Mexico	21
Brazil	253	Cuba	403
Argentina	2,257	Other countries	73
Palestine	6,115		

Overland emigration may be divided into "independent" and "organised" emigration. The destinations of "independent" emigrants in 1921 received a total number of 1,955 emigrants, as follows :

France	988	Germany	180
England	388	Other countries	210
Belgium	189		

"Organised" emigrants were much more numerous. The countries of destination received a total number of 6,892 emigrants, as follows :

⁽⁸⁾ *Journal of the Parliaments of the Empire*, Vol. III, No. 3, Mar. 1922, p. 66. London.

France	6,024	Denmark	325
Austria	93	Roumania	450

The total number of emigrants of all kinds in 1921 was thus 96,181.

The repatriation figures are high; for the period in question they are equal to those for emigration. The number of emigrants repatriated is estimated at from 7,000 to 8,000 in 1919, about 70,000 in 1920, 78,827 in 1921, and about 18,000 in the first half of 1922. Repatriation in 1921 took place through the following ports.

Danzig	59,836	Hamburg	6,800
Antwerp	3,994	Trieste	2,219
Rotterdam	5,968		

Finally, the Polish Government gives the following statistics of prisoners of war and workers and refugees who have returned to Poland.

	<i>Prisoners of war</i>	<i>Refugees and workers</i>	<i>Total</i>
1918	—	—	771,005
1919	54,021	266,800	320,821
1920	22,307	118,792	141,099
1921	11,971	462,869	474,840
1922 (first half)	129,846	70,152	199,998

Portugal

The *Boletim de Emigração* (*) of the Portuguese Government has published statistics for 1920 and 1921 of oversea emigration and repatriation of Portuguese nationals through the ports of Lisbon and Oporto. The tables may be summarised as follows.

OVERSEA EMIGRATION AND REPATRIATION OF PORTUGUESE NATIONALS THROUGH LISBON AND OPORTO 1920 AND 1921

Description	1920		1921	
	<i>Men</i>	<i>Women</i>	<i>Men</i>	<i>Women</i>
<i>Departures (emigrants)</i>				
Total of Portuguese passengers	38,551	11,672	14,477	6,118
Third class passengers	36,106	10,304	12,797	5,118
Skilled workers	4,100	37	649	4
General workers and labourers	23,397	173	7,344	4
Going to Brazil	26,333	9,549	12,375	5,510
Going to Montevideo and Buenos Ayres	387	129	358	47
Going to the Northern United States	10,436	1,741	951	198
<i>Arrivals (repatriated persons)</i>				
Total of Portuguese passengers	14,840	6,056	17,803	5,526
Third class passengers	11,962	4,345	15,646	4,586
Skilled workers	1,353	81	783	
General workers and labourers	4,857	236	7,860	
Coming from Brazil	11,781	5,076	12,728	4,643
Coming from Montevideo and Buenos Ayres	514	119	211	46
Coming from the Northern United States	1,689	553	3,920	659

(*) 1921, p. 135; 1922, p. 101. Lisbon.

As in many other countries, it therefore appears that for Portugal in 1921 repatriation was on a larger scale than emigration.

Roumania

The Roumanian Government has sent the International Labour Office statistics of emigration and immigration drawn up by the Employment Exchange Directorate from information received from the principal frontier stations. The statistics show arrivals and departures in and from Roumania; they cover the period from the beginning of April 1921. For the first year, from 1 April 1921 to 31 March 1922, the total number of arrivals is given as 17,820, and departures as 12,148. The arrivals include 2,546 workers coming from overseas, all, with three exceptions, from the United States. Of the departures 2,949 were going overseas, almost all also to the United States. The number of workers arriving from European countries was thus 15,274, and of workers going to European countries 9,199, about half of these being into neighbouring countries.

Latvia ⁽¹⁰⁾

The Latvian Government publishes detailed monthly statistics of migration since November 1920. They are particularly interesting in that they do not merely indicate arrivals and departures (immigrants and emigrants), but give also the number of transmigrants both arriving and departing, with detailed information in each case of the countries both of origin and of destination.

The total number of arrivals (immigrants properly so called) in July 1922 was 3,062, including 3,031 persons coming from Russia and 31 from other countries. From 1 November 1919 to July 1922 the total number of immigrants is 212,216, including 199,768 coming from Russia. The total number of departures (emigrants properly so called) in July 1922 only amounted to 58, including 43 going to Russia. The total number of departures since the date at which the figures start is 15,089, including 8,942 going to Russia.

The total number of transmigrants was 3,150, of whom 2,600 were coming from Russia and 451 going thither. Since 1 November 1919 the number of transmigrants has been 170,813, including 117,725 coming from Russia and going to different countries, 50,920 going to Russia from different countries, and 2,168 in transit between other countries.

Out of a general total of 398,113 persons, emigrants coming from Russia were thus 317,491 persons, including 199,766 emigrants properly so called and 117,725 persons in transit.

In order to appreciate the abnormal character of this emigration, it is only necessary to point out that these 199,766 emigrants included 176,127 refugees, 11,395 members of the Red Army, 714 prisoners of war, 9,931 deserters (soldiers and civilians), 759 inhabitants of plebiscite areas, 52 hostages, 499 repatriated persons, 23 children, and 266 persons coming from different countries.

⁽¹⁰⁾ Communicated to the International Labour Office by the Latvian Government.

The countries of destination of transmigrants coming from Russia were partly as follows :

Lithuania	88,449	Estonia	24
Poland	2,472	Denmark	25
Hungary	1,883	Germany	132
Austria	294	Other countries	62
America	716		

There were also 23,572 prisoners of war.

The Chinese Population Abroad

The following figures ⁽¹¹⁾ give an idea of the total number (8,867,520) of Chinese citizens living abroad in 1921. The figures must be accepted with reserve; e. g. the number of Chinese in Europe seems underestimated and that of Chinese in Japan overestimated; indeed, the Japanese statistics only give 11,840 Chinese resident in Japan.

Formosa	2,258,650	Peru	45,000
Java	1,825,700	Siberia	37,000
Siam	1,500,000	Australia	35,000
East Indies	1,023,500	Honolulu	27,000
Singapore	1,000,000	Brazil	20,000
Hongkong	314,390	Japan	17,700
Annam	197,300	Canada	12,000
United States	150,000	Korea	11,300
Burma	134,600	South Africa	5,000
Cuba	90,000	Mexico	3,000
Philippines	84,060	Europe	1,760
Macao	71,560		

An interesting comparison may be made between the above table and that of the figures for Chinese emigration in 1914 taken from the same source ⁽¹²⁾. In 1914, in addition to the 13,000,000 Chinese living in Manchuria and the 2,250,000 living in Formosa, there were about 4,000,000 Chinese scattered over different parts of the world, especially in the Dutch East Indies (563,000), Siam (650,000), the Straits Settlements (282,000 in 1901), and Indo-China (153,452 in 1908). As regards Indo-China it may be noted that local information indicates a considerable increase in the volume of Chinese emigration since 1915. In 1920, in particular, the arrival of 17,075 Chinese was recorded.

European Emigration to Morocco

The Immigration Service of the Port of Casablanca has published the following table showing immigration and emigration in Morocco from 1917 to 1921.

Years	Immigrants	Emigrants	Excess of immigrants
1917	2,716	1,677	1,039
1918	2,953	1,342	1,611
1919	9,895	3,202	6,693
1920	11,237	3,769	7,468
1921 (first ten months)	11,379	4,135	7,244
	38,180	14,125	24,055

⁽¹¹⁾ *The China Year Book*, 1921, p. 91.

⁽¹²⁾ *Ibid.* 1914, p. 37.

The term "immigrants" is applied to persons arriving in Morocco by sea for the first time, and "emigrants" to persons who say that they are leaving the country and do not intend to return.

The total excess of immigrants over emigrants (about 25,000 immigrants settled in the country from 1917 to 1922) gives a very fair idea of the extent of immigration into Morocco. The influx was sharply checked in 1914 by the war, but is again resuming its full course.

During the period in question the French proportion of immigrants remained at about 65 per cent. of the whole, while the Spanish proportion fell from 20 to about 15 per cent., and the Italian rose from 6 to 11 per cent.; (the numbers of immigrants registered during 1921 were: French, 7,193; Spanish, 1,716; Italian, 1,360).

As regards occupations, it is noted that among the immigrants most of the building workers and small tradesmen were Spaniards, Italians, and Portuguese, while the French immigrants represented the large majority of industrial workers, commercial employees, and overseers.

There has been considerable progress in land settlement, especially since 1918 when the official scheme first came into operation. The amount of land distributed from 1918 to 1921 was 47,947 hectares, the yearly figures being as follows: 7,238 in 1918, 11,246 in 1919, 11,191 in 1920, 18,272 in 1921, most of the concessions consisting of properties of 200 to 400 hectares ⁽¹³⁾.

Cuba ⁽¹⁴⁾

The number of passengers arriving in the Cuban Republic was 116,317 in 1921, as against 232,746 in 1920. The number of immigrants was 58,948 in 1921 as against 174,221 in the preceding year.

By a Decree of 12 December 1921 the temporary Act of 3 August 1917 was repealed as from 1 January 1922. As the Act had suspended for a period initially fixed at two years the existing immigration regulations, the result is that these regulations are again in force.

GOVERNMENT POLICY AND LEGISLATION

The British Empire

Great Britain

It was announced in the House of Commons on 27 July by the Prime Minister that a new Cabinet Committee had been appointed to devote special attention to trade development and emigration in their relation to unemployment. It is stated that the question of emigration in particular requires careful attention owing to the fact that the population of the country has since 1914 increased by upwards of a million, and that there are, therefore, from 300,000 to 400,000 additional wage earners for whom employment has to be found. The Empire Settlement Act is being put into operation, but, owing to the difficulty of absorbing greater numbers of workers in industry and agriculture, the Government is already considering the possibility of more extensive emigration plans ⁽¹⁵⁾.

⁽¹³⁾ SOCIÉTÉ D'ÉTUDES ET D'INFORMATIONS ÉCONOMIQUES: *Chronique coloniale*, Aug. 1922. Paris.

⁽¹⁴⁾ *El Emigrante español*, 5 Sept. 1922. Madrid.

⁽¹⁵⁾ *Daily Telegraph*, 28 July 1922. London.

Settlement of Demobilised Soldiers and Sailors

Mr. F. C. Wade, Agent-General for British Columbia in England, who returned from Canada to London at the beginning of September, has put forward a plan for the migration of demobilised sailors and soldiers. He proposes to send suitable emigrants as land reservists under an arrangement by which they would agree to work for three years clearing land, preparing soil, putting in crops, building farm houses and grading roads. During this time the British Government and the Government of the Dominion concerned would be responsible for their pay and their keep. After three years, when these reservists would be familiar with every operation in agriculture, each one would receive 100 acres of land including 40 acres under crop, his house, farm buildings and fences complete ⁽¹⁶⁾.

India : Draft Regulations

The Draft Rules which it is proposed to issue under the Indian Emigration Act 1922 ⁽¹⁷⁾ are concerned almost exclusively with the emigration of unskilled workers. They prescribe that each country to which Indian emigrants go shall appoint commissioners in India who must be paid a fixed salary and who will be responsible for diffusing correct information regarding the country they represent. Each commissioner will appoint inspectors of emigration to supervise the work of persons engaged in assisting labourers to emigrate. These persons will be known as emigration agents and will be licensed and appointed by the commissioner. The licence must be countersigned by a district magistrate, who has power to cancel it at any time. The agents must furnish to every person recruited a statement containing particulars as to climate, hours of work, wages, cost of living, conditions of repatriation, etc. Sufficient and proper accommodation must be provided in areas in which emigrants are detained and this must be inspected once a month by a district magistrate. Agents are forbidden to carry on recruiting operations in pilgrim centres during times of pilgrimage or festival or to recruit (1) persons below the age of 18 and women unaccompanied by a relative ; (2) more than a certain proportion of single men.

All emigrants must appear before a magistrate, who may examine them regarding their reasons for emigrating and their knowledge of the conditions on which they are going. The agent may not be present during this examination. Persons who are authorised to emigrate must be conveyed to the port of embarkation, accompanied by a competent person appointed by the commissioner. Non-recruited emigrants who desire to obtain assisted passages may apply directly to the commissioner. Suitable accommodation must be provided at the port of embarkation and must be licensed by the Protector of Emigrants, who, it will be recalled, is an official appointed by the Local Government. All emigrants must be examined at the port by the Medical Inspector of Emigrants. Returned emigrants must be accommodated at the port of disembarkation until the commissioner is able to arrange for their departure to their homes. The duties of agents appointed by the Indian

⁽¹⁶⁾ *The Times*, 6 Sept. 1922. London.

⁽¹⁷⁾ *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 256-258.

Government for service in countries of immigration are : to obtain information regarding the welfare and status of Indian immigrants ; to submit annual reports ; to protect and advise Indian immigrants ; to inspect immigrant ships on arrival ; to visit places where Indians work and reside.

These agents will act in co-operation with the Immigration Department of the Government of the country in which they are employed ⁽¹⁸⁾.

Emigration to Fiji

It is stated that the British Government has been asked by the Fiji Sugar Company to permit 8,500 Indian labourers to emigrate to Fiji annually. The Government of India's Commission which has recently been to Fiji in order to investigate the conditions under which Indians are living there has presented its report to the Government, but this report has not yet been published ⁽¹⁹⁾.

A public meeting was held in Madras on 9 July at which Mr. Venkalapathi Razu, who presided over the Commission, expressed his views. He stated that, in view of the treatment given to Indians, the Commission had decided that it was not possible to encourage free emigration to Fiji.

Mr. Kesava Pillai, who had been a member of the deputation to British Guiana and Trinidad, said it seemed to him that the condition of Indians was better in those colonies than in Fiji or even in India itself ⁽²⁰⁾.

Landing of Germans in Hong Kong

It is announced that from 28 August 1922 onward ex-enemy aliens are no longer forbidden to go to Hong Kong ⁽²¹⁾.

Canada

There is at present a considerable diminution in immigration to the Dominion, the figures for the first four months of the present fiscal year (April-July) showing a decrease of 34 per cent. as compared with those for the corresponding period last year.

The Western Canada Colonisation Association has secured the approval of the Dominion Government for its land settlement plan ⁽²²⁾. It is understood that the Association will receive an annual Federal grant and it also hopes to receive a grant from the British Oversea Settlement Committee. Negotiations are still proceeding with a view to obtaining the Committee's approval of the scheme proposed. The chief feature of the plan is the sale to immigrant settlers of lands along the railways in Western Canada on the system of 32 yearly payments. Agents of the Association will accompany the settlers from the port of disembarkation to their destination, will give advice regarding the best sites, building of houses, purchasing of stock and

⁽¹⁸⁾ GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE : *Emigration Notification*, July 1922. Simla.

⁽¹⁹⁾ *New India*, 16 Aug. 1922. Madras.

⁽²⁰⁾ *Madras Weekly Mail*, 20 Apr. 1922. Madras.

⁽²¹⁾ *Nachrichtenblatt des Reichswanderungsamts*, 15 Aug. 1922. Berlin.

⁽²²⁾ *Cf. International Labour Review*, Vol. VI, No. 2, Aug. 1922, p. 255.

implements, etc. For the first three years no interest payments will be required from the settlers. The Canadian railways will also co-operate by giving low rates to settlers and settlers' effects ⁽²³⁾.

Asiatic Migration in Canada

Further particulars are now available regarding the debate in the Canadian House of Commons on 8 May last on a Resolution demanding the exclusion of Oriental immigration ⁽²⁴⁾. The demand of Mr. W. G. McQuarrie, who moved the Resolution, was that the following steps should be taken. First, the Treaty of Commerce and Navigation between the United Kingdom and Japan, signed in London, 3 April 1911, should be abrogated so far as Canada is concerned ⁽²⁵⁾. Secondly, the Lemieux Agreement of 1908 (known as the "Gentlemen's Agreement") between Canada and Japan under which Japan voluntarily restricted the movement of Japanese to Canada to a comparatively small number should be cancelled. Thirdly, the Immigration Act should be amended so as to provide for exclusion.

These proposals were supported by a considerable number of members from British Columbia, one of whom declared that there was in existence a veritable slave system so far as the Chinese were concerned. Chinese syndicates are alleged to bring into Canada large numbers of natives, and to pay the \$500 head tax, passage, and the expenses. These Chinamen remain bondmen of the syndicate until they have paid off all this expense and interest in addition. In the course of the debate it was made clear that the term "Oriental aliens" was not held to include British subjects, such as, for instance, Indians.

The Prime Minister, in reply, opposed the abrogation of the Treaty of Commerce and Navigation at the present time because he thought that equally good results could be obtained by negotiation with the Japanese Government. For a similar reason he declined to agree to the abolition of the "Gentlemen's Agreement". Thirdly, he is opposed to passing an Exclusion Act and stated that the Government was in favour of substituting effective restriction for exclusion in the resolution which had been submitted ⁽²⁶⁾. As already announced, the resolution was passed, with that amendment.

Australia

A discussion on the plans of the Government of Victoria regarding immigration took place in the Legislative Assembly on 26 July ⁽²⁷⁾. The

⁽²³⁾ The *Times*, 13 Sept. 1922. London.

⁽²⁴⁾ Cf. *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 254-255.

⁽²⁵⁾ One of the provisions of this Treaty is as follows: "The subjects of each of the High Contracting Parties shall have full liberty to enter, travel, and reside in the territories of the other and, conforming themselves to the laws of the country, shall in all that relates to travel and residence be placed in all respects on the same footing as native subjects. They shall have the right equally with native subjects to carry on their commerce and manufactures and to trade in all kinds of merchandise of lawful commerce either in person, or by agents, singly or in partnership with foreigners, and for native subjects. They shall in all that relates to the pursuit of their industries, callings, professions, and educational status be placed in all respects on the same footing as the subjects or citizens of the most favoured nation."

⁽²⁶⁾ *Journal of the Parliaments of the Empire*, Vol. III, No. 3, July 1922. London.

⁽²⁷⁾ Cf. *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 605.

Premier stated that it was proposed to settle 10,000 farmers at the rate of 2,000 a year on the following conditions. Suitable settlers will be obtained in Great Britain by the Commonwealth authorities. On arrival in Victoria they will be placed by the State representatives on land or in employment for the purpose of gaining experience or knowledge of conditions in Victoria. This land will, as far as possible, be that which is to be subsequently allotted to settlers. The settlers will be directed by superintendents of experience. The immigrants will be placed in irrigable or dry areas as they desire. Repayments of money advanced will extend over 36½ years in accordance with the Victorian Closer Settlement Act. The British Government will co-operate by making an advance of £300 per settler. A loan will be raised and one-third of the interest on this loan will be paid by the Commonwealth, British, and State Governments respectively. This scheme was approved by the Federal Government on 25 July (28).

New Zealand

It is stated that Sir James Allen, High Commissioner for New Zealand in London, has been engaged in negotiations with the British Government for an Agreement similar to that which has already been signed between the British Government and the Commonwealth Government of Australia. The New Zealand Agreement also provides for a maximum expenditure of £400,000 to be equally shared by the two Governments, but the High Commissioner has explained that the actual expenditure will probably not exceed half the Australian outlay.

A statement was made in the House of Representatives by the Prime Minister on 25 August. He said that the proposed Agreement would take the place of the "nominated system". The money would be available partly by grant and partly by loan and would be contributed to the extent of one-third each by the British Government, the New Zealand Government, and the emigrants themselves. The sum involved would be from £80,000 to £100,000, and this would permit of the admission of 5,000 immigrants at a total cost of £130,000 to £150,000.

It is stated in the press that the system of nominations has not been an entire success, and that the Salvation Army have maintained an employment office to help new arrivals whom nominators have failed to support (29).

Emigration of Native Population in the Belgian Congo

The Belgian Government issued a Decree on 14 August 1922 fixing the conditions which may be laid down by the authorities of the Belgian Congo for the emigration of natives of the colony or for residents in the Belgian Congo who are natives of neighbouring colonies.

According to these conditions the native emigrant may not be accompanied or helped in his journey from the colony. He is forbidden to use certain routes or means of transport, to be specified by the

(28) *Melbourne Argus*, 27 July 1922. Melbourne.

(29) *New Zealand Herald*, 25 July 1922 and 26 Aug. 1922, Auckland; and *Adelaide Register*, 24 July 1922. Adelaide.

Vice-Governor-General of the Province. He may be called upon to provide himself with a leaving passport, the issue of which may be refused in certain cases enumerated in the Decree. Thus, for instance, in order to obtain the passport, the native concerned may be called upon to produce permit papers in proper order authorising him to leave the district or territory where he lives, or, if he is under the guardianship of any person, to produce an authorisation from this person. He may have to show that he has satisfied the conditions of the police regulations as regards health, and to produce a medical certificate stating that he is physically fit to stand the journey and the stay in the country to which he intends to go, if this country is not a neighbouring one. The last requirement is the deposit either by the emigrant himself or by some person on his behalf of a cash security, which is intended to repay any advances which might be made by the colony for his maintenance outside the colony or for his repatriation. The amount of this security is fixed for each case, the Vice-Governor-General of the Province having power to authorise exceptions, particularly as regards natives taken on by the competent authority to complete the crew of a ship which puts in regularly and periodically at a Congo port. Leaving passports may also be refused to natives against whom proceedings in the Congo courts are in progress, who are trying to escape their obligations to the Government, or who are infringing any of the clauses of the Decree on employment contracts which regulate the recruiting or engagement of natives for employment outside the colony⁽³⁰⁾.

With regard to natives of neighbouring colonies who are resident in the Congo, the leaving passport can only be refused if they have not procured permit papers in proper order, or if they do not satisfy the conditions of the police regulations as regards health, or if proceedings in the Congo courts against them are in progress⁽³¹⁾.

The Swiss Government and Emigration

The Swiss Federal Council, in a Note dated 1 September, laid before the Federal Assembly a statement of the financial steps so far taken for the relief of the Swiss unemployed and of the proposed expenditure for the same purpose in the coming months. With regard to emigration, the summary given of the disposal of the unemployment fund and related credits shows that, between 1917 and January 1922, 2,378,000 francs were paid to Swiss persons living abroad or returning to their country; during 1920, 1921, and the first half of 1922 about 5,200 francs were paid to Swiss hotel employees in France; and, from October 1921 to June 1922, 15,000 francs were paid to Swiss persons living in Russia in order to help them to return to the commune from which they originally came. The Note goes on to explain the necessity of restricting unemployment relief, especially for women workers, pointing out that in certain occupations (domestic service in particular) foreign labour has been called in.

The Note ends by stating that the remedies so far tried are quite inadequate for the solution of the problems raised by the economic situation, and that a serious attempt must be made to organise emigration on a sound basis. In order to effect this the authorities should

⁽³⁰⁾ *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 608.

⁽³¹⁾ *Moniteur belge*, 23 Aug. 1922. Brussels.

undertake the work of finding employment abroad for future emigrants. The Federal Council is of opinion that it is necessary to organise emigration on a legal and systematic basis, not in order to oust the Swiss unemployed from Switzerland, but rather in order to put them into posts which they cannot at present find in their own country.

In order to relieve the present crisis, and in particular to facilitate emigration, the Council requested the Assembly to approve a draft Federal Decree for the opening of a credit of 50,000,000 francs⁽³²⁾. The National Council has appointed a Commission to report on this request.

Passport Regulations in Russia

An Ordinance of the Council of People's Commissaries concerning journeys abroad was published in the *Isvestia* of 18 May 1922. According to this Ordinance Russians desiring to leave the country must have a special permit from the People's Commissary for Foreign Affairs. This permit is valid for a stay of six months abroad, but it can then be renewed on application to a representative of the Soviet Government. If a holder of such a permit returns to Russia after the expiration of the period of validity he is liable to pay three times the normal fee⁽³³⁾.

Repatriation to Russia

The Russian refugees who are at present in Germany and desire to return to their native country have to comply with certain conditions, the principal of which are that they must obtain the approval of the Nansen Committee in Moscow, which is only given if the conditions with regard to food in the district concerned are satisfactory. Approval must also be obtained from the representative of the Russian Government in Berlin, and in order to get this the applicant must be able to prove that he will be able to provide for himself. Refugees who are living in a camp in Germany are not permitted to refuse work which is offered to them on the sole ground that they anticipate an early return to Russia and wish to remain in camp until that is arranged⁽³⁴⁾.

