



SOCIAL LEGISLATION IN WARTIME

In an article in this number of the Review, the International Labour Office states its intention of undertaking a systematic study of the labour problems arising out of the war and mobilisation and of publishing at regular intervals information concerning the measures taken both in belligerent and in neutral countries to adapt labour legislation to wartime conditions or to deal with new problems produced by the war.

Notes summarising the information concerning individual countries will be published weekly in Industrial and Labour Information. But these weekly notes will of necessity be fragmentary, and it has been thought desirable to supplement them by including in the Review monthly surveys of the information obtainable on certain important problems, so as to show the measures taken and the solutions adopted in different countries on each of the matters treated.

At a later stage the Office intends to publish in the Review comparative international studies of social legislation resulting from the war or mobilisation in various fields, but this must wait until the available information provides a sufficient basis for international comparisons.

The first series of monthly surveys will be found below; they deal with the regulation of employment, military service and contracts of employment, hours of work and rest periods, and allowances for the families of mobilised men.

Regulation of Employment during the War

INTRODUCTION

The utilisation of labour in time of war raises various extremely important questions. The problem is to strike a balance between satisfying on the one hand the demands for man-power of the fighting forces and on the other hand the equally urgent requirements of public administrations and services, services and establishments working for national defence, branches of activity necessary for maintaining the food supply and other essential requirements of the population, and in addition undertakings working for export, in so far as sales to foreign countries must continue so as to permit the purchase of raw materials or products which the country itself cannot supply. Such an extensive task calls for a high degree of organisation, whereby the authorities can know at any given moment the extent and comparative urgency of each group of requirements and the occupational qualifications of the available workers. Within the framework of this

general outline of requirements and resources, it becomes possible to determine which workers should be kept where they are, which should be transferred to other types of employment, how the unemployed should be used, and the extent to which recourse should be had to the latent labour reserves of the population, either by voluntary engagement or by compulsion. In addition, a vast scheme of vocational training and retraining is essential in order to prepare or adapt to their new jobs the workers freshly engaged or transferred from other employment.

In some countries, such as Germany, where the economic system was under the control of the authorities for some time back in accordance with a plan in which national defence was one of the dominant factors, these problems of labour supply are not new and a very extensive organisation had gradually been built up in peace-time; all that was required to adapt it to war needs was to strengthen it at certain points.¹

In France and in Great Britain, on the other hand, where the main purpose of the organisation of employment before the war was to facilitate the free adjustment of supply to demand in the employment market, the change from a peace-time economy to a wartime economy called for the establishment of a new system for securing the rapid redistribution of workers according to national needs. In France, in order to counteract the sudden shrinkage in the labour supply as a result of military mobilisation, that mobilisation was accompanied by civilian requisitioning measures, the nature and to some extent also the application of which had been planned in advance.

The following notes contain a general survey of the principal measures so far taken in these two countries.

FRANCE

In France the basis of the regulation of employment during the war is the Act of 11 July 1938 relating to the general organisation of the nation in time of war.

Under that Act, which was amended in certain respects by a Decree of 18 April 1939, a number of Decrees and Orders have been issued. A list of the most important texts concerning employment, which are analysed in the present article, will be found in an appendix below.

The points dealt with by these provisions may be summed up under two main heads: (1) the mobilisation of civilians, which is the means placed at the disposal of the Government for obtaining the indispensable staff for public authorities and services and private establishments and services working for national defence; and (2) the general organisation of employment so as to ensure the best possible utilisation of all the available labour in wartime.

¹ An account of the development of measures for the regulation of employment in Germany up to the summer of 1938 will be found in "The Mobilisation of Labour Reserves in Germany", by H. VOLLWEILER, in *International Labour Review*, Oct. 1938, p. 447, and Nov. 1938, p. 591. The measures taken in Germany since the publication of that survey have been analysed in *Industrial and Labour Information*.

*Civilian Mobilisation**General Principles.*

The Act of 11 July 1938 and a Decree of 28 November of the same year, in so far as they deal with the employment of persons, are intended to enable the competent civil authorities to obtain the services of such persons as are indispensable in time of war.

Provision is made for two methods of obtaining this labour supply. The first method, which is based on the consent of the individual, enables the authorities to obtain voluntary labour. The second method, which is based on the necessity for obtaining such labour as is essential for the nation, involves the requisition of services ; in other words, the Ministers concerned are empowered to issue Orders requisitioning the services of the persons they require in order to carry out their duties. Workers may be requisitioned collectively or individually.

Voluntary engagement. Section 18 of the Act of 11 July 1938 provides that any person not liable for military service and not engaged in any trade or occupation which is considered of value in connection with mobilisation may, even before war breaks out, offer his services to any public authority or service or to any undertaking, establishment, or service, working in the interests of the nation. Such an engagement may be terminated at any time by the competent authority.

Collective requisition. Requisitioning is carried out collectively for the staff of any public authority or service or any private service or undertaking which may be considered essential for the needs of the country.

In the case of public services, all Frenchmen who are not called to the Colours, and all Frenchwomen or French citizens ¹ belonging to the staff of any public authority or service, are required, as soon as mobilisation orders are issued, to remain at their posts or to take up any other posts assigned to them. In addition, persons in receipt of pensions who were formerly in the service of a public authority are at the disposal of the authority or service to which they belonged during a period of five years from the date of their superannuation, provided always that they possess the necessary physical and mental powers.

In the case of private services and undertakings which are considered essential for the needs of the country, a collective requisitioning order is issued to all men, women, and young persons, belonging to the staff. ²

Individual requisition. Apart from the collective requisitioning which may take place, any Frenchman or French citizen of the male

¹ The term "French citizen" (*ressortissant*) includes the Native populations in French dependencies.

² In accordance with this provision an Order of 24 August 1939 prescribed the collective requisitioning of the management and entire staff of private establishments, factories, and undertakings, engaged in work for the military, naval or air authorities or having received notice of orders or sub-contracts or of manufacturing requirements from a Ministry. An Order of 31 August extended collective requisitioning to the management and staff of undertakings engaged in work for the protection of stores of hydrocarbons.

sex of 18 years of age or over may be called for service individually in so far as he is not called to the Colours or engaged in air-raid precautions. His services may be requisitioned temporarily or permanently; the work required of him may be full-time or restricted to certain duties. For example, a person may be required to engage in air-raid precautions in so far as is compatible with other duties for which he has been requisitioned.

Requisition Orders and Allocation of Duties.

A list of persons whose services may be requisitioned individually must be kept in each department, and for this purpose the individuals concerned must supply certain specified information as to their addresses and occupations. In each department the prefect is responsible for allocating the available staff to the various public services and authorities and private establishments and services, taking into account the relative importance of each for national defence. The prefect receives instructions from the Minister responsible for the distribution of the labour supply.

In the case of voluntary engagement in peace-time, the individual receives at the time of his engagement a letter indicating the work to which he is allotted.

In the case of collective requisitioning involving the maintenance of the whole staff of a service or undertaking, notice of the requisition order is given to the mayor or the head of the service or undertaking, and the staff is informed by notice or circular or in any other appropriate manner.

For the staffs of public authorities and services requisitioning is automatic, without special order, as soon as general mobilisation is ordered. Pensioners from public authorities and services receive notice, as far as possible, before war breaks out.

Persons whose services are requisitioned individually are used according to their occupation and skill, or if desirable according to their general capabilities. Within each special field workers are called up according to their ages and family responsibilities, the youngest being taken first and the age of the individual being deemed to be increased by two years in respect of each child maintained by him. The requisition order indicates the nature of the employment or service required of the individual, the probable duration, the time allowed for taking up the duties, and whether or not the worker is required to live near the place of employment.

Conditions of Employment and Remuneration.

Persons whose services are requisitioned are covered by labour and social legislation save in so far as the circumstances necessitate exceptions.

As regards remuneration, persons whose services are requisitioned are not entitled to any compensation beyond their wages or salaries.

In fixing wages or salaries a distinction is made according to whether the persons are employed in Government departments, establishments, or services, or in other employment. Special regulations will be issued

for the former group; the rules applying to the second group are outlined below.

When the post in question carries a salary and already existed in peace-time, the remuneration payable for the whole period is the initial salary for the post. If requisitioning implies retaining a person in his post, that person receives the salary originally granted to him.

When the post is a new one the salary is fixed by reference to that of some comparable post existing in peace-time.

In the case of wage-paid employment, the remuneration is fixed by the requisitioning authority on the basis of the normal schedules prepared under the Decrees of 10 April 1937 concerning the conditions of employment for work on Government contracts. The only supplement to wages which is permitted is an output bonus, the amount of which is fixed by the same authority in each particular case.

The Act provides, however, that when the requisition order makes it compulsory for the individual to live near the place of employment he is entitled to free transport for himself and, if he so desires, for members of his family and their personal effects. If the employer does not require him to live near the place of employment, the individual must pay the cost of his daily journeys to and from work.

Joint Committees.

Departmental¹ committees under the chairmanship of the prefects are responsible for supervising and controlling requisitioned labour and deciding, without any charge and at the request of the parties concerned, all matters concerning their allocation to employment.

These committees consist of equal numbers of representatives of employers' and workers' organisations. Their composition and powers must be fixed by the Minister responsible for the supply of labour. The members are appointed by the local authorities.

Application to Oversea Territories.

Section 65 of the Act of 11 July 1938 provides that public administrative regulations will lay down the conditions under which that Act may be applied in overseas territories under the authority of the Minister for the Colonies. In accordance with that section, the application of the provisions governing the employment of persons was regulated by a Decree of 2 May 1939.

The provisions of that Decree concerning voluntary engagements and the requisitioning of services to meet labour requirements in time of war, as well as the rules for the employment of the persons concerned in their home territories, are approximately the same as those described above. The chief official in each territory has the right to requisition personal services.

Special rules exist for the utilisation of the services of these persons outside their home territories. Section 12 of the Decree states that applications for colonial labour will be transmitted by the Minister responsible for the supply of labour to the Minister for the Colonies.

¹ This refers to administrative areas and not to Government departments.

In order to meet these requirements, gangs of colonial workers may be constituted; those who have entered into a contract of employment for service within or outside their territories of residence for the duration of hostilities are first called upon to form the gangs; if they are not sufficient, the services of others are requisitioned. The Minister for the Colonies is responsible for the recruiting of these workers and their transport to the place of employment.

The conditions of labour and the supervision of labour to be employed overseas are prescribed by special instructions issued by the chief official in each territory.

Application to Foreigners.

The application to foreigners of the provisions concerning the mobilisation of labour was dealt with in a Decree of 12 April 1939, which provides that aliens with no nationality and other aliens granted refuge in France are subject to all the obligations imposed on French citizens by the Act of 11 July 1938. Their services may be requisitioned individually or collectively, generally or locally, according to their nationality, age, or occupation. Other aliens may also participate in the mobilisation of the civilian labour supply, subject to the provisions of the general regulations concerning aliens. They may, therefore, engage voluntarily under the special conditions of Section 18 of the Act.

A Decree of 18 May 1939 extended the application of these provisions to aliens residing in the territories subject to the Minister for the Colonies.

General Organisation of Employment

General Principles.

Section 54 of the Act of 11 July 1938, as amended by the Decree of 18 April 1939, is intended on the one hand to secure in time of war complete centralisation of the organisation of employment in the hands of a single Minister, with provision for close collaboration between him and the other Ministers making use of the labour supply, and on the other hand to establish an administrative authority to prepare and carry out the plans involved in this centralisation. A number of Decrees have been issued in pursuance of this provision. A first Decree of 12 April 1939 appointed the Minister of Labour as the sole Minister responsible for the organisation, regulation, and utilisation, of labour in time of war. Other Decrees defined in more detail the duties thus entrusted to the Minister of Labour in time of war and the composition and functions of the administrative authority provided for in the Act; others again made the necessary adjustments in the regulations concerning employment exchanges and the organisation of vocational training.

Powers of the Minister of Labour.

According to Section 54 of the Act, the tasks of the Minister of Labour will be:

(1) To centralise information concerning the requirements of various public and private services and the available supply of labour of different kinds ;

(2) To recruit labour of the different kinds required ;

(3) To distribute the available labour over the different public and private services ;

(4) To regulate in general the conditions of employment and supervision of labour.

These tasks were defined more fully by a Decree of 15 September 1939, according to which the Minister of Labour must :

(1) Demand and collect, in collaboration with other Ministers and more particularly the Ministers of Agriculture, Public Works, and Munitions, information concerning the general requirements of all public services and all private undertakings ;

(2) Ensure the recruiting of French civilian workers of both sexes, taking into account the technical indications supplied by the Ministers of Agriculture, Public Works, and Munitions ;

(3) Determine the cases in which the requirements may be met by North African, colonial or foreign labour, and secure the distribution and proper utilisation of that labour ;

(4) Organise supervision over and the vocational training of all utilisable labour ;

(5) Lay down, in agreement with the Ministers concerned, general regulations governing the conditions of employment of various classes of labour, including North African, colonial and foreign labour and prisoners of war.

Administrative Organisation.

Section 54 of the Act of 11 July 1938 provides that the operations enumerated above will be prepared and carried out by a special authority to be set up under the Minister of Labour, with branches throughout the country. The duties, composition, and procedure, of this body were laid down by a Decree of 19 April 1939.

The organisation comprises three grades.

In each department there is a permanent departmental service consisting of the labour inspector acting as head of the labour mobilisation service. This service is responsible for centralising throughout the department all information concerning labour resources and the demand for labour of any kind in public administrations and services and in undertakings working for national defence. It also prepares schemes for adapting supply to demand and sends proposals on this subject to the regional service.

The work of the departmental services is supervised and co-ordinated in each military area by a permanent regional service consisting of the labour inspector attached to the General Officer Commanding the area. This inspector works in constant collaboration with the General Staff of the area.

Finally there is a central committee which co-ordinates the work of all the departmental and regional services and prepares decisions concerning the adjustment of supply and demand. The rules for the working of this committee, which were laid down in general terms in the Decree of 19 April 1939, were amended and defined in a Decree of 16 September 1939, supplemented by a Decree of 19 September. Its present title is "National Labour Co-ordination Committee".

This Committee, which is attached to the Ministry of Labour, consists of the General Director of Labour, the General Inspector of Labour, and other officials of the same Ministry, representatives of the Ministry of National Defence, the Admiralty, and the Air Ministry, the Supreme Council for National Defence, the General Staffs of the Army, Navy, and Air Force, and of the Ministers of Foreign Affairs, Home Affairs, Education, Colonies, Agriculture, Commerce, and Public Works, together with special representatives of the Departments of Mining and Building in the last-named Ministry. The chairman is the Minister of Labour, or failing him, the General Secretary of the Ministry.

Supervision over Placing.

In order to permit the Minister of Labour to carry out his duties in connection with the organisation of employment in time of war, far-reaching changes were made in the regulations concerning placing by the Decree of 1 September 1939, amended and supplemented by a Decree of 26 September.

A Decree of 20 March 1939 had already provided for the complete centralisation of the placing system by making the departmental employment exchanges subject to the direct authority of the Minister of Labour. A second Decree of the same date, which aimed at stabilising the labour supply in undertakings working for national defence and organising the placing of the unemployed in such undertakings, prohibited heads of undertakings from engaging, without the permission of the labour inspector, any person working in one of the undertakings in question, unless he had previously been dismissed from his employment; the same Decree made it compulsory for the heads of undertakings working for national defence to notify the public employment exchanges of their labour requirements not less than eight days before engaging any workers.¹

The Decrees of 1 and 26 September supplemented and strengthened these measures by extending the powers and tightening up the supervision of the Minister of Labour over all employment exchanges other than the departmental ones, and by prescribing general regulations governing all operations for the engagement of workers.

The Decree of 26 September provides that all employment exchanges, whether municipal or private, fee-charging or not, must, in carrying out any operations permitted to them, comply with the instructions given them by the labour inspectors. At the same time it is provided that private employment exchanges, whether fee-

¹ Cf. *Industrial and Labour Information*, 24 April 1939, p. 537.

charging or not, which are working normally at the date of publication of the Decree may not continue their operations until they have sent a declaration to the competent divisional labour inspector; the permission of the Minister of Labour is required for the opening of any employment exchange, whether fee-charging or not, after the date of publication of the Decree or for any extension of the scope of activity of the existing exchanges.

The same Decree empowers the Minister of Labour to confer a monopoly of placing on the public exchanges and prohibit recruiting through any other agency or to make it compulsory for employers to notify these exchanges of every engagement or dismissal of workers in employments or occupations to be specified by the Minister by Order.¹ In employments or occupations in which a monopoly is established, heads of undertakings will not be permitted to make known their labour requirements by posting up notices in any place whatsoever; in the case of other employments or occupations, notices of labour requirements may be posted only at the door of the undertaking.

Generally speaking, heads of undertakings are not allowed, without the express permission of the labour inspector, to make known their labour requirements by newspaper advertisements or any other form of publicity.

Organisation of Vocational Training.

The organisation of the employment of labour in time of war in accordance with the Act of 11 July 1938 necessitated a change in the organisation of vocational training so as to fit for their work those who had had no such training in peace-time.

The new organisation was established by a Decree of 21 September 1939. The text provides for close collaboration between the Minister of Labour and the Minister of Education, who is responsible for technical education. Any centres for vocational training which may be necessary so as to intensify the training of the available labour will be organised by the Minister of Education in agreement with the Minister of Labour. For this purpose the former will supervise not only the public vocational training establishments subject to his department but also all private institutions for technical education, and will co-ordinate their activities.

In order to guide the Minister of Education in carrying out this task, the Minister of Labour must keep him constantly informed of the number of skilled workers that will be required in different trades and the time limit within which they should be trained. The Minister of Labour is responsible for supplying the newly-created vocational training centres with the necessary staff.

¹ Under the powers thus conferred on him, the Minister of Labour issued an Order on 28 September 1939 containing a list of the employments or occupations to which this Decree applies.

APPENDIX

**List of the principal texts regulating the organisation of employment
in France during the war**

Act of 11 July 1938 concerning the general organisation of the nation in time of war (*Journal officiel*, 13 July 1938, p. 8330).

Decree of 28 November 1938 containing public administrative regulations under the Act of 11 July 1938 (*Journal officiel*, 28-29 November 1938, p. 13423).

Decree of 12 April 1939 extending to aliens granted refuge in France the obligations imposed on French citizens (*Journal officiel*, 16 April 1939, p. 4910).

Decree of 12 April 1939 appointing the Minister of Labour as sole Minister responsible for the mobilisation of labour (*Journal officiel*, 14 April 1939, p. 4828).

Decree of 18 April 1939 to amend Section 54 of the Act of 11 July 1938 as regards the utilisation of labour during mobilisation (*Journal officiel*, 19 April 1939, p. 5002).

Decree of 19 April 1939 concerning preparations for the mobilisation of labour (*Journal officiel*, 23 April 1939, p. 5267).

