

is quite insignificant. So far as they were debts incurred in Austria, the pre-war debts have already been repaid, in consequence of the currency depreciation. The debts incurred since the beginning of the war are inconsiderable. They consist mainly of 186 milliards (£558,000) for housing loans and State loans to the amount of 152 milliards (£456,000) which originated in the period of inflation.

Serious expense is only incurred in paying the interest on that portion of pre-war debt which is foreign debt and which must be converted on the basis of various agreements. As the State is obliged to co-operate in this matter, the total debt service of the Municipality, taking into account the fact that the interest on housing loans is met from the proceeds of earmarked taxes, amounts to a net expenditure of 20.9 milliards (£62,700) for 1925.

The municipal budget for 1925 foreshadows a total expenditure of 4,281.3 milliards (£12,843,900) and a revenue of 3,287.8 milliards (£9,863,400). In addition to the taxes previously enumerated, the revenue includes contributions towards the costs of maintenance in institutions and receipts from the baths, &c. The deficit is therefore 993.5 milliards (£2,980,500). In this budget the municipal business undertakings only figure on the revenue side with the profits of the brewery and of the advertising agency, whilst the expenditure side includes a sum of 402.4 milliards (£1,207,200) for expenditure on technical improvements of a capital or semi-capital nature. In addition to these capital commitments for the business undertakings, the budget contains an item of 1,137.1 milliards (£3,411,300) for capital expenditure on improvements of all kinds. If we deduct these items, which in normal times would be met by loans, the budget shows a good surplus. The capital expenditure on behalf of the business undertakings will be covered by the balance of the cash resources and bank loans. This method enables the enormous capital expenditure which is envisaged to be met without having recourse to an ordinary loan.

### THE MUNICIPAL EMPLOYEES.

On the 1st December, 1924, the City of Vienna had 18,670 employees and 7,067 teachers in its service. There were also 8,564 pensioners. The employees and the workers of the municipal business concerns are not included in these figures, and their number is about as large.

To solve the problem of handling such a large number of variously organised employees a proper staff department was created. Immediately after its entry into office the Socialist administration passed a resolution that vacancies caused by death and retirement should not be filled.

In view of the great increase in work through the creation of a new fiscal system, the extension of welfare activity, the establishment of a housing department, and the raising of Vienna to the

status of a province, it did not appear that any grounds existed for a compulsory reduction of staff.

Such a reduction was indeed at one time resolved, but it did not prove necessary to carry it out, as a sufficient number of voluntary resignations served the same purpose. Since the 1st January, 1924, seven hours instead of six per day have been worked in the administrative service, while an eight-hour day is operative in the business concerns.

### *Joint Staff Committee.*

The administrative employees, who were formerly divided into manifold categories, are now organised in nine groups. The rights and duties of the employees were embodied in a General Service Regulation. This Regulation may not be modified except in agreement with the Staff Committee. The latter consists of delegates from the Municipal Council, selected on the basis of proportional representation, and representatives of the staff, and is so constituted that the municipal representatives only have a majority of one. This means that in the event of co-operation between the staff representatives and the representatives of the Opposition in the Council, the Majority representatives will remain in a minority. This is a self-imposed weakness of the administration, which is compelled always to apply the principle which it announced at the outset: not to dictate any line of conduct upon staff questions, but to settle everything by way of agreement with the appropriate organisations.

This democratisation of the conditions of service involved the granting to employees of complete freedom of combination.

### *Discipline.*

Section 71 of the Service Regulation declares that the infraction of this freedom by a senior officer or an employee is a service offence, and designates the employee's trade union as his legitimate representative. The municipal authority only conducts negotiations about staff affairs with the organisation that represents the majority of the employees concerned. The representatives of the majority organisations decide themselves whether a minority organisation should be admitted to the discussions.