Diplomatic and Legislative Proposals in the United States

According to a statement made by Mr. Isaac Siegel, who is a member of the Committee on Immigration and Naturalisation of the House of Representatives, more than twice as many Japanese are entering the United States annually under the terms of the "Gentlemen's Agreement" as would be permitted under the Three per Cent. Act if the latter applied to them. Mr. Siegel hopes that a new diplomatic Agreement will be negotiated with Japan which would place much more stringent restrictions on travel into the United States for business or study. It is probable, he says, that the Immigration Law will shortly be completely overhauled and hearings will be commenced this autumn for that purpose. There is a demand to increase the quotas from 3 to 5 per cent., coming largely from those who want unskilled labour and from those who want domestic servants. In this connection, Mr. Siegel

⁽³²⁾ *Feuille fédérale*, No. 36, 6 Sept. 1922. Berne.

⁽³³⁾ *Nachrichtenblatt des Reichswanderungsamts*, 1 Sept. 1922. Berlin.

⁽³⁴⁾ *Ibid.* 15 Aug. 1922.

mentioned that the West Indian islands recently bought from Denmark are being depopulated owing to the large number of women who are coming to the United States. The Three per Cent. Act does not apply to those islands. On the other hand, there is also a strong sentiment in favour of reducing the quotas to 2 per cent. and even of stopping immigration entirely for five years. This agitation comes largely from organised labour and to a certain extent from the Southern States.

Mr. Siegel believes that the quota to be fixed this winter will remain in force for a considerable period ⁽³⁵⁾.

Mr. Johnson, Chairman of the Committee, has introduced a Bill to make the quotas for the year beginning July 1923 2 per cent. of the 1910 census figures. This measure would also prevent the entrance of any immigrant not eligible for citizenship ⁽³⁶⁾.

Formalities for Minors immigrating to the Argentine

The General Immigration Department of the Argentine Republic announces that several young immigrants have recently arrived in the Argentine accompanied by persons who were not their parents, and that, in consequence, in future children under 15 years of age arriving in that country must hold birth certificates duly attested by an Argentine consul, even if they are travelling in the company of their parents. They will not be admitted without this document ⁽³⁷⁾.

Chili

A Bill has been introduced into Congress providing that in every commercial firm employing more than ten employees at least three-fourths of these employees must be Chilean citizens ⁽³⁸⁾.

WELFARE AND PROTECTION WORK

Conferences and Organisations

The Work of the Dante Alighieri Society

The Executive Committee of the national Italian organisation known as the Dante Alighieri Society, in view of the twenty-seventh congress of the society which is to take place at Zara on 16 September and following days, has issued a detailed report on the propaganda work done by the society to encourage the use of the Italian language and to provide instruction generally for Italians living abroad. There are 304 committees attached to the society, of which 208 are in Italy and 96 outside Italy, together representing a total membership of 70,000 persons. The balance sheet for 1921 shows a balance of 655,000 lire, after an expenditure of a million and a half lire for various social purposes, and its share capital amounts to 3 million lire. Committees of the society are to be found in many foreign towns, e.g. at Marseilles,

⁽³⁵⁾ *New York Times*, 13 Aug. 1922. New York.

⁽³⁶⁾ *Christian Science Monitor*, 29 June 1922. Boston.

⁽³⁷⁾ SOCIETÀ UMANITARIA: *Corrispondenza settimanale*, 7 Sept. 1922. Milan.

⁽³⁸⁾ *Nachrichtenblatt des Reichswanderungsamts*, 1 Sept. 1922. Berlin.

the Hâgue, Copenhagen, Barcelona, Vienna, Constantinople, in Switzerland, and in Greece. These committees give a great deal of financial support to the Italian schools which exist abroad. The most important branches of the society outside Europe are at Boston, Rio de Janeiro, Jahu (Montevideo), Buenos Ayres, Casilda and Rosario (Santa Fé). A centre for secondary education has been recently established by the society at São Paulo in Brazil, and several others are about to be organised in South America, e.g. at Rio de Janeiro, in Chili, Uruguay, and the Argentine. Throughout South America the society encourages a number of Italian libraries and helps to educate a great many girls and boys ⁽³⁹⁾.

An Italian Emigration Conference

The first conference of the Italian League for the Protection of National Interests (*Lega italiana per la tutela degli interessi nazionali*) was held during last June and discussed the protection of Italian emigrants abroad. In the course of the debate on the national rights of such Italians the conference demanded the adoption of the following principles: (1) no Italian emigrant to lose his nationality unless he makes a special declaration for that purpose before the Italian consular authorities; (2) Italian emigrants and the sons of Italian emigrants returning to Italy to be re-admitted to Italian nationality immediately on their arrival in that country on a simple declaration made before the captain of the ship or at the frontier office; (3) any person of Italian origin who performs any type of military service to be allowed to resume his Italian nationality, if lost, without special formalities; (4) any son of an Italian national born abroad who, on attaining the age of 25 years, shall have failed to declare himself an Italian national, to be considered to have the nationality of the country where he resides, if such country is an oversea country admitting sons of Italians to opt as to nationality.

Other resolutions voted demanded the conclusion of reciprocal agreements with other countries for the abolition of passport visas and permits to allow residence or domicile ⁽⁴⁰⁾.

Conference on Social Work in the United States

The forty-ninth National Conference on Social Work, which was held at Providence in June last, was divided into ten sections, of which one was devoted to the question of immigrants.

A discussion on present trends in immigration policy was opened by the Commissioner-General of Immigration, who stated that the psychological effect of the Three per Cent. Act in allaying fears throughout the country has made it possible to begin the formulation of a constructive and humane policy of selecting and distributing new immigrants. Miss Edith Abbott, in reply, deplored the fact that the United States had repudiated its general policy of free entry to men and women of good character and physical well-being.

Mr. Fred. C. Croxton, Chairman of the Federal Advisory Committee on the welfare of immigrants, drew attention to the conditions which have been allowed to develop in the immigration stations of the United States. He outlined the changes in equipment which are contemplated at Ellis Island and explained plans for the establishment of

⁽³⁹⁾ *Le Notizie sull'emigrazione e sul lavoro*, 5 Sept. 1922. Rome.

⁽⁴⁰⁾ *Bollettino dell'emigrazione*, June 1922. Rome.

an official government information division to be staffed with trained social workers.

Mr. A. A. Goldenweiser, of the New School of Social Research, stated that prejudice is growing in America against the Jew and the Japanese, and that unless steps are taken towards assimilating these people they will present as difficult a problem as that of the negro ⁽⁴¹⁾.

A representative of the International Labour Office read a paper on international machinery for research work on problems of immigration.

The Protection of Spanish Emigrants in Cuba

A society has been formed at Havana, under the name "Ibero-Cubana", for the protection of Spanish emigrant workers. The society has applied for the patronage of the Spanish and Cuban emigration authorities. Emigrants from Spain are much desired, and the object of the new society is to organise a full service of agents and representatives instructed to give the necessary information to emigrants so that they need not be exposed to fraud and ill-treatment during their voyage. A special body of inspectors, whose function it will be to smooth out all difficulties, will accompany emigrants during their voyage out. On arrival healthy premises will be ready for their reception, and the society will continue to look after them until they reach their destination ⁽⁴²⁾.

Education

Farm Training for Juvenile Immigrants

The farm school of the Child Emigration Society in Western Australia, which was founded in 1909, has special features which, it is claimed, make it a unique institution. The children who are taken from Great Britain to Australia by this society are trained and educated on the farm and they are then sent out as farm workers. Some already possess their own land and are making permanent homes for themselves in the agricultural areas of the State. The Commonwealth Government has decided to co-operate with the Government of Western Australia in contributing to the support of this school. Since the founding of the Society only 140 children have been sent out, but there are said to be practically no failures among them ⁽⁴³⁾.

University Courses for Emigrants

The University of Hamburg has introduced special courses for students who intend to settle abroad. These courses are classified according to country and deal with Spain, Spanish America, Brazil, the Netherlands, Sweden, Norway, and Denmark. At the end of the course an examination is held in the language of the country, general knowledge of it, its historical, political, and intellectual development and economic situation. Among the subjects which can be studied but which are not obligatory are the principles of common law and tropical hygiene. For prospective teachers the course will also include the history of German civilisation and of German education in the country chosen ⁽⁴⁴⁾.

⁽⁴¹⁾ *The Survey*, 15 July 1922. New York.

⁽⁴²⁾ *La Epoca*, 8 Sept. 1922. Madrid.

⁽⁴³⁾ *The Times*, 9 Sept. 1922. London.

⁽⁴⁴⁾ *Nachrichtenblatt des Reichswanderungsamts*, 15 Aug. 1922. Berlin.

Emigration Work of the Church in Italy ⁽⁴⁵⁾

The Pontifical College of Priests for Emigration at Rome has decided to start a special course for the instruction of the clergy in emigration problems in September 1922. The course will last a fortnight and will include the study of Italian emigration legislation, of practical methods for assisting emigrants, and the imparting of useful information about the countries to which Italian emigrants chiefly go, as well as instruction on all that concerns the religious preparation of the emigrant. Priests from those districts which supply the largest number of emigrants will have preference when allotment is made of places for these courses, which are entirely gratuitous.

*Placing of Emigrants**Placing of Italian Emigrants abroad*

Conferences for the purpose of studying the placing of Italian emigrants abroad have been held in Rome at the General Emigration Office, attended by members of the staff and by representatives from organisations for protecting Italian emigrants. The present methods of the administrative authorities in dealing with the question are to be the subject of an investigation. Colonel Couturier, representing the Iron Masters' Committee (*Comité des forges*), an association of French employers which is interested in the recruiting of Italian labour, gave an address at one of the meetings. Colonel Couturier stated that his organisation had nothing but praise for the recruiting system at present in force between France and Italy. It had entirely put an end to the inconveniences and uncertainties of the preceding régime. Any member of the Iron Masters' Committee was now able at any time to get a supply of labour suited to his real requirements. There was also the advantage that the methods now used simultaneously protected the interests of Italian emigrants, of the Italian State, and of French employers ⁽⁴⁶⁾.

Placing of Dutch Workers in Germany and France

The Employment Exchanges Association in the Netherlands has published its report for the year 1921-1922. Information of interest is given on the agency established at Oberhausen for the placing of Dutch workers. It is stated that, in spite of the extensive unemployment in the Netherlands and industrial activity in Germany, there was no great desire on the part of unemployed workers in the Netherlands to go to Germany. The three chief reasons which made it difficult to place workers were the unfavourable condition of the German exchange, making wages seem very low when converted into Dutch florins, the difficulty of finding accommodation in Germany, and also the excessively complicated character of the formalities required of Dutch workers before they could obtain authorisation to work in Germany.

The Netherlands authorities, in order to encourage the emigration of unemployed workers, grant a supplementary wage over and above what is paid in marks to workers employed in Germany whose families remain in the Netherlands. The Oberhausen employment exchange has been asked to supervise these grants.

⁽⁴⁵⁾ *Opera Bonomelli*, Aug. 1922. Milan.

⁽⁴⁶⁾ Cf. *Riv. di emigrazione e trasporti*, July 1922. Rome.

The Employment Exchanges Association has also appointed a special correspondent in France for the purpose of placing unemployed workers from the Netherlands; the correspondent has, however, resigned and a new one has not yet been appointed, although negotiations are in progress (47).

Attitude of Employers (48)

The Argentine Labour Association

The *Bulletin* of the Labour Association of Buenos Ayres, which is an organisation of employers, has published a report drawn up by the secretary on the immigration question, describing the attitude which employers are recommended to adopt. The report discusses legislative enactments, existing treaties, and the question of action by the employers. Stress is laid on the usefulness of exact statistics and on the need of legislative reform which would make possible a system of control and selection of better-class elements, with the result that the country would be effectively colonised. Commenting on the question of treaties, the report notes favourably the recommendations of the International Emigration Commission of the International Labour Organisation, urges the adoption of an international policy which would tend to distribute properly the superabundant populations of certain countries, and is in favour both of the principle of legal equality between nationals and immigrants which has already been applied in the Argentine Republic and of all measures which encourage the rapid assimilation of new arrivals.

Employers can, however, no longer do much effective work as regards the immigration of workers in industry and commerce in view of the present very limited opportunities for incorporating new workers; the country can absorb only a very few highly specialised workers, and even such workers would be better trained on the spot in a good technical training school. On the other hand, an energetic policy might be initiated by employers in the sphere of agriculture and cattle-raising, in which industries there is room for the assimilation of a large number of alien workers. Among this class of immigrants political propaganda has been observed to be spreading in a dangerous way, a propaganda occasionally justified but often exaggerated; good organisation on the part of the employers would be an effective remedy. Such an organisation should in the first place adopt a thoroughly good colonisation policy which would result in settling on the soil the population best suited to agricultural work, and in encouraging a system of collective engagement which would seem to promise a particularly happy solution of the agricultural problem in the Argentine Republic, both for the employer and for the settler.

Finally, the writer recommends the Association to appoint a committee the first object of which would be to carry on, through the agency of official or private organisations, systematic, efficient, and bona fide propaganda, not directed to instigate artificially new currents of emigration, but simply to make the country known, and also to collect

(47) *Tydschrift van de Nederlandsche Werkloosheidsraad*, 1922, pp. 379 et seq. Amsterdam.

(48) See also above, under *Employers' Organisations: Attitude towards Emigration*.

information as to actual emigration conditions in various countries and as to government and private organisations for helping and directing migration.

Attitude of Labour

Trades and Labour Congress of Canada

One of the principal questions discussed at the Canadian Trades and Labour Congress, which met in August last at Montreal, was immigration. A sub-committee was appointed to consider the matter and the report of this committee was unanimously adopted by the Congress. The report declares in favour of the effective supervision and regulation of immigration and total exclusion of all Orientals. Amendments to the Immigration Act were asked for in order to prevent British citizens from being arbitrarily deported, and also in order to prevent the hire of labour outside Canada by private employers except through the employment services of the Dominion and of Great Britain.

The Congress approved the formation of a Dominion Advisory Council of Immigration and demanded that labour brought in to replace strikers be placed among the classes of prohibited immigrants. It was also decided to request the British Government to supervise immigration advertisements more closely and control booking agencies. Finally two resolutions were passed, one in favour of making land settlement and colonisation schemes available to citizens and others already located in Canada, the other urging that the medical and other inspection of immigrants should take place, as far as possible, at the port of embarkation ⁽⁴⁹⁾.

The General Confederation of Labour in France and Immigration

At the national congress of French Workers in the Textile Industry, which met at Mulhouse from 13 to 15 August 1922, Mr. Jouhaux, secretary of the General Confederation of Labour, spoke on the problems arising out of alien immigration and its relations to the French trade union system. Mr. Jouhaux stated that nearly two million alien workers were at present living in France, Italians, Spaniards, Poles, Belgians, and other nationalities, of whom at most twenty thousand were organised. He was of opinion that such a situation was injurious to the interests of French labour and to the labour cause in general, and that protective measures were called for. The central trade union organisations of the countries from which this alien labour was drawn ought to open up negotiations with the General Confederation in France. The Confederation ought to have the final word and permanent control over the supply of foreign labour. Mr. Jouhaux further remarked that a certain amount of protection had been secured to national labour by means of the treaties concluded in recent years by France. The work thus begun ought to be completed by setting up a National Committee for Alien Labour; there would be no difficulty if the trade unions were once convinced that they must insist on this as they had insisted on other things. He informed the meeting that the Executive Committee of the General Confederation had notified the Ministry of Labour that it was prepared to send representatives to such a National Committee for Alien Labour, wishing to contradict the rumour that the Confederation would refuse to take part in setting up the new body ⁽⁵⁰⁾.

⁽⁴⁹⁾ *Toronto Daily Star*, 23 Aug. 1922.

⁽⁵⁰⁾ *Le Peuple*, 15 Aug. 1922. Paris.

The Labour Market in Belgium and Emigration

The Italian Federation of Building Workers has received a communication from the Belgian labour organisations to the effect that Italian building workers immigrating into Belgium had taken work at establishments where a strike was in progress; the Federation therefore appealed to Italian workers not to start for Belgium without consulting its own special department for helping, advising, and protecting workers in the building trades. Its object is to save the Italian worker from disillusion and serious risks and from committing any acts contrary to the interests of the workers on the spot engaged in an industrial dispute and thus subversive of labour solidarity⁽⁵¹⁾.

Mr. C. Mertens, the secretary of the Belgian Trade Union Committee, has addressed a similar appeal to the General Confederation of Labour in Italy, requesting it to try and prevent Italians from emigrating to Belgium in order to become strike breakers. Mr. Mertens states that his organisation sympathises with Italian workers in their present difficult position and would be glad to help them by any means within its power; but he calls attention to the fact that unemployment is still extremely severe in Belgium and that Belgian workers are frequently involved in disputes with their employers⁽⁵²⁾.

*An Italian Co-operative Federation for Public
Works in Foreign Countries*

The Umanitaria Society states that an Italian Co-operative Federation for Public Works in Foreign Countries has recently been formed; the scheme of this Federation was first formulated in 1916 by the Society. It is now definitely set going, has increased its capital, and will therefore be in a position to carry out its programme of self-government for Italian labour abroad. Its purpose is defined as the substitution for private enterprise of co-operative societies able to tender for contracts for public works in foreign countries. The Carnique society is already interested in the reconstruction of destroyed houses in the devastated provinces of France, and has concentrated on work at Soissons. Other co-operative societies in Venetia and Lombardy are ready to do the same⁽⁵³⁾.

⁽⁵¹⁾ *Avanti*, 31 Aug. 1922. Milan.

⁽⁵²⁾ SOCIETÀ UMANITARIA: *Corrispondenza settimanale*, 7 Sept. 1922. Milan.

⁽⁵³⁾ *Ibid.* Aug. 1922.

INDUSTRIAL HYGIENE

Notes on Industrial Hygiene

HEALTH SERVICE IN INDUSTRY

A recent publication on medical service in industry gives an account of the part played by such a service in its relation to all the other branches of an industrial organisation⁽¹⁾. The Service Department, which supervises the personnel of the establishment, should comprise (1) a health service, further subdivided into medical, surgical, dental, nursing, safety, and sanitation services, and (2) adjuncts to the health service, covering employment, restaurant, recreation, welfare, insurance, banking and loan, housing and community services. In view of the distinctly medical character of this department—even such adjuncts to the health service as the canteen or restaurant, the employment, insurance, and housing services have a distinctly medical aspect—a physician is recommended as its head.

The work of the health department is fourfold: preventive, diagnostic, co-operative, and curative. The first type includes all effort to reduce industrial health hazards, generally classified as dust, heat, humidity, and poisons, and also education of the workers in matters affecting health and hygiene. With regard to the second aspect, those in charge of an industrial health department are in a unique position for studying at first hand early manifestations of disease as affecting large numbers of people, while the results of accidents and such points as the effect of work on defective hearts can be studied with advantage. Co-operation with all other departments of the factory in promoting general welfare and efficiency is an important side of the work. With regard to curative work attention is drawn to the recent success met with in restoration of function by early resumption of work after accidents causing stiffening of limbs or joints.

It is pointed out that insurance against accident is quite inadequate to cover the medical needs of a factory. Two alternative systems are indicated as effective in meeting these needs in a small factory, the employment of a part-time physician, or the establishment of an employment department and dispensary centrally situated and common to a group of small factories. The latter system has been adopted in the Middle West of the United States, where Health Bureaux provide a satisfactory medical, surgical, and sanitary service at minimum cost. A group of doctors conduct the central dispensary and a doctor and nurses are always in attendance there, while each of the subscribing plants receives daily visits from a medical man. The number of factories employing less than a thousand workers, and therefore hardly large enough to support adequate individual medical services, is approximately 95 per cent. of the total number of factories in the United States; the need for such joint service is therefore obvious.

(1) W. Irving CLARK : *Health Service in Industry*. 260 pp. New York, Macmillan. 1922.

In large establishments able to support an extensive health service, a central dispensary should be reinforced by one or more branch dispensaries in charge of a nurse who treats slight cases and sends severe cases to the central dispensary.

The chief functions of a model health department are described as follows: physical examination of applicants for employment or for transfer to new work, periodical general examination where there is a health hazard, periodical general examination of physically defective workers, diagnosis and treatment of sick and injured workers, co-operation with the family doctors of sick and defective employees, and dissemination of health information. After examination applicants for work are classified as A (normal), B (slightly defective), C (suited for certain kinds of work only), or D (dangerous to himself, to other workers, or to the property, and therefore unfit for employment). Substandard men (C) are re-examined after three months to ascertain the effect of the work on which they have been employed. A list of the principal ailments and diseases likely to affect substandard cases is given, with directions for detection of symptoms during physical examination and suggestions as to conditions of work to be avoided for such cases. Later in the book a table of diseases of common occurrence in the factory is given, showing their incidence in the author's clinic from 1916 to 1919. It is pointed out that an important part of the industrial physician's work is a strict surveillance over the health of members of the higher executive, and that a very thorough medical examination of these members should be conducted periodically. The great value of time in conducting all examinations and applying treatment is urged, and minute directions are given for a procedure which will ensure a minimum loss of time and the least possible disturbance of the elements of production, without prejudice to the standard of the work performed.

Accidents are classified as trivial, moderately severe, and severe, and a routine procedure indicated for dealing with them. Slight injuries are treated at sub-dispensaries by a trained nurse, moderately severe injuries at first-aid stations or sent to sub-dispensaries for treatment by a doctor; severe injuries are treated by a doctor who supervises transportation. Semi-definitive treatment is given at the central dispensary and final treatment at a general hospital. Contact is established with the safety engineering department and the department in charge of workers' insurance in every case of injury. The value of X-ray equipment is emphasised, especially for examination of injuries of a crushing or twisting nature or for back strains. It is suggested that in small country towns such equipment might be shared with local practitioners, who would contribute to the expense of it.

An aspect of the work on which much stress is laid is accurate record keeping. A simple and effective system is described; with a view to facilitating special disease investigation all records of patients suffering from diseases of one kind are flagged in a similar colour, so that data for each disease are immediately available.

Close co-operation between the sanitation service and the medical service is advocated for the effective handling of such problems as ventilation, illumination, temperature, humidity, drinking water, dust and sewage disposal, and the installation or improvement of sanitary apparatus.

The duties of the visiting nursing service include investigation of cases reported by the health, employment, or safety engineering

departments ; assistance and advice to workers in trouble ; temporary emergency nursing ; bringing patients to dispensary for dressings ; social problems relating to workers and their families ; co-operation with workers' family doctors ; visiting sick and injured employees in hospital ; and distribution of any benefit or compensation money due to them. The visiting nurse may also have to co-operate with the industrial surgeon in seeing that aid is provided for a worker's family during the illness and convalescence of the breadwinner.

The cost of running an industrial health department is discussed at length, and estimates varying in accordance with the extent of the service provided are quoted, \$5 per employee per annum being about the average cost. The National Industrial Conference Board, in its estimate of the average minimum cost of living, allows \$18.20 for medical service ⁽²⁾ ; this is for a more complete service, but even so the difference between this and the preceding figure is very striking. It has been shown by experience that sickness and accident can be reduced by 25 to 50 per cent. through the establishment of a well-organised health service ; calculations of cost and saving can be made on this basis, but it is impossible to estimate in money such important factors as the increased goodwill of the workers and the benefit to the general welfare of the community.

PUBLIC HEALTH IN GREAT BRITAIN

The report of the Chief Medical Officer of the British Ministry of Health covers the large field of state activities in regard to public health ⁽³⁾. Under the section on sickness and invalidity, reference is made to the prevalence of ill health in the community, apart from the records of notifiable infectious diseases, as revealed by returns from infant welfare centres, school and army medical examinations, and under the National Insurance Act.

National Insurance returns, which affect "the section of the population practically identical with the mass of the industrial workers of the country", furnish data as to time lost through sickness, which can be deduced from the amounts disbursed in benefit. These amounts for 1921 indicate an average minimum of 6,217,927 weeks of sickness per annum under sickness benefit and 2,945,686 weeks under disablement benefit, totalling 9,163,613. For women the corresponding averages amount to 3,763,340, 1,549,121, and a total of 5,312,461 weeks, giving in all 14,476,074 weeks' work, equivalent to a period of 278,000 years lost annually. Important data as to causes of sickness are also furnished by the Health Insurance returns, the introduction of medical records in 1921 having made data of this kind available. In January 1922 the Regional Medical Officers made a special examination of the records of 226 practices distributed over 116 towns, the total number of insured persons affected being 400,000 ; 30,069 cards were selected (from 100 to 200 for each practice), representing in all 26,325 cases of illness. Serious diseases, such as tuberculosis, malignant disease, and

⁽²⁾ NATIONAL INDUSTRIAL CONFERENCE BOARD : *Cost of Health Service in Industry*, summarised in the *International Labour Review*, Vol. V, No. 2, Feb. 1922, pp. 330-333.