Decree of 2 May 1939 containing public administrative regulations for the application of the Act of 11 July 1938 to oversea territories (*Journal officiel*, 7 May 1939, p. 5795).

Decree of 18 May 1939 to apply the Decree of 12 April 1939 to territories under the Ministry for the Colonies (*Journal officiel*, 21 May 1939, p. 6462).

Order of 24 August 1939 concerning the collective requisitioning of the staffs of establishments working for national defence (*Journal officiel*, 25 August 1939, p. 10691).

Order of 31 August 1939 concerning the collective requisitioning of the staffs of undertakings engaged in the protection of stores of hydrocarbons (*Journal officiel*, 2 September 1939, p. 10991).

Decree of 1 September 1939 concerning placing (*Journal officiel*, 6 September 1939, p. 11160).

Decree of 15 September 1939 concerning the utilisation of labour (*Journal officiel*, 16 September 1939, p. 11513).

Decree of 16 September 1939 creating a National Labour Co-ordination Committee (*Journal officiel*, 17 September 1939, p. 11540).

Decree of 19 September 1939 supplementing the composition of the National Labour Co-ordination Committee (*Journal officiel*, 21 September 1939, p. 11623).

Decree of 21 September 1939 concerning the organisation of vocational training in time of war (*Journal officiel*, 24 September 1939, p. 11715).

Decree of 26 September 1939 concerning placing (*Journal officiel*, 27 September 1939, p. 11772).

Order of 28 September 1939 concerning engagement and dismissal (*Journal officiel*, 1 October 1939, p. 11871).

GREAT BRITAIN

Several emergency measures have been taken in Great Britain since the outbreak of hostilities to adapt the labour resources of the country to war needs and to ensure their most effective distribution. Legislation has been enacted giving the Ministry of Labour and National Service specific power, subject to certain conditions, over the recruitment and movement of labour and providing for the drawing up of a National Register whereby, among other things, the vocational

qualifications of the population can be ascertained. Steps have also been taken for the compilation of a Central Register of persons with specialist qualifications who have volunteered their services and for the making of a schedule of reserved occupations from which men and women of specified ages cannot be accepted for services in which their skill will not be used. A summary of these measures, which ensure that the man-power of the country will be utilised to the best advantage, is given below.

Control of Employment Act

The Control of Employment Act, which received the Royal Assent on 21 September 1939, provides that the Minister of Labour and National Service may make an order directing (1) that after the date specified an employer to whom the order applies shall not, except with the consent of the Minister, publish any advertisement stating that he desires to engage any employee to whom the order applies, and (2) that after the date named such an employer shall not engage or re-engage any such employee unless consent for the engagement or re-engagement has been given by or on behalf of the Minister.

Before making any such order the Minister shall refer a draft of it to a committee appointed by him consisting of a chairman and equal numbers of members representing organisations of employers and workers, the chairman to receive such remuneration as the Minister may determine. Any order or regulation made under the Act must be laid before Parliament and must be accompanied by a copy of the report made by a committee constituted in accordance with any provisions of the Act. This report must be made within the time specified when the order was referred to the committee. If either House of Parliament, within a period of forty days from the day on which an order or regulation is laid before it, resolves that it be annulled, it becomes void, without prejudice, however, to the validity of anything previously done thereunder or to the making of a new order or regulation.

The Minister may not refuse consent to the engagement or re-engagement of an employee unless he is satisfied that suitable alternative employment is available. When he refuses consent he must notify the employee of the opportunity which he considers suitable. The employee may appeal to the Court of Referees constituted under the Unemployment Insurance Act of 1935 which acts for the district in which he resides. If the Court is satisfied that no such opportunity was available, it shall allow the appeal, and the consent of the Minister shall be deemed to have been given as from the date of the Court's decision, and the employee is entitled to compensation in respect of any loss he may have sustained on account of the refusal. Provisions concerning the compensation which may be awarded and the assessment of such compensation will be made by regulations, which will also provide for securing that unemployment insurance benefit will not be payable for periods in respect of which compensation has been awarded.

The provisions of orders regarding engagement and re-engagement

shall not apply in the case of engagements or re-engagements effected in accordance with arrangements between employers or organisations of employers and trade unions, approved by the Minister, whether such arrangements were made before or after the commencement of the Act.

If a worker is employed without the Minister's permission in a case where permission is necessary, then, although an offence has been committed for which the employer may be punished, the contract of employment will not be regarded as invalid for other purposes.

The Minister is empowered to vary or revoke an order by a subsequent order, and he may appoint inspectors to ensure enforcement of the provisions of the Act. An inspector appointed under this Act or under the Metalliferous Mines Regulation Act 1872, the Coal Mines Act 1911, the Unemployment Insurance Act 1935, and the Factories Act 1937, or an officer appointed under Section 14 of the Trade Boards Act 1909, may, if it appears necessary for the purposes of this Act, enter any premises other than premises used solely as a dwelling and require an employer or employee to produce such documents or furnish such information as he may specify.

For each offence against the provisions regarding the publication of advertisements and the engagement and re-engagement of employees an employer is liable to a maximum penalty of £100. In addition he is liable to a fine not exceeding £5 a day in respect of each worker he employs whose engagement was a breach of the provisions of the Act. Penalties are also provided for obstructing an inspector or officer in the exercise of his powers, for refusing to give them information or to furnish documents properly demanded, or for giving false information. Any officer of a corporate body who is proved to have connived at or consented to an offence under the Act is liable to prosecution, as well as the corporate body itself, and is subject to the penalty.¹

This Act does not apply to Northern Ireland, but it provides that the Parliament of Northern Ireland may make laws for purposes similar to the purposes of this Act.

National Registration

The National Registration Act, which received the Royal Assent on 5 September 1939, provides for the compilation and maintenance of a National Register of all persons in the United Kingdom. The register is to include each person's name, sex, age, occupation, profession, trade or employment, residence, and marital state. Provision may be made by regulations for excepting from the requirements of the Act members of His Majesty's forces and the mercantile marine.

The Act authorises the making of regulations to provide for keeping the register up to date by requiring information to be supplied as to any change affecting the accuracy of the original registration, such as removal from one locality to another, and by collecting particulars with respect to registered persons dying or leaving the United Kingdom, in addition to obtaining returns in respect of persons entering

¹ *Parliamentary Debates, House of Commons*, 5 and 15 September 1939.

or born in the United Kingdom after the date of the original register. Local and central registers will be established which will record such changes.

The register is to be compiled for the purpose of supporting and facilitating any arrangements which may be instituted for national service, providing up-to-date man-power and other general population statistics to take the place of the 1931 census statistics, and for other incidental services such as the preservation of contact between members of families dispersed by evacuation and facilitating proof of identity in connection with claims to any special payments or allowances.

Central Register of Persons with Specialist Qualifications

A central register has been compiled by the National Service Department of the Ministry of Labour and National Service, containing particulars of scientific, technical, professional and higher administrative personnel in Great Britain who have volunteered for suitable work in wartime, either in the public services or with employers engaged on work of national importance.

The object of the central register is to ensure that in wartime work of national importance for which specialist qualifications are necessary is performed by those persons best qualified to undertake it. There is no obligation on employers to notify their vacancies to or accept persons from the central register, but it is hoped that many employers whose firms are engaged on work of national importance will find the central register of great assistance. No charge is made for the service.

Schedule of Reserved Occupations

A schedule of reserved occupations has been issued by the Ministry of Labour to ensure that workpeople required for the maintenance of necessary production or essential services are not accepted for service in which their skill and experience will not be used. It will also secure that the armed forces and the civil defence services obtain such men, especially tradesmen, as they require with a minimum of disturbance to essential production and services.

Part II of the schedule contains a list of occupations against each of which an age is printed. In general, men who follow any of these occupations, whether they be employees or employers or work on their own account, cannot be accepted for whole-time service in any of the services of national defence if they are of or above the age mentioned. Men below the specified age can be accepted in any of those services subject to the restriction, in the case of certain occupations, that a man may be accepted only if he is required in his trade capacity. Women in specified occupations can be accepted for whole-time service in any of the services of national defence only in their trade capacity, except that (a) women in any occupation may be accepted for nursing and first-aid services, and (b) women under the age of 25 in the retail distributive trades may be accepted for any branch of service. The restrictions imposed by the schedule do not apply to part-time service in the civil defence services.¹

¹ *Ministry of Labour Gazette*, September 1939.

Military Service and Contracts of Employment

INTRODUCTION

One of the outstanding features of social policy in the present war is the guarantee of reinstatement in employment on the termination of military service, which is extended to mobilised workers in one form or another by all the principal countries affected by the war. Details are given below of the regulations on this subject adopted in France, Germany, Great Britain, and Poland.

Some of these regulations date from before the war and refer primarily to peace-time military service, while others were issued at the time of the outbreak of hostilities and relate directly to the present mobilisation.

It will be seen, however, that in all the four countries mentioned mobilised workers are given a legal right to reinstatement in their previous employment on completion of their military duties.

FRANCE

In France, the right of reinstatement in employment of workers who are called up for military service is dealt with in Sections 25-28 of Book I of the Labour Code as regards Reservists and Territorials who are required to undergo a period of compulsory military training under the Act of 22 November 1918, which guaranteed to all workers mobilised during the war of 1914-1918 that their posts would be kept open for them; it is regulated also by the Act of 22 July 1921 guaranteeing their posts to all who are recalled for service with the Colours, and by the Legislative Decree of 21 April 1939 guaranteeing the continuation of their contracts to all men recalled to the Colours.

This last text supplemented the earlier legislation on certain important points, while at the same time repealing other provisions. As it is the basis of the present regulations, it will be analysed below.

Persons Covered

Section 1 of the Legislative Decree guarantees that any member of the staff of an undertaking having a contract of service who is called up individually or by the recall of his class, or by general mobilisation, will have his post kept open for him.

According to a circular of the Ministry of Labour of 29 June 1939, the term "recall of a class" excludes from the regulations young soldiers who are called up for their compulsory military service. The distinction made in the Decree between persons called up for the first time and men recalled to the Colours disappears in the case of general mobilisation. The Decree itself states that it applies to all men called to the Colours because of mobilisation.

The Legislative Decree also extends the scope of the regulations to persons whose services are requisitioned.

The Decree applies to all persons who, under Sections 14 *et seq.* of Part II of the Act of 11 July 1938 relating to the general organisation of the nation in time of war¹, may be required to fill posts in public administrations or services or in establishments or services working for national requirements.

According to the circular of the Ministry of Labour this provision is justified by the fact that the services of very large numbers of persons might be requisitioned in time of war in order to ensure a supply of labour in undertakings working for national defence.

The Decree, it should be noted, does not apply to all persons who are mobilised, but only to "members of the staff who, at the time of being called up, are bound by a contract of service to some public administration or to a private undertaking".

According to Section 7 (1) the guarantee of the right of reinstatement remains effective "irrespective of the length of service prior to being called up and interrupted by this event".

The term "public administrations" includes not only Government departments, but also Government industrial and commercial establishments, establishments belonging to the departments and communes, and other public establishments.

The term "private undertaking" includes not only industrial and commercial establishments but also agricultural holdings, insurance companies, notaries' offices, etc.

The Decree, although it does not enumerate all the classes of persons to whom it applies, may be said in short to cover all persons who at the moment of being called up are bound in any way and to any extent by a contract of service to any public or private employer.

On the other hand, the regulations do not cover civil servants and other public servants who hold office under a contract governed by administrative regulations and not under a private contract. The position of these persons in time of war is governed by a Decree of 1 September 1939².

Guarantee of Reinstatement

The purpose of the regulations is to guarantee that every member of the staff of an undertaking can return to the post held before being called to the Colours, provided this is possible.

In the case of contracts for an unspecified period this guarantee operates only for the benefit of the employee, who is free to take advantage of it or not as he wishes. No claim can be made against him for damages for breach of contract if he does not resume his work.

The guarantee is, on the other hand, reciprocal in the case of contracts for a specified period. Section 3 of the Decree provides that "the operation of contracts of employment for a specified period,

¹ *Journal Officiel*, 13 July 1938.

² *Journal Officiel*, 6 Sept. 1939.

whether drawn up in writing or concluded in accordance with local custom, shall, unless this is impossible for reasons prescribed in the Legislative Decree, be continued for the period which was unexpired when the individual in question was called to the Colours".

The second paragraph of this section makes certain concessions in favour of the worker. It states that "the contract may be terminated by the individual concerned if its conditions have become less favourable than the normal conditions current in the employment in question or if, on being released from service, he is obliged to seek employment in another undertaking because the employer is unable to continue to fulfil the contracts".

Notice of such termination of contract must be given by registered letter within 15 days of being released from service.

The Decree guarantees that the worker will return to the actual post he held at the time of his departure; the offer of a lower post of the same kind or of cash compensation in place of employment does not release the employer from his legal obligation.

The right of a worker to return to his post is not affected by any change in the legal situation of the employer, such as the inheritance, sale, cession, amalgamation, or transformation, of the business, or its change into a joint stock company; for, according to the Act of 19 July 1928 which was incorporated in Section 23 of Book I of the Labour Code, all contracts of employment, whether for a specified or for an unspecified period, which are in existence at the date of the change continue in force between the new owner and the staff of the undertaking.

A worker who has been called up must be taken back, according to Section 2 (2), "at the normal current rate of remuneration for his post in the establishment, reference being made if necessary to the collective agreements in force at the time of his return".

In establishments in which the internal rules or a collective agreement makes provision for promotion or for a salary or wage increment or the payment of bonuses this fact must be taken into account for the benefit of those who might have been affected during their absence.

With regard to the procedure for reinstatement, Section 7 of the Decree stipulates that "application for reinstatement must be made to the employer by registered letter within 15 days of the demobilisation of the worker in question or of the conclusion of his period of hospital treatment or convalescence or of the resumption of normal work in the establishment".

When workers who return home must of necessity be taken on again gradually, their reinstatement must be arranged according to their special qualifications and, within each group of specialists, by seniority in the establishment, preference being given among the older workers to those with family responsibilities.

The guarantee of reinstatement in his former post to a worker called up for service necessarily implies the cancellation of any contract concluded with a worker engaged to take his place. Section 5 provides that "any contract of employment, irrespective of its nature or

duration, entered into with a substitute for a person covered by the present Decree shall expire automatically when the latter returns to his post ”.

Section 3 (4) applies the same rule to contracts for a specified period. It states that “ the existence of a contract of employment with a substitute engaged to take the place of a worker called up in accordance with the provisions of Section 1 of this Decree shall in no circumstances be used to the detriment of the latter and shall not be advanced by the employer as a reason making the resumption of the original contract impossible ”.

Where Reinstatement is Impossible

One final problem which this legislation attempts to solve is that of the material conditions under which it is possible for mobilised workers to be reinstated.

Section 1 of the Decree makes the guarantee of reinstatement dependent on its being possible. Section 2 defines what is meant by “ impossibility ” and gives a restrictive enumeration of the reasons which may validly be advanced by the employer in refusing reinstatement.

These reasons are of two kinds : the first concerns impossibility for the undertaking to continue the contract and the second concerns inability of the worker to resume his work.

As regards the first group, Section 2 of the Decree states that “ in deciding whether the reinstatement of the worker is possible account shall be taken only of far-reaching changes that have occurred since his departure in the working of the administration or undertaking as a result of the destruction of premises, extensive changes in working processes, or the loss of custom ”.

The second group of reasons refers to the inability of the worker, as a result of illness, injuries, or infirmities, to return to the employment in which he engaged before being called up or mobilised.

It should be mentioned in this connection that the Act of 30 January 1923 concerning posts reserved in the Civil Service and other public administrations for disabled men and the Act of 26 April 1924 concerning the compulsory employment of war pensioners in private undertakings have done much to mitigate the stringency of this provision.

The burden of proof that the reinstatement of the worker is impossible rests on the employer.

Penalties and Supervision

The Legislative Decree makes provision for two types of penalties : civil and criminal.

According to Section 6, an employer who refuses to reinstate a mobilised worker and who cannot prove that the resumption of the contract is impossible is liable for damages under Section 23 of Book I of the Labour Code (concerning wrongful termination of contract).

With regard to penalties under criminal law, Section 8 provides that an employer who does not fulfil his obligations under the Decree

will be liable to a fine of from 16 to 100 francs and that the court may not take into account any extenuating circumstances.

The mere fact of the existence of penalties under criminal law means that all the provisions of the Legislative Decree are considered a matter of public policy. It follows that any agreement between the parties to depart from those provisions is automatically deemed null and void.

The fact that these provisions are a matter of public policy is confirmed by Section 9 of the Decree, which states that, in industrial and commercial undertakings, the labour inspectors will co-operate with the police officials in securing the enforcement of the Decree in accordance with the provisions of Chapter II of Part III of Book II of the Labour Code (concerning labour inspection).

GERMANY

During the war of 1914-1918, workers called to the Colours in Germany left their employment without having any right to be taken back by their former employers when demobilised. Consequently when the general demobilisation took place, temporary measures had to be adopted for the purpose of giving the demobilised men the right to claim reinstatement and finding places for them by requiring employers to discharge part of their staffs. These provisions, complicated enough in themselves, had frequently to be amended, since their administration met with numerous practical and legal difficulties.

Now an effort is being made to prevent the recurrence of such a situation by adopting in advance certain measures on behalf of workers called to the Colours. Among these provisions, a distinction should be made between those governing the rights and obligations of men called up for active service—that is to say, measures adopted for peace-time but applicable also in wartime to men on active service; those concerning men called up for military training, which apply only in peace-time; and the exceptional measures taken in consequence of the war and applicable to persons now called to the Colours. Lastly, there are special rules for workers called up for air-raid precaution services.

. Workers Called up for Active Service

The National Defence Act of 21 May 1935 laid down the principle that a soldier who returns to his civilian activity at the end of his active service must not suffer injury on account of his absence on military service. The application of this principle is governed by the Order of 21 December 1937 concerning the protection of servicemen and persons liable to compulsory labour service.

As the title of the Order indicates, this measure relates not only to military service proper, but also to compulsory labour service—that is to say, the pre-military service to which every German of 18 to 25 years of age is liable under the Act of 26 June 1935.

In both cases the Order deals with the question of contracts of employment, and provides certain guarantees for the workers as regards their future.

Termination of Contract.

Any contract of employment or apprenticeship is automatically terminated when the worker is called up or volunteers for compulsory labour service or active military service.

The worker has no claim to be taken back by his former employer.

Safeguarding of Rights in Course of Acquisition.

Although the contract of employment is terminated, the period of military service or compulsory labour service must be taken into account, subject to certain conditions, if the worker's rights under his contract depend on his length of service either in the trade or in a particular undertaking.

In the former case, the whole period of active military service, including any voluntary extension thereof, is reckoned as employment in the trade. If, for instance, wage rates are graduated according to the period of employment in the trade, the worker will be paid at rates which take his period of military service into account.