In questions of discipline the co-operation of the employees is everywhere provided for. In the case of the employees of the municipal administration, it goes so far as to leave the decision in the hands of a committee composed of an equal number of representatives of the Municipality and of the employees. Above this committee there is a court of appeal which is constituted in the same manner. In the case of equal voting, no decision can be arrived at.



With a few modifications, the Service Regulation also applies to the employees of the municipal business undertakings. The teachers have their own service regulations. The former Christian-Social administration kept the teachers under tight control. Although the majority of the teachers even to-day are politically hostile to the Socialist administration, it was decided to grant them entirely modern conditions of service with a wide measure of freedom. The secret qualification was abolished. Every teacher may inspect his service qualification, and has a right of complaint. In questions of discipline, the teacher is judged by his peers. The teacher is liable to 30 hours' service weekly in the elementary schools, or 25 to 28 hours in secondary schools.

A special service regulation also exists for the tramwaymen. The composition of the disciplinary committee is equal for both sides, the chairman being appointed by the Burgomaster. As the chairman may not vote, and as an accused person is acquitted when voting is equal, the decision always rests with the staff representatives.

As regards the other municipal enterprises, service regulations have not yet been drawn up.

### *Wage Agreements.*

While the municipal employees proper, from the officers to the road sweepers, are governed by a service regulation, which prescribes a maximum of five years as the period of qualification for a permanent position, the working conditions of the employees in the business undertakings are governed by wage agreements, which are concluded with the appropriate trade unions. These agreements are based on the following principles laid down by the Municipal Council.

An agreement may only be made with a trade union which is designated by the majority of the employees in the enterprise concerned. The workers themselves decide whether the trade union of the minority should take part in the negotiations. Wages are regulated on the basis of the general agreements which exist at the time in the occupations concerned. Thus the metal workers' agreement applies to the employees in the City electricity works, the chemical workers' agreement applies to the Gas Works employees, and so on. The workers are divided into temporary, permanent, and definitive classes. Permanent workers are those engaged as such who have spent a year in the municipal service. After five years of continuous service, the permanent worker becomes a definitive worker, but the period of service before the worker's eighteenth year is not taken into consideration. Definitive workers may only be dismissed for an offence against discipline, or for an absence from work of longer than 72 hours without valid reasons, one of which is expressly declared to be a strike resolution of the appropriate

trade union. If a worker has been ill for more than a year he may be re-engaged, when his previous term of service would be taken into account.

A worker may only be dismissed on the closing down of a department if he has refused work of a suitable nature that is offered him elsewhere in the service of the Municipality, without a reduction of salary. A worker who refuses suitable employment, the nature of which is decided in agreement with the works council, loses his right to superannuation.

The municipal employees are paid according to their terms of service. To a certain extent automatic promotion has been introduced, but the higher rates of salary may only be obtained by specific appointment. The disadvantages of rigid automatic progression are avoided by granting promotions and higher rates of salary out of turn. The wage increases, which followed each other so swiftly in the period of inflation, have now reached a certain finality. The municipal employees of Vienna are paid higher wages than the employees of the State, or of the other provinces and towns of Austria. The wages of the employees in the municipal undertakings, which are governed by collective agreements, approximate to the wages paid in related branches of industry. In many cases, however, they are considerably higher, apart from the greater security of tenure that is enjoyed.

#### *Equal Pay for Similar Service.*

Men and women are equally remunerated so far as they perform the same services, as, for example, in the case of the teachers.

In the following table we compare the wages paid in various branches with the pre-war remuneration. The amounts are monthly salaries :—

	1914 Gold kronen.	January, 1925.	
		Paper kronen.	Percentage of pre-war wages.
<b>HIGHER DIVISION OFFICIALS.</b>			
Commencing at.. .. .	100	2,235,000	155.2
After 15 years .. .. .	583	4,055,000	48.3
Maximum .. .. .	733	6,815,000	64.6
<b>ELEMENTARY TEACHERS.</b>			
Commencing at.. .. .	100	1,955,000	135.8
After 15 years .. .. .	325	3,335,000	71.3
Maximum .. .. .	458	4,835,000	73.3
<b>MESSENGERS.</b>			
Commencing at.. .. .	120	1,735,000	100.4
After 15 years .. .. .	167	2,235,000	92.9
Maximum .. .. .	233	3,335,000	99.4
<b>ROAD SWEEPERS.</b>			
Commencing at.. .. .	86	1,535,000	123.9
After 15 years .. .. .	100	1,885,000	130.9
Maximum .. .. .	103	2,710,000	182.7