⁽³⁾ GREAT BRITAIN, MINISTRY OF HEALTH : *On the State of the Public Health ; Annual Report of the Chief Medical Officer of the Ministry of Health for the Year 1921*. 115 pp. London, H. M. Stationery Office. 1922.

organic heart disease, are relatively rare, though of conspicuous importance in the mortality tables. This is due to the fact that the insured seek advice more frequently for their minor ailments, but these in the aggregate represent so much suffering, incapacity, and loss of time that the bringing of such cases under the control of preventive medicine constitutes an urgent health need.

In connection with maternity and child welfare, the necessity for careful consideration and estimation of the most important branches of this work is pointed out, as the government economy campaign instituted in 1921 may lead to curtailment and reduction of schemes developed since the passing of the Maternity and Child Welfare Act in 1918. A detailed statement of the activities to be covered by a complete scheme for maternity and child welfare is given. It is reported that ante-natal centres have been established in many parts of the country in connection with infant welfare centres or maternity institutions, and that the number of patients attending these is steadily increasing.

Section X, relating to medical and sanitary administration, contains a subsection on abatement of smoke and noxious vapours, in which the findings of the Committee appointed by the Minister of Health in 1920, which reported in 1921, are discussed. Better administration of the existing law on this subject is said to be more essential than amendment of legislation, though this is also required to some extent. It is recommended that in certain circumstances the Ministry of Health be empowered to replace any defaulting authority, and also to fix standards, contravention of which would constitute an offence.

Another subsection of Section X refers to the growing number of offensive trades involving chemical processes yielding offensive, irritating, and injurious vapours or liquids, and to enquiries made by the Ministry's officers with regard to certain of these, where complaints have been lodged.

The account of research work given in the report (Section XI, §231) contains the statement that there is an intention of compiling comparative statistics of mortality rates for country and town-born industrial workers. Advance in the study and improvement of statistical methods is reported, particularly those bearing on the determination of the occupational factor in morbidity. Special work undertaken comprises a study of the energetic and dietetic needs of the labouring classes. Attention to this problem, arising out of the rationing system during the war, has been carried further under the direction of a Committee appointed by the Medical Research Council, but owing to the inadequacy of knowledge on this subject there is said to be urgent need for (a) accurate information as to the consumption of the working classes and how such consumption is affected quantitatively and qualitatively by restricted purchasing power due to the recent depression; (b) extension to other classes of the precise valuation of the physiological cost of work already carried out by the Army Medical Department in connection with army rationing; (c) a proper standardisation, quantitative and qualitative, of the normal diets in various public institutions. It is stated that the Medical Department of the Ministry is actively participating in research of this nature.

Appendix C of the report gives a standardised death rate per million living (1874-1920) for phthisis, excluding acute military phthisis. The rate per million living (both sexes) is given as 1,263 in 1901, 1,035 in 1911, and 854 in 1921, showing a definite and progressive decrease.

PUBLIC HEALTH AND INDUSTRIAL HYGIENE IN THE UNITED STATES

The chapter on industrial hygiene and sanitation in the report of the Surgeon General of the United States Public Health Service for 1921⁽⁴⁾ includes studies of occupational diseases, surveys of health hazards in industrial plants, and investigations into working conditions in governments buildings.

An enquiry into the incidence of lead poisoning in the pottery industry, undertaken in order to determine working conditions, personnel service facilities, and physical examination of the workers, was completed in 1919-1920⁽⁵⁾. Of 1,809 persons employed (94.6 per cent. of the workers exposed to lead hazards) who were physically examined, it was found that 15 per cent. were suffering from lead poisoning in some degree. Dipping and glaze-mixing were found to be the most dangerous occupations among pottery workers.

Studies relating to industrial fatigue were undertaken and reports prepared dealing with rhythm in industrial operations, spoiled work and fatigue, individual variation in output, and the effect of overtime in reducing rate of output. Laboratory studies of the chemical phenomena of industrial fatigue were also conducted during the same period. The effect of excessive heat was studied; it appears that the changes in the organism demonstrating fatigue may be hastened if excessive heat accompanies muscular activity.

Numerous analyses of coloured inks, oils, and soaps were made with a view to ascertaining the ingredients which might cause an alleged dermatosis among plate and press printers. Preventive measures enabling workers to remove the inks without injuring the skin were recommended. A study of the cause of dermatosis among machinists and other workers using cutting oils and compounds was completed in February 1921⁽⁶⁾. Analyses of the various processes were made to determine the irritant agent, as bacteriological tests showed that 80 per cent. of the cases were not of bacteriological origin. A questionnaire was sent to a large number of industrial establishments, such as automobile, canning, electrical, and printing works, in order to provide preliminary information on industrial dermatosis before inaugurating active field work.

Numerous experiments in connection with the distribution of air by means of straight and tapered ducts were conducted. Experiments with the kata thermometer were made to ascertain its sensibility and accuracy in determining rate of heat loss, and whether or not it will serve as an anemometer for air currents having velocities of less than 500 feet per minute. A Konze Konimeter was procured with a view to determining its advantages over the Palmer dust sampling apparatus.

Working conditions in a large axe factory were examined to ascertain whether or not the process of wet grinding really involves a serious danger of industrial tuberculosis. A survey of health hazards in the glass industry was carried out; plants were visited, and analyses of various substances, together with physical examinations, were made. Field studies in connection with a survey of health

⁽⁴⁾ UNITED STATES PUBLIC HEALTH SERVICE : *Annual Report of the Surgeon General of the Public Health Service of the United States for the Fiscal Year 1921*. 428 pp. Washington, Government Printing Office. 1921.

⁽⁵⁾ See *International Labour Review*, Vol. V, No. 4, Apr. 1922, pp. 653-654.

⁽⁶⁾ See p. 805.

hazards in the foundry trades and laboratory experimentation in zinc poisoning among brass and zinc workers were carried on during the year.

A special industrial hygiene investigation in Florida was conducted for purposes of a survey of lumber camps, phosphate mines, and cigar and cigar-box factories; the sanitary and hygiene as well as working and living conditions of the workers were examined. Investigations of working and sanitary conditions obtaining in various government buildings were made and recommendations with respect to ventilation, drinking facilities, illumination, and heating arrangements submitted.

In response to requests for assistance received from industrial plants and workers, as well as from health authorities, on unhygienic working conditions and occupational diseases, advice and recommendations were given. Various research activities were carried on, among them surveys of mining camps, research work in connection with analyses of carbon monoxide in the blood, and standardisation of first-aid methods. A Sectional Committee was organised to co-operate in drafting an industrial sanitation code, and assistance was given in the formulation of the safety code for the use of grinding wheels, the industrial lighting code, the gas safety code, and the national safety code for the protection of the heads and eyes of industrial workers.

DEVELOPMENT OF INDUSTRIAL HYGIENE IN THE UNITED STATES

The jubilee volume published by the American Public Health Association in commemoration of its fiftieth anniversary contains an interesting survey of the development of industrial hygiene in the United States⁽⁷⁾. The author sketches the rise of the factory system and of the use of machinery both in Europe and the United States, and its general effect on the health of the workers. He describes the first steps taken to protect child workers and to introduce safety regulations. In 1907 the Massachusetts Board of Health issued a report based on a study of dusty trades, showing that many of the insanitary and injurious factors in industry could be ascribed to neglect of ventilation and were therefore remediable. This is stated to constitute the first exhibit relating to occupational diseases and industrial hygiene.

After a brief survey of labour legislation as it developed in the United States, the various government and other agencies concerned with industrial hygiene and public health are mentioned. The United States Public Health Service, which was created in 1902, is chiefly occupied with the prevention of communicable diseases and epidemics and the care of merchant seamen, but in 1915 a Division of Industrial Hygiene and Sanitation was organised, and has done excellent work in investigating various occupations and dangerous processes. The colleges and research institutions which deal with industrial hygiene have conducted valuable investigations into industrial fatigue and various industrial diseases, including "packers' itch", infection of the fingers of dried fig packers, health hazards in the pearl button industry, effects of dust inhalation on garment workers, epidemic influenza among steel workers, unresolved pneumonia associated with

(7) G. M. KOBER : *History of Industrial Hygiene and its Effects on Public Health*, in *A Half Century of Public Health*, pp. 361-411. New York, American Public Health Association. 1921.

severe anthracosis, trinitrotoluene poisoning, injurious effects of ultra-violet rays on the eyes, effects of temperature variations on metabolism, under-nutrition and ingestion of alcohol as affecting skilled muscular performance, and causes of skin sores and boils among metal workers.

The first National Conference on Industrial Diseases met at Chicago in 1910. It was then estimated that among 33,500,000 workers in the country 284,750,000 days were lost through illness, representing an economic loss of \$772,892,860. It was assumed that at least 25 per cent. of the sickness was preventible, implying a possible saving of \$193,000,000. Steps were taken to encourage investigation by experts in medicine, sanitary engineering, and industrial chemistry.

The Conference Board of Physicians in Industrial Practice was organised in 1914, and in 1916 the American Association of Industrial Physicians and Surgeons was established "to stimulate scientific study and research in all branches of industrial medicine, and to stimulate industries to adopt a comprehensive health service and raise standards of physicians engaged in industrial practice". In the war period attention was drawn to the increased need for protecting the health of the workers, and later to the rehabilitation of disabled men and their absorption into industry.

The author notes at some length a report on the problem of economic loss and waste in industry arising from lowered health conditions, sickness, and accident among the working population, presented to the Hoover Commission by Dr. E. Lyman Fisk. This report deplors the lack of uniform standards of ventilation, illumination, and sanitation in industry required by State laws. The investigations of the United States Commission on Industrial Relations between 1913 and 1915 included a sickness survey of approximately a million workers in representative occupations, showing an average loss of about nine days per person per year to more than 30,000,000 wage earners. The data collected by the Metropolitan Life Insurance Company in 1915, relating to 637,038 persons, gave an average loss from sickness of 5.8 days per person per year for men, and of 6.9 for women. On the basis of recent studies of sickness rates, Dr. Fisk calculates a percentage of 2.25 wage earners constantly incapacitated through illness, giving a total of 2,400,000 persons continually ill. He considers that supervision and periodical examination could effect a gain of four lives, and eliminate eight cases of chronic illness or 2,920 days of illness, with a net profit to the state of \$29,000 per thousand of population. He also gives figures to show the loss resulting from the following diseases, 75 per cent. of which are preventible: tuberculosis, typhoid fever, malaria, hookworm, influenza, venereal infection, and eye strain.

In order to raise the general level of public health, Dr. Kober urges Federal aid for the promotion of physical education, the introduction of military training between the ages of 18 and 20, on account of its physical, hygienic, and moral advantages, and proper treatment of remediable physical defects. He appeals for school instruction in personal hygiene and general sanitation, stating that this alone will "make for progress in conservation of life and in industrial efficiency".

PROGRESS IN VENTILATION STANDARDS IN THE UNITED STATES

In a recent article on ventilation, Mr. G. T. Palmer, of the Detroit Department of Health, defines ventilation as "the adjustment of the interior air environment to meet the requirements of complete health

and efficiency" (*). He points out that the human body is better able to withstand alterations in the chemical composition of the atmosphere than changes in its physical characteristics. Thus oxygen in the air may be to a large extent diminished and converted by respiration into carbon dioxide before the danger point is reached. The most important ventilation requirement is control of temperature. This idea is typical of twentieth century theories of ventilation, as distinguished from those of earlier times, when carbon dioxide, organic effluvia, and moisture were in turn regarded as the chief dangers to be avoided in ventilation. In 1905 it was proved that the ill effects of bad air were more frequently due to over-heating and excessive moisture than to any other cause. Heating by stoves and furnaces then gave place to steam and hot water radiators, to which ventilation attachments were later added.

The standard of ventilation generally adopted from the end of last century for the supply of fresh air was 30 cubic feet per minute per person, which necessitated an improvement in air distribution appliances, among which electric fans and automatic control were the most important. Today the thermostat is regarded as essential in indirect heating, and at least desirable in direct heating. The evils of excessive dryness caused by mechanical ventilation were later recognised, and devices were introduced for humidifying the air. These now largely take form of air washers, which not only add moisture, but remove dust.

To reduce the expense entailed by complex ventilation, and to save fuel, recirculation of the used air drawn from the building has been suggested — a procedure in direct opposition to earlier theories of carbon dioxide poisoning. This system has been introduced in various parts of the United States, and, where there is ample air space, and especially where vitiating factors from human beings, gases, or industrial processes are absent, has proved satisfactory. An experiment of this kind at Wisconsin High School, Madison, gave a saving of 40 or 50 per cent. in fuel. The air supply was 15 cubic feet per person per minute, the room temperature 65° to 67° F., and the relative humidity about 60 per cent. The carbon dioxide content was 10 parts per 10,000 on the average, but the building was occupied to only 75 per cent. of its capacity, and the air space provided was more than 350 cubic feet per student.

Winslow's definition of good ventilation, as given in 1920, in *Park's Public Health and Hygiene*, is quoted :

- (1) The air should be cool, but not too cool ;
- (2) The air should be in gentle but not excessive motion, and its temperature should fluctuate slightly from moment to moment ;
- (3) The air should be free from offensive body odours ;
- (4) The air should be free from poisonous and offensive fumes and large amounts of dust.

The importance of the presence of bacteria in the atmosphere has, Mr. Palmer states, been exaggerated, as bacteria are practically without significance from the standpoint of ventilation except in hospitals or in certain industrial processes, for example, in the handling of hides and furs which may contain anthrax spores. Dust removal is important in industrial establishments and mines, but elsewhere

(*) G. T. PALMER : *What Fifty Years have done for Ventilation*, in *A Half Century of Public Health*, pp. 335-360. New York, American Public Health Association. 1921.

its significance is slight, and its suppression more or less a matter of floor cleanliness and location of air intake.

Mr. Palmer sums up the ventilation requirements of the present day as : adjustable windows, window deflectors, direct radiation, easy control of the heating unit, and, if there is no cross ventilation by means of windows, exhaust ducts with dampers. In schools and similar buildings with mechanical ventilation he advocates a departure from the standard of 30 cubic feet per person, and ventilation by dilution of the air in the room rather than ventilation by displacement (i. e. complete flushing of the air in the room). He states that the flow of air should pass upward across the upper level of the room, and down the inner wall to the outlet. He calls attention to the lack of uniformity in standards of ventilation required by public authorities, and recommends a freedom from statutory and other restrictions in order to permit application of the scheme giving maximum comfort, health, and efficiency in each particular case. He states that, but for the standard of 30 cubic feet of pure air per person, recirculation would be quite effective in many types of buildings, given sufficient space, and would avoid waste of fuel. As long as the temperature was under 70° F., all hygienic requirements would be fulfilled, and humidification would usually be unnecessary, while odours are less pronounced in a dry than in a humid atmosphere.

Mr. Palmer states that ventilation, from an incidental, has now become an integral factor in buildings. The dust and fume exhaust system contributed, he claims, to the decline in the tuberculosis rate. He ascribes much of the tuberculosis in France to bad ventilation, and points out that in the United States the frequency of pneumonia is decreasing in consequence of the steady increase in air comfort in halls and schools. Dr. S. J. Baker reports a reduction in colds and respiratory affections among New York school children in 1916 and 1917 owing to the maintenance of a low fluctuating temperature and a variable air flow in the schools. High temperature fatigue can now be prevented, as well as fatigue from physical exertion. In conclusion, Mr. Palmer suggests that, as soon as the hygienist states the requirements of ventilation for health, comfort, and efficiency in clear and simple phraseology, and the weight of an enlightened public opinion transforms these requirements into legal enactments, can the engineer and the architect be depended upon to provide the conditions desired.

INDUSTRIAL HYGIENE IN THE CHEMICAL INDUSTRY

In a report (*) to the second Conference of the International Association of Pure and Applied Chemistry, held at Brussels in June 1921, it is stated that the chemical industry is distinguished from other industries by its extreme complexity, both of material and method, and the continual change and modification to which it is subject in consequence of new scientific discoveries. The well-defined causes of danger, such as dust, fumes, gas, fire, explosion, etc., affecting other industries, are found in complicated combination in the chemical industry. Further, the materials dealt with are generally more dangerous than in other industries, being for the most part toxic. Complex compounds giving rise to reactions productive of new substances are handled. Some of these new substances are studied and applied because they

(*) Report by Professor P. BIGNELLI, Senior Chemical Inspector of Public Health, and Professor G. LORIGA, Senior Medical Inspector of Factories in Italy.

are industrially useful ; others remain unknown even in the industry, because the analysis required for their utilisation makes too great demands on the time, personnel, and technical facilities of the industry. In small chemical works where technical management is in the hands of a practical man rather than a trained chemist, the difficulty of gaining information regarding impurities and reactions is rendered even greater. Adequate measures of protection in the chemical industry imply expert mechanical and chemical knowledge.

The purposes of health legislation in all civilised states are to protect the surrounding population against the dangers, injuries, health hazards, and discomforts inherent in industrial practice ; and to protect the worker against physical, chemical, and biological agents which threaten his health in consequence of or during his work.

The following are the chief effects which have to be guarded against in both these categories :

- (a) Transmission of noise and ground vibration.
- (b) Emission of flames and burning particles from furnaces and furnace chimneys.
- (c) Dangers of fire and explosion, not only from explosives, but also from many gases, fumes, and even dust.
- (d) Emission of smoke and soot deposit from all coal and wood furnaces.
- (e) Production of fumes, which often cause fog when combined with smoke or dust.
- (f) Production of smells and disagreeable exhalations.
- (g) Diffusion of irritant and encrusting dust.
- (h) Leakage of irritant, corrosive, or toxic gases.
- (i) Defiling of the ground and of subterranean or surface water with dye substances, toxic substances, or substances which may set up fermentation, pollute the atmosphere, or render the water unfit for drinking by men and animals, for domestic or industrial use, or for fish to live in.

Legal provision for prevention of such occurrences are mostly expressed by a generic formula, and not very rigorously applied, the public generally tolerating much inconvenience and even injury from such causes without protest.

The duties of the medical man in modern industrial establishments are much wider and more intricate than formerly. The institution of "certifying surgeons" (*médecins agréés* ; *Fabrikärzte*) has proved most useful from a scientific and administrative point of view, and has been of great advantage both to workers and employers. The certifying surgeon can render valuable services to employers in estimating the workers' resistance to disease and their endurance or extent of their working capacity.

The authors of the report express the opinion that the diffusion of knowledge regarding plants constructed, processes followed, standards adopted, and welfare schemes instituted which have resulted in profit to the management will stimulate instruction in hygiene and lead to increased application of preventive measures.

INFLUENCE OF INDUSTRY ON ALCOHOLISM

An article by Professor E. L. Collis⁽¹⁰⁾ on the connection between industry and alcoholism points out that attention must be given not

⁽¹⁰⁾ E. L. COLLIS : *Influence de l'industrie sur l'alcoolisme*, in *Vers la Santé*, Aug. 1922, pp. 372-376. Geneva.

only to the employers' point of view, but also to reaction of industry on alcoholism and to the causes which lead to an abuse of alcohol or diminish the need of spirits. The increased consumption of alcohol coincides with the development of modern industry. There is clear statistical evidence of the correlation of alcoholism with the new methods of work which are, there can be no doubt, more fatiguing than the older methods. The maintenance of sustained effort for many hours which is required by modern industry naturally leads to fatigue, characterised by lassitude, discontent, and irritation. Fluctuations in the consumption of alcohol coincide closely with fluctuations in industry. During periods of industrial prosperity intensified work leads to increased fatigue and higher wages facilitate the abuse of alcohol by the workers.

The habit of paying the workers at the end of a working period, which is usual in almost all industries, is considered to have an undesirable effect on alcoholism. The excesses of Saturday night and Sunday could easily be avoided by paying wages in the middle of the week. It has also been observed that the question of rapid increases in wages is connected with that of the date of payment, as unexpected rises in wages are often spent on alcohol.

On the other hand, modern industry in some ways has an undeniably salutary effect on the general health of the worker, and in particular on alcoholism; this is often overlooked. Greater social prosperity leads to less alcoholism. This improvement, however, is not always immediately clear because it is chiefly the rising generation who profit, and it is not until some years have passed that the general standard is raised. Thus a period of greater industrial prosperity set in about 1900; alcoholism, nevertheless, increased between 1900 and 1910, and it was not until 1910 that its decrease was noted. In that year, however, wages again became stationary.

By greater attention to the supply of food it should be possible to overcome the fatigue and lassitude which leads to drinking. The establishment of kitchens and dining-rooms in many factories is one of the means by which industry can reduce alcoholism. Similarly, the installation in the factories of baths and lavatories to develop habits of personal cleanliness represents an auxiliary method of combating alcoholism.

TETRACHLORETHANE POISONING IN INDUSTRY ⁽¹¹⁾

Of recent years considerable use has been made in industry of organic dissolvents, which are desirable substitutes for benzene and sulphide of carbon, owing to the fact that they are not inflammable. One of these dissolvents, tetrachlorethane ($C_2H_2Cl_4$), has been put to many different uses, as it is a powerful dissolvent (it is at present the best dissolvent for cellulose acetate), and because it is stable and almost insoluble in water. It only attacks iron where moisture is present, and practically does not affect copper, zinc, or lead. Tetrachlorethane, which is a yellowish liquid, reaches boiling point at $146^\circ C.$, and its specific gravity is 1.60. Its rather strong smell slightly

⁽¹¹⁾ FROIS: *Les intoxications par le tétrachloréthane*, in the *Bulletin de l'Académie de Médecine*, 11 July 1922; Paris. Also FIESSINGER, BRODIN, WOLF: *Les ictères des perlières et les hépatides dues au tétrachloréthane*, in the *Presse médicale*, 26 July 1922; Paris.

resembles that of chloroform. It is highly toxic, though for long this was not fully realised, if not denied. Even at the present time the use of tetrachlorethane is the cause of fatalities. These should not be overlooked; the attention of physicians and those affected by the use of the substance should be drawn to the dangers involved in handling it, and to the means of preventing these dangers.

The first onset of the poisoning is signalised by headaches, giddiness, and especially vomiting. As in the case of almost all poisons, individual susceptibility varies, and some workers experience no ill effects even after a long period of employment. After the first attack of poison, however, a relapse appears to be serious and takes the form of jaundice, which often ends fatally. Tetrachlorethane inhaled in the form of vapour acts on the nervous centres and more especially on the liver. In the twelve fatal cases noted in Great Britain it was observed that the liver and kidneys were mainly affected by changes similar to those caused by trinitrotoluene. In tetrachlorethane, however, there are no changes in the blood, and it is thus distinguished from toxic jaundice caused by nitrous derivatives of benzene and toluene.

In the early months of the war a varnish with a tetrachlorethane base was used to waterproof aeroplane fabric. Many cases of poisoning caused by this substance were observed in France, and official documents of the British Ministry of Munitions show that in Great Britain there were 12 fatal cases out of 70 cases of poisoning notified. In the manufacture of gas masks a paste was used made of cellulose acetate dissolved in tetrachlorethane. Several cases of poisoning, one of which was fatal, were noted in France in this connection. A case in the law courts having arisen in connection with the fatal case, analysis of the viscera was carried out by Mr. Kohn-Abrest and indicated tetrachlorethane beyond doubt as the cause of death.

Quite recently Mr. Frois, a member of the Supreme Council of Public Health in France, has conducted investigations into three fatal cases of poisoning which, he states, were very probably caused by tetrachlorethane. He uses the word 'probably' since at the time of writing, there had been no autopsy on the victims or analysis of the viscera, but the fact that jaundice was the cause of the three deaths, the occupation of the three victims, and the nature of their work leave no doubt as to the origin of the disease. These cases of poisoning occurred among women and girls employed in artificial pearl factories, where a varnish with a tetrachlorethane basis is used to carry the *essence d'orient* used to give an artificial lustre to glass pearls.

At a meeting of the Medical Society of Paris Hospitals on 21 July 1922 Messrs. Noel Fiessinger, Brodin, and Wolf reported on their observations of tetrachlorethane poisoning occurring in an artificial pearl factory. The first case was one of a girl who had been exposed to fumes of this poison for about three weeks. After a short phase of digestive trouble, she developed an innocent jaundice associated with transitory amenorrhea. The second case was that of a woman of 46 years of age, probably an alcoholic subject, who for five months was exposed to tetrachlorethane fumes, and developed severe jaundice with a hard and enlarged liver. She was cured, like the first case, in a month, but returned to work after only ten days' convalescence. From the second day at work she suffered from digestive trouble, nausea, and anorexia, but continued her work. Five days later she

had to be taken to hospital. The jaundice became more severe, nervous symptoms appeared, with adynamia, contraction, and finally coma, during which the patient succumbed after one month in hospital. Autopsy revealed the presence of cirrhosis with acute atrophy of the liver.