In the latter case, too, the period of military service and of labour service must be taken into account in full, irrespective of whether the worker returns to his former undertaking or finds employment in another. Thus, the period of military service is treated as a period of service spent in the undertaking for the purpose of calculating the annual paid holiday when this is proportionate to length of service. The Order makes the reservation, however, that after leaving the service the worker must have been employed for not less than three months in the undertaking before he can benefit by this privilege.

As regards the worker's legal protection in the event of dismissal after having spent not less than one year in the same undertaking, the period of military service is taken into account under similar conditions. In other words, after a period of three months, the worker may lodge a claim with the labour court for reinstatement or the payment of compensation if he considers that his dismissal by the employer is unjustified.

For obvious reasons, apprentices do not benefit by these guarantees until the end of their apprenticeship, and persons entering a trade for the first time must complete a waiting period of six months. In the case of apprentices, however, active military service or compulsory labour service counts as a period of technical training if the apprentice continues his apprenticeship in the same undertaking — or at least in the same trade.

Workers called up for Military Training

The calling up of workers for military training or a short period of military service is governed by an Order of 15 March 1939. In the cases for which this Order provides, the worker is deemed to be on leave. Consequently his contract is not terminated, and so cannot even be cancelled by the employer. On the other hand, the employer is not required to pay wages during the worker's leave of absence.

This special leave may not be deducted from the normal holiday with pay, unless the employer voluntarily continues to pay the worker's

wages. In that case the annual holiday is reduced by not more than one-third, or by two-thirds in the case of more than one period of training in the year. In any case, however, the worker must be certain of six full days' holiday.

Workers and salaried employees in public undertakings or administrative services are treated on the same footing as public officials, and receive their wages or salaries during a period of not more than 28 weeks.

The same provisions apply to the ambulance training organised by the army, but workers in public undertakings receive their wages during a period of not more than six weeks.

Workers called to the Colours

For persons called to the Colours in consequence of the war, special measures have been adopted in pursuance of an Order of 1 September 1939 amending the existing labour legislation. Unlike the provisions concerning active service, this Order lays down the principle that the contract of employment shall be maintained. It states that existing contracts of employment or apprenticeship shall not be terminated because the person concerned is required to carry out service for the purposes of national defence.

The employer may not terminate the contract unless the Labour Trustee (the authority responsible for fixing conditions of employment) authorises him to do so by way of exception—for instance, should the undertaking stop working. The worker, on the other hand, retains the right to terminate the contract.

A contract concluded for a specified period, however, is automatically terminated on the expiry of the agreed period.

The rights and obligations of both parties are suspended as long as the worker is on service. Thus, the employer cannot claim the performance of work, and the worker cannot claim the payment of wages.

A single exception is made as regards the service dwelling, if any, occupied by the worker. The regulations concerning the provision of such accommodation remain in force if the dwelling continues to be necessary to the worker or his family.

Workers called up for Air-Raid Precaution Services

Air-raid precautions are the subject of an Act of 26 June 1935. The rights and obligations of workers engaged in these services are governed by a first Administrative Regulation of 4 May 1937, which was amended in consequence of the war and reissued on 1 September 1939.

Service is compulsory for every citizen, and, subject to certain conditions, for every person resident in Germany.

If the service cannot be performed outside normal working hours, workers and salaried employees must be given leave for the purpose, and the employer may not discharge them on account of this leave.

The worker retains his right to wages if the leave does not exceed two working days, but the employer may require him to make up lost time, up to one working day.

If the leave is longer, the employer is not required to make any payment to the worker, even for the first two days.

The special leave may not be deducted from the annual leave, but if the employer continues to pay wages to a worker on special leave for more than two days the annual leave may be reduced by not more than ten days, or one-third.

It should be observed, however, that under the War Economy Order of 4 September 1939 the regulations and agreements concerning annual holidays have provisionally been suspended.

GREAT BRITAIN

In Great Britain this matter is dealt with by the Reserve and Auxiliary Forces Act 1939 (dealing with the calling out for service of the reserve and auxiliary forces), the Military Training Act 1939 (rendering persons between 20 and 21 years liable to 6 months' compulsory military training), the National Service (Armed Forces) Act 1939¹ (instituting compulsory military service for persons between 18 and 40 years of age inclusive), and the Regulations issued in pursuance of these Acts.

Prevention of Dismissal

The Regulations lay down that the employer shall not terminate the employment of any person employed by him (a) by reason of any duties or liabilities which that person is or may become liable to perform or discharge by virtue of the provisions of the Acts, or (b) in order to evade the obligations imposed by the Acts in respect of the reinstatement in employment of persons called up for military service, under penalty of a fine not exceeding £50. The onus of proving that a dismissal was not motivated by an employee's liabilities under the Act is placed upon the employer.

Where an employer is found guilty of an offence under the Regulations the court may order him to pay to the person whose employment has been terminated a sum not exceeding an amount equal to twelve weeks' remuneration at the rate at which his remuneration was last payable to him by the employer.

Guarantee of Reinstatement

The Acts lay down that it shall be the duty of any employer by whom a person called up for military training or service was employed at the time when he was so called up to reinstate him in his employment at the termination of training or service in an occupation and under conditions not less favourable to him than those which would have been applicable to him had he not been called up, under penalty of a fine not exceeding £50. Further, the court may order the employer to pay to the person concerned a sum not exceeding an amount equal to twelve weeks' remuneration at the rate at which his remuneration was last payable to him.

¹ The National Service (Armed Forces) Act suspends and replaces for the duration of the war the Military Training Act.

It is a valid defence for the employer to prove that the person formerly employed by him did not before the expiration of one month after the termination of his training or service apply to the employer for reinstatement, or that having been offered reinstatement he failed without reasonable excuse to present himself for employment at the time and place notified to him by the employer, or that by reason of a change of circumstances, other than the engagement of a different person to replace him, (a) it was not reasonably practicable to reinstate him or (b) his reinstatement in an occupation and under conditions not less favourable to him than those which would have been applicable to him had he not been called up was impracticable and that the employer has offered to reinstate him in the most favourable occupation and under the most favourable conditions reasonably practicable.

Adjustment of Contracts

The Acts lay down that for the purpose of securing the fair adjustment of contracts of service or apprenticeship in force between employers and employees when the employees are called up for training or service the Minister of Labour may make Regulations relieving the parties to such contracts of all or any of their obligations thereunder in respect of the period of training or service, and may also make Regulations modifying such contracts by extending the period of service or apprenticeship thereunder by a period not exceeding the period of training or service and adapting the terms of the contracts in relation to any such extension.

In pursuance of these provisions Regulations have been issued laying down that (i) the parties to the contract shall in respect of the period of military service or training be relieved of all their obligations under the contract which relate to payment of remuneration, the performance of work, or the provision of work, maintenance (including medical or surgical treatment), or instruction ; (ii) the said obligations shall be of full effect as from the date when the employee resumes his work, and where the contract is for a specific period the period of service or apprenticeship thereunder shall be extended by a period equal to the period of military service or training or by a period equal to the period of the contract unexpired at the date of calling up, if that period be less than the period of service or training ; and (iii) the period of service or apprenticeship remaining to be served under the contract apart from any period of extension shall be treated as beginning immediately on the resumption of work, and any period of extension shall be treated as the concluding period of the contract, and the terms of the contract shall apply to that period of extension accordingly.

POLAND

Two questions connected with the military service of workers have been dealt with by Polish legislation, namely the maintenance of contracts of employment and the payment of wages.

Maintenance of Contracts

The Compulsory Military Service Act of 9 April 1938 lays down the principle that contracts of employment may not be terminated or denounced by the employer in the three following cases : (1) when the worker is called up for active service, provided, however, that he has been employed for not less than six consecutive months in the undertaking ; (2) when the worker is called up for military training ; (3) when the worker belongs to a Reserve or Territorial unit, and is called to the Colours in case of national necessity.

In none of these cases may the employer terminate the contract of employment, whether on account of the calling up of the worker or for any other reason, between the date the worker is called up and the completion of his military service. Any agreement contrary to this provision is automatically null and void. In certain circumstances, however, the principle does not apply, either because of the nature of the contract or because of the situation of the employer or the attitude of the worker.

Nature of the Contract.

If the contract was concluded for a specified period or undertaking, the provisions of the Act do not apply if, owing to the expiry of the agreed period or the completion of the agreed work, the contract terminates during the period between the date the worker is called up and the end of his military service.

Situation of the Employer.

An employer cannot be required to reinstate a worker if he is not in a position to give him employment. The Act provides for two cases in which the principle of maintenance of the contract of employment does not apply. The first case is when the undertaking, or part of the undertaking, to which the worker is due to return on release from military service has ceased to exist, and the second is when the technical methods of production have changed in such a way that the kind of work on which the worker was employed is no longer carried on.

Attitude of the Worker.

The worker himself may lose his rights under the Act by his action or inaction. Provision is made for two different cases : that of certain offences committed by the worker and that of his failure to observe certain formal rules.

The reason for this provision is that the worker should no longer be protected if the contract is terminated owing to misconduct on his part. Moreover, the worker's conduct while on military service may also free the employer from all his obligations. The general principle does not apply if the worker, while on service, incurs a judicial penalty for an offence committed with a view to material gain, or imprisonment for a period of three months or more.

Lastly, in order to be reinstated, the worker must report for employment within two weeks of his release from service on pain of losing his rights, unless he can show serious reasons for not doing so.

Payment of Wages

The question whether, and if so to what extent, employers are required to pay wages to workers called to the Colours has not been dealt with in military legislation, but is governed by the laws concerning contracts of employment. Consequently the provisions vary according to whether the contract is governed by the Decree concerning the contracts of employment of workers or the Decree concerning the contracts of employment of salaried employees ("intellectual workers") or the Code of Obligations.

Workers.

The Decree of 16 March 1928 concerning the contracts of employment of workers contains no special provisions concerning the employer's obligation to pay wages during the worker's military service. Consequently the matter is dealt with in accordance with the principles of civil law. The mutual obligations of the two parties to the contract being suspended, the worker has no right to wages.

Salaried Employees ("Intellectual Workers").

The Decree of 16 March 1928 concerning the contracts of employment of intellectual workers guarantees the payment of salaries in the following circumstances :

(a) For a period of three months, when the employee is unable to perform his duties owing to his being called up for military training in the reserve ; (The employer may, however, deduct from the salary the sums received by the employee from the State Treasury.

These provisions do not apply if in the course of the three months the contract of employment is terminated in consequence of the expiration of the agreed period or of the period for the carrying out of the stipulated work, or in consequence of notice to leave given before the worker was called to the Colours.)

(b) When the worker is temporarily unable to perform his duties for a sufficient reason, for example owing to a short period of military training.

These provisions suggest that the payment of salary is guaranteed only during a comparatively short period. In the case of active service (a long period) or of mobilisation (an indeterminate period) the payment of salary depends on civil law ; in other words a salaried employee cannot claim payment.

Workers covered by the Code of Obligations.

The Code of Obligations, dated 27 October 1933, applies to persons who are not covered by the two above-mentioned Decrees, such as seamen, dockers, agricultural workers, domestic servants, etc.

According to the Code an employee whose employment is his sole or principal means of livelihood retains his right to remuneration even if he is prevented from performing his work for reasons which are not attributable to his fault in consequence of being called up for military training or other similar serious grounds.

Except where more favourable provision is made for the employee, he is not entitled to this right for a period of more than a fortnight, and then only if he was employed for not less than six months before the occurrence of the hindrance in question.

The employee is entitled to this remuneration even if the employment ends before the expiry of the above-mentioned period of a fortnight by the employer's giving notice during the period of hindrance or by the employer's rescinding the contract prematurely through no fault of the employee. It should be noted, however, that the provisions of military legislation discussed above which prohibit the dismissal of the worker appear to have rendered the above provision superfluous.

If the employment lasts for less than six months, the employee retains his right to remuneration if for a sufficient reason he is unable to perform his work during a short period.

The employee may not renounce his rights in advance. The employer is entitled to deduct from the remuneration due to the employee any amount received by the latter during the period in question from public moneys, with the exception of sums received during a period of military training.

It follows from these provisions that a worker who has been employed for not less than six months may claim two weeks' remuneration if he is called up for military training or is prevented from carrying out his work for some other similar serious reason. Calling to the Colours in the event of war may certainly be regarded as a serious reason giving the right to payment of wages. On the other hand, if the worker has had less than six months' employment with the employer, his remuneration is due only if he is unable to perform his work during a short period for a sufficient reason. It does not seem that this provision can be applied to mobilised workers.

Wartime Measures Affecting Hours of Work and Rest Periods

INTRODUCTION

This survey of the regulation of hours of work and allied questions relates to measures adopted in anticipation or in consequence of the war in belligerent countries and in neutral countries which have mobilised. Particulars are given with regard to the action taken in Belgium, France, Germany, Great Britain, and Hungary.

It should be noted that this survey makes no claim to present a complete picture of the wartime system of hours of work in these countries. The measures themselves are not complete. In the first place, some of them apply only to certain categories of employment. In the second place, many of the measures do not themselves constitute

a system of regulation, but invest the national competent authority with powers of execution and application.

In certain cases, as will be seen from the detailed information given below, the measures taken in a particular country suspend the provisions of the legislation existing at the outbreak of the war while authorising the national competent authority to replace them by other provisions. In other cases the Decree or Order does not itself suspend the legislation, but authorises the national competent authority either to suspend it wholly or partially or to grant exceptions to its provisions.

One feature which is common to nearly all these wartime measures is the wide power granted to the national administrative authority to suspend, to modify, or to regulate. Only when this administrative action has been completed will it be possible to fill in the bare outlines of this first survey of the regulation of hours of work under the pressure of war conditions.¹

HOURS OF WORK

Belgium

In Belgium a Royal Order issued on 26 August 1939 provides that, should additional classes be mobilised, the provisions of the Act of 14 June 1921 relating to the eight-hour day and the 48-hour week and Administrative Orders under the Act of 9 July 1936 instituting a 40-hour week in industries or branches of industry where work is carried on under unhealthy, dangerous or trying conditions may be departed from. Exceptions may be granted by the Minister of Labour and Social Welfare to specified undertakings or to entire industries, either unconditionally or subject to certain conditions.²

A communiqué issued by the Ministry of Labour and Social Welfare stated that there had never been any question of suspending the effects of the Eight Hour Day Act, and that the measures to be taken by the Government would relate only to exceptional cases concerned with national defence.

¹ Measures relating specially to women and to young persons are not mentioned in this survey; they will be covered in a survey of the wartime regulation of conditions of work of women and young persons which is being prepared for a later issue of the *Review*.

² The Act of 1921 provides that the actual hours of work may not exceed eight in the day or 48 in the week; the daily limit may be extended to nine hours if the workers have a holiday on Saturday afternoon. These limits may be exceeded in the following cases, among others: (1) for seasonal industries and for some special industries; (2) to meet an exceptional rush of work (two hours a day and 30 days a year); (3) for preparatory and supplementary work; (4) in cases of accident or *force majeure*. In all these cases the remuneration paid for work in excess of the normal limits mentioned above must be not less than time and a quarter for the first two hours of overtime during the day and time and a half thereafter. Time and a half must be paid for overtime on Sunday. Up to the present the Act of 1936 has been applied to underground work in coal mines, metal mines, and workings for the extraction of potter's clay (45 hours of actual work per week), and to the work of loading and unloading in the ports of Antwerp, Brussels, Ghent, and Ostend (40 hours of actual work per week), and in the port of Bruges (42 hours of actual work per week).

Application of the Act.

On 23 September 1939 it was announced that the Cabinet had approved a draft Order regulating the application of the Eight Hour Day Act in undertakings executing urgent work for national defence. It was pointed out that the Act is kept in force in its entirety. The exceptions will be permitted in accordance with a provision of the Act itself. The Order lays down general rules to be applied in cases arising out of the war situation.

During the negotiations in connection with these special measures, the trade unions insisted that the effort which the workers were thus called upon to make should have a counterpart in the taxation of exceptional profits made as a result of the war.

France

In France several Decrees regulating hours of work have been issued. They include one of 1 September 1939 relating to industrial and commercial undertakings, one of 8 September 1939 relating to the central offices of Government departments, one of 10 September 1939 relating to underground work in mines and open workings, and one of 20 September 1939 relating to public administration. Decrees relating to hours of work in rail transport and in the mercantile marine are in preparation.

Industrial and Commercial Undertakings.

The Decree of 1 September 1939 regulates hours of work in the industrial and commercial undertakings covered by Book II, Section 6, of the Labour Code.¹

Limits of hours of work. In virtue of the Decree, hours of work may be extended to 60 in the week, no special permit being necessary. They should be arranged so as not to exceed 11 in the day.

The labour inspector may however authorise work to be spread over a period other than a week, with a view to making up time lost through stoppages of work, provided that the working day may not exceed 12 hours.

The limit of 60 hours may be lowered for a particular locality or region, or for particular occupations or classes of workers, by Order of the Minister of Labour.

In continuous operations a maximum of 56 hours may be worked in the week, on an average calculated over a period of 12 weeks; the limit may be extended to 72 hours, subject to the grant of a permit by the labour inspector, in the case of work carried out in the interests of national defence or some public service.

¹ The system of hours of work in industry and commerce existing in France prior to 1 September 1939 was that resulting from the Act of 21 June 1936 establishing the 40-hour week and the Decrees issued in accordance with it, the Legislative Decree of 12 November 1938 providing for additional flexibility in the system of hours of work, and the Decree of 21 April 1939 prolonging hours of work to 45 a week as a provisional measure, overtime rates being payable after 45 hours' work at 5 per cent. above the normal rates. Details of the standing and temporary exceptions authorised are given below.

*Exceptions.*¹ Besides the standing exceptions allowed under the previous system of regulation of hours of work, the labour inspector may provisionally grant other exceptions for preparatory or complementary work which must necessarily be carried on outside the limits fixed for the general working of the undertaking, or in the case of certain classes of staff whose work is essentially intermittent. These exceptions require confirmation by Order of the Minister of Labour in order to become permanent.

The temporary exceptions fixed by the previous regulations apply also to the 60-hour week referred to above.

As regards pressure of work arising out of national necessity, the duration of the exception and the conditions under which it may be utilised will be fixed by agreement between the labour inspector and the local representative of the Minister concerned.

Organisation of work. Subject to such arrangements for supervision as the labour inspector may prescribe, the organisation of work by roster or on a rota system is authorised, no permit being necessary. The labour inspector may however suspend the benefit of authorisation in cases where it is unjustified.

In the case of work connected with national defence, the decision to withdraw authorisation must be reached by agreement between the labour inspector and the local representative of the service concerned.

These provisions may not have the effect, unless this is authorised by the labour inspector by reason of exceptional circumstances, of reducing the rest period between two consecutive working days to less than ten hours.

Remuneration. Hours of work may be extended to 45 in the week without any change in the weekly wages hitherto payable for 40 hours of actual work.