Weekly wages according to employment :—

	1914. Gold kronen.	January, 1925.	
		Paper kronen.	Percentage of pre-war wages.
<b>SKILLED WORKERS IN ELECTRICITY WORKS.</b>			
Commencing at.. ..	18.5	541,400	203.2
After 15 years .. ..	24.9	560,600 to 707,500	156.3 to 197.3
Maximum .. ..	32.1	572,600 to 719,500	123.9 to 155.6
<b>SKILLED WORKERS IN GAS WORKS.</b>			
Starting at .. ..	22.2	561,600	175.7
After 15 years .. ..	30	580,800 to 720,000	134.4 to 166.7
Maximum .. ..	38.6	592,800 to 732,000	106.6 to 131.7
<b>SKILLED TRAMWAY WORKERS.</b>			
Commencing at.. ..	25.6	562,100 to 703,700	152.5 to 190.9
After 15 years .. ..	42.2	646,000 to 787,600	106.3 to 129.6
Maximum .. ..	48.2	683,500 to 825,100	98.5 to 118.9
<b>UNSKILLED WORKERS IN ELECTRICITY WORKS.</b>			
Commencing at.. ..	17.8	457,400	178.5
After 15 years .. ..	20.5	476,600 to 531,300	161.5 to 180
Maximum .. ..	23.5	488,600 to 543,300	144.4 to 160.5
<b>UNSKILLED WORKERS IN GAS WORKS.</b>			
Commencing at.. ..	18.9	468,000	172
After 15 years .. ..	23.5	487,200 to 559,200	144 to 158.3
Maximum .. ..	26.5	499,200 to 571,200	130.8 to 149.7
<b>UNSKILLED TRAMWAY WORKERS.</b>			
Commencing at.. ..	20.3	469,700 to 578,400	153.7 to 197.9
After 15 years .. ..	35.5	538,000 to 647,000	105.2 to 126.7
Maximum .. ..	41.3	568,400 to 678,100	95.6 to 114
<b>TRAMCAR CONDUCTORS.</b>			
Commencing at.. ..	23.7	526,900 to 539,100	154.4 to 158
After 15 years .. ..	34.92	605,000 to 617,200	120.3 to 122.7
Maximum .. ..	42.54	640,100 to 652,300	104.5 to 106.5

The wages in the lowest classes of all categories are above the pre-war level, as in the pre-war period the commencing wages were extraordinarily low, and the cost of living, measured in gold, has also risen above the pre-war level.

The following additional advantages are also assured.

All employees subject to the Service Regulation pay only half fares on the trams. Some employees are entitled to an allowance for uniform, which is equal to about 87,000 kronen (5s. 3d.) per month. All workers employed in the business undertakings are entitled to working clothes, and to one week's wages as a Christmas allowance. Their income tax is paid by the Municipality. The employees of the gas and electricity works are entitled to cheap

fuel, and the saving in this respect amounts to 17,000 to 20,000 kronen (1s. to 1s. 3d.) weekly. Tramway workers may ride on the trams free.

### *Pensions.*

Pensions provisions are most generous. Municipal officers are entitled to 90 per cent. of their permanent salaries, while officials employed in the business enterprises are entitled to about 72 per cent., as they receive higher salaries on account of working eight hours daily. Workers in the business undertakings are entitled on the average to 70 per cent. of their full wages. The term of service which entitles an employee to receive a pension varies between 30 and 35 years. Pension contributions are therefore fixed at 3.2, 3 and 2.8 per cent. Workers have also to work the same periods of service, which are determined by the danger and severity of the work. The pensions contribution here is 7 per cent. Half the full pension is paid after 10 years of service in the case of employees subject to the General Service Regulation. Half the full pension is paid to the widows of these employees, whatever their term of service. 40 per cent. of the full pension is paid to workers in the business undertakings after 10 years of service, while here the widows are entitled to half of the pension.