In order to show the causal relations between poisoning and degenerative hepatitis, the authors of the paper refer to the British experience and describe their own experiments on mice, by which they succeeded in producing jaundice with discolouration of faeces, fatty hepatitis, and even incipient acute cirrhosis if the poisoning was sufficiently prolonged.

At the meeting of the Biological Society in Paris on 22 July the same investigators described the results of their investigations in tetrachlorethane poisoning in mice. In experimental hepatitis degenerative lesions appear at the onset of poisoning in the neighbourhood of the hepatic veins and the portal spaces. Later, about the seventh day, symptoms of hyperplasia appear in the form of swelling of the nuclei. Hyperplasia appears in the middle regions of the lobule, i. e. in the region least affected by the process of degeneration. Later interstitial reaction develops in the immediate vicinity of the central or portal veins, and then cicatricial tissue only appears at a later stage. This process of cicatricial cirrhosis (the replacement cirrhosis noted by British observers in tetrachlorethane poisoning), which can be clearly observed in human subjects, is correspondingly more marked the more the parenchymatous tissue has been affected and the less the injury done has been repaired.

Mr. Frois calls attention to the preventive measures which should be adopted in factories. Contrary to general opinion, he states that, in order to protect the workers from poisoning, it is not sufficient to ventilate the workshops. The fact that the air is kept in motion does not prevent workers from absorbing all or some of the poison. It is therefore necessary to trap the heavy fumes of tetrachlorethane at the point at which they are produced, and to carry them downwards by a centrifugal ventilator, either discharging them outside the factory or, which is more desirable, condensing and collecting them. Provisions of this kind would in no way hamper the work, and manufacturers of artificial pearls could then employ their workers without exposing them to the danger of severe poisoning.

DERMATOSIS CAUSED BY CUTTING OILS AND LUBRICATING COMPOUNDS

In an investigation conducted by the United States Public Health Service into dermatosis following the use of cutting oils and lubricating compounds⁽¹²⁾, the evidence collected indicates as the primary cause oils and lubricating compounds of all types carrying extraneous matter in suspension. The initial dermatosis is produced by mechanical obstruction of the sebaceous orifices, the underlying or basic cause being a deficiency in natural oiliness of the skin. Infecting organisms, which usually inhabit the body surface, but which may be carried by cutting liquids, frequently find ingress to the skin through the primary

(12) UNITED STATES PUBLIC SERVICE: *Public Health Reports*, No. 29, 21 July 1922, pp. 1774-1794; *Dermatosis following the Use of Cutting Oils and Lubricating Compounds*, by W. J. McCONNEL.

dermatic lesions caused by the sufferer's scratching the affected surface or by other irritation, and thereby produce a secondary infection of the dermatosis. In other cases the abrasions produced by particles of the metal become infected and complicate the dermatosis. The condition so arising is not, however, allied to the primary dermatosis, but would be classified under the head of abrasions and infections, such as are commonly found wherever bacteria are present.

It is stated that prevention depends, first, upon thorough cleanliness, and, second, upon the application of lanolin, or lanolin and castor oil, to the skin at the beginning of the work period. Cure is effected by rest of the affected parts and by constant use of the preventive measures. Attention is particularly directed in the report to practical methods of preventing the dermatosis, but it is realised that mere recommendation of preventives to the workmen, without providing adequate sanitary arrangements and responsible supervision, will only effect a very small reduction in the number of cases.

EXPERIMENTAL PRODUCTION OF CANCER BY TAR

The possible effects of tar in producing cancer have been the subject of investigation for some time, and it is obvious that this would be a matter closely affecting industrial hygiene should any such connection be proved. At the meeting of the French Academy of Medicine at Paris on 6 June 1922, Dr. G. Roussy presented the results of his second series of experiments in this question⁽¹³⁾. He followed the method adopted by Murray and Woglon, which consists in painting tar in stripes on laboratory animals in order to produce cancer. His research showed that a single cause (i.e. tar), acting in identically similar experimental conditions, does not produce the same effects in the same period on all animals. The investigation further showed that, apart from refractory animals, there are differences in neoplastic reactions, as the animals show either inflammatory reactions, benign tumours, or malignant tumours, and these different stages do not necessarily follow one another. In dealing with the histological aspect of the question, attention is called to the frequency of tumours of multiple origin and the fact that all the tumours produced are epithelial in character. The general conclusion drawn from Dr. Roussy's extensive experiments is that, while cancer may be produced by very different causes, the same causes acting under the same conditions do not always give rise to it. This emphasises the importance of differences in the individual in producing cancer experimentally by means of tar.

(13) *Presse médicale*, 17 June 1922. Paris.

EDUCATION

Vocational Guidance and Education

VOCATIONAL GUIDANCE *

Work of the Vocational Guidance Office of Strasburg

IN a previous number of the *Review* some account was given of the working of the Vocational Guidance Office of Strasburg, and statistics of its work in connection with the wood and furniture industries were quoted ⁽¹⁾. It is now possible to give further information regarding the work of the Office in connection with commercial occupations ⁽²⁾.

In the first half of 1921 the Strasburg office had to advise 83 children wishing to enter commercial occupations. The majority came from the elementary schools. Of these 83 children, 12 (4 of whom were girls) were definitely advised not to enter such occupations, and after further examination chose such occupations as those of saleswomen, tinsmith, and electrician. After interviewing the parents of the children and the children themselves and examining their school reports, Mr. Fontègne gave them a psycho-vocational examination, including tests of attention; rapidity of addition; apperception; memory for names, numbers, and order; ability to classify methodically and numerically; spelling and writing. He then drew up a psycho-vocational graph for each child examined. The author concludes:

It is unnecessary to emphasise that, when we have taken averages for thousands of children and graded the results by pupils of special commercial colleges in their first, second, and third years, as well as by groups of clerical employees, rated as good, average, and bad, our impression will be nearer to scientific reality.

He hopes to be able to attempt such research this year with the support of the French Association for the Advancement of Science. Mr. Fontègne adds to his report the programme of psycho-vocational tests for typists and salesmen.

The Work of the Institute of Applied Psychology at Halle-on-Saale in 1919-1921

The Institute of Applied Psychology at Halle-on-Saale originated in the psychological laboratory attached to the Nietleben Clinic for the study of cerebral lesions. The work of the Institute, of which Dr. Giese has since 1919 been Director, may be divided into five sections.

The section for psycho-physiological guidance for disabled ex-Service men also deals with vocational guidance of apprentices, assists in the

* The three first notes of this article have been prepared from material supplied by the Jean-Jacques Rousseau Institute at Geneva.

⁽¹⁾ *International Labour Review*, Vol. VI, No. 2, Aug. 1922, pp. 286-289.

⁽²⁾ Julien FONTÈGNE: *Essais d'orientation professionnelle pour employés de commerce*, in the *Comptes rendus du Congrès de Rouen (1921) de l'Association française pour l'avancement des sciences*, pp. 1265-1274. Paris.

selection of gifted children for the "schools for gifted children" ⁽³⁾, and conducts ability tests for abnormal children and adults.

The section for psycho-therapy deals specially with patients suffering from cerebral lesions, and undertakes functional rehabilitation of disabled men and children by arranging special classes based on the syllabus of elementary schools. The patients are given treatment suited to their individual cases, in which special apparatus is used.

The section of applied psychology of machinery and tools studies tools from the psychological point of view and the organisation of work in industrial undertakings.

The Institute has organised regular instruction in applied psychology for the benefit of doctors, teachers, apprenticeship advisers, students, and others. Classes are supplemented by practical work in the laboratory and in factories and schools.

The Institute also undertakes theoretical research and practical investigation at the request of manufacturers and others. A special equipment has been provided for the purposes of the Institute. Its office is organised on the Taylor system. The average number of persons who apply to the Institute for ability tests is eight per day.

Apprenticeship Councils in Switzerland

The nineteenth annual meeting of the Swiss Association of Apprenticeship Councils and the Protection of Apprentices was held at Soleure on 16 September 1922, immediately after the regional course for vocational counsellors ⁽⁴⁾. The addresses given at this meeting are to be published by the Association at the end of this year. Special attention may be called to the address of Mr. Schmid-Carlin, instructor in the General Vocational School of Basle and Director of Apprenticeship Examinations in Basle-City, and to the report of Dr. Henri Perret, Principal of the Technical School at Le Locle.

Mr. Schmid-Carlin laid down the following proposals in his address.

At the beginning of the training period, the material conditions under which the child will work should be examined.

Attendance at workshop schools (pre-apprenticeship) makes it possible to examine the child's abilities and enables him to learn the work of his occupation rapidly.

Trade associations will draw up apprenticeship regulations, which the cantonal governments will make compulsory. These regulations will give the programme of training, prescribe the periodical examinations, and entrust detailed supervision of training from the occupational point of view to committees of experts consisting of equal numbers of employers and workers.

Rightly regarded, the instruction given by the vocational school should be complementary to that given by the employer, and should give the foremost place to technical drawing, theory, and instruction by practical experts, according to the trade learnt. These practical experts should therefore be given systematic training for the new form of instruction which is required of them.

Examinations help to raise the level of training, but diplomas or

⁽³⁾ *Begabenschulen* : schools for specially gifted children in which intensive training is given to bring them up to the standard of the *Realschulen* or *Gymnasien*.

⁽⁴⁾ *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 632.

certificates will have no real value as long as an inefficient worker has equal rights with certificated apprentices.

Mr. Henri Perret's report stated that parents too often only consider their own tastes and wishes in choosing a trade for their children. If they make a mistake and the occupation chosen is not suited to the child's natural abilities, they will have involuntarily made his life unpleasant. Industry, as well as society, suffers from incapables. Before an apprentice is accepted, therefore, he should have to pass a very thorough test of ability. The speaker emphasised the value of his experience in requesting a vocational guidance specialist to examine a large number of candidates. On the whole, such guidance would improve the quality of industrial labour, increase output and contribute to the general welfare.

The parents' knowledge of conditions in the occupation they have chosen is often very imperfect. They do not know what is the general position of those in the occupation, whether the supply of labour is excessive, or whether, as is the case, for example, in engraving, there is continual unemployment. If they know anything of these questions, they too often have erroneous ideas based on a few exceptional cases. One of the functions of vocational guidance would therefore be to collect all such information in order to place it at the disposal of those concerned. With this information it would also be possible in training apprentices to take into account the requirements of the industry.

The natural abilities of the apprentice are inadequate if they are not developed by judicious teaching given by capable instructors, and for this reason a methodically arranged syllabus of training is required. Once this syllabus was drawn up by competent specialists, everyone training children, whether individuals or schools, would be required to conform to it. This compulsory uniformity would only be valuable if the learner was followed up during his training by persons whose duty it would be to consider his abilities and the value of his training, and who would be empowered to take the necessary steps if the training was being carried out under unsatisfactory conditions. This would lead to the elimination of incapables and make it impossible for unconscientious employers to consider solely their own advantage and train labourers rather than skilled workers.

The desirability, if not the necessity, of theoretical instruction in the majority of occupations is undeniable. As far as possible this instruction should be compulsory; in towns especially the apprentice should be compelled to attend trade classes. If it is to be of value, theoretical instruction must run parallel with practical training. As vocational training should not lose sight of the main purpose of education, it is desirable that theoretical classes should be arranged to increase the pupil's general education, though the number of these classes would necessarily be small.

In general, the vocational school will be better able to train learners on the methods just outlined than the workshop or factory, always provided that the school follows closely the progress of industry and is able constantly to adapt itself to new requirements. The school will also remember that quality is not everything, and that it has also to train apprentices with a view to increased output.

Labour and Vocational Guidance

Organised labour has been slow to develop an interest in vocational guidance, but a report presented to the congress of the French Federa-

tion of Salaried Employees (*Fédération des employés*), held in Paris on 14 and 15 August, marks a step in this direction.

The report begins by pointing out the fact that too often questions of vocational guidance are taken up by untrained persons or by persons acting solely in the interests of the employers. It is stated that vocational guidance must not be turned into mere distribution of juvenile labour, in order to provide the employers with the workers they require at the moment. Attention is then called to the scientific and impartial work of Dr. Imbert, Dr. Toulouse, and Mr. J. M. Lahy, Director of the Laboratory of Experimental Psychology at the Ecole des Hautes Etudes.

The three types of information required as a basis for vocational guidance are stated to be the following.

(1) A medical record showing for what trades the child is physically unsuited. The last Congress of Mental Hygiene, held in Paris in June, adopted a standard record card.

(2) A record of individual psychological ability determined by scientific investigation and compared with standards of ability of efficient workers in the industry.

(3) The condition of the labour market. It is stated that this information should be supplied by trades chambers or employment exchange joint committees, who should propose to the individual choosing an occupation those trades in which employment is available and which are not counter-indicated by his medical and psychological records.

It is emphasised that the function of a vocational counsellor cannot at present be to direct a child into a particular occupation: he must confine himself to advising him as to which trades are or are not desirable and leave him to make his own choice on the information supplied. The report closes by recommending that

(1) the use of the medical counter-indication record, as drawn up at the last Congress of Mental Hygiene, be made compulsory in vocational guidance;

(2) information gained from a psychological examination, which should be conducted with all the necessary safeguards, should be taken into consideration in determining the choice of a career;

(3) a committee be appointed to keep in touch with the Laboratory of Experimental Psychology of the Ecole des Hautes Etudes set up at the Sorbonne by the University of Paris, where the most scientific research in vocational guidance is at present being conducted;

(4) these decisions be transmitted to the Technical Education Directorate and the Labour Directorate.

An article in the *Korrespondenzblatt des Allgemeinen Deutschen Gewerkschaftsbundes* for 23 September on the necessity of vocational guidance calls the attention of German trade unionists to the importance of this question for the workers. It is stated that the increasing prominence given to vocational guidance marks a transition from the material to the human organisation of industry. Here, too, it is pointed out that vocational guidance must be something more than a mere finding of jobs for young workers. Stress is laid on the importance of physical examination in vocational guidance, and figures are quoted from examinations in Frankfurt-on-Main, where, out of 5,467 elementary and secondary school children, only 69 per cent. were found physically fit for any occupation, and 25 per cent. were unfit for work involving great physical effort.

The writer then discusses the motives which influence young people in their choice of a trade, and quotes the investigations of Professor Aloys Fischer of Munich. Professor Fischer states that the social estimation in which an occupation is held is the most important factor, next to which comes the political influence to be acquired. The third influence in order of importance is the prospective lucrativeness of the employment. Almost the last influence on the list is the consciousness of mental and physical fitness for a given occupation.

The author of the article recommends that school children should be given instruction in the conditions and requirements of various trades by means of lantern lectures and visits to factories, so that they may have some knowledge on which to base their choice of occupation. He also calls for a revision of apprenticeship law and regulations, so that each person may find the occupation for which he is most fitted, and that, when mistakes have been made, it may be comparatively simple to change from one trade to another. Attention is also called to the importance of vocational guidance for those who continue their education to secondary school or university standard instead of entering industry. Such persons make their choice of occupation with as little knowledge or foresight as children entering industry. The author states that "the value of an occupation lies in the person who pursues it", and that a man can only put forth his greatest effort in his chosen occupation when he is completely fitted for it, mentally and physically.

An Institute of Industrial Psychology in Japan

An institute of industrial psychology has been lately established in Tokio as a section of the Harmonising Society (*Kyochō Kai*). In addition to psychological research in order to provide a scientific basis for industrial management, the Institute proposes to train employment managers in the psycho-physiology of the worker, this instruction to include the history and principles of scientific management, general and experimental psychology, methods of making mental tests, vocational psychology, etc. It also proposes to establish a library on industrial psychology and to maintain a staff of advisers.

VOCATIONAL EDUCATION

Vocational Education in Poland 1921-1922

The provisional statistics of the Polish Ministry of Public Instruction and Worship, covering schools under the control of the Ministry at the beginning of the school year 1921-1922, give some idea of the facilities for vocational education provided, though statistics of the numbers of pupils in attendance are not available.

Schools or courses	Number of establishments for		
	boys	girls	total
Continuation courses	230	14	244
Industrial	61	7	68
Technical	21	—	21
Commercial	139	40	179
Domestic	—	9	9
Agricultural	14	—	14
Courses in pharmacy	—	1	1
Miscellaneous elementary courses	—	47	47
Teacher training for artisan's schools	—	3	3

*Work of the United States Federal Board for Vocational Education,
1920-1921*

The National Society for Vocational Education in the United States recently published a summary survey of the work of the Federal Board for Vocational Education since its creation. It is stated that, prior to the passage of the Federal Vocational Education Act, only seven States

Type of school	Number of schools		Number of pupils		Enrolment in teacher training courses	
	1917-1918	1920-1921	1917-1918	1920-1921	1917-1918	1920-1921
Agricultural	609	1,735	15,453	43,131	1,584	3,266
Trade and industrial	809 ⁽¹⁾	849	117,934 ⁽¹⁾	96,629	1,101	6,807
Home economics	323	884	30,770	63,363	3,319	4,941
General continuation	⁽²⁾	428	⁽²⁾	119,905	635 ⁽³⁾	344 ⁽³⁾
Totals	1,741	3,896	164,186	323,028	6,589	15,358

⁽¹⁾ Includes also general continuation schools.

⁽²⁾ Included with trade and industrial schools.

⁽³⁾ Not classified.

in the Union had laws providing for vocational education. By 1 January 1918 every State had accepted the provisions of the Federal Act and "twenty-one States now have compulsory part-time education for the working children from 14 to 16 or from 14 to 18 years of age". The above table compares the extent of vocational education work in 1917-1918 and 1920-1921.

The expenditure on vocational schools in the year 1920-1921 was \$10,649,852, of which \$2,380,354 was paid by the Federal Government, \$3,086,680 by State Governments, and \$5,182,818 by local authorities.

Detailed figures of the number of cases handled under the Industrial Rehabilitation Act were not available, but it is estimated that about 12,000 cases were included in the Board's records, as against 3,000 on 1 July 1921.

In the section for rehabilitation of disabled soldiers it is stated that up to 15 August 1921 a total of 116,298 men had entered courses of training under the Board.

Agricultural Training for Boy Scouts in the Transvaal

Since 1914 the Boy Scout Council of the Transvaal has been attempting to establish a scheme of agricultural training for South African boys. The system of placing boys with farmers as learners has not been entirely successful, and the Council therefore proposes to acquire a training farm of 300 or 400 acres near Johannesburg. The farm would accommodate about thirty boys and would be run on Scout lines. Boys would be accepted between the ages of 15 and 19 and would be given free board and lodging and, if necessary, free clothing. The period of instruction would be three years, during which the boys would draw no wages but would be credited with graduated monthly amounts, so that on the completion of training each would have a sum of £73 10s. At the expiration of the three years the boys would have to pass an examination in live-stock and agricultural farming and general utility

work. They would then be drafted to an "out-farm", where plots of sixty acres would be allotted to them. For three years they would work the out-farm on a co-operative basis under the control of the manager of the home farm, subsequently being given the option of becoming owners of their plots. An easy system of repayment of the debt thereby incurred is provided.

Technical Education in Bengal

The Government of Bengal has appointed a technical and vocational education committee under the presidency of the Vice-Chancellor of Dacca University to consider the need for extending facilities for this type of education. The committee had to consider proposals for vocational education of secondary, intermediate, and university standard, also a scheme for central workshops in Dacca.

The committee met at Dacca on 12 August with a view to submitting a report, so that next year's budget might provide for grants for schemes approved by the committee. Sub-committees were appointed to deal with manual and industrial training for schoolboys, science teaching in relation to technical education in secondary and intermediate schools, technical education in Dacca University, engineering education in the Dacca area, and commercial education. A special section to consider agricultural education was also formed. In this connection it may be noted that at a meeting of the Bengal Board of Agriculture at Dacca on 26 July it was decided to establish a horticultural section, which was to include a school attached to a horticultural station to be founded either at Maldah or Murshidabad. This school is to train youths in up-to-date methods of fruit cultivation.

Students' Tours in France

The Evreux Chamber of Commerce decided on 27 July to place at the disposal of the Principal of the Practical School of Commerce and Industry at Evreux a sum of 7,000 francs to cover the expenses of a tour for twelve students of the school. The tour lasted from 28 August to 8 September and included Paris, Mulhouse, Thann, Strasburg, Nancy, and Verdun. The students inspected mines, engineering and chemical works, blast furnaces, and steel works. The purpose of the tour was to give the students, on leaving the school, an insight into the working of industry and manufacture in other parts of France. It is stated that the tour was found most valuable ⁽⁵⁾.

NOTE : JUNIOR DIVISION OF THE UNITED STATES EMPLOYMENT SERVICE

In the October number of the *Review* mention was made in these notes of a newly established body known as the National Junior Occupational Service. In that connection it was stated that the Junior Division of the United States Employment Service, a section of the Department of Labour, was abolished in June 1921. The International Labour Office now learns that this statement, based on information

⁽⁵⁾ *Journal du Travail*, supplement to the *Journée industrielle*, 24-25 Sept. 1922. Paris.

supplied by a correspondent, is incorrect. The Junior Division is still an active part of the Department of Labour, and has been in continuous operation ever since its foundation.

According to the annual report of the Secretary of Labour for the year 1920-1921, the purpose of the Junior Division is

to aid the schools of the country in assisting boys and girls to select and prepare for some definite occupation in which they may be efficient, productive, and constructive workers, and to offer employers the best possible facilities for the selection of their junior employees.

The junior employment offices, of which on 30 June 1921 there were about 14, provide vocational guidance, find employment for young people, and generally supervise children on leaving school. These offices are set up by city authorities in co-operation with the Federal Government, and their work is closely co-ordinated with that of the city schools and the school permit offices.

The Junior Division has co-operated with the Children's Bureau of the Department of Labour on a survey of vocational guidance and placement agencies in representative towns and cities in the United States.

It is hoped at a later date to publish a fuller account of the activities and plans of the Junior Division.

Notes on Workers' Education

INTERNATIONAL CONFERENCE ON WORKERS' EDUCATION

An international conference of organisations for working-class education was held in Brussels from 16 to 18 August, when 37 delegates representing 23 organisations were present. The conference was convened on the initiative of the Belgian Central Committee for Workers' Education. Other countries represented were Australia, Belgium, Czechoslovakia, Denmark, France, Germany, Great Britain, Luxemburg, the Netherlands, Switzerland, and the United States. The organisations represented were all attached either to trade union or co-operative bodies. A representative of the International Federation of Trade Unions was also present.

On 15 August the delegates to the conference visited the International Exhibition of Workers' Education at Antwerp, which included exhibits of publications and methods in workers' education in different countries.

The delegates each presented a report on workers' education in their own countries. The German delegate addressed the conference on the subject of exchange of pupils and teachers between countries and educational tours. His proposals were warmly received and the following resolution adopted :

The conference of workers' educational organisations welcomes all efforts to organise educational institutions, especially educational tours in foreign countries and exchanges of pupils and instructors in workers' colleges. These efforts will not only lead to increased knowledge of the labour movement, but encourage international solidarity. The conference,

therefore, appeals to educational institutions to encourage such efforts by all means in their power. The exchange of students and instructors is particularly important and can best be effected by direct mutual agreement between the countries concerned. The conference calls upon the International Federation of Trade Unions to consider the question of exchange of students between workers' colleges in different countries, and the possibility of creating an international fund for this purpose.

The Belgian Central Committee for Workers' Education was requested to keep the organisations represented at the conference in touch with each other, and to confer with the International Federation of Trade Unions on the possibility of setting up a permanent international office for workers' education.

It was decided that a similar conference should be held in two years' time.

WORKERS' EDUCATION IN GREAT BRITAIN

The Workers' Educational Association in 1921-1922

The annual report of the Workers' Educational Association for the year ending 31 May 1922 shows that the work of the Association has been seriously hampered through the prevailing industrial depression. Its financial difficulties have been greatly increased, and the government policy of retrenchment in expenditure on education threatens still further to intensify these difficulties. Unemployment and the loss of wages prevented many students from joining classes, and caused the withdrawal of others. In spite of all hindrances, however, the work of the Association has continued to develop, as may be seen from the following figures.