For a period of six months, this provision will not be accepted as a justification for any reduction in the weekly wages paid for 40 hours

¹ The exceptions provided for by regulation prior to 1 September 1939 were determined by a series of Decrees relating to the various branches of industry and commerce, in virtue of the Act of 21 June 1936 establishing the 40-hour week, the Legislative Decree of 12 November 1938 providing for additional flexibility in the system of hours of work, and the Decree of 21 April 1939 prolonging hours of work to 45 a week, as a provisional measure. The exceptions are either standing or temporary. Standing exceptions are granted for particular categories of work—preparatory and complementary work, essentially intermittent work, work relating to the loading and the unloading of goods, indispensable work for the co-ordination of the work of two successive shifts, etc. The categories of work or of workpeople, the duration of the standing exceptions, and also the conditions in which these exceptions may be granted, were determined in the various Decrees applicable to the particular branches of industry and commerce. During the last three years no important modification was made in the system of standing exceptions. Temporary exceptions are authorised in case of urgent work whose immediate execution is necessary to prevent accidents or repair the damage caused by them, to organise rescue and salvage measures, or to meet the needs of exceptional pressure of work. The system of overtime to meet the needs of exceptional pressure of work has been modified considerably in the last year. Temporary exceptions are also provided for in the case of work carried out in the interests of national safety and defence or in the interests of a public service by order of the Government.

of actual work in the case of persons whose hours of work are not increased to 45 in the week, nor may workers be dismissed on this account without permission from the labour inspector.

Hours worked in excess of 45 in the week will be paid for at three-quarters of the normal hourly wages calculated at one forty-fifth of the weekly wages hitherto paid for 40 hours of work. The remaining quarter will be paid by the employer to the Treasury as a contribution to a National Solidarity Fund for the payment of allowances to the families in necessitous circumstances of men serving with the forces.

These provisions relating to the remuneration of hours of work were modified by a Decree of 26 September 1939. From 2 October 1939 the remuneration corresponding to work done from the 40th to the 45th hour inclusive will be retained by the employer and paid to the Treasury for the National Solidarity Fund. Further, the rate fixed for the contribution from the payment made for time worked in excess of 45 hours is raised from 25 to 33 $\frac{1}{3}$ per cent.

As from 1 October a national contribution equal to 15 per cent. of occupational earnings is payable by men between the ages of 18 and 49 who do not belong to any military unit. This contribution will be paid to the Treasury for the National Solidarity Fund mentioned above. The provisions will not apply to persons who are unfit for military service and in receipt of a pension payable under the regulations applicable to disabled ex-service men or civilians disabled during the war of 1914-1918.

Supervision and collective bargaining. The provisions of the legislation previous to this Decree relating to measures of supervision, and particularly to the timetable and the nominal roll of workers on each shift, remain in effect. Other methods of supervision may be determined by Orders of the Minister of Labour.

The Decree suspends the application of laws and regulations concerning conciliation and arbitration; but on 8 September 1939 a rectification of this provision was issued, according to which Decrees promulgated on the proposal of the Minister of Labour may determine a system of conciliation and arbitration for the duration of hostilities. The Decree of 1 September 1939 also suspends the application of any provisions concerning the review of wages in collective agreements and contracts of employment.

Underground Work in Mines and Open Workings.

The Decree of 1 September 1939 relating to hours of work in industrial and commercial undertakings required the Minister of Labour and the Minister of Public Works to issue a Decree to regulate hours of work for underground work in mines, open workings, and quarries. This Decree, which was issued on 10 September 1939, fixes working conditions on the basis of the provisions of the Decree of 1 September 1939. It applies to underground potash mines subject to the measures of adaptation necessitated by the application of the previous legislation covering hours of work in potash mines.

Limits of time spent in the mine. The maximum time spent by workers in mines and open workings may not exceed 52 hours and

30 minutes a week or 8 hours and 45 minutes a day, calculated over a period of six days a week.

Hours of work may be extended by a joint Order issued by the Ministers of Public Works and Labour within the limits laid down by the Decree of 1 September 1939.

The mining engineer may authorise the recovery of time lost as a result of collective stoppages of work, provided that the working day does not exceed 10 hours and 45 minutes and that the interval between two rest days for the same worker does not exceed three weeks.

Exceptions. In case of an accident or the likelihood of an accident and in case of *force majeure* or urgent work on machines, plant, or equipment, time spent in the mine may be extended indefinitely for urgent work the immediate execution of which is necessary for the organisation of salvage operations. Time spent in the mine may be prolonged indefinitely on one day and by two hours on the following days for other urgent work.

The mining engineer may authorise a special extension of time spent in the mine to cope with work required for purposes of national defence.

In addition to the standing exceptions laid down in previous regulations governing hours of work, the mining engineer may also, as a temporary measure, authorise other exceptions for preparatory or complementary work which must of necessity be done outside the time limits established for the general operation of the undertakings or for certain classes of workers whose work is mainly of an intermittent nature.

In order to facilitate the periodical changing of shift timetables, an Order approved by the mining engineer may authorise work in excess of the prescribed limits for workers whose presence is indispensable for the working of pumps, ventilators, and air compressors, and for the feeding of horses. For each of the workers of these categories, weekly time spent in the mine, calculated over a period of 12 weeks, may not exceed the limits established by the present Decree.

Organisation of work. The mining engineer may authorise the organisation of work by roster in a pit or shaft or in a part of a pit or shaft so as to allow such work to be carried on every day, including Sunday.

Remuneration. Hours of work may be extended to $43\frac{1}{2}$ a week without any change in the weekly wages hitherto paid in underground undertakings.

For a period of six months, this provision will not be accepted as a justification for any reduction in the weekly wages corresponding to the statutory hours for persons whose working week is not extended to $43\frac{1}{2}$ hours, nor may workers be dismissed on this account without permission from the mining engineer.

Time worked in excess of $43\frac{1}{2}$ hours a week will be paid for at three-quarters of the normal hourly wages calculated by dividing by $43\frac{1}{2}$ the weekly wages hitherto paid for the statutory hours of work

in 1936.¹ The remaining quarter will be retained by the employer and paid to the Treasury as a contribution to the National Solidarity Fund set up by the Decree of 1 September 1939.

Supervision and collective bargaining. The managers of underground mines and open workings must display at the mine-head the times at which shifts or groups of workers must begin and terminate respectively the descent into and the ascent from the mine. They must also enter in a special register, which must be kept at the disposal of the mining engineer and the miners' delegate, all extensions made in connection with urgent work, the recovery of time lost through stoppages of work, preparatory or complementary work, or other forms of work mentioned above.

The application of the laws and regulations concerning conciliation and arbitration is suspended, and likewise the application of any provisions concerning the review of wages in collective agreements and contracts of employment.

Central Offices of Government Departments.

On 8 September 1939 the President of the Republic issued a Decree relating to hours of work and weekly rest in the central offices of Government Departments. The effect of this Decree is to retain for the office staff the limit of 45 hours, provided for by the Decree of 21 April 1939. For other staff, hours of work remain 48 a week. The Decree fixes in detail daily hours of attendance and the distribution of hours over the week.

Public Administration.

On 20 September 1939 the President of the Republic issued a Decree providing that during the period of hostilities Departmental Orders will fix for each department the duration and the distribution of hours of work within the limits of 60 hours a week. Service is permanent for staff lodged on the premises. This Decree suspends until the cessation of hostilities the application of the above-mentioned provisions of the Decree of 8 September 1939 determining hours of work in central offices.

Germany

In Germany a National Defence Council was set up on 30 August 1939, with power to promulgate Orders having the force of law during the emergency period. On 1 September 1939 the Council made use of these powers to promulgate two Orders, one of which amends and supplements the existing labour legislation, while the other restricts the possibility of changes of employment. A further Order of 4 September 1939 deals with emergency economic measures.

¹ That is, 38 hours and 40 minutes per week. Before 10 September 1939, in virtue of Decrees of 22 February 1939 and 10 May 1939, all overtime in mines—that is to say, hours worked beyond 38 hours and 40 minutes per week in underground work and 40 hours in surface work—was to be paid for at an overtime rate of 10 per cent. above the normal rate.

Limits of Hours of Work.

According to the Order of 4 September 1939 relating to emergency economic measures, the Minister of Labour has power in general to permit exceptions to the existing provisions concerning hours of work and other conditions of employment. The Order of 1 September 1939 amending the existing labour legislation lays down the following rules :

In so far as they regulate the hours of work of manual workers and salaried employees of the male sex over the age of 18 years during working days, the provisions of the Order of 30 April 1938 concerning hours of work, the Act of 29 June 1936 concerning hours of work in bakeries and pastrycooks' establishments, the Order of 13 February 1934 concerning hours of work in hospitals, and the rules made under Section 120 (f) of the Industrial Code (relating to unhealthy undertakings) are suspended.¹

The labour inspectors, or in the case of hospitals the authorities responsible for supervising the enforcement of the regulations concerning hours of work, may restrict the application of this exceptional measure in certain undertakings or institutions if such a measure is considered indispensable for the protection of the workers.

Remuneration.

The workers are no longer entitled to extra pay for overtime and for work on Sundays or public holidays or at night. The stringency of these provisions may be mitigated in the workers' favour by measures concerning the tax on wages and concerning prices.

The Order relating to emergency economic measures provides for an appreciable increase in the rate of income-tax, but this increase does not apply to income not exceeding 2,400 marks—that is, not exceeding 234 marks a month or 90 pfennigs an hour.

Prices must be brought down in proportion to the savings effected on wages. In future, prices must be calculated on the basis of the rates of wages and salaries authorised by the Order.

¹ The Order of 30 April 1938 provides that in industrial and commercial undertakings normal hours of work may not exceed eight in the day on each working day, or alternatively a total of 96 hours per fortnight, the maximum daily hours then being ten. It is possible however for the normal hours of work to be increased to ten on each working day by collective rules. Normal or exceptional work in excess of eight hours a day or 96 hours a fortnight, whichever system is adopted, must be paid for at the rate of time and a quarter, unless some different system is prescribed by the competent authority ; this does not apply to extensions due to *force majeure*. The Act of 29 June 1936 provides that in bakeries and pastrycooks' establishments normal hours of work may not exceed eight on each working day or 96 per fortnight. Collective rules may, however, increase the normal daily hours to ten. As a general rule, work at night, on Sundays, and on public holidays, is prohibited. Except in the case of extensions due to *force majeure*, time and a quarter must be paid for overtime during the day and for work at night, on Sundays, or on public holidays, unless some other system is prescribed by the competent authority. The Order of 13 February 1934 provides that hospital staffs may be called upon to work up to ten hours a day and 60 hours a week, including Sundays and public holidays. These limits do not apply to occasional urgent work which must be performed immediately. There are no provisions concerning remuneration for overtime.

Supervision and Procedure.

As in the past, the authorities set up by the National Labour Regulation Act of 1934—the Labour Trustees—are mainly responsible for fixing working conditions, by means of collective rules. The Minister of Labour may, however, issue Orders departing from the existing legislation concerning the establishment and substance of collective rules.

The procedure for fixing conditions of employment has been made more elastic. The Labour Trustee is no longer required to consult the statutory Committee of Experts when drawing up guiding principles relating to contracts of employment or collective rules. He has also the power to issue collective rules for a single establishment, whereas under the Act these rules could be issued only for a group of establishments.

Application.

A number of Orders have been issued by Labour Trustees and other authorities in application of the Orders of the National Defence Council of 1 and 4 September 1939.

The Labour Trustee for the District of Westphalia and Lower Rhine issued on 6 September an Order prohibiting the payment of increased rates for overtime, night work, and work on Sundays and public holidays.

The Labour Trustee for Hesse, in agreement with the Gauleiter, has taken steps to prescribe the manner in which deductions made from wages in accordance with the provisions of the War Economy Order should be utilised for the benefit of the community. This refers to the economies achieved by the abolition of extra pay for overtime, Sunday work, and night work, the suspension of holidays, and the stabilisation of all wages and salaries. All the savings effected in this way must be paid into a special account with the Reichsbank until the Government has taken a decision on the subject.

Another Order was issued on 6 September 1939 by the Prefect of Police in Berlin, altering the closing hours for food shops in order that workers may be able to buy their food later in the evening. In order to compensate the staff of food shops for this extra work, a break in the middle of the day has been made compulsory. The shops will now close at 8 p.m., a break being granted in the middle of the day from 12.30 to 3.30 p.m. The regulations concerning hours of work provide that normally shops should be closed to the public from 7 p.m. to 7 a.m.

Great Britain

In Great Britain, where the hours of work of adult males are in general regulated by collective agreement, discussions have taken place in certain industries with regard to the adaptations that may be necessary under war conditions. In addition, an Order has been made by the Minister of Transport with regard to the hours of road-transport drivers.

Printing Trades.

In the printing trades, at an informal conference which took place on 31 August 1939 between representatives of the British Federation of Masters Printers, the Newspaper Society, and the Printing and Kindred Trades Federation, an agreement was arrived at for a re-arrangement of hours to meet the exigencies of business during wartime. If work has to be suspended during an air raid, there will be no deduction of pay. A war emergency committee will be set up to deal with any difficulties that may arise owing to the emergency; these difficulties will be met by both employers and employees in a spirit of accommodation. The agreement came into effect on 1 September, but is subject to revision after 30 September 1939.

Flour Milling.

It was announced on 15 September 1939 that an arrangement in regard to time lost through air raids or warnings had been concluded in the flour-milling and cattle-food industries. Workpeople arriving late because of a raid or warning are to be paid from the time they were due to begin work. Those having to take shelter during their working hours are to be paid for this period of interrupted work. Those having to work after their normal shift finishes, as a consequence of delay in their relief because of a raid or warning, are to be paid at the ordinary rates for time worked.

Shipbuilding and Engineering Trades.

It was also announced on 15 September 1939 that at a meeting of the Executive Council of the Confederation of Shipbuilding and Engineering Trade Unions the possibility of revising hours and working conditions in order to expedite with safety the output of necessary war materials had been discussed.

Road Transport.

In the case of road-transport drivers, whose hours of driving are governed by legislative provisions, the Minister of Transport has made an Order under the Defence Regulations to the effect that Section 19 of the Road Traffic Act of 1930 shall not apply to motor vehicles while used for the haulage of material or supplies for Government purposes in defence services. Section 19 of the Act provides that it shall not be lawful for any person to drive, or cause or permit any persons employed by him or subject to his orders to drive, for any continuous period of more than five and a half hours, for continuous periods amounting in the aggregate to more than 11 hours in any period of 24 hours, or so that the driver has not at least ten consecutive hours for rest in any period of 24 hours calculated from the commencement of any period of driving.

The Order provides that the above limits shall be respected unless the holder of the licence of the vehicle enters, on the current records required to be kept by him, the fact that the driver is employed on the haulage of materials or supplies for Government purposes in defence services and unless the driver has at least ten consecutive hours of

rest after every occasion on which an excess period is worked under the Order.

Hungary

In Hungary the Council of Ministers issued on 2 September 1939 an Order provisionally suspending certain regulations concerning the conditions of employment of persons employed in industry or trade. The maximum limits of working hours laid down in various Orders issued under the Act of 1937 relating to hours of work, wages, and paid holidays, or under the Order of 1935 giving the Government power to regulate conditions of employment provisionally, have thus been suspended.¹

The industries and occupations affected are the following : printing ; shoemaking ; textiles and tapestry ; flour milling ; clothing ; butchers and pork butchers ; timber and bones ; chemicals and rubber ; metals ; paper ; leather ; furs and feathers ; stone work, glass works, and potteries ; breweries and manufacture of ices and non-alcoholic drinks ; retail shops ; hotels ; restaurants ; premises for the sale of drinks and all undertakings selling food or drinks for consumption on the premises ; banks ; insurance undertakings and all commercial undertakings other than retail shops ; transport undertakings ; and persons engaged as salaried employees in industrial undertakings.

REST PERIODS

In France, Germany, and Great Britain, new regulations have been issued with regard to the suspension, modification, or retention, of certain provisions relating to rest periods.

France

Weekly Rest.

In France, two measures have been taken relating exclusively to the weekly rest. The first of these, an Order of the Prime Minister, issued on 2 September 1939, under Book II, Section 49, of the Labour Code, temporarily suspends the weekly rest in undertakings belonging to the State and in undertakings where work is done in execution of State contracts or in the interests of national defence.

With a view to avoiding any error in the interpretation of this Order, a rectification was issued on 8 September 1939 to make it clear

¹ In accordance with these Orders, normal hours of work are usually eight in the day and 48 in the week for workers in the various branches of industry ; they are eight in the day and 44 in the week for salaried employees in industry, transport, and commercial activities other than retail trade and the hotel industry. They are nine in the day and 54 in the week in retail trade, except in the case of provision shops in the larger towns, where they are ten in the day and 60 in the week. The ten-hour day and 60-hour week is also prescribed for hotels, restaurants, and cafés throughout the country. In commercial undertakings other than retail shops and in road-transport and forwarding undertakings, the hours of work vary, according to the different occupational groups, from nine in the day and 54 in the week to 12 in the day and 72 in the week. In all cases the minimum rate of pay for overtime in excess of the above hours is time and a quarter.

that the suspension is not an obligation, but a power which it is for the heads of the undertakings concerned to use in so far as the necessities of production may require.

The other measure, a Decree issued on 6 September 1939, provides that the weekly rest may temporarily be granted by roster in all undertakings where it is not suspended owing to mobilisation.

Provisions relating to the weekly rest also figure in the Decrees of 8 and 10 September relating to hours of work in Government departments and in mines.

As regards the central offices of Government departments, the Decree of 8 September provides that, as a temporary measure and for the duration of hostilities, Saturday afternoon and Sunday rest may be granted by roster.

For underground work in mines and open workings, the Decree of 10 September stipulates that, in accordance with the Decree of 1 September 1939, which temporarily sanctioned the grant of weekly rest by roster, the rest day need not be the same for all workers in the same undertaking and may be reduced to less than 24 hours provided that it exceeds 15 hours and that its average length calculated over three consecutive rest days is 24 hours.

Daily Rest.

With regard to the daily rest, the Decree of 1 September 1939, as mentioned above in connection with hours of work, stipulates that the provisions relating to the organisation of work in shifts and by roster may not have the effect, unless this is authorised by the labour inspector by reason of wholly exceptional circumstances, of reducing the rest period between two consecutive working days to less than ten hours.

Germany

In Germany, the Order of 1 September 1939, to which reference has been made above in connection with hours of work, stipulates that, subject to the right of the Minister of Labour to issue general measures, the higher administrative authorities or any other authority appointed by them may, in the case of manual workers and salaried employees over the age of 18 years in undertakings to be specified by the authority, wholly or partially suspend the provisions of the legislation relating to hours of work including Sections 105 (b) to (i) of the Industrial Code, which prohibit night work and Sunday work, fix shop-closing hours, prescribe breaks, etc.

Great Britain

In Great Britain, the Order made by the Minister of Transport, to which reference is made above, stipulates that the provisions of Section 19 of the Road Traffic Act of 1930 shall be respected unless, *inter alia*, the driver has at least ten consecutive hours of rest after every occasion on which an excess period is worked under the Order.