The following table gives some typical cases of monthly pensions :

#### HIGHER DIVISION OFFICIALS.

Minimum Pension	1663000 K.	Minimum Widow's Pension	1663000 K.
	(£5)		(£5)
Maximum	6134000 K.	Maximum	3067000 K.
	(£18 8s.)		(£9 4s.)

#### ELEMENTARY TEACHERS.

Minimum Pension	1332000 K.	Minimum	1332000 K.
	(£4)		(£4)
Maximum	4352000 K.	Maximum	2176000 K.
	(£13 1s.)		(£6 10s. 6d.)

#### MESSENGERS.

Minimum Pension	911000 K.	Minimum	911000 K.
	(£2 14s. 8d.)		(£2 14s. 8d.)
Maximum	3002000 K.	Maximum	1501000 K.
	(£9)		(£4 10s.)

#### ROAD SWEEPERS.

Minimum Pension	803000 K.	Minimum	803000 K.
	(£2 8s.)		(£2 8s.)

#### SKILLED WORKERS IN GAS WORKS, ELECTRICITY WORKS, AND TRAMWAYS.

Minimum Pension	880000 K.	Minimum Widow's Pension	730000 K.
	(£2 12s. 8d.)		(£2 3s. 8d.)
Maximum	2200000 K.	Maximum	1100000 K.
	(£6 12s.)		(£3 6s.)

All the 54,000 municipal employees are covered by a Sick Fund, to which the employees and the Municipality each pay 1.3 per



cent. of the standing wages. The Fund is administered by an equal number of representatives of both parties. Members have free choice of doctors, the right to dental treatment, and the use of convalescent homes, &c. The Municipality has assumed responsibility for any accidents that may befall its employees.

### *The Results : Winning Goodwill.*

This method of treating the staff, most of whom were at first hostile or indifferent towards the new administration, has earned the goodwill of the employees, and has rendered possible a series of reforms in the internal administrative service. Whole departments have been abolished, and others have been amalgamated. The whole system of accountancy has been reorganised from top to bottom, and double-entry bookkeeping has been introduced into a series of branches of administration. The staff has proved adequate to the heavy demands made upon it. It is noteworthy that—apart from an eight-day tramway strike—not a single dispute during the six years of Socialist administration has led to a stoppage of work worth mentioning.

The Vienna Police Force is not controlled by the Municipality, but is a State authority. Their rights are regulated and their salaries are paid by the State.

The entire expenditure of the Municipality, on salaries and wages (exclusive of the business undertakings) is estimated for 1925 at 978.8 milliards (£2,936,400) as regards the active employees, and 276.4 milliards (£829,200) for the pensioners. The entire expenditure on staff, which amounted to 26 per cent. of the budget in pre-war times, now comprises 30 per cent. of the total expenditure.

## SOCIAL WELFARE WORK.

When the Socialists took over the administration, they found in existence welfare institutions which before the war had proved to be inadequate and during the war had fallen into neglect. Moreover, the spirit in which this welfare work had been carried on was bad. It was the alms-giving spirit of the haughty rich.

The fearful misery of the post-war period made welfare work more urgently necessary than ever before. Mortality had increased by 60 per cent. in comparison with pre-war times, and child mortality by even 100 per cent. Only operations conducted on a large scale could be effectual. Even now the Municipality cannot perform in full measure all the duties that devolve on it, but it has recognised its obligations and strives to discharge them.

### *Juvenile Welfare Department.*

Welfare work begins with the unborn child. Every woman is entitled to apply at the Juvenile Welfare Department not later than