Year	Branches	Affiliated societies	Individual members	Tutorial classes		One-year classes	
				No. of classes	No. of students	No. of classes	No. of students
1905-1906	13	283	2,612				
1913-1914	179	2,555	11,430	145	3,158		
1916-1917	173	2,336	10,750				
1918-1919				156	3,495	145	2,170
1919-1920	277	2,760	20,703	229	5,320	328	7,118
1920-1921				293	6,820	463	12,474
1921-1922	355	2,798	26,000	333		635	16,359

The reports from the various districts in England, Scotland, and Wales show that, in spite of many difficulties and some set-backs, the local development of the Association has continued. Summer schools varying in length from a week-end to seven weeks were held at Bangor, Bonskeld (Pitlochry), Bristol, Cambridge, Canterbury, London, Oxford, Repton, and Saltburn. In both the summer schools and the classes industrial and economic subjects took the first place, though an increasing interest is shown in literature, psychology, philosophy, music, and biology.

The Workers' Educational Association is in close touch both with trade unionism and co-operation. In 1920 the Trades Union Congress appointed the Trade Union Educational Enquiry Committee, on which

the Workers' Educational Association was represented⁽¹⁾. The Workers' Educational Trade Union Committee was also established on a joint basis by the Iron and Steel Trades Confederation and the Workers' Educational Association; it was joined during the year by the Union of Post Office Workers, which now sends representatives to each divisional committee, and proposes during the session 1922-1923 to provide forty summer-school scholarships for its members and to organise three week-end schools at its own expense. The Railway, Clerks' Association and the Association of Engineering and Shipbuilding Draughtsmen have also decided to join the Workers' Educational Trade Union Committee, though they have not as yet adopted definite schemes. The work of the Committee was seriously hampered by the very high percentage of unemployment among members of the Iron and Steel Trades Confederation, but the total number of students who qualified for the remission of class fees by completing their course was considerably in excess of last year's figures. Sixteen week-end schools were held during the session, eighteen summer-school scholarships provided, and special summer schools in connection with the regular Workers' Educational Association schools at Bangor and Saltburn were organised.

The report also mentions the establishment of closer relations between the Central Education Committee of the Co-operative Union and the Central Executive of the Workers' Educational Association, on which the Union is now represented. It has for some time been represented on all tutorial class joint committees. Reference is also made to the educational work of the Working Men's Club and Institute Union, which co-operates with the Association.

A considerable section of the report is devoted to the restrictions on the Education Act of 1918 introduced on the recommendation of the Geddes Committee. After summarising the principal reductions recommended or already carried into effect, the report quotes the resolution of protest passed on 28 January by the Central Council of the Association and reports on the National Protest Demonstration held on 4 March and similar meetings in the provinces.

Certain paragraphs of the Report summarise developments in the Workers' Educational Association in the British Dominions. The number of tutorial classes and study circles in New Zealand increased during the year from 56 to 70 and the number of students from 1,496 to over 2,000. The Government Estimates for 1922 propose to increase the grant to the Workers' Educational Association from £500 to £1,000. Progress in New South Wales has not been as rapid as in previous years, but the number of tutorial classes increased from 51 to 56. In Western Australia a conference on 'Training for the Control of

(1) The report of the Trade Union Educational Enquiry Committee was adopted, without alteration, by the Trades Union Congress held in September 1922. The report recommended that the General Council of the Congress should be empowered to take over Ruskin College, the London and Scottish Labour Colleges, and the Workers' Educational Trade Union Committee, provided that it was possible to agree on satisfactory financial and other conditions. It was also recommended that local educational bodies, representative of trade unions, co-operative societies, and working-men's clubs, should be established and linked up in district and national organisations. The immediate effect of these recommendations will probably be that the General Council or its Trade Union Educational Enquiry Committee will proceed to negotiate with the various bodies referred to with a view to co-operation, if not amalgamation.

Industry' attracted a considerable amount of attention. The conference considered that, whether or no it were desirable, it was a fact that organised labour would soon exercise a much larger measure of control in industry than in the past, and that men and women in the labour movement should be trained for the assumption of that responsibility. An experiment in providing lectures for prisoners has been extended, with very satisfactory results. Both in Western and South Australia requests for an increased grant to tutorial classes were refused, and the work thereby considerably limited. The Association continues to make headway in Canada, where the total number of students during the session was 208. No more than 25 per cent. of these were manual workers. This is stated to be due to an impression that the courses are too advanced, and steps are being taken to remove the impression.

The report closes with a statement of the financial position of the Association and a forecast of the difficulties which will face it in the coming session.

Working-Class Students at Oxford and Cambridge

The Report of the Royal Commission on the Universities of Oxford and Cambridge⁽²⁾ included several recommendations directly affecting the movement for adult education. The introduction of an experimental scheme is proposed under which a limited number of 'adult students' shall be admitted to the universities. . . . These students are to be drawn "chiefly but not exclusively from the working classes", to be "fully capable of profiting by a university education", but need special facilities to enable them to come into residence. The Commission further recommended that extra-mural instruction be definitely accepted as an established and essential part of the work of a university. It is proposed that a special Extra-Mural Board be created at both universities to deal with extension lectures and tutorial classes, and that an increased number of teachers, with high qualifications, adequate pay, and assured prospects, be provided for extra-mural work. Other recommendations deal with the provision of greater facilities for poor students under non-collegiate bodies.

Educational Settlements

The settlement movement in Great Britain dates from 1884, when Toynbee Hall was founded by Canon Barnett. The object of the original settlements was to encourage members of the middle and upper classes to settle in working-class districts and to undertake various forms of social service. Of recent years a new form of this movement has appeared, represented by the Educational Settlements Association. The educational settlements are in a few cases residential, but this is not an essential feature of their work. Their main object is "to provide a community centre for adult education in all its diverse forms". They endeavour to bring together all voluntary organisations which have definitely educational purposes, and to provide a channel of co-operation with official bodies such as local educational authorities and universities. Their members are drawn chiefly from the locality, and not

(2) ROYAL COMMISSION ON OXFORD AND CAMBRIDGE UNIVERSITIES: *Report* (Cmd. 1588). 256 pp. London, H. M. Stationery Office. 1922. 6s.

from other towns or districts. Their method is educational, and their aim is to make the settlement a centre where a "world outlook" and general training for citizenship and everyday life may be gained. There are at present 14 settlements affiliated to the Association. Their work varies according to local conditions, and no rigid rules of organisation or method are laid down.

It is calculated that the various classes, lectures, and societies organised by these settlements have an annual attendance of more than 100,000, representing a minimum of 2,000 students. The Association works in close co-operation with the Workers' Educational Association, which arranges three-year tutorial classes of university standard and a large number of one-year classes. At one at least of the settlements there is also a "Plebs" class organised under the auspices of the Central Labour College, which stands for independent working-class education without co-operation with public authorities or those other than members of the working class. Thus the settlements are open to all shades of opinion and forms of educational effort. In addition to courses of classes, many lectures and debates are arranged, while the drama is given an important place in the work of most of the settlements. Dramatic readings and performances by members of the settlements, as well as performances by repertory companies, are frequently given. Music, folk dancing, and handicraft work are prominent features in some of the settlements, while libraries are in course of development.

The work of the older residential settlements in connection with home life (including infant welfare, work among women, etc.) and public life is also carried on by the educational settlements.

One aspect of the work which may have increasing importance in the future is regional survey. Several of the settlements have, either independently or in co-operation with other organisations, undertaken a detailed survey of the district which they serve. The special emphasis of the survey, whether historical, scientific, industrial, or educational, is determined largely by local circumstances. Several such surveys are at present in preparation, and will require three to five years for their completion. Most of the settlements also offer training for social service of various kinds.

The Educational Settlements Association is affiliated to the World Association for Adult Education^(*), and is hoping to initiate correspondence, conferences, and summer schools, both in Great Britain and abroad, in order to develop the "international sense" in its members.

Co-operative Education

For many years the Co-operative Union has organised a network of educational committees in connection with its local branches and stores. The objects of co-operative education are stated to be "primarily the formation of co-operative character and opinions by teaching the history, theory, and principles of the movement, with economics and industrial and constitutional history, in so far as they have bearing on co-operation; and secondarily, though not necessarily of less import, the training of men and women to take part in industrial and social reforms, and civic life generally". A number of week-end

(*) See *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 639.

schools and summer schools are organised throughout the year. At some of these purely co-operative subjects are studied, but many cover a variety of industrial, historical, and literary questions. In addition, the local committees arrange classes and discussion circles both for children and adults.

An interesting development of such work has been the international co-operative summer schools, the first of which was held in Basle in 1920, and the second in Brussels from 22 July to 5 August. This was attended by students from Great Britain, Belgium, France, and India; it is stated that difficulties of exchange prevented the attendance of students from certain other countries. Lectures were given on the co-operative movement in Great Britain, Germany, Belgium, and France. The lectures were followed by discussion and comparison of purposes and methods. In addition to lectures and classes, the school paid visits to co-operative organisations in Belgium, and studied their methods of work.

A Residential College for Working Women

In February 1920 a small residential college for working women was opened at Beckenham, England, under the auspices of the Young Women's Christian Association. Its object has been to give to students a general, non-vocational education, "to prepare rather for life than for any particular career". The college is now controlled by a Council representing a large number of educational organisations in addition to the Young Women's Christian Association. During the first year there were 11 students in residence, varying in age from 18 to 35, drawn both from industrial and commercial employment. The majority of students return either to their previous employment or similar work; in a few cases they take up social work on leaving the college. The college is an experiment of only two years' duration, but it is claimed that its pioneer work, if successful, will lead to the development of similar institutions, where more continuous and intensive instruction can be given than that available in non-residential organisations.

WORKERS' EDUCATION IN CENTRAL EUROPE

The Düsseldorf School of Economics and Administration ⁽⁴⁾

In the last number of the *Review* some account was given of the School of Economics and Administration at Berlin, and the existence of a similar school at Düsseldorf was mentioned. This was opened in June 1922, when 25 students were in attendance. The need for such schools has arisen in Germany since the constitutional changes of the Revolution gave the workers a much larger share in the management of economic and social affairs than they had ever before enjoyed. The Düsseldorf and Berlin schools are definitely professional schools ⁽⁵⁾, training for work in state and municipal administrations, works councils, trade unions, and co-operative societies. They therefore in no way enter into competition with the Labour Academy of Frankfurt-on-Main or the various people's colleges.

⁽⁴⁾ *Fachschule für Wirtschaft und Verwaltung*. See *International Labour Review*, Vol. VI, No. 4, Oct. 1922, p. 641.

⁽⁵⁾ *Fachschule*.

Economics naturally take a prominent place in the curriculum, which also includes bookkeeping, factory organisation, mathematics, statistics, business management, and civil law. On the side of social affairs instruction is given in labour law, trade union organisation, employment exchange work, and social insurance. Special stress is laid on municipal problems and administration and their legal aspect. It was found during the first term that the curriculum was too wide, and that greater specialisation would be needed in the future. It is a principle of the school that all theoretical instruction shall be closely linked with practical problems and experience. Detailed studies of individual problems in their relation with the general economic and social system are to be studied in the school, and the results published in the labour press for criticism by a more extended circle of experts. Excursions to industrial centres in the Rhineland and Westphalia are undertaken, and the information thus gained is discussed with representatives of the public authorities and of labour.

The students of the school are drawn from all sections of the trade union movement, and it is stated that representatives of the "free", Christian, and Hirsch-Duncker unions co-operate enthusiastically in the work of the school. The Director of the school is not in favour of sending students to separate schools according to their trade; the exchange of different points of view and experience from the various trades is a valuable factor in the training given. He is, however, of the opinion that with increasing numbers of students it will be necessary to make a more marked differentiation in the courses followed according to the type of work which the students will take up on leaving the school.

Although its main work is to train leaders for public work and the labour movement, the school does not neglect the education of the rank and file of labour. Courses of evening lectures for members of works councils in joint-stock companies have been given in Düsseldorf and attended by about eighty trade unionists. On the strength of this the local secretariat of the "free" trade unions organised eight similar courses in other centres.

The school has to contend with great financial difficulties. The expenses of the students are paid by the trade unions who send them, but the payment of teachers' salaries and maintenance expenses presents a grave problem. The provincial governments of the Rhineland and Westphalia have made grants to the school, as well as the municipal authorities of Düsseldorf and a number of other towns. The school is anxious to obtain a grant from the Prussian Government, though it is recognised that, in the present state of the public finances, the school must prove its value before it can expect any extensive financial support from the Government.

The Hamburg People's College

One of the first acts of the new civic assembly of Hamburg elected after the Revolution was to establish a university. The Act of 31 March 1919 concerning the university also definitely provided that the education authorities were to create a people's college and that the university staff were to co-operate in its work. The college is entirely non-vocational; its object is not to train for any occupation or to instil any social or political theory. The students are encouraged to use their own faculties of observation and criticism, and the college therefore makes considerable use of tutorial classes (*Arbeitsgemein-*

schaften), consisting of not more than thirty students under a teacher ; the instruction is given largely by means of discussion and exchange of ideas and experience. The classes are so arranged and co-ordinated that individual students can follow up subjects in which they are specially interested.

The college is open to all, the minimum age being as a rule 18. The students are drawn from all classes of society, as the following figures for the winter session 1921-1922 show. Of the men students 36 per cent. were manual and industrial workers ; 48.5 per cent. clerical and commercial employees ; 15 per cent. teachers, students, artists, and members of the liberal professions ; and 0.5 per cent. of no occupation. Of the women 13 per cent. were manual workers, seampstresses, domestic employees, etc. ; 40 per cent. commercial employees and telephone operators ; 29 per cent. teachers, governesses, and members of the liberal professions ; and 24 per cent. housewives and persons of no occupation. It is pointed out that the charge frequently made against such institutions as the people's college, namely, that the working classes do not avail themselves of them, does not hold good in this case, as the great majority of the students are drawn from the classes of manual workers and commercial and clerical employees which have hitherto been too largely debarred from opportunities for higher education.

The college is a state institution and forms an integral part of the public education system under the control of the education authorities. The immediate management of the college, however, is in the hands of a committee composed in roughly equal proportions of representatives of the teaching staff, the students, and the university. A committee of the teaching staff, and sub-committees for each subject, hold frequent meetings to determine curricula and organisation. Each class of students appoints a representative (*Vertrauensmann*), and these representatives form a students' committee which keeps in touch with the teaching staff and the committee of the college, co-operating in the management and making known the wishes and interests of the students.

All lectures and classes are held in the evening, in university and school premises. Tuition is free, except that a small fee (10 marks for each half-year's session) is charged for admission to the tutorial classes. The proceeds of these fees go towards the creation of a library, which already contains about 3,500 volumes.

The attendance at the college has increased considerably since its foundation. During the first summer term of 1919 it was 1,171 ; in the winter of 1919-1920 it rose to 1,608. From 1,171 in the summer of 1920 it increased to 2,854 in the winter of 1920-1921, 2,679 in the summer of 1921, and 3,513 in the winter of 1921-1922. To illustrate the varied curriculum of the college the number of students enrolled in each course during the last of these terms may be quoted.

<i>Subject</i>	<i>Number of students</i>
Economics	966
Philosophy, religion, and education	787
Language and literature	661
Art	347
Biology, physiology, and hygiene	279
Physics and chemistry	190
Music	179
Mineralogy, geology, geography, and ethnology	67
History	37

Owing to pressure on accommodation no less than 638 persons had to be refused admission to the various courses during the winter term 1921-1922. Many of the lectures given at the college are public, so that the total number of attendances must be considerably in excess of the figures given above.

A Reference Library for Workers in Vienna

On 18 September a sociological reference library, attached to the Vienna Chamber of Workers and Employees, was formally opened in the presence of representatives of the Ministry of Social Administration, the Vienna municipality, the University of Vienna, the Social Democratic Party, and other bodies.

In his opening remarks Dr. Friedrich Adler, the chief curator of the library, pointed out that the working classes of Austria had always been noted for their interest in books. From the first the workers' educational unions (*) had endeavoured to collect libraries, which, with those of the trade unions and the political organisations, were now the pride of Austrian labour. These libraries had, however, been intended for the ordinary rank and file of the labour movement, while their leaders had too often been hampered in their work by their inability to consult specialised works of reference. The new reference library was to be primarily for the use of labour speakers, writers, and teachers; it would also contain records of the history of the labour movement.

Workers' Education in Czechoslovakia

Before the war the movement for adult education in Czechoslovakia was closely connected with the nationalist movement. In 1870 the Sokol Unions were founded, primarily for physical training but also for general educational work. In 1919 these unions had a membership of about 300,000 and organised about 10,000 lectures and several thousands of theatrical performances. In 1895 workers' gymnastic societies were founded with similar objects. In 1919 these unions had over 1,000 branches with about 150,000 members.

In 1895 the Labour Academy (*Delnicka Akademie*) was established by the political and industrial labour organisations with the encouragement of Professor Masaryk, now President of the Czechoslovak Republic. This Labour Academy offered a three years' course of general education to follow on that given in the elementary schools. The curriculum included anatomy, physiology, history of civilisation, literature, and art, constitutional and criminal law, social legislation, public education, sociology, economics, and finance. Courses in the history of labour and trades and practical training were also given. During its first year's work the Academy enrolled 11,138 members. Since then it has become a centre of educational work throughout the country, and a large number of societies, with aims in part educational, have affiliated to it. In 1895 there were 88 such societies affiliated to the Academy. These included the workers' gymnastic societies already referred to, and a variety of others, such as those of Social-Democratic students, Esperanto students, dramatic societies, etc. The Academy, from its foundation, devoted much attention to the develop-

(*) *Arbeiterbildungsvereinen.*

ment of libraries. It has set up 31 travelling libraries, in addition to organising loans of books to workers' organisations.

After the war the work of the Academy increased considerably. Its membership at present, including both direct members and members of affiliated societies, is about 250,000. In the year 1921-1922 the Academy organised a large number of courses of lectures at Prague, covering the following subjects : origin of the world and of man ; applied and plastic arts ; natural science ; travel ; the Moravian Karst ; aviation ; contemporary Russia ; religion and the social organisation ; hygiene ; the origin of iron production ; socialisation and works councils ; Socialism. The total of 61 lectures on these subjects were attended by 10,135 persons. Similar courses in other towns had an attendance of 15,288.

There were also regular courses of classes in subjects ranging from works councils, religion and Socialism, and art to shorthand, type-writing, English, and German. These classes had a total membership of 124,476. Special classes for women had an additional membership of 23,557.

Definite instruction in the principles of Socialism and training for workers in the labour movement are given in three schools : the school for officials and propagandists, with 54 students, a practical school of Socialism, with 50 students, and the Socialist holiday school at Mseno, with 25 students. The holiday school was in the nature of an experiment made with a view to the foundation of a permanent Socialist school at Prague this autumn.

Apart from educational institutions controlled entirely by working-class organisations, there is a great deal of activity in connection with adult education in general. University extension lectures were introduced about twenty-five years ago, in imitation of English methods. In 1919-1920 the University Extension Committee in the Czech University of Prague arranged over 150 lectures with a total attendance of over 25,000.

The national organisations of Czechs and Germans have done a great deal of work in developing libraries in the villages and towns of Bohemia and Moravia. The Czech Alliance of Northern Bohemia (*Severoceska Jednota*), with about 700 branches, has organised 500 circulating libraries, the members of which are largely working men and tradesmen. During 1919 about 1,000 lectures and theatrical performances were given under the auspices of the Alliance. The National Alliance of South-Western Moravia (*Narodni Jednota pro Jihozapadni Moravu*) supplies 450 libraries and reading rooms, and in 1919 organised 192 lectures and 214 theatrical performances. The Alliance of Germans in Moravia (*Bund der Deutscher in Mähren*) maintains 318 libraries containing 95,000 volumes.

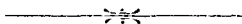
In 1908 a central body for popular education was created under the title of the Enlightenment League (*Osvetovy Svaz*), in order to co-ordinate the various types of educational work already in existence. Representatives of educational associations in any given town or district form a Board of Education Workers (*Vzdelavaci sbor*), which supervises, co-ordinates, and supports financially the more important educational undertakings in the district. A more regular arrangement of lectures and popular schools for adults (*Lidove Skoly*) has thus been achieved. These popular schools are increasing in number and scope, and have been set up in 40 towns. The classes meet during the winter months from two to five times a week. Formerly literature, history

and art were the most popular subjects, but it is stated that greater interest is now shown in science, economics and political subjects, and hygiene, as well in as foreign language classes, especially English, French, and Russian. The largest of these John Hus schools, as they are also called, is in Prague. During the session of 1919-1920 3,252 classes and lectures were held, attended by 76,622 persons, of whom between three and four thousand were regular attendants.

There are popular universities at Plzen and Ostrova, which provide a theoretical and practical course for regular registered students. The Plzen University is attended largely by working men, and technical subjects take a prominent place in the curriculum. In the last session, 5,500 students were enrolled at Plzen and 3,000 at Ostrova. The Workers' Academy co-operates with these universities.

The level of education and culture in Slovakia is very much lower than in Bohemia and Moravia. It is stated that nearly 70 per cent. of the population of Slovakia and Podkarpattia is illiterate. The Government has established free schools for illiterate adults, and the national association known as the Slavonic Mother (*Matice Slovenska*) devotes much of its activity to popular education. The Workers' Academy co-operates in educational work in Slovakia.

In 1919 an Act was passed requiring every district with more than 30,000 inhabitants to appoint a Board of Education Workers to organise adult education in the district. The chief object of this Act was to encourage civic and republican education. A Department for Popular Education has been set up in the Ministry of Education to co-ordinate and encourage all such work. The Workers' Academy and other institutions for adult education do not ignore the young people who have passed beyond the range of compulsory school attendance. Gymnastic societies, junior political clubs, and holiday camps are among the opportunities for education provided for them.



GOVERNMENT REPORTS

TRAINING AND EMPLOYMENT OF DISABLED EX-SERVICE MEN IN GREAT BRITAIN ⁽¹⁾

ON 26 April 1922 the British House of Commons adopted a resolution "that a Select Committee of this House be appointed to examine and report upon the systems adopted in other countries to provide for the employment of disabled ex-Service men, and to recommend a system under which men who have suffered disablement in the service of the country may be secured employment".

The Select Committee, which consisted of fifteen Members of Parliament, held twenty-five meetings. It considered a report presented by the International Labour Office on systems of employment adopted in other countries, and heard the evidence of representatives of the Ministry of Labour, the Ministry of Pensions, and the Ministry of Health, of associations of ex-Service men, employers' associations, and the Parliamentary Committee of the Trades Union Congress. Certain members of the Committee conducted investigations in France, Belgium, Germany, and Italy, and presented the results of their enquiry to the Committee. The principal conclusions of the report of the Committee are summarised below.

Conditions in Great Britain

The Committee ascertained in the course of its investigations that the number of ex-Service men in receipt of a disability pension was approximately 900,000, of whom about 100,000, or 11 per cent., according to the British Legion, were unemployed. This is about the same proportion of unemployed as of other workers in industry, that is, 1,250,000 or 10 per cent. of the total covered by the Unemployment Insurance Acts.

The results of the establishment of the King's National Roll, the system under which private employers are invited to give an undertaking that they will employ a certain percentage of disabled ex-Service men, were not found to have been very satisfactory. The number of firms on the King's National Roll was at the end of 1919 9,500; in April 1920 13,600; at the beginning of 1921 23,500; at the beginning of 1922 29,500; and in May 1922 30,000. The period of the undertaking given by 20,420 of these firms had expired, and only 12,064 had renewed it; 415 had been cancelled, and action was still pending in the case of the remaining 13,941. Out of 2,828 local authorities, only 1,041 or less than half, were on the King's National Roll at the end of May 1922. To make the scheme a success, the Committee felt that it would be necessary either to re-organise the voluntary scheme on a different basis, or to adopt a system by which employers would be legally compelled to engage a given percentage of disabled men.

The scheme of training in government instructional factories had been dislocated, owing to the impossibility of finding positions in industry as improvers for the men trained in these factories.

⁽¹⁾ *Report from the Select Committee on Training and Employment of Disabled Ex-Service Men.* XLVI+447 pp. London, H. M. Stationery Office. 1922. 12s. 6d.

These difficulties of training and finding employment for disabled men, the Committee thought, were due not only to unemployment and trade depression, but also to a decline in public sentiment in favour of the disabled man. At the same time the view was expressed that these difficulties would probably disappear with "a distinct and durable revival of trade".

Systems of Compulsory Employment

The Committee examined with great care the systems of compulsory employment of disabled men in other countries. It was observed that there were great variations between these systems, but comparison between them was of relatively small value for Great Britain, as its economic position is entirely different from that of France, Italy, and even more Germany. The arguments in favour of compulsion presented by the British Legion, however, made a great impression, and the Committee realised that in spite of all obstacles it might become necessary to compel employers to employ a definite percentage of disabled men. The obstacles and difficulties in the way of any system of compulsion were very clearly summarised as follows :

(1) The traditional national dislike of any form of compulsion, whether it causes inconvenience or not.