Allowances for Families of Mobilised Men

INTRODUCTION

An analysis is given below of the principles underlying the schemes of allowances for the families of mobilised persons in France, Germany, Great Britain, and Switzerland. In France and Great Britain, the regulations are new ones, introduced early in September 1939, while in Germany and Switzerland the regulations existed in advance, and had merely to be put into operation.

These allowances are intended for families whose breadwinners are called to the Colours, and who are therefore in necessitous circumstances. The purpose is to secure, by means of a system of national assistance and solidarity, the maintenance of persons who were formerly maintained by the mobilised persons, and who have not sufficient resources in their absence.

The regulations define the beneficiaries and the conditions for the payment of allowances.

As a general rule it is only the wife of the mobilised man and his children not yet earning their living who are automatically presumed to be economically dependent on the breadwinner; other claimants are generally required to prove to the satisfaction of the assistance authority that they were actually dependent on him. In fixing the rates of allowances, account is taken of the number of dependants by paying supplements in respect of children. In some countries, other items are taken into account in calculating the basic allowance, such as the cost of living in the district of residence of the applicant or the fraction of the soldier's pay which is made over to his family. In this way the rates of allowances, although uniform in principle, can be adapted within certain limits to individual circumstances.

These allowances granted to the families of men who have been called up are quite distinct from poor relief. All families satisfying the prescribed conditions are entitled to claim the allowance. This right constitutes an effective guarantee of subsistence extended by the community to these families.

The measures taken to secure the reinstatement in employment of mobilised workers and guarantee their wages are discussed above. The following analysis is restricted to separation allowances, and does not deal with provisions for protecting mobilised persons and their families in the event of delays in the payment of rent when no special rent allowances are paid by the community.

FRANCE

The *Journal Officiel* of 8-9 September 1939 published a Legislative Decree providing for allowances for necessitous families in France when the breadwinners have been called up in the course of mobilisation.

The allowance, which is payable from the date of mobilisation, may be supplemented in proportion to the number of children under the age of 16 years maintained by the mobilised person.

The provision of these allowances will be covered by an appropriation of 3,000 million francs voted to the Ministry of Public Health for the year 1939.

Beneficiaries

Only one basic allowance may be paid to any group of persons for whom the mobilised man was the indispensable breadwinner.

Members of necessitous families maintained by the mobilised man may claim the allowance in the following order: (1) the wife of the mobilised man; (2) his direct descendants; (3) his nearest direct ascendant.

In exceptional circumstances the basic allowance may be paid to members of the mobilised man's family or persons maintained by him other than his wife, children, and ascendants.

Any supplements that are payable are granted in the same way as the basic allowance.

Conditions of Award and Rates of Allowances

The general conditions for granting the daily assistance allowance follow from the definition of the allowance and the purpose for which it was introduced.

According to the Legislative Decree, dated 1 September, allowances may be granted to the dependants of members of the army, navy, or air force, provided that the mobilised person was actually the indispensable breadwinner of the family. Allowances are reserved for families which can prove that they are in necessitous circumstances.

Special committees, the composition and procedure of which are described below, have been set up to assess whether the conditions for the granting of allowances have been fulfilled or not. These committees decide whether families are in necessitous circumstances and were actually dependent on the mobilised person.

The rates of allowances are fixed by a special Decree.

The basic allowance is 12 francs a day in Paris and the Department of the Seine, 8 francs a day in municipalities of over 5,000 inhabitants, and 7 francs elsewhere.

The supplement in respect of each child under 16 years of age maintained by the family breadwinner is 5.50 francs a day in Paris and the Department of the Seine and 4.50 francs elsewhere.

Authorities and Procedure

The application may be made by the legal representative of the applicant. Applications are sent to the mayor of the place of residence or, in Paris, to the mayor of the appropriate ward of the city, and a receipt is given for the application.

Subject to the provisions concerning the transitional period, applications must be accompanied by the following documents:

(1) A statement of taxes payable during the preceding year by the applicants themselves, by the breadwinner, and by any other persons having maintenance obligations towards them ;

(2) A statement, certified correct by the mayor, indicating the number and relation to the family breadwinner of members of the family living either under the same roof or separately ; the income and resources of each of those persons, including pensions, allowances, or relief of any kind to which they may be entitled ; the area of any land they cultivate, the nature of the crops, and the amount of live-stock and equipment ;

(3) Documents showing the civil status of the applicant and his or her relationship or connection with the mobilised person, together with other information showing that the mobilised person was actually the indispensable breadwinner of the family ;

(4) An Army service certificate.

As a transitional measure during the 60 days immediately following mobilisation, it is sufficient for applicants to submit to the committee, with their applications, the following documents :

(1) A statement made on oath by the applicant or his representative, indicating the name and age of the persons maintained by the mobilised person or living with him, together with the income and means of subsistence of each of them, if any, and the extent of any land cultivated by the family and the number of head of cattle ;

(2) The opinion of the mayor on the application, with reasons in support of that opinion ;

(3) An Army service certificate.

If any declaration is subsequently found to be false, the guilty persons may not only be required to refund any sums wrongly received but may also lose all their rights to any allowance during the whole period of mobilisation.

Applications are dealt with by a committee sitting at the chief town in the canton and consisting of the following members : a local magistrate or his substitute, as chairman ; a general councillor or municipal councillor appointed by the prefect ; a tax collector appointed by the Chief Paymaster of the department ; and a registrar appointed by the Chief Registrar of the department. One or more substitutes for these members are appointed by the prefect from among substitute magistrates and municipal councillors, and by the Chief Paymaster and Chief Registrar of the department from among officials of the financial services.

The Surveyor of Direct Taxes may attend the meetings of the committee in an advisory capacity.

The decisions of the cantonal committee take immediate effect and are notified to the applicant, the prefect, the mayor, the Surveyor of Direct Taxes, and the departmental Supervisor of Poor Relief, who have the right to appeal within one month to a departmental committee consisting of the following :

(1) The president of the departmental court or a magistrate appointed by him ;

(2) The Chief Registrar of the department or an official of his service appointed by him ;

(3) The Chief Paymaster of the department or a substitute appointed by him ;

(4) Two members of the general council or of the municipal council selected from different wards and appointed by the prefect.

The Comptroller of Direct Taxes and the departmental Supervisor of Poor Relief may attend the meetings of this committee in an advisory capacity.

GERMANY

The families of persons who are mobilised or called up for compulsory labour service in Germany are entitled to assistance to secure their maintenance. This assistance, which is governed by an Act of 30 March 1936¹ and Orders of 11 July and 1 September 1939², is quite distinct from poor relief or other forms of social assistance.

The basic Act defines the scope of family assistance as regards beneficiaries. The assistance takes the form of subsistence allowances, together with a number of supplementary payments and allowances in kind, such as medical attention. The authority responsible for granting assistance is allowed a certain latitude in fixing the amount of the allowances but is bound by a number of imperative provisions which will be mentioned below. The Government refunds four-fifths of the expenditure on family assistance to the local authorities of the various towns and districts.

Beneficiaries

Assistance is granted, in so far as their maintenance is not guaranteed or not adequately provided for, to the wife of the person who is mobilised, his legitimate or legitimised children, children adopted before receipt of the mobilisation order, and the wife's children by a former marriage if they live in the same household.

Assistance is also granted to the following, if the person who is mobilised was wholly or mainly responsible for their maintenance : a divorced wife entitled to alimony, grandchildren, ascendants in the direct line, adoptive parents, step-parents, and brothers or sisters who are orphans and live in the same household.

Assistance is granted at the request of the parties concerned and may be claimed as a right, provided the necessary conditions are fulfilled.

Conditions of Award and Rates of Allowances

Two principles govern the granting of assistance allowances : the purpose of the allowances is to provide the necessary maintenance,

¹ *Reichsgesetzblatt* I, p. 327.

² *Reichsgesetzblatt* I, pp. 1225 and 1563.

and the rates are therefore fixed in the light of the normal living conditions of the applicant ; the resulting situation must not be more favourable on the whole than that enjoyed by the applicant when the mobilised person was at home.

Conditions of Award.

Generally speaking, applicants may be required to find the necessary maintenance by taking up employment. This rule cannot be applied rigidly, however, and the authorities must consider in every case whether an applicant can reasonably be expected to accept a given job in view of his or her situation, age, health, and occupational training, if any. A woman could not be required, for example, to engage in remunerative occupation if this would cause her to neglect the education of her children ; account must also be taken of the household duties of the woman or of the fact that she is required to look after other persons living in the same household.

When the applicant is found fit for employment, he or she must register with the employment exchange. Any person failing to do so or to accept suitable employment when offered may be refused the assistance allowance.

In determining the needs of the applicant, account must be taken of all income, and in particular of remuneration payable under a contract of employment, and any pensions from public or private sources. Certain forms of income may, however, be considered immune and not taken into consideration. An applicant may not be called upon to use up any savings or to sell a house or other property before applying for assistance.

In accordance with the principle of family solidarity, all members of the mobilised person's family must unite their efforts and their resources to provide the necessary maintenance by their mutual contributions, even in excess of their maintenance obligations under civil law. On the other hand, this family solidarity must not involve an unduly heavy burden on one single member of the family. Thus, persons engaged in remunerative employment must keep for their own use sufficient resources to maintain their full working capacity by adequate food and the necessary recreation.

Rates of Allowances.

The allowances are calculated on the basis of a scale which takes account of the cost of living and the normal standard of living at the place of residence of the applicant. This scale, which is higher than that for ordinary poor relief, makes provision for two basic amounts : one for the wife and children over 16 years of age and the other for younger children.¹

¹ The difference between the levels of protection provided by family assistance and by poor relief was brought out in a recent study (*Soziale Praxis*, Berlin, 15 Sept. 1939, p. 1117) from which the following information is taken.

The basic amount payable to the wife of a mobilised person living in a city is about 64 marks a month, while the general rate of poor relief in the same circumstances is 36 marks a month. The supplement in respect of a child under the age

In addition to the basic allowance, there is a supplement for rent. This supplement covers the entire rent, provided that the amount is appropriate to the situation of the applicants and that the dwelling can be considered suitable in view of the number, age, sex, and health conditions, of the persons who live in it.

When the family has a house of its own, an allowance to cover rates and taxes may be paid in place of the rent supplement. In this case at least half the house must be occupied by the family of the mobilised person. No allowance is paid in respect of family dwellings containing more than two flats intended to be leased to other persons.

Medical Assistance.

The Order of 11 July 1939 laid down the principle that the families of mobilised persons were entitled to necessary medical assistance. During pregnancy or childbirth women are entitled to the attendance of a midwife free of charge and, in certain circumstances, to medical attendance, a contribution towards the cost of confinement, and a periodical allowance during confinement. Provision is also made for a nursing bonus. The purpose of these measures is to ensure that the families of mobilised persons enjoy protection equivalent to that granted to the families of members of sickness funds under the Insurance Code.

Special Allowances for Independent Workers and their Families.

Special allowances are payable when the mobilised person managed an industrial or handicraft undertaking or an agricultural holding, or was engaged in one of the liberal professions. As the maintenance of the family is dependent on the continued operation of the undertaking, the purpose of the allowance is to keep the business going; it is intended mainly to be used for remunerating the worker who is engaged to replace the person called up and to pay the rent connected with the business. The substitute is generally covered by sickness insurance, and proof of his registration with a sickness fund must be supplied to the assistance authority. No allowance is payable for the remuneration of a substitute belonging to the family of the mobilised person. This allowance may not be paid concurrently with the

of 16 years in a city is about 19.50 marks (10 marks under poor relief), so that if the entire family income ceases when the husband and father is mobilised the total allowance for a family with one child would be 83.50 marks a month. In addition, there is a supplement to cover the entire cost of rent, which would be about 30 marks, bringing the total up to 113.50 marks a month. The whole of this allowance cannot be paid unless the net wage of the mobilised person was not less than 133 marks, the assumption being that the difference of 20 marks, or approximately 15 per cent. of the monthly income, represented the requirements of the mobilised worker. If the wife of the worker subsequently finds employment the assistance allowance is cut down. If the wage for this employment is 60 marks a month one-third of that figure is deemed to be immune and is therefore not taken into account in calculating the family income. Only half of the fraction of the woman's remuneration which is not deemed to be immune is taken into account. In the example chosen the allowance for a woman with one child under the age of 16 years would be 94.15 marks, making the total monthly income of the family 154.15 marks.

ordinary assistance allowance, since its purpose is to ensure the continuance of a business from which the family of the mobilised person can obtain the sums necessary for subsistence. The allowance for maintenance of an undertaking may, however, be paid jointly with the allowance for the rent which has to be paid by the mobilised person or his family.

If the business has to close down because of the departure of the mobilised person, the assistance authority pays an allowance to cover the rent of the industrial premises or workshops if the fact of their lying idle involves loss for the individual concerned.

Assistance Authorities and Procedure

Assistance is payable by the local assistance authorities, which are the towns and municipalities of any district, united for this purpose into a body corporate. The national authorities pay four-fifths of the cost of assistance, the procedure for reimbursement being regulated by the Minister of Finance in consultation with the Minister of Home Affairs.

The local authorities and unions of local authorities must lend their services for this work. In local government areas with more than 10,000 inhabitants family assistance allowances may be paid through the local administrative services.

Application must be made by the mobilised person or his representatives, either directly to the assistance authority or to the mayor of the place of residence.

The decision lies with the chairman of the assistance authority. The military authorities under whom the mobilised person is serving must be notified when an allowance is granted.

Allowances are paid fortnightly in advance.

Any change in the conditions of existence of the mobilised person or his family must be reported to the assistance authority.

As allowances to the families of mobilised persons are not considered poor relief, no refund may be claimed in the event of a subsequent improvement in the economic situation of the mobilised person or his family, save when allowances have been paid on the basis of statements which are found to be inexact.

GREAT BRITAIN

In Great Britain, uniform regulations have been adopted by the Admiralty, the War Office, and the Air Ministry, fixing the conditions under which allowances are granted, and the rates of the allowances, to the wives, children, and other dependants, of sailors, soldiers, and airmen (other than officers), serving in the present war.

Beneficiaries

The categories of dependants for whom an allowance may be claimed include not only grandparents, parents, brothers, and sisters, but separated wives and children, "unmarried wives", grandchildren, and fosterparents. An "unmarried wife" and children of the man will

be eligible for a special dependants' allowance equal to the family allowance which would be payable if the parties were married, provided it is established that the woman lived with the man as his wife and was wholly or substantially maintained by him on a permanent domestic basis for a reasonable period (normally at least six months) immediately before the man's joining up.

Conditions of Award and Rates of Allowances

General Conditions of Award.

The grant of allowances is, in all cases, conditional upon the making of an allotment by the man himself, on a prescribed minimum scale, from his pay to the dependants concerned.

Except in the case of the wife or widowed mother of the man an allowance is granted only where the dependant (and, if a married woman, her husband also) is incapable of self-support. This condition is fulfilled where the dependant suffers from an infirmity of prolonged or permanent character or is below or above certain age limits — namely, below the age for compulsory whole-time school attendance or above 65 in the case of a man or 60 in the case of a woman.

Allowances to Families of Married Men.

The normal weekly rate of the allowance to the family of a married man is 17s. for the wife, 5s. for the first child, 3s. for the second, and 1s. each for any further children.

To this allowance is added the weekly sum which the man allots from his pay to his family and which must reach a minimum varying with his rank and pay from 7s. to 28s.

As stated above, for the purpose of the grant of a family allowance a woman who lived with a man as his wife and was wholly or substantially maintained by him on a permanent domestic basis for a reasonable period (normally six months at least) immediately before the man joined up is treated as being his wife.

Allowances to Dependants of Single Men.

A single man may claim an allowance in respect of one genuinely dependent relative : parent, grandparent, brother, or sister.

The grant of the allowance is subject not only to the condition that the relative be incapable of self-support, but also to a household means test. Thus the allowance is not granted to a relative belonging to a household whose total weekly income, after payment of rent and local rates, amounts to 15s. or more per person (a child not above compulsory school age counting as half a person) ; and the allowance, if granted, must not exceed the sum which would raise the total income of the household up to 18s. 6d. a week per person (23s. 6d. in the case of a relative living alone).

The prescribed minimum scale of the allotment from the man's pay is the same as that applied in connection with allowances to the families of married men (7s. to 28s. a week).

The allowance consists of the supplement necessary to bring the allotment up to one of three standard rates—namely, 12s., 17s., and 20s. 6d. a week.

The rate of 12s. a week is applicable where the man, before joining up, was contributing over 9s. but less than 15s. to the dependant.

The rate of 17s. a week is applicable where the man was contributing 15s. or more.

The rate of 20s. 6d. a week is applicable only where the dependant is a widowed mother or other relative who is living alone or is a member of a household without other income, and is solely dependent on the man, and to whom he was previously contributing not less than that amount.

It will be understood that the minimum allotment by itself may, in some cases of men in the higher ranks, be equal to or greater than the standard rate, so that no supplement is payable.¹

SWITZERLAND

A summary is given below of the main provisions of the Order of 9 January 1931 concerning assistance for the families of mobilised persons in Switzerland.²

Beneficiaries

Families which become destitute because the breadwinner has been called up for military service are entitled to assistance, which must be considered as distinct from poor relief.

Assistance is granted only to members of the mobilised person's family who were actually maintained by him before his military service and who are in necessitous circumstances as the result of that service.

The mobilised person's family, for the purpose of the above provisions, is deemed to include his wife, his parents in the direct line, whether married or not, and his brothers and sisters, and other relatives and connections living in the same household; in special circumstances, adoptive parents are also included. Assistance is granted equally to members of the family who are not of Swiss nationality or who are living abroad.

The families of mobilised persons who work independently are entitled to assistance only if they are deprived of their earnings because of military service and thus become destitute.

Conditions of Award and Rates of Allowances

In granting and determining the rate of assistance, account is taken of the capital and income of all persons living in the family of the mobilised person during his period of service. The earnings of the mobilised person's wife are not taken into account except in so far as they exceed 3 francs a day; any earnings in excess of that

¹ *The Times*, London, 18 Sept. 1939.

² *Recueil des Lois fédérales*, No. 2, 14 Jan. 1931, pp. 92-99.

amount are counted in full if there are no children in the family, but only half is counted if there are children. The whole of any earnings of other members of the family living in the household is taken into account, as well as any sickness benefit or benefits from public or private insurance institutions except those intended to cover the cost of illness or accident.

In determining the rate of allowance, only half of any fraction of the wage voluntarily paid by the employer to the mobilised person during his service is taken into account.

In the following circumstances, among others, no allowance is payable: (a) when the mobilised person receives unemployment benefit from a military insurance scheme; (b) when the mobilised person receives his full wage during his period of service; (c) when the joint income of the mobilised person and his family is sufficient to provide for the maintenance of the family during his period of service, so that there is no justification for State aid (the limits of income are fixed by the Military Department); (d) when the mobilised person was not earning anything before his period of service; if, however, before being called up the mobilised person was unemployed and in receipt of unemployment benefit from the public authorities or from an unemployment fund subsidised by the public authorities, the amount of that benefit is considered as his daily earnings. Similarly, when an unemployed worker is called up for service, assistance may be granted to his family if it can definitely be proved that he would have been able to obtain employment had he not been mobilised.

Assistance is payable only during the actual period of service, and the daily amount may not exceed the following figures:

Category of dependants	Towns (francs)	Semi-urban localities (francs)	Rural areas (francs)
Adults and children earning on their own account	2.90	2.60	2.20
Children:			
Over 15 years	2.00	1.70	1.40
10-15 years	1.50	1.20	0.90
Under 10 years	1.00	0.80	0.70

When mobilised persons, whether married or not, are the chief breadwinners in the family and are being trained as non-commissioned officers or acting as non-commissioned officers in a school for recruits, the amount of the assistance may be increased by 30 per cent.

If a man called up as a recruit is married, the amount of the assistance may be increased by 20 per cent.

In principle, the assistance should not exceed the sum which the mobilised person paid to his family before being called up.

The daily assistance paid to the family of a married man may not exceed his average daily earnings after deducting the cost of his own maintenance, which is taken to be two francs a day. The presumed

cost of his maintenance may be reduced to one franc if his earnings are low and he has a large family.

Unmarried men living with their families are, as a general rule, treated as married men, but the cost of their maintenance is reckoned as three francs a day. If their earnings are low and they are the sole supports of a large family, this figure may be reduced to two francs.

Authorities and Procedure

Applications for assistance must be sent to the local authority either before or immediately after the mobilised person begins his service. The local authority must deal with each application as rapidly as possible. Before fixing the amount of the assistance, the authority must make enquiries as a basis for dealing with the application. It then determines the amount and nature of the assistance, which may be given wholly or partly in kind.

Applicants may appeal to the cantonal authorities against decisions of the local authorities. A further appeal lies to the Central War Commissariat.

Distribution of the Cost of Assistance

Three-quarters of the expenditure involved in granting assistance to the families of mobilised persons is borne by the Confederation and one-quarter by the cantons.

REPORTS AND ENQUIRIES

Factory Inspection in Bengal

Factory legislation in India dates from 1881. The law has been recast on various occasions, the Act at present in force being the Indian Factories Act of 1934 (with amendments of 1935 and 1936). This Act, like its predecessors, is a measure passed by the central legislature. It is based largely on the recommendations of the Royal Commission on Labour which was appointed in 1929 and submitted its report in 1931. Inspection is carried out by the Provincial Governments, which have their own Factory Inspectorates and their own Factory Rules. Prior to the coming into force, on 1 April 1937, of the new Constitution, the central Government had certain powers as regards the control of dangerous trades and in the exercise of these powers had issued a series of Hazardous Occupation Rules. These Rules are administered by the Provincial Governments; the latter now have sole power with respect to the making of rules.

In addition to the Factories Act and the Rules made thereunder, the Provincial Inspectorates are also charged with the enforcement of the Payment of Wages Act (passed by the central legislature in 1936 in order to remedy certain abuses which had been found to exist with regard to the payment of wages to workers) and of the Rules made under the Act by the Provincial Governments.

In Provinces which have Acts in force for the payment of maternity benefits to women workers (Bombay, Central Provinces, Madras, Ajmer-Merwara, and Delhi) these Acts also are enforced by factory inspectors.

The Cotton Ginning and Pressing Factories Act of 1925—an Act of the central legislature which, besides prescribing measures for the marking of bales, the keeping of records of operations, etc., also contains certain structural requirements for cotton factories—is in a few Provinces administered by the factory inspectors (in some cases as regards part only of its provisions).

Boiler inspection is in most Provinces carried out by a separate staff of inspectors.

The various Provincial Governments issue annual reports on the work of the Factory Inspectorates. The central Government publishes each year statistics of factories (based on returns from the Provinces) together with a general note on the working of the Act during the year.

The purpose of the present article is to survey the position existing in recent years as regards the work of the inspectorate in the Province of Bengal, which has the largest number of factory workers (566,458 out of 1,675,869 in 1937).

THE INDUSTRIAL BACKGROUND

The jute industry is the most important in the Province, affording employment for more than half the total number of workers in registered factories. In 1938 the number employed in jute mills was 279,034, in cotton spinning and weaving mills 31,447, and in the remaining industries 252,310.

The statistics and reports show that the Province was severely affected by the general depression. In 1931, the number of workers in registered factories was 480,439, as compared with 563,877 in 1930 and 589,680 in 1929. In 1932 trade conditions were rather worse than in the preceding two years, and the number of factory employees showed a further decrease of 26,432. In 1933, the Chief Inspector reported an improvement, with indications of a gradual return to normal conditions; the total number of factory employees increased by 1,011, though employment in jute mills and railway workshops again showed a comparatively heavy decrease. A marked improvement in trade and employment took place in 1934. In each of the three subsequent years an increase in the number of employees was recorded, the total for 1937 being 566,458. There was a decrease of 3,667 in 1938.

An entirely new industry established in the Province in recent years is the rubber industry (manufacture of rubber shoes, rubber buffer springs for railway wagons, bicycle tyres, and motor tyres).

FACTORIES AND FACTORY WORKERS

The factories subject to the Indian Factories Act are those employing 20 workers or more and using power. In addition, a Provincial Government may extend the Act, in whole or in part, to any factory employing 10 workers or more whether with or without the use of power; in virtue of this provision a number of factories are brought under control each year. Prior to 1936 such extension of the scope of the Act could be made only with respect to operations carried on in premises—that is, within buildings and their compounds. In order to permit regulation of establishments working in the open air, an amending Act was passed in 1936 enabling manufacturing establishments conducted in any place to be brought under regulation by notification.

A distinction is made in the statistics between seasonal factories and perennial factories.¹ The main seasonal classes are cotton ginning

¹ This distinction was introduced in the statistics of the Government of India in 1931, on the recommendation of the Royal Commission on Labour. The definition of the term "seasonal" which was then adopted differed somewhat from that subsequently laid down in the Act of 1934. For this reason the statistics of perennial and seasonal factories for 1935 and subsequent years are not strictly comparable with those for earlier years.

factories, cotton and jute presses, and factories dealing with such agricultural products as tea, coffee, sugar, rubber, and indigo. Seasonal factories may be transferred to the perennial class if they work for more than 180 days in the year; other factories normally regarded as perennial may be treated as seasonal if they ordinarily work for less than that number of days. For seasonal factories there are special provisions as regards hours of work.

The number of registered factories in Bengal in recent years is shown in the following table :

Factories working during the year		1931	1932	1933	1934	1935	1936	1937	1938
Factories as defined in the Act ¹	P.	1,059	1,081	1,118	1,131	1,172	1,270	1,300	1,342
	S.	401	390	397	391	407	381	377	376
Factories notified ²	P.	6	11	8	8	11	9	8	6
	S.	5	5	5	5	5	7	9	11
Total	P.	1,065	1,092	1,126	1,139	1,183	1,279	1,308	1,348
	S.	406	395	402	396	412	388	386	387
Total		1,471	1,487	1,528	1,535	1,595	1,667	1,694	1,735

¹ Employing 20 or more workers, with the use of power.

² Under the provision permitting extension of control to factories employing 10 or more workers whether with or without the use of power.

P. = Perennial. S. = Seasonal.

The statistics of workers in registered factories are as follows :

Classification		1931	1932	1933	1934	1935	1936	1937	1938
<i>Adults :</i>									
Men	P.	373,549	351,472	353,590	376,778	398,420	430,510	463,023	467,348
	S.	37,662	37,940	40,022	41,840	43,839	30,232	30,922	27,835
Women	P.	54,762	52,514	49,649	49,560	49,951	52,456	53,280	52,339
	S.	7,185	6,994	7,286	7,421	7,782	6,815	7,321	7,520
<i>Adolescents :</i>									
Males	P.					6,346	4,923	6,079	3,576
	S.					3,174	3,004	2,877	1,984
Females	P.					422	502	624	287
	S.					937	931	796	428
<i>Children :</i>									
Boys	P.	5,573	3,650	2,882	2,462	1,560	1,065	702	712
	S.	1,324	1,225	1,338	1,120	652	630	684	657
Girls	P.	196	23	9	14	10	8	5	4
	S.	188	189	242	193	106	159	145	101
Total	P.	434,080	407,659	406,130	428,814	456,709	489,464	523,713	524,266
	S.	46,359	46,348	48,888	50,574	56,490	41,771	42,745	38,525
Total average daily number		480,439	454,007	455,018	479,388	513,199	531,235	566,458	562,791

P. = Perennial. S. = Seasonal.

Employment of Children and Adolescents

The minimum age for admission to employment in factories is 12 years. In the classification of workers the term "child" means a person between the ages of 12 and 15, and the term "adolescent" a person between the ages of 15 and 17. The latter classification was introduced in 1935 as a result of a recommendation made by the Royal Commission on Labour to which effect was given in the 1934 Act. Both children and adolescents must obtain a medical certificate from a certifying surgeon before they can be employed in factories. A provisional certificate may be given by a duly authorised medical practitioner for a period of three months, pending examination of the child or adolescent by the certifying surgeon. An adolescent may be employed as an adult if certified fit for such employment; if not so certified, he is deemed to be a child for the purposes of the Act and is subject to the conditions governing the employment of children.

Children and adolescents, while at work, must carry tokens giving reference to their certificates of fitness. Where an inspector is of opinion that any person working in a factory without a certificate of fitness is a child or an adolescent, or that a child or an adolescent working in a factory with a certificate is no longer fit for work in the capacity stated in the certificate, he may require the person concerned to undergo medical examination or re-examination and may also exclude him from employment pending the result of the examination or re-examination.

A feature of the statistics is the progressive reduction in the number of child workers. In the jute mills, which in 1925 employed 26,500 children, their employment has now practically ceased. The reluctance to employ children is attributed mainly to rigorous application of the protection provided by the Act. With the introduction in 1935 of a new class of "adolescent" workers for whom also a medical certificate is required, it was anticipated that, as in the case of child workers, there would eventually be a noticeable reduction in the number of adolescents employed. While the number rose from 9,360 in 1936 to 10,376 in 1937, it fell to 6,275 in 1938.

Employment of Women

There has been no great change in the proportion of women to men employed in factories. The percentage of women employed was 11.25 of the total in 1935, 11.16 in 1936, 10.7 in 1937, and 10.67 in 1938.

An amendment of 1935 withdrew the power of exempting women managers or supervisors, or women employed in confidential capacities, from the prohibition of the employment of women during night hours and brought the law into line with the Draft Convention ratified by India.

HEALTH AND SAFETY

The Act contains provisions relating to sanitation, ventilation, temperature, humidification, lighting, overcrowding, water supply, safety, etc.

Inspectors are empowered to require managers of factories to adopt specified measures for the reduction of temperature where conditions are such as to cause serious discomfort or danger to the workers and where the measures do not involve an amount of expense which would be unreasonable in the circumstances. Inspectors may also require the provision of mechanical or other devices for preventing the generation or inhalation of gas, dust, or other impurities. In case of defect with respect to lighting, fire-escapes, or fencing of machinery, orders to remedy the defect may be issued by inspectors.

The Provincial Government is empowered to specify as "hazardous" any operation involving a serious risk of bodily injury, poisoning, or disease; to prohibit or restrict the employment on it of women, adolescents, and children; to secure the medical examination of all persons employed or seeking employment; and to provide for their protection.

Sanitation

Close attention is given to the question of sanitation in factories. Conditions in the jute and cotton mills and in the larger factories are generally satisfactory, but difficulty has been experienced in enforcing proper standards of sanitation in the smaller factories. It has been found in several cases that occupiers of factories are ready to erect expensive guards for machinery but object to expense being incurred for the improvement of sanitation.

Welfare

In virtue of powers conferred on it by the Act, the Provincial Government has made rules requiring, in the case of factories in which more than 150 workers are ordinarily employed, the provision of shelter sheds for the use of the workers during rest periods, and, in the case of factories in which more than 50 women workers are ordinarily employed, the provision of rooms, under the charge of experienced women supervisors, for the use of children under six years of age belonging to the women workers.

Accidents

Accidents which are fatal or serious (likely to incapacitate the victim for more than 20 days) must be reported at once. Slight accidents (those of a less serious nature but likely to incapacitate the victim for more than 48 hours) must be reported as soon as practicable and in any case within 60 hours. In every factory a first-aid box or cupboard containing prescribed equipment must be provided; where more than 150 workers are employed an additional box or cupboard must be provided for every additional 150 workers.

The statistics of accidents are as follows :

Year	Fatal		Serious		Minor		Total		Grand total
	In perennial factories	In seasonal factories	In perennial factories	In seasonal factories	In perennial factories	In seasonal factories	In perennial factories	In seasonal factories	
1931	31	5	944	28	2,252	53	3,227	86	3,313
1932	22	7	854	21	2,059	46	2,935	74	3,009
1933	36	13	853	31	2,628	69	3,517	113	3,630
1934	50	6	963	39	2,993	104	4,006	149	4,155
1935	35	6	1,151	54	4,009	96	5,195	156	5,351
1936	54	4	1,381	42	5,243	92	6,678	138	6,816
1937	66	4	1,497	28	6,376	88	7,939	120	8,059
1938	54	2	1,675	37	7,550	69	9,279	108	9,388

The accident rate per 1,000 workers has shown an increase in recent years ; from 8.66 in 1934 it rose to 10.16 in 1935, 12.83 in 1936, 14.22 in 1937, and 16.68 in 1938. There is a general unanimity among inspectors that better reporting is chiefly accountable for the increase in the accidents recorded. It is also considered that the increase is much more apparent than real, since, apart from better knowledge of and compliance with the law, there is a definite tendency on the part of many employers to report accidents which they are not obliged to report (those not involving 48 hours' absence from work). "Employers err on the side of safety rather than come in conflict with the law. The margin of error in this direction may be readily appreciated when it is realised that of the total increase of 1,243 accidents 1,129 were minor." (Report of the Chief Inspector, 1937.) Accident statistics as at present prepared do not, it is pointed out, convey a true idea of the dangers of a particular industry, occupation, or class of workers, since the totals are not reduced to a common denominator of time-exposure to risk. "Until improved statistical returns are possible, comments on accident totals must of necessity be reserved." (Report of the Chief Inspector, 1938.)

The investigation of accidents and the promotion of safety form an important part of the work of inspectors. The reports of the Chief Inspector emphasise the necessity of educating the workers in safe practices and of obtaining the co-operation of employers to this end.

A handbook entitled "Safety in Factories" was compiled and issued by the Factory Department in November 1932.

With the active co-operation of representatives of the Indian Jute Mills Association an agreement was concluded in 1931 between the Association and the Department. Under this agreement certain new process machinery must in future be fitted with guards and safety devices of specified type. By 1936 fifty per cent. of the process machinery in jute mills had been fitted with the prescribed guards and safety devices. The standard laid down in the agreement has been found inadequate in practice, largely owing to the workers' failure to take the necessary precautions.

A branch of the "Safety First" movement was formed in the Province in 1936.

With the object of reducing the number of accidents in the iron and steel industry, particularly in concerns operating blast furnace and steel plants, a special investigation in one of the largest plants in the Province was made by the district inspector during 1937. He found that, although six fatal accidents occurred in the factory during the year, not one was due to moving parts of machinery, which on the whole were well guarded, but that all were attributable to causes arising out of extreme disregard by the workers for their own safety, or to lack of supervision and discipline.

At the request of the International Labour Office, special studies were made in 1932 of the question of the organisation of safety services in industrial undertakings and in 1936 of the question of the prevention of accidents in the wood-working trades. The results of these studies are recorded in the reports of the Chief Inspector for the years in question.

Since 1934 Provincial Governments are empowered to require the production of certificates of stability before the commencement of work in new factories, and inspectors are empowered to require such particulars and insist on such tests as they judge necessary to satisfy them as to the stability of existing buildings.

WORKING CONDITIONS

An important change in working conditions was made in 1934 by the introduction, on the recommendation of the Royal Commission on Labour, of the 10-hour day and 54-hour week in perennial factories in place of the 11-hour day and 60-hour week. In the case of seasonal factories the previous limits (11 hours per day and 60 hours per week) were retained for men workers; a 10-hour day was prescribed for women workers. In continuous processes provision was made for a working week of 56 hours.

No adult worker's hours may be spread over more than 13 hours in a day, including rest periods, without special permission from the Provincial Government.

Women and children are not allowed to work in a factory except between 6 a.m. and 7 p.m. or, subject to special permission, between 5 a.m. and 7.30 p.m.

The daily hours of work of children must not exceed 5 and must not be spread over a longer period than 7 ½ hours.

The Provincial Government's power to grant exemptions from the restrictions imposed by the Act with respect to hours of work is subject to a provision securing the review of exemptions at least every three years.

A notice must be posted in every factory showing the periods within which workers may be required to work. A copy of the notice must be sent to the inspector; any proposed change in the system of work which will necessitate a change in the notice must be communicated to the inspector in advance. Provision is made for the keeping of registers of hours of work and overtime. All such registers must be preserved for twelve months and be available in the factory for examination by the inspector.

ADMINISTRATION

Inspections

The general practice is that every factory should be inspected at least once a year; many are inspected twice and some three times or even more. The factories which figure in the annual returns as "not inspected" include establishments known to be closed and unimportant concerns in outlying districts which had been inspected the previous year.

Over three thousand visits are usually made each year to factories by the regular inspectors (including special visits for investigation of complaints, enquiry into accidents, collection of statistics, etc., and surprise visits outside legal working hours). In addition, some twenty inspections are made by District Magistrates, who are *ex officio* inspectors for their respective districts.

The statistics are as follows :

Year	Number of factories inspected during the year								Total		Not inspected		Grand total	Total number of inspectors' visits
	Once		Twice		Thrice		More than three times							
	P	S	P	S	P	S	P	S	P	S	P	S		
1931	496	284	246	18	118	13	178	13	1,038	328	27	78	1,471	2,953
1932	518	294	229	18	124	13	198	10	1,069	335	23	60	1,487	3,155
1933	528	230	209	87	119	15	199	9	1,055	341	71	61	1,528	3,303
1934	513	280	230	30	138	7	201	9	1,082	326	57	70	1,535	3,355
1935	583	269	249	30	151	8	177	5	1,160	312	23	100	1,595	3,420
1936	628	275	253	30	169	16	201	4	1,251	325	28	63	1,667	3,438
1937	712	258	250	20	117	4	169	4	1,248	286	60	100	1,694	3,052
1938	748	223	200	32	111	14	130	6	1,189	275	159	112	1,735	2,742

P = Perennial. S = Seasonal.