(2) The danger of industrial trouble resulting from bad feeling arising between employer, employed, and disabled men, and between the Government and the various trades, in the application of compulsion.

(3) The possible diminution of the spirit of goodwill, although this argument should not weigh against the debt owed by the nation to those injured in its defence.

(4) The possibility that some firms which now employ more than the compulsory percentage of disabled ex-Service men would discharge the remaining number.

(5) The slowness with which the system of compulsion would come into operation. Under present economic conditions, the rapid absorption of all disabled men by a compulsory scheme would result inevitably in the discharge of fit men, possibly also ex-Service men.

(6) The creation of expensive additional administrative machinery. This objection, however, was strongly contested by a number of witnesses before the Committee.

(7) The danger of interfering with trade, especially in its present very difficult position.

(8) The difficulty of imposing penalties and of enforcing the compulsory system.

Recommendations of the Committee

The Committee made the following recommendations :

(1) A further effort should be made to obtain employment for disabled men on the voluntary basis by a partial re-casting of the existing voluntary system.

(2) The principle to be adopted should be that of decentralisation and devolution of duties and responsibilities to local bodies with local knowledge and local enthusiasm. . .

(3) Local *ad hoc* voluntary committees with certain limited statutory powers should be set up in each county and county borough, to be known as the King's Roll County or County Borough Committees.

(4) The duties of these committees should be to provide employment for disabled men under four headings :

- (a) Special provision for severely disabled ex-Service men.
- (b) The administration of the King's Roll.
- (c) Provision of improverships for trainees.
- (d) Organisation of a system of after-care suitable to local conditions.
- (5) The King's Roll County and County Borough Committees should include local influential persons, representatives of employers, trades unions, ex-Service men's organisations, Red Cross, also of Local War Pensions and Local Employment Committees. It should be within the discretion of these Committees to appoint such sub-committees as may be required for the purpose of obtaining personal touch with industrial concerns, such personal touch being vital to the success of a scheme of this nature.
- (6) The King's Roll County and County Borough Committees should have a legal status and be entrusted with certain financial powers within the limits of well-defined regulations.
- (7) A central statutory body, the King's Roll National Council, should be set up to control generally, supervise, and co-ordinate the activities of the County and County Borough Committees, and should be composed of representatives of both Houses of Parliament, of all Government Departments concerned, of employers, trades unions, and ex-Service men's organisations. This body should work under the aegis of, and derive its authority from, the Ministry of Labour, which would be responsible for the provision and regulation of public funds.
- (8) The problem of the severely disabled ex-Service man should be dealt with by the King's Roll County and County Borough Committees by the encouragement of voluntary institutions and home industries with limited state assistance.
- (10) The training of disabled ex-Service men should be carried out by the Ministry of Labour as heretofore. The duty of finding improverships for trainees should be transferred to the Kings Roll County and County Borough Committees.
- (11) The King's Roll National Council and the King's Roll County and County Borough Committees should be set up at once as advisory bodies. pending legislation required to give these bodies the necessary statutory powers.

(13) A most careful check should be kept of the numbers of disabled men out of employment during the next twelve months.

So urgent is the problem that the Committee recommend that their proposals should be carried into effect forthwith, and the necessary legislation passed during the Autumn Session, but should the figures show that the problem has not, by 1 May 1923, been satisfactorily dealt with on the lines proposed, recourse should then be had to a form of compulsion, modified in character and scope as circumstances may dictate.

The report embodies the conclusions and recommendations of the Committee, a survey of compulsory systems in foreign countries, a description of the present position of the voluntary system in Great Britain, and the minutes of evidence. The various reports submitted to the Committee are reprinted in appendices.

THE BUILDING TRADE IN SWEDEN (2)

On the request of the experts appointed in April 1920 by the Swedish Ministry for Social Affairs to investigate conditions in the building

(2) SOCIALDEPARTAMENTET : *Sveriges offentliga utredningar 1922, 2 ; Arbetsstatistisk undersökning rörande husbyggnadsverksamheten i Sveriges städer och stadstiknande samhällen.* By Bertil NYSTRÖM. pp.208. Stockholm, Nordstedt. 1922.

trade, Dr. Bertil Nyström, Chief of the Office of Social Affairs (*Socialstyrelsen*) made an enquiry into the state of the building trades in Swedish towns; the results were published in the Official Enquiries series. Dr. Nyström's enquiry covers the years 1919 and 1920, but includes also an historical review starting from the time of the guilds. A very large number of facts have been collected, illustrating the working and living conditions of building workers and giving a comprehensive idea of the position in the building market and the factors affecting it.

The number of workers in the building trades and the extent of housing requirements are analysed in the first part of the report. The building trades are not classed as industrial in Swedish official statistics, and therefore do not appear in the annual statistical survey of industries; the ordinary census statistics, on the other hand, suffer from certain admitted shortcomings, with the result that the number of workers in the building trades is not actually known. On the basis of special calculations, however, Dr. Nyström estimates their number by 1910 at about 70,000, of whom half were to be found in rural districts and half in towns; the number of the latter class seems continually to have decreased during the last ten years.

Information supplied by the building workers' trade unions compared with information supplied from the employers' side has also made possible an estimate of the number and type of trade union organisations in the building trades; also an estimate as to the distribution of workers among the various kinds of building operations. In 1914 about 40 per cent. of workers were employed on actual housing, a proportion which in 1919 had sunk to only 30 per cent. With a general estimate of the possible output of all building workers is contrasted an estimate of housing needs during 1920.

The chief fact which emerges from the enquiry is that the last ten years have seen a progressive shortage of workers in the building trades in Sweden, as has also been the case elsewhere. The latter part of the report suggests certain explanations. Dr. Nyström points out that the attraction of a trade depends not only on its character, but even more on the economic advantages which it offers to those who follow it. The wages in the building trades are constantly quoted as being about 50 per cent. higher than, for instance, than those in the metal trades; yet shortage of labour is much more accentuated in the building trades, and the explanation is that, though the hourly wage rates are higher in the building trades, the total annual earnings are lower. Consequently, a very important subject of enquiry has been the question of regularity of employment in building operations. Special investigations were made in this direction and the information obtained both from workers and employers very carefully sifted. The result was to show that the Swedish building worker is employed, on an average, about two-thirds of the working days of the year, but is idle for the remaining third, either owing to regular seasonal stoppage or else on account of shorter periods of unemployment due to disorganisation in arranging the various kinds of work required to complete larger building operations.

If the standard of living of the worker in the building trades is not to be unfairly lowered by comparison with that of workers in other trades, the remedy, in the author's view, lies in reducing the number of idle days by a longer building season, by reforms in the labour exchange system, and by improving the organisation of building operations.

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Book Notes

INTERNATIONAL PUBLICATIONS

INTERNATIONAL LABOUR OFFICE: *International Labour Directory 1922*. 1038 pp. Geneva 1922. 11s. 6d. or \$2.50.

The aim of the International Labour Office in publishing this *Directory* is to give in a concise form the fullest information as to official institutions and organisations, both national and international, which deal with labour and industrial questions throughout the world. The ground covered has been considerably extended in this second edition. To the five sections which figured in the first edition (1921), namely, those relating to the constitution of the International Labour Organisation and of the League of Nations, Government Departments dealing with labour and industry in different countries, employers', workers', and co-operative organisations, have been added three new sections containing information concerning organisations of intellectual workers and of ex-Service men and a list of miscellaneous associations dealing, more or less directly, with questions relating to industry and labour. In its present form the *Directory* supplies information concerning 72 countries, 1,800 employers' associations, 2,300 workers' organisations, 600 organisations of intellectual workers, 45 organisations of ex-Service men, about 650 co-operative, and 40 miscellaneous organisations.

LEAGUE OF NATIONS: *Budget Expenditure on National Defence, 1913 and 1920 to 1922*. A. 31 (a). 50 pp. Geneva, 1922.

This memorandum was drawn up in consequence of the decision of the Temporary Joint Committee at its meeting in Paris in July 1922. Information on expenditure on national defence before and after the war is lucidly presented in statistical tables. The necessary data were secured from twenty-one countries, namely: Australia, Belgium, Brazil, Canada, Czechoslovakia, Denmark, Finland, France, India, Italy, Japan, the Netherlands, New Zealand, Norway, Portugal, Roumania, South Africa, Spain, Sweden, Switzerland, the United Kingdom.

The information for Belgium, Brazil, and Roumania was obtained by correspondence. In all other cases it was drawn exclusively from official sources, such as statements of finances, budget estimates, or official year books.

INTERNATIONAL UNION OF LEAGUE OF NATIONS SOCIETIES: *Bulletin No. 4*. 40 pp. Brussels, 1922.

This Bulletin contains a full report in French and in English of the resolutions passed at the sixth plenary session of the International Federation of League of Nations Unions, held at Prague, 3 to 7 June 1922.

SECRETARIAT INTERNATIONAL DES TYPOGRAPHES A BERNE: *Procès verbal du 8^{me} congrès typographique international à Vienne (Autriche), du 5 au 9 septembre 1921, d'après sténogrammes*. 124 pp. Lausanne, Imprim. popul. coopér. 1922.

Report of the eighth congress of the International Union of Typographical Workers held at Vienna, 5 to 9 September 1921.

OFFICIAL PUBLICATIONS

FRANCE

COMMISSARIAT GÉNÉRAL DE LA RÉPUBLIQUE ; DIRECTION DU TRAVAIL ; OFFICE DE STATISTIQUE D'ALSACE ET DE LORRAINE : *Comptes rendus statistiques*. Nos. 1 and 2. 20 and 27 pp. Strasburg, 1922.

The first part of this report presents statistics for 1921 on agriculture in Alsace and Lorraine. The second part deals with the general agricultural position in these two provinces on 15 March 1922, traffic in the ports from January to March 1922, statistics relating to the mining industry for the same period, and market conditions from August 1921 to April 1922.

GREAT BRITAIN

HOME OFFICE ; DEPARTMENTAL COMMITTEE ON LIGHTING IN FACTORIES AND WORKSHOPS ; *Third Report*. (Cmd. 1686). 38 pp. London, H. M. Stationery Office. 1922. 9d.

This report is mainly concerned with classification of industrial processes according to the illumination required and the investigation of mixed natural and artificial lighting. The Committee decided to recommend definite minimum standards of illumination rather than "recommended practice" standards, except for very fine work. More detailed investigation is stated to be necessary to determine the connection between frequency of accidents and insufficient lighting. It is also pointed out that before regulation on the basis of definite legal minima can be introduced it will be necessary to conduct a systematic enquiry, including the collection of data for every process concerned, in order to indicate the best existing practice, and experimental research to determine conditions of illumination ideally desirable on physiological and psychological grounds. Five appendices to the report deal with detailed experiments and investigations of special points.

MINISTRY OF TRANSPORT : *Report of the Automatic Train Control Committee*. 38 pp. London, H. M. Stationery Office. 1922. 9d.

ITALY

MINISTERO DELLE FINANZE ; DIREZIONE GENERALE DELLE IMPOSTE DIRETTE : *Dati statistici sul rendimento delle imposte dirette*. Rome, Tip. Coop. Soc. 1922.

This report, issued by the Italian Ministry of Finance, presents statistics relating to direct taxation, especially to the taxes on land, buildings, furniture, war profits, etc. The taxing of wages is also discussed. In the event of the Bill of 25 November 1921 for the reform of direct taxation becoming law, the total amount of income on which the tax will be levied is estimated at approximately 2,700,000,000 lire. Under the terms of the Act wages at the rate of 10 lire per day or less would be exempt from taxation ; any excess of wages above that limit would be taxed at the rate of 12 per cent.

JAPAN

HOME DEPARTMENT ; BUREAU FOR SOCIAL WORK : *An Outline of Social Work in Japan*. 105 pp. Tokio, 1922.

A brief history of social work in Japan, from the period previous to the Tokugawa dynasty up to the present time, provides an introduction to an account of contemporaneous activities in that field. General organs of social work, general and special relief work, medical and economic aspects of social work, agencies working for social betterment and child welfare work are the

main divisions in which this work is arranged. The remarkable progress of social work in Japan is attributed largely to the widespread spirit of mutual help, and the great interest in, and assistance rendered to it, by the Imperial Household.

— : *Present Conditions of Child Welfare Work in Japan*. 34 pp. Tokio. 1920.

A booklet describing the family system in Japan as a centre of social work in the past, and the social, educational, and economic aspects of child welfare work today. The provisions of the existing children's and factory Acts are touched upon, and the desirability of gradually bringing labour legislation in Japan into line with the principles laid down in the Conventions and Recommendations adopted at the International Labour Conference at Washington in 1919.

— : *The Japanese Young Men's Association. A Brief Survey of the Past and Present Activities*. 25 pp. Tokio.

An outline of the history of the Japanese Young Men's Association from the pre-Restoration period (1868) to modern times, explaining the character, development, and influence of the Association on the youth of the country.

SOUTH AFRICA

REPORT OF THE UNEMPLOYMENT COMMISSION. 47 pp. Cape Town, Cape Times, Government Printers. 1922.

Unemployment, although not so widespread as in other countries, is stated to constitute a greater social danger in South Africa owing to the preponderance of the native population. Attention is drawn to the advisability of obtaining reliable data concerning the number of unemployed and indigent, and medical statistics as to the feeble-minded, degenerate, and permanently invalided, who have to be dealt with by separate methods, and especially as to the number of these classes among children. Other measures advocated are: abolition of restrictions on the development of industries, particularly gold and coal mining, and the putting into operation of certain recommendations of the Low-Grade Mines Commission Report; encouragement of local industries; an increased supply of cheap electric power; readjustment of tariffs; and provision for the transport of the country's produce. The need is shown for an agricultural survey and the prosecution of extended irrigation and afforestation schemes in areas suitable for land settlement. The extension of educational facilities is considered the best investment for the mitigation of unemployment.

Native labour and its distribution has been the subject of a long and close examination, but no definite policy is advocated. The Commission, however, is in favour of utilising native labour as far as feasible underground, and allowing the "mining industry to expand and to lay the results or profits under tribute to provide for occupation for whites on the surface".

The Majority Report favours in principle an all-round reduction in wages based on the circumstances of each industry, but recognises that labour is not prepared alone to abandon the standard of life a short and unique period of prosperity has led it to expect; it must be satisfied that the average profits of employers are being at least proportionately limited. Some observations on native policy by Professor Lehfeldt, a Minority Report, and a memorandum by Mr. A. Crawford, including observations on, and suggested modifications in, the conclusions of the Majority Report, follow.

SWEDEN

KUNKLIGA SOCIALSTYRELSEN: *Livsmedelsförbrukningen inom mindre bemedlade hushåll under krigsåren 1914-1918. Sveriges Officiella Statistik; Socialstatistik*. 141 pp. Stockholm, Kartongs och Litografiska A. B. 1922.

This publication presents the results of investigations into consumption of food in Sweden during the three critical years 1916 to 1918. As each

of the investigations covered only four weeks, items of the family budget other than food have been dealt with very briefly.

The first part gives an account of changes in the character of food consumption as evidenced by a study of family budgets. The first result of increasing prices was a lowering of the quality of the food consumed without changing the quantity. As the increase in prices continued, the quantity of food consumed was limited, resulting altogether in a very considerable lowering of the standard of living of wage earners and low-paid officials. The second part of the study consists of a comparative physiological analysis of the nutritive value of food before the war and during the years covered. The standard of consumption adopted is that worked out by the studies of the United States Bureau of Labour statistics during the years 1901 to 1902. It appears that the decrease in the amount of calories consumed between 1914 and 1918 was 13 per cent.

SWITZERLAND

CONSEIL FÉDÉRAL: *Message à l'Assemblée fédérale concernant l'octroi de nouveaux crédits pour venir en aide aux chômeurs.* 22 pp. Berne. 1922.

A message of the Federal Council to the Federal Assembly concerning the granting of new credits to help the unemployed.

—: *Message à l'Assemblée fédérale concernant l'ouverture d'un nouveau crédit à l'industrie horlogère suisse.* 16 pp. Berne. 1922.

A message of the Federal Council to the Federal Assembly concerning the granting of new credits to the watch and clock industry.

UNITED STATES

DEPARTMENT OF LABOUR; BUREAU OF LABOUR STATISTICS: *Causes and Prevention of Accidents in the Iron and Steel Industry 1910 to 1919.* By LUCIAN W. CHANNY. Bulletin No. 298. 398 pp. Washington, Government Printing Office. 1922.

In this report the United States Bureau of Labour Statistics brings together the results of its studies of accidents in the iron and steel industry, which have been carried on over a period of ten years. As the material contained in the report has been summarised in the *International Labour Review* for January 1922 (pp. 139-150), and the methods of the survey also described, attention will only be called to some of the more important of its features. Accidents are analysed both as respects frequency and severity and the correlations worked out between accidents and various conditions in the industry. The movement for securing safety in American industry has resulted in great reduction in accident frequency and severity. Yet as the report points out, more has been accomplished through "engineering revision", i.e. improvements in tools and machinery rendering them safer in operation. However, despite all efforts to reduce the number of accidents there is always an irreducible minimum below which it has been found impossible to go. The years of high industrial activity show rising accident rates. Wherever the "new-man accession rate" is high, accidents increase. Business depression usually reduces the rate as the force of men at work is made up to a relatively greater extent of the men of greater experience and more reliable character.

The report is unable to trace any definite influence upon the accidents rate by reasons of age of the worker or his ability to speak English. On the other hand, the night turn is more dangerous than the day turn, owing largely to imperfect lighting and the condition of the worker, which renders him more liable to accident. The data examined to ascertain whether the married worker is more or less careless than the unmarried worker yield negative results. Concerning the reduced use of stimulants it is stated: "It is probable, but

not statistically demonstrable, that the fact that rates did not rise so high in the war period as in the preceding interval of industrial stress in 1913 was due in part to the restrictions applied to the dispensing of alcoholic liquors."

All attempts to isolate the fatigue factor in the production of accidents failed, the conclusion being that in the mills of the iron and steel industry "other factors are so much more influential that the fatigue factor is completely masked".

— BUREAU OF MINES: *Compressed-Air Illness and its Engineering Importance*. By E. LEVY. Technical Paper 285. 48 pp. Washington, Government Printing Office, 1922.

A report on compressed-air illness and its engineering importance has recently been issued by the Bureau of Mines of the United States dealing with such questions as the selection of men, hours of labour in the working chamber, effect of gases, and symptoms of the illness. The texts of the laws of New York, New Jersey, and Pennsylvania regulating the hours of labour and hygienic conditions to be observed in compressed-air work are also given.

— CHILDREN'S BUREAU: *Proceedings of the Conference on Juvenile-Court Standards, held under the auspices of the U. S. Children's Bureau and the National Probation Association, Milwaukee, Wisconsin, 21 to 22 June 1921*. Bureau Publication No. 97. 111 pp. Washington, Government Printing Office. 1922.

This conference considered the juvenile court as a part of the general movement for child welfare, and emphasised its importance as an educative and remedial institution rather than as an instrument of "justice". One session was devoted to the actual scope and responsibility of the court, another to the organisation of the court, treatment of individual children, and the functions of the judge, the probation officer, the police, and voluntary philanthropic organisations. As a result of the conference a Committee on Juvenile-Court Standards was nominated to assist the Children's Bureau in its attempts to achieve uniformity of organisation, method, and principle in the treatment of child offenders throughout the United States.

FEDERAL TRADE COMMISSION: *Report on Lumber Manufacturers' Trade Associations, incorporating Reports of 10 January 1921, 18 February 1921, 9 June 1921, 15 February 1922*. x+150 pp. Washington, Government Printing Office. 1922.

The four reports presented in this volume, dealing with lumber manufacturers' national and regional trade associations, result from an enquiry made by the United States Federal Trade Commission at the request of the Department of Justice. They reveal the activities of various employers' organisations and their attitude towards national legislation, control of prices and production, restriction of re-forestation, and various important questions of an industrial nature.

FEDERAL BOARD FOR VOCATIONAL EDUCATION: *Vocational Rehabilitation and Workmen's Compensation*. Bulletin No. 76. 25 pp. Washington, Government Printing Office. 1922.

The United States Vocational Rehabilitation Act provides for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and for their return to remunerative employment. Many of the beneficiaries of this Act, having been injured in industry, are entitled to the benefits of State workmen's compensation laws. The purpose of this *Bulletin* is to show the inter-relations of the vocational rehabilitation and the workmen's compensation programmes in the various States, and particularly to point out methods of co-operation that will work to the mutual advantage of each department and indirectly guarantee a better rehabilitation service.

OREGON

STATE INDUSTRIAL ACCIDENT COMMISSION: *Fifth Report for the Year ending 30 June 1920. Workmen's Compensation Law.* 16 pp. Salem, State Printing Department. 1922.

PENNSYLVANIA

DEPARTMENT OF LABOUR AND INDUSTRY: *Labour and Industry.* Monthly Bulletin.

This periodical, the first issue of which is dated May 1922, is a monthly review of the activities of the several boards and bureaux which compose the Department of Labour and Industry, namely the Industrial Board, Bureau of Inspection, Workmen's Compensation Bureau, Bureau of Rehabilitation, Bureau of Mediation and Arbitration, and Bureau of Employment. Each issue also contains special articles, e. g. *The Coal Crisis in Pennsylvania*, and *Minimum Wage Legislation* in the July bulletin.

NON-OFFICIAL PUBLICATIONS

ABBOTT, Grace: *The Immigrant and the Community*, with an introduction by Judge Julian W. MACK. 303 pp. New York, Century Co. 1921.

This book, which was originally published in 1917, attempts to show how immigrants and indirectly the community have suffered from a failure to plan for the protection of immigrants and their adjustment to American life. Miss Abbott, who has had considerable experience both as Director of the Immigrants' Protective League in Chicago and in the investigations which she made for the Massachusetts Commission on Immigration, gives a rapid survey of the difficulties met with by immigrants in the United States due, for example, to their ignorance of the English language, inability to understand American methods, their liability to exploitation, etc., and she deplores that so little consideration has been given to their needs and possibilities. It is a mistake, she writes, to consider the United States population as homogeneous and to ignore the varying habits and customs of the immigrants, which form a valuable contribution to the life of the community. The problem is one of adjustment based upon a knowledge of the traditions and characteristics of the different races and of their difficulties in entirely new surroundings, and its solution on these lines forms the "social programme" which Miss Abbott puts forward.

ALDEN, Percy, BAILLIE, J. B. and others: *Labour and Industry; a Series of Lectures.* viii+294 pp. Manchester, the University Press, Longmans, Green and Co. 1920.

The lectures printed in this volume were delivered in the Department of Industrial Administration in the College of Technology Manchester, during the session 1919-1920. The subjects considered include: *Works Committees and Industrial Councils: their Beginnings and Possibilities*, by the Right Hon. J. H. Whitley, followed by a report of the discussion to which some of the points touched on gave rise; (2) *Unemployment*, by Percy Alden; (3) *Democracy in Industry, a Plea for Industrial Self-Government*, by G. D. H. Cole, in which the principal schemes of control put forward by the workers in Great Britain and other countries are briefly examined; (4) *Industrial Unrest: some Causes and Remedies*, by Prof. J. B. Baillie, who advocates the fostering of goodwill between employer and employed, stricter adherence to agreements, and a greater resort to arbitration; (5) *The Human Element in Industry*, by Miss E. B. Voysey, who defines the functions of the welfare worker, touches on the subject of works committees, and shows the influence of these agencies on

the readjustment of industrial and economic conditions ; (6) *Labour and Continued Education*, by F. W. Goldstone ; (7) *Accident Prevention and "Safety First"*, by Gerald Bellhouse, H. M. Deputy Chief Inspector of Factories ; (8) *The International Regulation of Labour under the Peace Treaty*, by Sir Malcolm Delevingne, who traces the movement towards international action before the war, the part played by Labour in the settlement of the conditions of peace, and the rôle and chief features of the International Labour Organisation ; (9) *Recent Thought on the Government of Industry*, by R. H. Tawney ; (10) *Finance and Industry*, by Sir D. Drummond Fraser ; (11) *Organised Labour in Relation to Industrial Development*, by the Right Hon. J. R. Clynes ; and (12) *Labour : Its Output and Reward*, by Percy J. Pybus, a discussion of the problems connected with methods of remuneration in industry, in which the adoption of two principles — legalised bargaining and self-insurance — are urged, and the dangers of extremist measures indicated.