Complaints

A considerable proportion of the complaints received relate to matters outside the jurisdiction of the inspectorate, while many of those relating to the Factories Act are based on an imperfect knowledge of the provisions of the Act. The most important complaints are those alleging violation of the rules regarding hours of work and non-payment of wages. It is considered that, in addition to the complaints actually signed by workers, the majority of those received anonymously also emanate from workers.

In his report for 1935 the Chief Inspector expressed the opinion that the number of complaints received bore a very unsatisfactory relation to the number of offences which must be committed, and regretted that the workers did not place implicit confidence in the inspectorate and lend their full co-operation in the enforcement of the Act. In 1936 he observed that the workers were becoming increasingly conscious of their rights, and although they were not strong enough to support the inspectors in court there was every indication

that they were prepared to assist in cases in which they were not likely to be victimised.

The following table shows the number of complaints, their sources, and the number of prosecutions instituted and convictions obtained as a result of complaints :

Source of complaint	1931	1932	1933	1934	1935	1936	1937	1938
Anonymous	27	33	26	29	42	64	99	100
From factory workers	13	17	17	14	27	23	140	186 ¹
From other sources	30	45	37	38	36	59	87	29 ²
Total	70	95	80	81	105	146	326	315
Prosecutions instituted as a result of complaints	8	10	6	3	10	8	6	8
Convictions obtained	8	7	9 ³	3	10	4 ⁴	— ⁵	— ⁵

¹ From factory workers and local residents. ² From trade unions. ³ Including 3 from prosecutions instituted in 1932. ⁴ Four cases pending at end of year. ⁵ Figure not available.

Legal Proceedings

The following table shows the total numbers of prosecutions and convictions obtained under the Act during the years specified :

Year	1930	1931	1932	1933	1934	1935	1936	1937	1938
Prosecutions	286	114	181	305	129	131	201	145	111
Convictions ¹	280	101	161	262	148	125	140	171	91

¹ The numbers of convictions include each year some resulting from prosecutions instituted the previous year.

An indication of the types of infringements for which convictions are obtained is afforded by the following table :

Offences relating to	Number of convictions											
	1933		1934		1935		1936		1937		1938	
	P	S	P	S	P	S	P	S	P	S	P	S
Employment and hours of work :												
General	118	4	33	3	69	3	25	1	32		17	1
Women	1											
Children and adolescents	8	3	5		1	1	4		2		1	
Notices, registers, and returns	73	3	49	1	24		47	5	51	4	28	4
Safety	39	2	40	4	19		39	6	57	2	18	4
Health and sanitation (including welfare)	7		9		5		12		19		17	
Others	4		4		3		1		3	1	1	
Total	250	12	140	8	121	4	128	12	164	7	82	9

P. = In perennial factories. S. = In seasonal factories.

Penalties

In general, the penalty for breach of the Act or Rules is a fine which may extend to 500 rupees. Since 1934, as a result of the comments made by the Royal Commission with regard to the inadequacy of the fines imposed by courts, enhanced penalties have been prescribed for repeated offences relating to working hours and holidays and the employment of women, adolescents, and children. Thus, a second conviction for such offences is punishable with a fine of not less than 100 or more than 700 rupees, and a third or subsequent conviction with a fine of not less than 250 or more than 1,000 rupees; convictions more than two years old are not taken into account, and the court is empowered in special cases to impose a more lenient penalty.

In several of his reports the Chief Inspector has referred to the lenient attitude of courts towards persons accused of breaches of the Act and to the inadequate penalties imposed in cases of conviction. As a result of the representations of the Chief Inspector, arrangements were made in 1933 whereby all Factories Act cases in certain districts of the Province should in future be allotted to one magistrate in each court. By the end of 1936 the Chief Inspector was able to record that considerable improvement had taken place not only in regard to the amount of the fines inflicted but also in the manner in which magistrates dealt with Factories Act cases. The following statement showing the percentage of convictions which resulted in fines of various degrees of severity was supplied by the Chief Inspector :

Year	Number of convictions during the year	Percentage of cases in which the fine imposed was			
		Not more than 10 rupees	Over 10 but not more than 20 rupees	Over 20 but not more than 30 rupees	Over 30 rupees
1934	103	12.6	25.2	26.2	35.9
1935	118	27.9	18.6	9.3	44.06
1936	134	6.7	6.7	19.4	66.4

In the report for 1937, while there is no comment on the question of penalties in general, instances are given of inadequate fines imposed for breaches of the provisions of the Act relating to hours of work. The Report for 1938 contains the following comment: " Although undoubtedly there has been some improvement in the fines imposed, yet certain courts still seem reluctant to fine at a rate which will be a deterrent to continued offences ".

PAYMENT OF WAGES ACT

Prior to 1936 there was no law in force regulating the payment of wages. The subject not being within the scope of the Factories Act, the only course open to factory inspectors, when they received com-

plaints regarding non-payment of wages, was to endeavour to persuade the factory managers to pay the wages due. The position was considered by the Royal Commission on Labour, which made recommendations relating to the regulation of fines and deductions from wages, the regulation of recruiting advances, the prevention of delays in the payment of wages, and the regulation of the periods of payment. Having considered these recommendations the Government of India drafted proposals which, after amendment by a Select Committee and by both Houses of the central legislature, were eventually passed as the Payment of Wages Act 1936.

The Act applies in the first place to factory and railway employees receiving less than 200 rupees a month and may be extended by notification to other classes of workers.

The Act requires that payment be made on a week-day within seven days (or ten days in railways and in establishments employing 1,000 persons or more) of the conclusion of the wage period in the ordinary case and within two days where an employee is discharged. Payments in kind are prohibited. Deductions from wages may be made for prescribed reasons only (fines, absence, damage to or loss of goods in custody of the worker or loss of money for which the worker is responsible where the damage or loss is directly attributable to his neglect or default, housing or services supplied by the employer, recovery of advances, over-payment of wages, income tax, orders of courts, and subscriptions to provident funds and co-operative societies). Deductions for tools and raw materials are prohibited.

The notices required to be displayed include a list of the acts and omissions for which fines may be imposed. Registers must be maintained of wages, fines, deductions, and advances. All realisations of fines in an undertaking must be used for purposes approved by the inspectorate as beneficial to the staff as a whole.

Inspection under the Act is assigned to inspectors of factories and such other officers as may be appointed for the purpose by Provincial Governments.

The Act came into force on 28 March 1937.

Inspections

It was found in Bengal that owing to the inadequacy of the inspection staff very few special inspections could be made in 1937 in connection with the Payment of Wages Act, which was dealt with at the time of ordinary systematic inspections under the Factories Act. Some special visits were made, usually in connection with complaints from workers, but it was found that investigation into complaints could not be undertaken systematically, and in consequence it was decided to refer all complaints direct to the authority (the Commissioner of Workmen's Compensation) appointed to hear and decide claims under the Act.

Fining of Workers

A standard list of acts and omissions for which fines could be imposed was prepared by the inspectorate, with the help of the Bengal

Chamber of Commerce, and was approved by the Government. Similarly a list of purposes for which fines could be disbursed was agreed upon. The purposes approved are, in the case of railway factories, (1) schools and education of the staff, (2) institutes and other forms of recreation and amusement for the staff, (3) schemes for sickness or maternity benefits, etc., for the families of the staff, and (4) relief of distress among the members or ex-members of the staff or their families not provided for under the regulations in force on the railway. In the case of other factories the purposes approved are (1) medical aid, including the supply of medicine supplied free of charge to the workers, (2) educational facilities for workers and their dependants, (3) aid for the establishment or more successful working of co-operative societies for the benefit of employees and their dependants, (4) sickness benefit schemes and sickness insurance schemes, and (5) welfare activities for employees and their dependants.

Legal Proceedings

Proceedings were instituted in one or two cases merely as a gesture, but generally it was considered that, as the inauguration of the Act undoubtedly involved many concerns in difficulties with respect to prompt wage payments, a reasonable degree of tolerance had to be permitted.

Results

It was found that as a result of the operation of the Act the total amount of fines imposed was only a quarter of what it formerly was, and the majority of the workers of at least the better-established industries were receiving their wages regularly and intact, and within the time limits specified in the Act.

STAFF

The Factories Act provides for the appointment of a Chief Inspector, competent to exercise the powers of an inspector throughout the Province, and of inspectors, exercising supervision in the districts assigned to them. No person so appointed may be directly or indirectly interested in a factory or in any process or business carried on therein or in any patent or machinery connected therewith. Every District Magistrate is *ex officio* an inspector for his district. Public officers may be appointed as additional inspectors in particular districts for all or any of the purposes of the Act.

From 1926 to 1934 the staff of regular inspectors comprised, in addition to the Chief Inspector, six inspectors and three assistant inspectors. Since 1935 it has consisted of the Chief Inspector and eight inspectors. There are two whole-time Certifying Surgeons of Factories, at Calcutta and Barrackpore. The Certifying Surgeon at Calcutta has been an Additional Inspector of Factories since July 1932, his duties being to guard against the possible employment of persons suffering from infection or contagious disease, to examine and report on medical and first-aid facilities, and to inspect health conditions

in factories. An officer of the Bengal Public Health Department has been appointed an Additional Inspector of Factories for the inspection of septic tanks in factories. The Labour Commissioner and the Assistant Labour Commissioner of Bengal have been appointed Inspectors of Factories. As provided by the Act, District Magistrates are *ex officio* inspectors; certain sub-Divisional magistrates have been appointed as additional inspectors. The Director of Public Health of Bengal and certain Assistant Directors of Public Health are also additional inspectors for the purposes of some sections of the Act (sanitation, ventilation, lighting, etc.). There are at present no women inspectors in the service.

In addition to the Acts previously mentioned in this article—the Factories Act, the Cotton Ginning and Pressing Factories Act, and the Payment of Wages Act—Inspectors of Factories are required to enforce the Bengal Jute Ordinance, which came into force on 9 September 1938 and of which the purpose is to restrict the output of jute loom products in order to secure more economical functioning of the jute industry. In view of the increasingly meticulous and exacting nature of the work of administration, the Chief Inspector has urged the necessity for the appointment of more inspectors.

The Employment of Forestry Workers in Northern Sweden

A report has recently been published in Sweden giving the results of a comprehensive enquiry into living and working conditions in forest districts.¹ The object of the enquiry was to obtain detailed information on certain social problems which had not yet been the subject of special investigation in this field and to examine the relations between them. These problems were those of employment and unemployment, conditions of work and earnings, and the standard of living. In addition, close attention was devoted to demographic conditions, and in particular to local migration and occupational distribution of labour. It is proposed in the following pages to summarise the particulars, bringing out the seasonal character of forestry work, the occupational status of the workers in the industry, the degree of employment, the nature of contracts, etc.

The enquiry was limited to northern Sweden, an area constituting about two-thirds of the whole country but inhabited by only one-quarter of the population. Since this area, however, includes about three-quarters of the forest lands of the country, it contains a large majority of the forestry workers. In the 1930 census 80 per cent.

¹ K. SOCIALSTYRELSEN: *Skogsbygdens arbets- och levnadsvillkor*. Sveriges officiella statistik, 2 volumes, Stockholm, 1937-1938.

of the workers returned as having forestry work for their principal occupation belonged to this part of the country. The decisive reason for limiting the area of the enquiry, however, was that forestry employment has special features of its own in northern Sweden. In the southern districts forestry work is largely performed either by agricultural wage earners or by workers permanently engaged in the industry, and the conditions of employment and wages are roughly similar to those prevailing in agriculture. In northern Sweden, on the contrary, forestry over large tracts is of great importance for the livelihood of the population. Yet it provides a living throughout the year for only a small number; instead it gives workers of various occupations, whether they have forestry work as their principal activity or are engaged in agriculture, a long or short seasonal occupation. In addition, forestry work in northern Sweden is contracted for and carried out under special forms that have an important effect on conditions of work and wages.

SEASONAL CHARACTER OF FORESTRY WORK

For many reasons the felling of timber in northern Sweden takes place mainly in the winter, though nowadays a considerable amount is felled during other seasons, in summer or autumn. The winter felling season may vary somewhat from year to year and from place to place owing to climatic conditions. As a rule, however, the work begins in November or December and continues until March or April, unless it has been possible to complete it earlier on account of good weather. Once the felling season is over, there is as a rule an interval for the majority of forestry workers until spring sowing begins or the ice has broken sufficiently to allow the floating of timber.

The timber-floating season usually begins some time in May, although the date varies. When timber is floated on streams and tributaries where damming is impossible, the floating usually lasts only two to six days, but on the principal logging waterways the season may go on for several months. But the period during which this work is available is no indication of the real working season of timber floaters. The logging waterways are divided into districts, and the men usually work only in the district nearest their homes, after which their places are taken by others, so that each worker has probably no more than one to one and a half months of actual work on timber floating. Some of the timber-floating workers, however, are engaged for a considerable part of the year on construction or repair work on the waterways, or at the sorting centres.

Soon after the end of the felling season, there is access to other work in the forests, especially in the southern part of the area under review, but as a rule this work is not sufficient for more than a very small proportion of all the persons who engage in forestry work. During spring and early summer, for example, there is the thinning and clearing of young plantations, the cutting up of waste timber, ditching and afforestation work, etc.; and some of this work continues

into late summer and autumn side by side with summer felling and the cutting and transport of wood for charcoal burning.

Compared with the work of felling, however, which takes place mainly in the winter season, the other forms of forestry work are of little importance so far as the volume of employment is concerned, and the demand for labour in forestry varies widely with the seasons. A calculation based on information derived from notifications of accidents shows that the quantity of labour employed in forestry (including timber floating) in northern Sweden during the period May to October forms 5 to 6 per cent. each month of the total quantity employed during the year, while during the winter months (December to March) the proportion is nearly three times as high (12 to 16 per cent.), reaching a maximum in January or February. The seasonal variations are not the same, however, in every district. Because of the more intensive methods employed in the southern part of the area under review, the distribution of employment over the year is somewhat more even than in the northern part.

NUMBER AND OCCUPATIONAL STATUS OF FORESTRY WORKERS

Up to the date of the enquiry, precise information as to the number of persons engaged in forestry work in Sweden was lacking. The census figures are very incomplete, showing only the number of persons whose forestry work is their principal occupation, so that the many farmers who engage in forestry work are left out of account. At the censuses of 1910, 1920, and 1930, the numbers of persons in northern Sweden returned as having forestry as their principal occupation were respectively 28,000, 58,000, and 70,000, as compared with a total occupied population in that area of 74,000, 139,000, and 153,000. The figures hitherto available for the total number of persons engaged in forestry have been obtained by indirect methods.

One of the tasks of the above-mentioned enquiry was to determine more exactly the number of persons engaged in forestry. For this purpose a questionnaire was issued to the local authorities of northern Sweden in the spring of 1935, asking among other things for information as to the number of persons engaged in paid employment in forestry or timber-floating work or in timber felling for sale, and the number of man-days worked. The particulars were to be classified in four groups according to the occupational status of the workers and were to cover the period from the spring of 1934 to the following winter.

For the whole of the area covered by the enquiry the number of forestry workers reported by the local authorities was 142,000. This estimate, however, must be somewhat too low in view of the fact that the returns for certain special groups of workers engaged in marking trees, thinning, etc., are presumably incomplete. In addition, the definition adopted excludes forestry workers engaged on their own forest land in felling timber for domestic purposes, in afforestation work, etc.

In the classification by occupational status the largest group was that of farm owners, comprising 24.5 per cent. of the total. If sons

living at home are added, farm owners and their families accounted for 47 per cent. Tenant farmers' families made up only 16.1 per cent. of the total. Workers owning their own homes and wage earners permanently engaged in forestry together constituted 14.2 per cent. The remaining 22.6 per cent. consisted of casual workers.

The forestry and timber-floating work done during the twelve months beginning with the spring of 1934 was estimated at about 11 million man-days, giving an average of 78 man-days per worker, or about three months' work. This may be compared with about 60 man-days per adult man of working age in the occupational group "agriculture and subsidiary industries".

The classification shows that most of the persons engaged in forestry are drawn from the agricultural population. This is a natural result of the position of agriculture in northern Sweden. The farming units there are usually so small that they cannot provide an adequate livelihood, and the occupants—owners or tenants—have to supplement their income by paid work of some kind outside agriculture. Small farmers, tenant farmers, etc., and their sons living at home consequently often take jobs as seasonal workers, in various occupations, among which forestry occupies a principal place. The cash income that a farmer can obtain by felling his own timber for sale or by doing forestry or timber-floating work for other forest owners is in wide tracts of northern Sweden of substantial importance from the point of view of earning a livelihood, and in some cases a necessary condition for successful farming.

THE FORESTRY WORKER'S YEAR

The information on the occupation of forestry workers during each season of the working year is based mainly on the particulars available in the regular reports on accidents in forestry and timber-floating work received by the Government inspector. In addition, some data of interest in this respect were obtained from 23 representative areas selected for special enquiry.

Farmers

For farmers and their sons forestry work is highly seasonal. At the beginning of November only 19 per cent. of the forestry workers recorded in northern Sweden as having some connection with agriculture are engaged in forestry work of any kind. A month later the proportion rises to 45 per cent., and it reaches its maximum during January (74 per cent.). After that it gradually falls with the cessation of timber felling. At the beginning of March nearly two-thirds of the forestry workers drawn from agriculture are still at work, but by the middle of April only one-sixth of them are left. During the five months May to October there is very little forestry work, the proportion of persons engaged varying between a minimum of 9 per cent. and a maximum of 15 per cent. in the far north.

In the course of the year farm owners work on an average 79 man-days at forestry occupations, tenant farmers and small holders about

116 man-days, and farmers' sons 89 man-days. These figures may be too high because the material used is not sufficiently representative. Other evidence—the estimates made by the local authorities—shows that farm owners and their sons work on an average 60 man-days at forestry occupations and timber floating, and tenant farmers and their sons 95 man-days.

Some time after the winter felling season ends the timber-floating season begins. At the beginning of May only 4 per cent. of the forestry workers drawn from agriculture are engaged in timber floating, but by the middle or end of the month the floating season reaches its climax (with 13 per cent.). The season is very short, however. The number of man-days worked averages about 30—rather more for small holders, etc., and rather less for farmers' sons. In the course of the season, about one in four of the forestry workers belonging to the agricultural community does some timber-floating work.

In spring or early summer road building begins, and this provides employment for many of the forestry workers who come from the farms (20 to 30 per cent.) from the end of May until just before the felling season begins at the end of October, though of course often with an interruption during the harvest weeks in midsummer (for 7 to 9 per cent.). On an average, these workers have 45 man-days of road building during the year.

There are many other occupations in which forestry workers engage, mainly during periods outside the timber-felling season. Some do seasonal work on farms during short periods when extra labour is required—on an average for about one month in all during the year. In addition some farmers are able in summer or autumn to undertake paid work of various kinds, such as goods transport, building and carpentry, sawmill work, etc.

Lastly it may be mentioned that during the years covered by the enquiry (1932 to 1934) some of the forestry workers belonging to the agricultural groups (3 to 5 per cent.) obtained employment on the public works organised at that time by the State and local authorities for the purpose of combating unemployment.