ANDREWS, John B. : *Labour Problems and Labour Legislation*. Second edition completely revised. 135 pp. New York, American Association for Labour Legislation.

An account of the progress in industrial welfare brought about by labour legislation in the United States with a brief exposition of certain evils in the industrial system and the measures recommended to counteract them. The subjects dealt with include employment, wages, hours, safety, health, self-government in industry, and social insurance. A chapter is devoted to the existing agencies for the enforcement of legislation and the need for international labour regulation.

Annuaire des chambres de commerce et chambres consultatives des arts et manufactures (France). 2 vols. 901 pp. Paris, Baudelot.

Year book of the chambers of commerce and advisory industrial chambers in France.

ASSOCIATION DE LA PRESSE BELGE : *Annuaire officiel de la presse belge année 1920-1921, avec un message autographe de S. M. le roi Albert et une préface de M. Adolphe Max*. 252 pp. Brussels, maison de la presse, 1922.

Official year book of the Belgian press for 1920-1921, with a preface by Mr. Adolphe Max.

ASSOCIATION HONGROISE POUR LA SOCIÉTÉ DES NATIONS : *Memorandum to the League of Nations on Intellectual Co-operation*. 96 pp. Budapest, Magyar Külügyi Társaság, 1922. (In Hungarian).

BACQUIÉ, F. : *La loi de huit heures dans les industries textiles et les industries du vêtement. Manuel pratique pour l'application des décrets du 12 décembre 1919 et l'usage des dérogations*. 64 pp. Paris, Etienne Chiron. 1922. 3 francs.

Mr. Bacquié's purpose in this pamphlet is to demonstrate the adaptability of the Act of 23 April 1919. The legislature simply lays down the general principle of the restriction of hours of work, leaving it to public Administrative Regulations to determine methods of application according to district, industry, or occupation. When stating the general principle it was provided that the administrative authorities, in determining methods of application, should refer to collective agreements concluded by the national or local organisations of employers and workers concerned. Mr. Bacquié points out the novelty of this procedure. He considers that, although the 8-hour Act certainly reduces the period during which the workers are on duty in the factory, it does not reduce output to anything like the same extent. It obviously necessitates alterations in plant and modification of obsolete processes.

Heads of undertakings who are anxious to organise work methodically and rationally will find, if they avail themselves of all exemptions allowed by the regulations, that the difference in output between the old system and the new is hardly appreciable.

The author discusses various details of the application of the Act, and in conclusion compares actual output under the new limitation of hours and under the former 10-hour Act, tending to show that a reduction in hours on duty does not necessarily reduce output. He states that it is a question of organisation, education, and management.

BERNY, André : *La loi de huit heures. Une fausse conception législative.* 16 pp. Paris, éd. de la Rev. polit. et parlem. 1922.

Mr. Berny states that the Act of 23 April 1919 contains a serious defect in that it merely lays down the principle of limitation of hours and leaves it to public Administrative Regulations, "in consultation with the organisations of employers and workers concerned, to determine the conditions under which it shall be applied to different occupations and different districts". This procedure was expected to maintain peace in the factories, but its first effects were agitation and disorder. In 1920, when the public Administrative Regulations were being drawn up, the enthusiasm of the previous year had vanished. Output had fallen and depression was imminent. When the Minister of Labour set about the consultation required by the law he was faced with a very complicated situation. The employers explained how it was that the system which they had agreed to adopt had not produced the results which they had expected and suggested amendments which might make the restriction of hours workable. The workers' organisations, however, said that the reform must not be touched and refused to allow any modification.

Mr. Berny states that employers ought to know beforehand the precise number of hours they can ask their staff to work. He considers that the Act should be revised in accordance with the actual facts of the situation. The organisations of employers and workers will still have a function to discharge, but it must be modified.

BRUERE, Robert W. : *The Coming of Coal.* Prepared for the Educational Committee of the Commission on the Church and Social Service of the Churches of Christ in America. 123 pp. New York, Association Press. 1922.

This volume is concerned with the history of coal, its formation, distribution, use, and, lastly, its rôle in bringing about the industrial revolution which is still shaping the destiny of mankind. Throughout the volume the emphasis is on the lack of facts on which to base any policy as respects the administration of the nation's coal resources. "The most basic of our American industries moves in fog by day and blackness by night." Touching on the spiritual side of the great future opened up before us, the author has endeavoured to show the necessity of making the technique of science obedient to the commandments of the Christian religion as a condition precedent to the attainment of a worthy civilisation.

BULL, Edv. : *Arbeiderbevaegelsens stilling i de tre nordiske land 1914-1920.* 35 pp. Kristiania, Norske Arbeiderpartis. 1922.

A survey of the position of the labour movement in Norway, Sweden, and Denmark, by one of the most prominent members of the Norwegian Communist party.

CHENERY, William L. : *Industry and Human Welfare.* The Social Welfare Library. xii+169 pp. New York, Macmillan. 1922.

One of a series of volumes designed for those interested in promoting conditions favourable to the general welfare, this book aims at supplying

the requisite knowledge regarding the effects of industry on the individual. The conditions prevailing in the United States during the period preceding the industrial revolution are described, and the consequences of the rise of the factory system upon human welfare. Child labour, the employment of women and children at night, industrial accidents and diseases, unemployment, are among the questions touched upon, and light is thrown on the factors which have led to the awakening of public opinion with regard to the evils engendered and the desirability of further labour legislation with a view to mitigating them.

CHRISTLICHE METALLARBEITERVERBANDE DEUTSCHLANDS : *Geschäftsbericht für die Zeit 1. Januar bis 31. Dezember 1921*. 463 pp. Duisburg, 1922.

This report, submitted to the Tenth General Meeting of the German Metal Workers' Union, presents not only a detailed account of the progress made by this organisation during the year 1920-1921, but also includes interesting information on the situation and conditions in the German metal industry generally.

The introduction summarises the general economic position. The situation in the metal industry itself is next discussed, and a detailed analysis given of that tendency to centralisation which is daily becoming more marked. Corresponding information is added on the metal industry in the United States, France, Belgium, and Luxemburg. In reviewing the effects of the general economic position on living conditions in the metal trade the report states that, although the shortage of foodstuffs is now less acute than it was during the war and the time immediately following it, yet conditions are but very slightly improved, as a comparison between wages paid in the metal industry and index figures of the cost of living will show. About twenty pages of the report are given to details of wages paid to various grades of workers in German towns and to figures on family allowances granted to metal workers in different districts.

The report proceeds to describe the work of the Union in connection with joint organisations of employers and employed dealing with economic conditions in the metal industry, such as imports and exports, distribution of raw material, prices, etc. An account is added of the increase in membership, the financial position, and the general work of the Union, and statistics are furnished relating to labour disputes and collective agreements. A final section discusses the question of labour disputes in Germany.

CLARK, Wallace : *The Gantt Chart ; a Working Tool of Management*. 157 pp. New York, Ronald Press. 1922.

The method of presenting visually by means of charts facts relating to the operation of industrial plants, devised by the late H. L. Gantt, a consulting employment engineer in the United States, is here described. The essential principle of these charts is that all facts are presented in relation to time, which is throughout emphasised as the most important factor in production. The question of quality of output is not taken into account, as indeed it could hardly be in such a system.

The charts can be adapted to almost any use, but fall into two chief divisions, those recording past facts and those referring rather to the future. Thus the machine or man record chart shows the exact length of time each machine or man is employed, and, by averaging the output, the period of employment for a shop, department, or entire works. A simple method of notation gives reasons for all periods of idleness and it is thus possible to investigate and remove their causes. Other charts show the estimated time required for a given operation and the actual time taken in executing it. By means of these charts it is possible to make exact estimates of time of delivery of orders and to discover what steps must be taken in order to complete work to schedule time.

It is pointed out that the keeping of these charts becomes purely mechanical

and clerical and the executive of a business is thus at the same time presented with full and accurate information on the operation of a business and given more time and freedom to construct plans and policies on the basis of this information.

COMMISSION ADMINISTRATIVE DE LA CONFÉDÉRATION GÉNÉRALE DU TRAVAIL (FRANCE): *L'éducation des ouvriers et des militants. Rapport sur les œuvres d'éducation belges, présenté à la Commission Administrative de la C. G. T. par M. Dubreuil, délégué à la Conférence internationale de l'Éducation ouvrière, tenue à Bruxelles les 16, 17, et 18 août 1922.* 48 pp. Paris, C. G. T. 1922. 1 franc.

This report describes the work done during the last ten years for the promotion of working-class education by the Belgian Central Committee for Workers' Education and its local committees. These committees organise reading rooms, a variety of classes, art sections, study circles, educational travel, and temporary work for strikers and unemployed. In addition, independent organisations with other educational aims tend to be drawn into the scope of the activities of the local committees. One chapter is devoted to special training of leaders, while another describes the Workers' College at Brussels organised by the Central Committee for Workers' Education. The chapter on educational methods is particularly interesting.

The organisation of libraries and the work of the Leisure Committee illustrate the importance and the scope of the movement. The International Conference organised by the Central Committee for Workers' Education was preceded by an exhibition intended to illustrate the extent of the movement for workers' education throughout the world by exhibits of publications of all countries issued in connection with it.

COMITÉ CENTRAL DES ARMATEURS DE FRANCE: *Conférence internationale du travail.* Circular No. 1180. 6 pp. Paris, 1922.

This Circular sets forth the views of the Central Committee of French Shipowners on the two Draft Conventions relating to maritime questions adopted at the Third Session of the International Labour Conference at Geneva in 1921, namely, the Draft Convention fixing the minimum age of employment of young persons as trimmers or stokers, and the Draft Convention relating to the compulsory medical examination of children and young persons employed at sea. The terms of the two Conventions as finally drafted are in accordance with the views of the Committee of French Shipowners as expressed in their reply to the questionnaire sent out by the International Labour Office. Indeed, as the Circular notes, the Conventions (especially those provisions to which the answer of the Committee had reference) forbid any extension of the prohibition laid down as to the employment of young persons in the engine-room, and restrict the medical examination of children to one annual visit.

The Committee draw attention to the fact that the use of heavy-oil engines tends to modify working conditions in the engine-room and make them less dangerous for young persons under 18 years of age.

COMMISSION SYNDICALE DE BELGIQUE: *Rapports soumis aux délibérations du XXI^e congrès syndical des 15, 16, et 17 juillet 1922 à la Maison du Peuple de Bruxelles.* 68 pp. Brussels, Headquarters of the Commission syndicale. 1922.

Among the reports given in this publication are two by Mr. Joseph Bondas on the Belgian pensions and social insurance Acts and on proposed modifications in the constitution of the Trade Union Committee. There is a report by Mr. Edward Devlaemynck on workers' control and two reports by Mr. Mertens, one on present-day reaction, the other on compulsory arbitration in Belgium and abroad. In the first of these Mr. Mertens sketches the industrial

crisis and then describes the attack of private employers and the "state-employer" on the 8-hour day and working-class liberties, calling attention in this connection to the activities of the Belgian Civic Union (an employers' association). He then gives a brief account of the movement in the international trade union world against war.

— : *Rapport annuel pour 1921 présenté au XXXI^e congrès syndical des 15, 16 et 17 juillet 1922 à la Maison du Peuple de Bruxelles*. 68 pp. Brussels, Headquarters of the Commission syndicale. 1922.

The questions dealt with in this report include : the establishment of the Economic Council of the Trade Union Committee ; the industrial depression ; insurance against involuntary unemployment and amendments to the Act setting up the national crisis fund ; the work of the International Federation of Trade Unions ; the International Congress of Working Women (Geneva 1921) ; the Third International Labour Conference (Geneva 1921) ; and the financial position of the Trade Union Committee.

DICKSEE, Lawrence R. : *The True Basis of Efficiency*. Studies in Commerce, Vol. I. London School of Economics and Political Science. Edited by Sir W. H. Beveridge and Prof. A. J. Sargent. xi+89 pp. London, Gee and Co. 1922.

This volume is a collection of four lectures delivered at the London School of Economics during the session 1920-1921, with a Prefatory Note by Sir W. H. Beveridge and Professor A. J. Sargent. The suggestion conveyed is that, while due consideration should be given to material conditions and environment, "character and vision are the bed-rock of all true efficiency", and efficient administration is a prime essential to Great Britain's economic recovery. The author divides the subject under four headings : training, equipment, leadership, and morale. A short article from the *Evening Standard* of 15 July 1921, entitled *Unrest and its Cure*, by Mr. John Murray, M. P. for West Leeds, is reprinted in the appendix.

EPSTEIN, A. : *Facing Old Age*. xvi+352 pp. New York, Knopf. 1922.

The living conditions of workers over sixty years of age are investigated and the causes of their poverty examined. An important section of the book is devoted to old age pensions methods employed in the United States. The last chapters discuss systems of voluntary and compulsory old age insurance and non-contributory old age pensions. The text of Mr. McNary's Bill, of 15 August 1919, on old age pensions is given in an appendix.

FÉDÉRATION DES SOCIÉTÉS SUISSES D'EMPLOYÉS (F. S. E.) : *Quatrième rapport de gestion de la direction générale pour l'exercice 1921*. 25 pp. Zurich, 1922.

Fourth report, for 1921, of the executive of the Federation of Unions of Salaried Employees in Switzerland.

FÉDÉRATION NATIONALE DES COOPÉRATIVES DE CONSOMMATION (France) : *Neuvième congrès national tenu à Marseille, les 25, 26, 27 et 28 Mai 1922*. 220 pp. Paris, L'Emancipatrice. 1922.

The report of the Ninth National Congress of the National Federation of Consumers' Co-operative Societies in France, held at Marseilles 25 to 28 May 1922, and presided over by Mr. Gide, includes debates on the report of the Central Council and of various branches of the Federation on a number of questions relating to the co-operative movement, and on papers read on the following subjects : The Economic Crisis and its Reaction on the Co-operative Movement (Mr. Gaston Lévy) ; The Organisation and Extension of Holiday

Camps for the Benefit of Co-operators (Messrs. Berland and Isidore Lévy). The Creation of a Publicity Section in the Federation (Mr. Maurice Camin); The Representation of Consumers on Public Bodies controlling Monopoly Services (Mr. Ernest Poisson); Co-operative Training in France (Mr. Charles Gide); Social Insurance and Co-operation (Mr. J. Yung).

FINNEY, ROSS L.: *Causes and Cures for the Social Unrest; an Appeal to the Middle Class*. 287 pp. New York, Macmillan. 1922.

The author attributes the present social unrest (1) to the oversupply of labour (except during abnormal periods such as that of the war) causing wages to gravitate to the subsistence level, thus precluding adequate saving, and (2) to the excessive concentration of wealth through unlimited ownership. Some suggestive remarks are made respecting the monopoly of staple commodities, waste in modern industry as now organised, control of taxation by the governing classes, war debts, the present attitude of labour to capitalism, and the frequently biased attitude of the press during labour upheavals. Modern capitalism is described as the chief menace to international peace and the chief factor making for opposition to the League of Nations in the United States. Charity as at present exercised is considered as possibly contributing to the maintenance of a low standard of wage. According to the author the excessive materialism of the age is the spiritual by-product of modern capitalism, and the middle classes are the chief victims of the present state of things.

The fact that prosperity of any section can only be permanently secured in the prosperity of the community as a whole suggests a means of escape, by raising the status of the masses. The problem of race suicide in the United States should, it is considered, also find its solution in the increased purchasing power of the proletariat through the payment of adequate wages, to which should be added, however, the restriction of immigration. Various theories and experiments for the readjustment of relations between capital and labour are discussed, and the promotion of education and universal industrial training is advocated.

FLEMING, A. P. M. and BROCKLEHURST H. J.: *An Introduction to the Principles of Industrial Administration*. 140 pp. London, Pitman. 1922.

This book outlines the general organisation of modern industry and its historical development in Great Britain, and the underlying principles of industrial administration. It supplies a brief analysis of the most important aspects of labour and its varied organisations, and concludes with references to modern industrial legislation and comments on the present trend of industry.

GUIDO, Umberto: *Il contratto d'impiego privato*. xiv+190 pp. Milan, Pirola. 1922.

An account of the Act on employment contracts of private employees in Italy. The author criticises the legislation now in force, which fails to recognise organisations of private employees and contains no provision for dealing with unemployment, invalidity, or old age.

HITCHCOCK, C. N.: *Forms, Records and Reports in Personnel Administration*. 128 pp. Univ. of Chicago Press. 1922.

The purpose of this collection of forms and records is primarily to suggest the kind of data regarding its employees which the management of a business should have at its disposal, and methods of collecting and presenting this data. Incidentally it also illustrates the normal routine procedure of a personnel department. The specimen forms reproduced deal with the ordinary work of the employment section, e. g. engagement, transfer, and discharge of workers, as well as current records of attendance, efficiency, etc.; forms and records in connection with training, health and safety, research and plan-

ning, and miscellaneous activities such as profit-sharing and workers' insurance, and summary statistical reports for the use of general managers. The book is clearly intended largely for the university student of business administration, although it will also be of value to all those engaged in personnel work in industry.

HOME, W. E.: *Merchant Seamen, their Diseases and their Welfare Needs*. 111 pp. London. Murray. 1922. 5s.

Written in popular style, this book is intended to bring home to the average shore-dweller the conditions under which British merchant seamen live and work on board ship. Extreme overcrowding, inadequate lighting and ventilation, dirt, damp, discomfort, and insanitary conditions are mentioned. Conditions have improved recently, largely, owing in the author's opinion, to the influence of the Seamen's and Firemen's Union, but a great deal still remains to be done before the conditions of merchant seamen afloat are even approximately equal to those secured for working men ashore.

A chapter on the diseases of merchant seamen, many of which are inevitably due to the conditions under which they live, compares disease and death rates in the merchant marine with those for the army and navy.

The author, for many years a seafaring physician, outlines the improvements in accommodation most needed, and suggests that a welfare fund similar to that instituted by the Mining Industry Act of 1920 should be created by the shipowners, by a levy of one penny per ton on cargo, one penny per first-class passenger, and one halfpenny for every other passenger carried.

HUGGINS, William L.: *Labour and Democracy*. xii+213 pp. New York, Macmillan. 1922.

This work, by the Presiding Judge of the Kansas Court of Industrial Relations, is a plea for industrial justice and such administration of the law as will prevent industrial warfare and its attendant evils, and ensure the liberty and welfare of the individual. The present labour movement in the United States, and also the economic pressure resorted to by both capital and labour, the author thinks, threaten certain dangers to democratic institutions which he points out. Measures towards remedying industrial wrongs are suggested, and the fundamental principles of the Kansas Industrial Act are set forth. This law is described as an experiment in government, and a step towards the realisation of a fuller measure of industrial justice.

ISTITUTO DI MILANO PER LE CASE POPOLARI: *Report*. 83 pp. illustr. Milan, Graphic Co-op. Soc. 1922.

The Institute for the Promotion of Low-Cost Housing, founded fourteen years ago in Milan, has published a report of its work for the year 1920-1921. The amount of building done, methods and costs, different types of houses, sanitation, housing amenities, etc. are discussed. Statistics are furnished on the health and social status of the tenants. A statement of the society's financial situation is given, accompanied by explanatory notes. Illustrations, plans, and diagrams are also included.

LANG, von R., und HELLPACH, Willy: *Gruppenfabrikation*. 1. Band der sozialpsychologischen Forschungen des Instituts für Sozialpsychologie an der Technischen Hochschule Karlsruhe. viii+186 pp. Berlin, Julius Springer. 1922.

The first part of this book describes how a large automobile works was transformed in order to introduce a system of group production, separate workshops for various processes of manufacture being abolished, and both staff and machinery organised in groups, each group becoming responsible for the complete manufacture of a large portion of the automobile, such as the crank-case or the steering-gear. The advantages aimed at were saving of transport

and increased production. In the second part of the book, Dr. Hellpach estimates the psychological value of the experiment in offsetting the defects of the factory system, in which the intelligent worker is a mere cog in the machine, and the scope for individual initiative restricted. He then reviews the various modern movements aiming at a reform of large-scale production, the relative merits of Taylorism and works councils. He points out that the present system of training members of works councils threatens the creation of an oligarchy which will replace the former autocracy of the employer and will be regarded by the mass of workers with equal suspicion. He considers that the system of group production, notwithstanding its defects, provides some of the conditions necessary as a preparation to real participation in the control of production by giving the worker an insight into a large section of the process of manufacture, to an extent, however, limited by the ever increasing subdivision of labour due to the many demands on industrial production today. The system under consideration, therefore, is chiefly valuable, he concludes, in works where apprentices are trained.

Conditions in Germany are not ripe for decommercialisation of production, and the workers are inclined to look with suspicion on all measures which savour of welfare work. In the author's opinion, technical considerations, rather than considerations regarding the effect upon the workers, should motive the introduction of reformed methods of production, as in the case of Mr. Lang's experiment. It is, nevertheless, possible that this and other reforms may exercise a favourable effect on the human problem of the factory worker.

LAWRENCE, F. W. Pethwick: *Unemployment*. 64 pp. Oxford Univ. Press.

The book analyses the many complex aspects of the unemployment problem. The causes of unemployment are multiple, and the remedies called for are not simple. A clear description is given of the recurring economic cycles which determine periodical unemployment, as well as of the special consequences of the post-war situation. Actual or proposed remedial measures, ranging from unemployment allowances to world-wide economic reforms, are discussed.

LEVERHULME, Lord: *Co-Partnership: Laying the Three Ghosts, Unemployment, Sickness, Death*. 16 pp. Lever Bros., Port Sunlight.

A reprint of the speech delivered to the Co-Partners of Lever Brothers on 27 July 1922, explaining and defining the additional advantages to be secured from 1 October 1922 onwards to those employees in the firm who have become co-partners under the scheme started in 1909. Lord Leverhulme takes the opportunity to reassert his principle that co-partnership benefits as secured to his employees are not "instead of wages, but additional to the standard full trade union rate of wages". Strictly speaking, the advantages described are no essential part of a normal co-partnership scheme; they take the form of an insurance against old age, death, unemployment, and sickness, in addition to free travel to and from work for women employees who are co-partners. The firm reserves the right to terminate the scheme if unable to continue it.

MAGYARY, GÉZA V.: *Die internationale Schiedsgerichtsbarkeit im Völkerbunde*. 176 pp. Berlin, Liebmann. 1922.

A purely legal work dealing with international arbitration in the League of Nations.

MARSHALL, W. V.: *Our Overproduction; What of it, and What's coming of it*. 30 pp. New York, Ogilvie Publ. Co. 15 cents.

A pamphlet advocating taxation as a means of destroying monopoly, which is conceived as the evil responsible for overproduction and the undermining of the purchasing of the people.

MONTCHRESTIEN : *Le problème des assurances sociales en France*. 260 pp. Bibl. de la soc. d'études et d'informations économiques. Paris, Grasset, 1922. 7 francs.

The subject of this book is social insurance in France. All aspects of the question are discussed. After dealing with existing institutions the author describes the legislation in force in the principal countries of industrial importance ; he discusses and criticises the Bill now before the French Chamber, which provides a complete system of insurance against a large number of risks. Current opinion on the subject is summarised, and the author concludes by suggestions as to the policy which should be followed.

MONTGOMERY, B. G. de : *British and Continental Labour Policy ; the Political Labour Movement and Labour Legislation in Great Britain, France, and the Scandinavian Countries, 1900 to 1922*. xxvii + 575 pp. London, Kegan Paul, Trench, Trübner and Co. 1922.

This book is a compendium of information on the modern labour movement in Great Britain, France, and the Scandinavian countries. The first part deals with the history of the movement for economic and political emancipation of the working classes from the end of last century, and compares the main characteristics of the political labour movements in each country. The second part is a study of special labour questions, including the legal position of trade unions and the chief differences between trade union legislation in Great Britain, on the one hand, and France and the Scandinavian countries, on the other ; conciliation and arbitration ; the minimum wage ; regulation of the hours of labour (a survey of existing systems and the steps taken to give effect to the Draft Convention on hours of work adopted at the Washington Conference in 1919) ; unemployment, its causes, and the principles underlying the systems of dealing with it. The author criticises present systems of unemployment insurance, and advocates compulsory insurance of employers. He also refers to the difficulties incidental to international Conventions on unemployment and the relation between unemployment and international finance. He states that reduction of working hours is inadvisable and recommends reduction of wages to their normal level as fixed by the law of supply and demand, and employment of all workers on full time. Schemes for joint industrial organisation are examined, the forces contributing to the birth and development of the movement, and the prospects of its success in the different countries under survey. Lastly, nationalisation of industries is considered under its two aspects, i.e. nationalisation of particular industries, and transfer to the community of the whole means of production and exchange. The author concludes that, while success may attend the nationalisation of particular industries given certain favourable conditions, any attempt to nationalise industry as a whole will inevitably lead to disaster. Notes on the organisation and work of the Ministries dealing with labour questions in the different countries are supplied in the appendices. Though not covering the whole of European labour policy — there is no mention of the German labour movement — the book should prove a useful source of information to students of labour questions.

MURRAY, Robert : *The Land Question Solved*. 61 pp. London. Labour Publ. Co. 1922.

Mr. Robert Smillie writes a foreword to this little book and commends its attempt to meet the rent and compensation difficulties which confront those advocates of land nationalisation who are desirous of presenting a policy which shall be acceptable to the tenant farmer. The author's solution is "to offer to the man who now pays rent for his land some definite, tangible, and immediate advantage", and to this end he proposes that when the land is nationalised all rents now paid for land shall "automatically drop to nine-tenths of their present value". Although it is not conceded that compensation to expropriated owners or users of agricultural land is an equitable necessity, the author recognises that a scheme which rules out any form of compensation

is likely to offend the sense of justice and fair play. To secure general support and, in particular, to satisfy those who have recently bought land on the basis of so many years' purchase, he suggests that a uniform rate of fifty years' use of land from the date of purchase should be granted to the holder free of rent. He has more especially in view the farmer who in recent years has had to buy his farm to save it from being offered in the open market.

The title-holder would have to prove his case before the local land and rents court administering the Land Act, and while the period fixed would exclude from compensation those private owners who have inherited estates from their ancestors, Mr. Murray argues that all landowners except those who have within the fifty years' period acquired their property have been amply compensated by the wealth their forbears have extracted from it in past generations.

NATIONAL INDUSTRIAL CONFERENCE BOARD: *The International Labour Organisation of the League of Nations*. Research Report No. 48. 159 pp. New York, Century Co. 1922.

This *Report* by the National Industrial Conference Board, which is a research office maintained by employers' organisations in the United States, is the most complete and thorough analysis that has yet been made of the organisation and work of the International Labour Office since it has been actually in operation.

The *Report* consists of an historical survey of the movement throughout the world in favour of international labour legislation; an analysis of the labour provisions of the Peace Treaty; an account of the three International Labour Conferences already held, the Conventions and Recommendations adopted, and the progress made towards their ratification; a description of the activities of the Office; and a detailed consideration of the strength and weakness of the International Labour Organisation, particularly from the point of view of the United States.

The forces behind the movement for international labour legislation have been active for more than a century, and "not only trade unionists but employers, social workers, legislators, and social, political, and economic organisations of various kinds have for many years been active in the effort to establish the necessary machinery for international labour legislation" (p. 3). While the labour provisions of the Peace Treaty have received less consideration in the United States than any other part of the Peace Treaty, the Board observes that "they have as their purpose the introduction of a new era in international labour relations, that cannot but exert a potent influence on the future relations between employers and employed in all industrial nations. . . . These provisions have been aptly called the Labour Charter" (p. 3). For the first time in history there is created an official body to act on international labour legislation and permanent machinery set up to deal with international labour questions.

As the creation of the International Labour Organisation came as the result of "a wave of sympathy for the labouring classes", and as it was designed to assist the workers in improving their economic position, the *Report* takes the view that the inevitable consequence of its establishment is "to greatly strengthen the position of the trade unionists" and to place the employers "in the position of obstructionists", because the benefits which the workers get would necessarily consist in "taking from one group to add to the benefit of another" (p. 15).

It is difficult to see how the workers could possibly control the International Labour Organisation, or how the employers' group could be put in the position of "obstructionists", since the employers have equal representation with the workers in the Labour Conference and the Governing Body. Any attempt by one industrial group to take from the other for its own benefit would in all probability be met by opposition from the government representatives who with either industrial group make up three-fourths of the Conference and the Governing Body.

The notion that the amelioration of working conditions can be obtained

only by 'taking from the employers' is a short-sighted assumption. Many measures designed in the first instance to improve the lot of the worker redound to the profit of the employer. This is true of all measures adopted for the purpose of protecting the health, strength, and well-being of the workers, as, for example, the prohibition or regulation of the use in industry of poisonous substances which destroy the health of the workers and consequently reduce *per capita* output, and increase unit cost of production. It cannot be assumed that the reduction of the hours of labour takes something from employers to add to the benefit of the workers. In a significant number of industries and occupations employers have benefited economically by the shortening of the working day.

The *Report* throws doubt upon the possibility of working out a scheme of international regulation of labour. All the objections made were considered by the founders of the International Labour Organisation. Part XIII of the Peace Treaty takes account of the economic and geographical differences between nations which may prevent the fixing of uniform standards and conditions of labour. These factors are held by the Conference Board to militate against the adherence of the United States to the International Labour Organisation. In addition to this, stress is laid on the constitutional difficulties involved in securing the adoption of uniform labour legislation in the various States of the Union. This contingency is recognised in Article 405, Paragraph 9, of the Peace Treaty. Those who feel the importance of making labour conditions more equal throughout the world hold that it is better to set up recognised standards, even though they may not be at once uniformly adopted, rather than to drift along as heretofore without any standards.

At the end of the *Report* is a summary of the supposed fundamental differences between the industrial philosophy of the United States and that of the rest of the world. We read: "The policy in the United States favours maximum freedom for the individual to develop, and is generally opposed to state interference except where it is essential to the public welfare" (p. 156). A study of the statute books of the United States and of the several States of the Union does not reveal any philosophical repugnance to legislative regulations, inhibitions, and prohibitions. In fact, Europeans generally and many Americans are of the opinion that the United States is the land in which personal freedom is most hedged about by restrictive legislation and administrative interference.

This policy, we are told, "favours as a sound basis of employment the open shop policy. . .; that no person shall be refused employment or in any way discriminated against on account of membership or non-membership in any labour organisation; and that there shall be no discrimination against or interference with any employee who is not a member of any labour organisation by members of such organisation. Moreover this policy believes in direct negotiation between employer and employee in the individual establishment as against negotiation through third parties" (p. 158). It need scarcely be pointed out that the industrial philosophy here enunciated is the philosophy of the employers' organisations which support the Board and is rejected by organised labour, by those employers' organisations and numerous individual employers in the United States who have collective agreements and maintain friendly relations with labour organisations, as well as by students and followers of the labour movement in the United States. It is extremely doubtful if the general public would support the 'open shop' as understood by many employers' associations which support the National Industrial Conference Board. "To this philosophy may be ascribed in large measure the development of our industries to a position of commanding importance and social service, the better general economic status of the wage-earner and the generally higher standard of living in the United States" (p. 158). This will appear to many as a confusion of cause and effect. It would seem to be fairly evident that the abounding resources of the United States have had a preponderant influence in determining both its great economic development and whatever 'industrial philosophy' it may have evolved.

Apparently, the participation of the United States in the International Labour Organisation is discountenanced by the National Industrial Conference Board because it "would lead to the abandonment of our industrial philosophy. . .

The question therefore arises whether or not it would be a wiser policy to let those two industrial philosophies, that of the United States and that which may be characterised as the European, work out side by side unhindered for a sufficient time, so that it may be conclusively proved under which philosophy all those engaged in industry, and society as a whole, will best be served" (pp. 58, 159).

The authors of the *Report* apparently think that the 'industrial philosophy' of the United States opposes labour legislation except when it is "essential to the public welfare". The large number of labour laws on the statute books of the various States of the Union indicates that the 'public welfare' requires state interference in the regulation of conditions of labour in the United States as well as in Europe. Compensation laws, legislation on hours of labour in hazardous and non-hazardous industries, woman and child labour laws, minimum wage laws, laws for the protection of the health of the worker, are all concrete example of an 'industrial philosophy' in the United States, which is indistinguishable from what the *Report* characterises as European. In some respects — for example, workmen's compensation laws — labour legislation has gone further in the United States than in any other country.

A few minor points may be mentioned. There is no support for the statement (p. 97) that the Genoa Conference was "regarded as a failure by the International Labour Office". There is a curious misapprehension (p. 107) to the effect that the International Labour Office is prohibited from making investigations which may be suggested to it by individuals or organisations in various countries, and that such requests must come from the "most representative organisation of employers or working people" in the given country. The principle contained in the clause of the Treaty quoted defines not the methods of investigation by the Office, but the composition of the International Labour Conference.

In spite of certain shortcomings and some inevitable bias, this *Report* is of great value as a clear statement of some of the difficulties which the International Labour Organisation has to face. Naturally there are many other difficulties, just as apparent to the Office and even greater in magnitude, which the *Report* has not dealt with, because such a cursory study could not discover them.

— : *Wages and Hours in American Manufacturing Industries*. Research Report No. 52. 235 pp. New York, Century Co.

This report will be analysed in the *December* number of the *Review*.

— : *Wages in Foreign Countries*. Research Report No. 53. 131 pp. New York, Century Co. 1922.

A previous report, Number 40, traced the changes in wages during the period 1914 to 1920 in Great Britain, France, and Germany. The new report gives the movement of wages from the end of 1921 to the beginning of 1922, in the three countries mentioned, while data are also given for Sweden, Italy, Belgium, Switzerland, and Austria. The industries for which figures are given are : building, mining, metal, textile, leather, sand, clay and glass products, chemical, paper, printing and bookbinding, woodworking, and foodstuffs. It is recognised, however, that the wage conditions differ so much between various countries that the greatest caution is necessary in making international comparisons of cost of labour as an element in the total cost of production.

— : *Wages and Hours in Anthracite Mining*. Research Report No. 47. 67 pp. New York, Century Co. 1922.

NATIONAL JOINT COUNCIL REPRESENTING THE GENERAL COUNCIL OF THE TRADE UNION CONGRESS, EXECUTIVE COMMITTEE OF THE LABOUR PARTY, AND THE PARLIAMENTARY LABOUR PARTY: *The Blind Persons' Act 1920*. 12 pp. London, Labour Party. 1922. 3d.

A memorandum on the history and operation of the Blind Persons' Act, the schemes of local authorities, and the provisions made, followed by ap-

pendices giving statistics from the Report of the Central Advisory Committee 1919 to 1920, a typical scheme in operation, and a circular addressed to trades councils by the National Joint Council.

— : *The Fair Wages Clause*. 15 pp. London. Labour Party. 1922.

This pamphlet is prefaced by the resolution passed at the Cardiff Trades Union Congress in 1921 respecting the administration of the Fair Wages Resolution of the House of Commons, and the conditions to be enforced in municipal and government contracts. The report drawn up by the Joint Research Department, requested by the National Joint Council to enquire into the subject, states in conclusion the minimum reforms recommended in order to place the administration of the Fair Wages Clause on a satisfactory basis. A letter, dated 6 August 1920, addressed to the Secretary, Parliamentary Committee of the Trades Union Congress, by the Ministry of Labour, relative to the administrative reforms initiated in 1920, is appended.

— : *Unemployment Insurance by Industry*. 32 pp. London. Labour Party. 1922.

This pamphlet embodies the results of an enquiry among British trade unions regarding the advantages and disadvantages of organising unemployment insurance by industry. A summary of insurance schemes on an industrial basis, whether already in existence or proposed, is given in an appendix. These cover employees of insurance companies and workers in the woollen and printing trades and in match manufacture, also the system which was in force from September 1917 to June 1919 in the cotton industry.

NOURRISSON, Paul : *La loi du 12 mars 1920 sur les syndicats professionnels et son extension nécessaire*. 58 pp. Libr. du recueil Sirey. Paris, 1922.

This pamphlet forms a supplement to the two-volume *Histoire de la liberté d'association en France, depuis 1789*, published by the author in 1920. That book was still in the press when the new Act for the extension of the recognised powers of industrial associations was passed. In this supplement the provisions of the Act of 20 March 1920 are analysed and compared with those of the 1884 Act; the author points out the advantages and disadvantages of the new Act and describes the present position at law of such associations. In conclusion, he calls for extension to all associations of whatever kind, if regularly constituted, of the advantages granted to industrial associations by the Act of 1920. The text of the Act is given in an appendix.

PATERSON, Arthur : *The Weapon of the Strike*. With Foreword by Sir W. Peter RYLANDS, and the Right Hon. Arthur HENDERSON. 291 pp. London, Hodder and Stoughton.

The means best calculated to convince employers, workers, and the general public of the essential need of co-operation, mutual confidence, and goodwill in the industrial world lie in an impartial study of the history of industrial relations; this is the method employed by Mr. Paterson in *The Weapon of the Strike*. The book may be described as a history of force — economic, political, judicial — and its ultimate failure in deciding the main issues on which depend the prosperity and happiness of the community in Great Britain. From the Middle Ages to the present day the vicissitudes of the struggle between masters and workers are chronicled.

The author describes the difficulties incidental to the solution of post-war problems, the lack of governmental foresight and preparedness, and the opportunities neglected or mishandled which drove the country once more into the throes of industrial strife. But the lesson of the war was not lost on all, nor were the moderate and enlightened men on either side blind to the evil conse-

quences of "direct action". There has grown up gradually a mutual desire to break with the past and by joint action promote efficiency in industry through improved social and industrial conditions for the workers and a fuller share by them in the management and proceeds of undertakings. The National Alliance of Employers and Employed, founded in December 1916, and of which Mr. Paterson is the General Secretary, has for its main object the promotion of active co-operation between the two forces in the treatment of questions affecting labour. By such methods alone, the author concludes, can industrial peace be permanently established.

The book ends with a list of the chief authorities and sources consulted, notes concerning the National Alliance of Employers and Employed and the National Civic Federation (an organisation of similar nature in the United States), and a statement by Samuel Gompers, President of the American Federation of Labour.

PHILLIPS, M.: *The Young Industrial Worker; a Study of his Educational Needs*. Introduction by Prof. C. W. VALENTINE. 142 pp. Oxford Univ. Press. 1922.

The conclusions reached and the suggestions made in Miss Phillips' book are the outcome of her varied experiences in continuation school work. The directions in which the young industrial worker falls short of normal development and the social reasons responsible for his arrested development are outlined in the opening chapter. Brief reference is made to the various attitudes generally adopted towards the present inequality of educational opportunity. The characteristics of the adolescent industrial worker, the methods by which his or her interest may be awakened, and the various channels into which individual abilities may be directed are studied in turn, and numerous extracts of letters from students are quoted. Throughout the book emphasis is laid on the desirability of directing the efforts of continuation schools towards opening up new fields of interest and study to the young worker rather than towards the acquisition of superficial knowledge. The limitation of time imposed by the Fisher Act is deplored as the greatest drawback to adequate teaching, and the extension of the scope of the Education Act of 1918 is strongly advocated.

RAILWAY CLERKS' ASSOCIATION: *The Reorganisation of British Railways. The Railways Act 1921: Notes and Observations mainly for the Information of the Staff employed in the Railway Service of Great Britain*. 97 pp. London, Gray's Inc. Press.

A short treatise describing the policy of the Railways Act, its principal provisions, and some possible results of its application.

ROMANET, Emile: *Les allocations familiales*, 20 pp. Chron. sociale de France. Lyons, 1922.

Mr. Emile Romanet, who is a manufacturer at Grenoble, has collected and published in this pamphlet information on the question of family allowances.

The enquiry instituted in 1916 into the living conditions of eight workers from the Joya factory at Grenoble showed that, if the unmarried working man and the married working man with no children could live in reasonable comfort and save to a certain extent, the working man with young children to support was subjected to severe privation. Following on this enquiry, a monthly family allowance was granted by Mr. Joya to all working men employed in the factory with children under 13 years of age. Constructional workers in other factories in Grenoble demanded similar allowances from the owners, and in November 1916, the members of the Employers' Association held a meeting at the Chamber of Commerce to deal with this question. The result of the investigations made were communicated to the manufacturers who, after examining the reports, accepted the figures given. It was pointed out that the payment of family allowances would help to stabilise the more desirable

element among the workers. All the employers in the metal industry holding membership in the Association bound themselves at the meeting of 27 November 1916 to grant family allowances to their staff. The author sets forth the reasons which justify this measure and replies to the objections advanced by the opponents of family allowances, who state that the sums thus allocated add to the cost of production and, consequently, tend to raise the cost of living.

The working of the Family Allowance Compensation Fund is next described. Mr. Romanet concludes with references to the Bokanowski Bill, which aims at making family allowances compulsory, and to the congress on the subject held at Grenoble in 1922.

SCHWEIZERISCHER KAUFMÄNNISCHER VEREIN: *Die Kaufmännischen Vereine als Förderer der Berufsbildung*. Aus einem Propagandavortrag von Ed. Schindler. 24 pp. Zürich, Schweiz. Kauf. Verein.

See *International Labour Review*, Vol. V, No. 1, January 1922, p. 173.

SNOWDEN, Mrs. Philip, THOMAS, J. H.; and others: *What we Want and Why*. 263 pp. London, Collins. 1922.

The purpose of this book is to induce a closer and more sympathetic examination of the aims and aspirations of labour by the public generally and by the critics of the labour movement in particular.

Efficiency and peace in the railway world are the main themes of Mr. J. H. Thomas' remarks. Arguing from the beneficial effects of the recent regrouping of the railway companies, he pleads for the more complete centralisation implied by nationalisation of the railways. Before nationalisation is attained, however, he shows in what ways a measure of satisfaction for the workers might be secured; the principle of the 8-hour day and of the living wage, and the provision of machinery for the adjustment of minor grievances he regards as essentials. A substantial representation of the workers on boards of management would, in his opinion, go far towards promoting the welfare of the service and a better understanding between employers and employed. Mr. Thomas draws attention to the hopeful signs already apparent of a new spirit of goodwill and co-operation on both sides. Nationalisation of the railways is also the goal of the locomotive engineers and firemen as set forth by Mr. J. Bromley. He gives a graphic account of the conditions under which these men work, and describes their devotion to duty.

Mr. Robert Williams, with a view to making clear the whole-hearted adherence of the transport workers to the general social programme of labour, attempts a justification of their attitude at the time of the miners' strike of 1921 and the attendant collapse of the Triple Alliance, on the ground of the fundamental differences existing in the position of the two industries and of a policy necessitated by certain factors with which they were confronted. The present demand of the transport workers is the maintenance of existing wages and the stabilisation of working conditions, their ultimate goal Socialism.

The engineers' case is put by Mr. Tom Mann, and that of the miners by Mr. Noah Ablett. The immediate demands of the miners are summarised under the following headings: maximum possible degree of safety in the mines, a 6-hour day, minimum wage, pension, control over conditions of employment, and elimination of private ownership.

A study of the employment of women in industrial occupations and its effects on the interests of the male worker and of the community leads Mrs. Snowden to conclude that, under the present capitalist system, the only solution for the many difficulties with which the question is surrounded lies in the establishment of the principle of equal pay for equal work, provision by the state for the maintenance of all children, the organisation of women workers (preferably in the same unions as the men), extended educational facilities, further development of government training schemes for women — particularly training for efficient domestic service — the elimination of child labour, a universal 8-hour day, and, briefly, the enactment of such legislation as will tend to raise the standard of living for the whole working class and establish conditions conducive to the welfare of all.

SOCIETÀ SVIZZERA DEI COMMERCianti: *La Società dei commercianti quali enti promotori dell'istruzione professionale*. Traduzione libera di una conferenza del Signor Ed. SCHINDLER. 47 pp. Lugano. 1921.

See *International Labour Review*, Vol. V, No. 1, January 1922, p. 173.

STREHL, Dr. Karl: *Die Kriegsblindenfürsorge; ein Ausschnitt aus der Sozialpolitik*. 165 pp. Berlin, Julius Springer. 1922.

A study on the relief of blind ex-Service men.

TOTOMIANTZ, V. Th.: *Histoire des doctrines économiques et sociales*. x+238 pp. Paris, Girard. 1922. 10 francs.

The preface to this book is supplied by Mr. Charles Rist, and the book itself is a reprint of lectures delivered by the author at the University of Moscow and the Polytechnic Institute at Tiflis. It has been Mr. Totomiantz' aim to avoid the hackneyed methods of works dealing with the history of economic theories, and he gives little prominence to well known economists like Smith, Ricardo, Malthus, and Marx, but draws the attention of the reader to others less well known. Mr. Totomiantz concludes with an exposition of co-operative principles, of which he has been an enthusiastic advocate in Russia.

UNION SYNDICALE SUISSE: *Rapport du comité de l'Union syndicale suisse sur la question du chômage présenté à la II^e conférence des représentants des fédérations syndicales et cartels syndicaux*. 14 pp. 1922.

A report on unemployment presented by the committee of the Swiss Federation of Trade Unions to the second conference of delegates of trade union organisations.

VAGNETTI, Leonich: *Dai sussidi di stato ai disoccupati al sistema assicurativo obbligatorio contro la disoccupazione involontaria*. 10 pp. Rome, Uff. munic. del Lavoro. 1922.

Extracts from an article published in the *Bulletin* of the Municipal Labour Office of Rome, giving the main provisions of the Legislative Decree of 19 October 1919 on compulsory unemployment insurance, and describing the difficulties confronting its effective administration.

VERNON, H. M.: *Industrial Fatigue and Efficiency*. 264 pp. London, Routledge; New York, Dutton. 1921.

Dr. H. M. Vernon's work for the Industrial Fatigue Research Board is well known. In this book, which incorporates the results of his investigations for the Health of Munition Workers Committee, he undertakes a thorough examination of the connexion between fatigue and loss of efficiency in industry. He studies, for example, the effect of hours of work, rest periods, and rotation of shifts on output, the causes and remedies for limitation of output and of bad timekeeping, the causes and remedies for accidents and sickness, and the general relation of factory conditions to efficiency and the wellbeing of the workers. The book contains much statistical information, largely based on first-hand observation. Graphical treatment is adopted wherever possible, and special stress is laid on psychological factors.

Dr. Vernon produces, in support of his own theory, evidence that industrial accidents are not in general caused by fatigue, and he goes on to develop a theory that a close connection can be traced between accidents and excessive speed of production.

Weekly Herald; Official Organ of the South African Industrial Federation, Johannesburg.

The first number of this newspaper appeared on 1 June 1922. It is edited by Mr. Archibald Crawford, Secretary of the South African Industrial Federation, and Workers' Delegate to the International Labour Conference at Geneva, 1921. It is intended to represent the interests of South African workers; in politics, a non-party attitude is adopted. Special attention will be given in the news columns to questions of social and economic importance.

WORLD ASSOCIATION FOR ADULT EDUCATION: *Adult Education in Russia; and the World Association Third Annual Report*. Bulletin X11. 32 pp. London, The World Assoc. May 1922. 1s.

The contents of this *Bulletin* were noted in the *October Review* under the heading *Education*.

The following publications have also been received by the International Labour Office.

AUGUSTIN, C. : *Etude des emprunts à long terme suivie d'une méthode de calculs simplifiés à l'usage des capitalistes*. 144 pp. Paris and Liège, Béranger. 1922. — BECKER, Colonel G. : *Les confins franco-suisse et le traité de Versailles; blocus international*. 125 pp. Nancy and Paris, Berger-Levrault. 7 fr. 50. — DEVILLE, Albert : *Les conditions d'exploitation de l'énergie électrique*. 24 pp. Edit. de la Journée industrielle. Paris. 1922. — *England; by an Oversea Englishman*. vii+272 pp. London, Lane. 1922. — GOBLON, Edmond : *Le système des sciences; le vrai, l'intelligible, et le réel*. 259 pp. Paris, Colin. 1922. 7 francs. — MANTHEY-ZORN, Otto : *Germany in Travail*. The Amherst Books. 136 pp. Boston, Marshall Jones Co. 1922. — MOREL, E. D. : *The Poison that destroys; the Case for a National Enquiry into the Causes of War and Disaster of the Peace*. From Foreign Affairs, Aug. 1922, with additional notes. 29 pp. London, Indep. Labour Party. 1922. 2d. — RANDI, O. : *La Yugoslavia*. Rome, Istituto per l'Europa orientale. No. 1 of Second Series of Publ. 582 pp. 1922. — RINGUEZ, R. : *Table de coefficients à l'usage des commerçants et des industriels*. 45 pp. Paris and Liège, Béranger. 1922.



Recent Literature on Industrial Hygiene⁽¹⁾

(continued)

GENERAL

Buildings

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635. — : *On the Maximum Use of Charcoal Heating of Sitting Rooms*. Ibid.

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639. — : *Efficiency of Various Kinds of Ventilating Ducts*. U. S. Public Health Reports, No. 30, 28 July 1922, pp. 1829-1839.

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(¹) See *International Labour Review*, Vol. VI, No. 3, Sept. 1922, pp. 491-505.

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