Of the farmers who supplement their agricultural income by working in the forests, nearly half (42 to 45 per cent.) confine themselves to these two occupations. About one-third do paid work of one other kind, and the rest combine four or more occupations. The most usual combinations are forestry work and road building (12 per cent.) and forestry work and timber floating (10 to 12 per cent.). Another frequent combination is forestry work, timber floating, and road building (7 to 9 per cent.).

As regards the choice of occupations, there is considerable uniformity among farm owners as a group and among tenant farmers and small holders as a group. Farm owners' sons living at home who engage in forestry work are less likely than their fathers to undertake other kinds of work as well (51 per cent.).

During the timber-felling season in the winter months activity in wage-earning occupations outside the farm is at its maximum. At this time only about 15 to 25 per cent. of the farmers concerned

are at home on their farms at the same time in most of the counties of northern Sweden ; during the rest of the year the proportion is at least one-half. There are three short periods, clearly distinct in the four northernmost counties in particular, during which the farmers who engage in forestry have little paid work. The first in the year is immediately after the timber-felling season is over and before timber floating, road building, and other summer work, can begin. At this time about three-quarters on an average have no paid work. The second period, usually beginning at the end of July, coincides with the harvest. The third period, during which about 70 per cent. are at home, is in the late autumn, when the various kinds of summer work—road making, etc.—cannot be carried on any longer, and lasts for a few weeks from the end of October until in November the preparations for the coming felling season can begin. In certain periods of the year, perhaps chiefly during the first and third of those mentioned above, there are many cases in which farmers are forced to remain idle for lack of any opportunity of paid work at times when their own farms do not provide them with full occupation.

Workers Permanently Engaged in Forestry

Of the forestry and timber-floating workers who are permanently employed, about three-quarters devote themselves exclusively to their principal occupation, which is generally forestry work but in a few cases timber floating. A few of the forestry workers also have a short period of floating work, and some of the floaters take up felling in winter. The average annual employment of forestry workers is 208 man-days, and half of them work at least nine months in the year. Timber-floating workers average 129 days.

A few of these men try to increase their earnings by work of a different kind. As a rule they have only one additional occupation, consisting generally of a short spell of work in agriculture (6 per cent.) or road building (5 per cent.) in summer and autumn. During the period under review, however, some of them were employed on the public relief works (7 per cent.).

The enquiry showed that nearly two-thirds (64 per cent.) of the permanent forestry and timber-floating workers had been unemployed during some period of the year. The average number of days of unemployment was 82. It should be noted, however, that those most exposed to unemployment—that is, those who failed to obtain any kind of forestry work—were not covered by the enquiry.

Casual Workers

For those forestry workers who have no farms or permanent occupations, the working year has special features. Forestry provides casual workers with only a short seasonal job, which does not yield an adequate livelihood even on the most modest scale. It is therefore absolutely necessary for these workers to supplement their earnings from forestry work by other paid employment of various kinds when no forestry work is available, that is to say from spring to autumn.

During the winter season not more than three-quarters of the casual workers are ever engaged at the same time in timber felling. When spring comes they scatter. Only a few (15 to 20 per cent.) remain in the forests during summer and autumn until the next felling season. Most of them go to other workplaces and look for jobs, but they are spread over so many trades that even during this season forestry work is still the most frequent occupation. For a short time, in the most northerly provinces, more are employed in timber floating than in forestry work. At the height of the floating season about 13 to 14 per cent. of the casual workers are engaged in this occupation.

Casual workers have on an average four months' forestry work (99 working days) during the year, but there is wide variation around this average. Roughly one-quarter have forestry work during not more than three months, while one-fifth work for at least half the year. Timber floating provides employment for about one-quarter of the casual workers, during 33 working days on an average. Not quite three-fifths of the timber-floating workers work for at most a month, and barely one-quarter for more than two months.

Whatever the time of year, some casual workers are always engaged in agriculture. During the period April to October at least 5 per cent. are to be found working on farms at any given date, and during the harvest season, July and August, this figure rises to 14 per cent. One-fifth of the casual workers—more than in any other class of forestry workers—obtain casual employment in agriculture at some time in the year, on an average 68 man-days; two-fifths of them have at the most one month's work, while about one-third have three months or more.

At the end of May, during or just after the floating season, there is usually road work, which provides employment for a large number of casual workers during the whole of the summer and autumn until, towards the end of November, this work has to be wound up for the year. Employment on road work is available for forestry workers particularly in the northernmost counties, where sometimes as many as 15 to 20 per cent. of the casual workers are engaged in it. Over one-quarter of the casual workers have an average of 64 man-days on road building and repairs.

The relief works which were organised in forestry districts during the years covered by the enquiry provided openings for a considerable proportion of the casual workers in seasons when other sources of income were found insufficient. Thus at any time, during the whole of the summer and autumn in most of the counties 5 to 10 per cent. of the casual workers were employed on relief works, and in one county no less than 15 per cent. During one working year nearly every fifth casual worker in northern Sweden had relief work of some kind for an average of 88 days. About two-fifths were on relief work for not more than two months, and one-sixth for six months or more.

During summer and autumn there are also many other kinds of work available, which taken together are at least as important as any of those hitherto mentioned. Sawmills and docks appear to have provided relatively little employment for forestry workers in

recent years, as compared with earlier days. Among the casual workers, however, there are still some (5 per cent.) who occasionally take up this kind of work, and a few regard it as their principal occupation. The average number of man-days is 82. A small number of forestry workers (6 per cent.) also undertake building and carpentry, for an average of 62 working days.

Another job that may be mentioned is that of driver or assistant on lorries during summer and autumn. Some workers obtain employment as electricians or platers, or in engineering shops, or in some particular handicraft. Other forestry workers may be found in slate quarries or lime pits, mines, brick works, peat factories, breweries, or grain mills. Further examples that may be given are cement work, stone breaking, fencing, lifting ice, digging wells, laying water mains, assisting surveyors, or working with fishermen. In addition, there are a number of jobs that may be classified as unskilled.

Only a small proportion (4 per cent.) do independent work other than farming. A few have small circular saws or fur farms, or undertake commercial work of some kind.

Many casual workers have recourse to one or more, sometimes three or four, other occupations in addition to their forestry work, and each of these occupations lasts for a comparatively short time. Their working life is thus one of constant movement from one seasonal job to another. About one-fifth of their total number have only forestry work of some kind, while one-fourth have in addition either timber-floating or agricultural or road work, and another one-fourth some different employment in sawmills, docks, building, carpentry, public relief works, etc. Finally, one-fourth have, in addition to their forestry work, two other occupations, involving a variety of combinations, while the small remainder (5-6 per cent.) have four or more different occupations, including forestry work. As in the case of farmers, it seems to be the rule for casual workers also that the farther north they are the greater is the variety of the occupations in which they engage during the year.

The casual workers thus usually change their occupation with the season. But the seasons of the different occupations do not follow each other without a break, and furthermore it is not possible for each occupation to absorb, at the beginning of its season, all the workers who are set free elsewhere. Consequently, even in years of economic prosperity most forestry workers are exposed to unemployment for at least part of the year. It was found in fact that 85 per cent. of the casual workers had been unemployed at some time during the year, on an average for 107 days.

Unemployment is naturally least during the winter season, when the proportion of unemployed among the casual workers reaches a minimum of 15 per cent. As felling gradually ceases, the unemployment percentage rises rapidly and reaches a maximum in April or May. During this period between the end of the felling season and the beginning of various summer jobs—timber floating and the like—more than one-half of the casual workers are unemployed. Corresponding to this period of unemployment in the spring there is regularly a second similar

period in the late autumn, when the last summer jobs—road work etc.—end, and this lasts until winter felling can begin again. During October and November the unemployment percentage rises to over 40. Between these two distinct periods of unemployment the percentage is reduced in summer and early autumn by openings for work of various kinds, but it does not reach the low level prevailing in the winter months. It is lowest in the north of the area covered, where the figure ranges from 15 to 25 per cent. between June and September, as compared with 30-40 per cent. in the counties further south.

GENERAL SURVEY OF EMPLOYMENT

The above particulars concerning the degree of employment of various classes of forestry workers are summarised in the following table showing for each class the percentage distribution of the year's working days by occupations :

Occupation	Farm owners	Tenant farmers and small holders	Farmers' sons ; agricultural workers with annual contracts	Forestry and timber-floating workers permanently employed	Casual and other workers
Forestry work (all kinds)	27.7	40.9	29.3	70.1	34.5
Timber floating	3.1	3.1	1.6	4.8	3.0
Paid agricultural work	0.3	0.6	8.5	1.0	5.5
Road work	4.8	3.5	2.7	0.8	5.9
Sawmills and docks	0.4	0.2	0.3	0.1	1.3
Building and carpentry	0.9	1.1	0.4	0.1	1.4
Other wage-paid work	2.0	1.3	1.2	0.8	6.0
Relief works	0.4	1.1	1.3	2.1	5.9
Independent work other than farming	0.8	0.4	0.2	0.1	1.3
Military service, training courses, sickness	0.2	0.7	1.9	1.8	2.4
Independent farming	59.4	47.1	52.6	—	—
Out of work	—	—	—	18.3	32.8
Total working days	100.0	100.0	100.0	100.0	100.0

The table gives a good idea of the relative importance of the various branches of activity and occupations from the point of view of the livelihood of forestry workers. It may be noted that days lost during working periods are not counted in the number of working days, so

that the total working days per year amount to only about 275 for all groups of forestry workers.

It will be seen that the farm owners, on an average, undertake wage-paid work during about two-fifths of the year. The chief subsidiary occupation in which they engage is forestry work, which takes about a quarter of the year, more than all other kinds of wage-paid work together. It should be remembered, however, that these farm owners are only those who do wage-paid work. They do not include the majority of those farmers who own forest land and fell and market their own timber. Tenant farmers and small holders no doubt find it more necessary than farm owners to obtain income from outside their own farms. This is reflected by the figures, which show that they engage in wage-paid work to a greater extent—on an average, during half the year. Most of this subsidiary activity takes place in forestry, which occupies about two-fifths of their working year. Other sources of livelihood, on the other hand, take up no more of their time than in the case of farm owners, and they are able to look after their farms for practically half the year. Farmers' sons appear to be without wage-paid work of any kind during more than half the year. Forestry and timber-floating workers employed on a permanent basis are naturally engaged almost exclusively in their main occupation; the number of days of unemployment, however, averages about one-fifth of the working days of the year. The casual workers, finally, seem on the whole to have forestry work during one-third of the year and other sources of livelihood during one-third, and to be unemployed during the remaining one-third.

CONDITIONS OF EMPLOYMENT

In northern Sweden, timber felling is usually carried out on a sub-contracting basis. As a rule, the owner or occupier enters into a contract direct with carters, who undertake to get the logs from the trees marked for the purpose. As a rule the stand of timber covered by the contract is no larger than can be allotted to a single sub-contractor. Sometimes, however, it is so large that several carters together may act as sub-contractors, in which case they are jointly and severally responsible for the execution of the contract. The contract usually covers all the work connected with getting the timber—that is to say, not only felling the trees and hauling the logs to the waterway but also preparing and maintaining temporary roads and handling the logs during the processes of measurement, branding, etc. The carters consequently employ the fellers as well as crews to haul the logs to the main thoroughfare.

In central and southern Sweden, it may be noted, felling and haulage are contracted for separately, and wage agreements are very largely collective.

In some of the southern parts of northern Sweden, the conclusion of collective agreements to regulate various matters not affecting wages has led to a modification of the system of making the carter a middleman between the timber feller and the employing company.

The feller's wage is now fixed in the sub-contract, and he has a right to obtain his pay direct from the company. If felling cannot be carried out at the price fixed in the contract, it is the company, and not the carter, which becomes responsible for the increase. When the piece rates are being fixed, both the feller and the carter have the right to be assisted by representatives of their trade unions.

It is customary in northern Sweden for the remuneration to be fixed in the contract at piece rates, adjusted to the particular circumstances of each case. The difficulty of the work done may vary widely with the coarseness of grain and quality of the timber, the distribution of the trees to be felled, the nature of the roads over which the logs are hauled, the position of the stand of timber in relation to logging waterways, etc. It is, of course, for the parties negotiating the contract to see that due account is taken of the special circumstances of each case by adjusting the "normal" rates prevailing in the locality.

Finally, it may be mentioned that the felling contracts usually include some provision for fines, in order to ensure observance of the working methods and other rules intended to produce the best possible results as regards the quality and quantity of the timber felled. It may be provided, for instance, that the sub-contractor shall pay a stipulated sum for every stump that exceeds a certain height, for every unmarked tree that is felled, etc. In many cases the provisions seem drastic, but it is probable that, as a rule, they are not applied in full.

As regards timber floating, it may be mentioned that work in streams and small rivers is usually paid by the piece; time rates are hardly ever paid except in cases where it has not been possible to agree on piece rates. On the main rivers, however, time rates are very common. When a timber-floating job is given out under a contract, usually to a workers' co-operative group, the conditions are laid down in the contract. The group then becomes responsible for launching and floating the logs on a particular waterway or in a particular area. Like the felling contracts, the timber-floating contracts often contain provisions for fines, though not to the same extent. They usually stipulate that compensation shall be paid for every log left on the waterway, and in some cases for every log in which nails, etc., have been driven.

STATISTICS

Employment and Unemployment

Statistical tables on employment, unemployment, hours of work, wages, and cost of living, in different countries are compiled and published at quarterly intervals in this *Review* (in the January, April, July and October issues). In view, however, of the interest taken in the statistics of employment and unemployment and their frequent changes, the tables on these two subjects are compiled at monthly intervals; they also appear therefore in the issues of the *Review* intermediate between the quarterly issues.

Table I gives statistics of *industrial* employment and is now divided into two parts — the first relating to numbers employed and the second to total hours worked; table II gives statistics of employment of a *general character* covering besides industry the other main branches but excluding in most cases agriculture; table III gives statistics of unemployment or applicants for work. Figures for the different industries or occupations covered by these series are given in the *Year-Book of Labour Statistics, 1939*. For further information on the scope and method of presentation of the following data, reference should be made to the introductory statement given in the October 1939 number of the *Review*.

EXPLANATION OF SIGNS USED IN THE TABLES

The sign * signifies : " figures do not exist ".

The sign — signifies : " figures not yet received ".

The sign † signifies : " provisional or estimated figures ".

The sign — between two figures of a series signifies that the former series has been replaced by another, or revised.

The sign r signifies : " figure revised since the previous issue ".

The sign ° signifies : " economic group represented by a few branches only ".

Figures in *thick-faced* type : indexes (100) of the base year (in all tables of index numbers).

Figures in *italics* : index numbers with a year later than 1929 as base.

TABLE I. STATISTICS OF INDUSTRIAL EMPLOYMENT

(a) *Indexes of numbers employed*(1929 = 100¹)

Date	GERMANY ²		AUSTRALIA	CANADA	DENMARK	ESTONIA	UNITED STATES	FINLAND	FRANCE
	Statistics of establishments (B)		Statist. of establ. (A/B)	Statist. of establ. (A)	Statist. of establ. (A)	Statist. of establ. (A)	Statist. of establ. (A/B)	Statist. of establ. (B)	Statist. of establ. (A)
	Wage earners ³	Salarr. empl. ³	Wage earn., sal. empl. ³	Wage earn., sal. empl. ³	Wage earners ³	Wage earners ³	Wage earners ³	Wage earners ³	Wage earners ³
1929	100.0	100.0	100.0	100.0	*	100.0	100.0	100.0	*
1930	87.0	94.7	93.0	93.1	*	95.9	87.2	87.0	100
1931	72.0	83.6	74.6	81.4	100.0	88.5	73.7	77.5	91.6
1932	59.5	69.6	74.1	72.1	91.7	81.9	62.5	77.6	79.0
1933	65.9	68.4	81.8	69.1	102.9	82.9	69.2	83.1	73.0
1934	83.5	76.3	89.7	77.0	116.0	96.4	80.8	93.2	75.7
1935	91.9	83.5	99.6	82.9	125.8	108.6	86.1	101.4	72.1
1936	100.5	90.0	109.4	88.3	131.5	125.8	92.3	101.8	73.0
1937	110.8 ⁴	97.9	116.3	97.7	138.1	144.5	99.8	108.8	77.5
1938	117.4	105.4	124.3	94.8	—	146.8	81.9	109.0	80.7
1938: Sept.	120.3	107.4	123.7	96.1	—	144.2	83.8	*	79.9
Oct.	120.7	107.7	124.0	94.7	—	146.1	84.4	107.7	79.2
Nov.	121.3	108.3	124.2	94.0	—	148.0	85.4	*	81.5
Dec.	120.1	108.6	123.6	89.1	—	142.4	86.0	*	80.3
1939: Jan.	118.7	109.0	118.4	90.5	—	146.2	84.4	103.6	81.6
Febr.	120.9	109.8	121.9	91.4	—	147.6	85.6	*	80.9
March	122.0	110.6	123.3	91.5	—	150.7	85.2	*	81.1
April	123.6	112.8	123.2	92.6	—	152.0	86.0	—	81.3
May	124.6	113.8	122.5	95.1	—	162.0	85.0	*	81.5
June	125.1	114.9	121.0	95.0	—	161.0	85.5	*	—
July	125.1 [†]	115.1 [†]	—	96.3	—	155.6	85.4 [†]	—	—
Aug.	—	—	—	—	—	—	—	*	—
Sept.	—	—	—	—	—	—	—	*	—
Persons covered (thousands)	3,500 [†]	*	450/225 [†]	532	166	45	7,223/4,238 [†]	63	1,810

Date	GREAT BRITAIN ⁷	HUNGARY	ITALY		JAPAN		LATVIA	NORWAY	NEW ZEALAND
	Compulsory unempl. insur. statist.	Sickness insur. statist.	Statist. of establ. (B)	Statist. of establ. (A/B)	Statist. of establ. (A/B)	Statist. of establ. (B)	Sickness insur. statist.	Statist. of establ. (A/B)	Statist. of establ. (A)
	Wage earn., sal. empl. ³	Wage earners	M.C.	F.C.I.	M.C.I.	B.J.	Wage earn., sal. empl. ³	Wage earners ³	Wage earn., sal. empl. ³
1929	100.0	100.0	*	100.0	100.0	100.0	100.0	100.0	100.0
1930	92.5	91.3	*	97.3	86.1	90.0	107.5	100.4	94.0
1931	84.5	82.9	*	88.8	84.2	81.7	98.3	79.9	83.1
1932	84.7	73.0	*	78.5	87.7	82.0	82.6	91.8	83.1
1933	89.8	73.6	*	79.4	95.9	89.9	93.4	93.2	88.0
1934	94.5	79.9	100.0	82.9	109.2	100.2	108.4	98.4	95.2
1935	96.0	85.9	117.1	94.0	115.6	109.7	117.7	106.2	104.8
1936	102.2	94.7	121.6	94.9	126.3	115.8	123.7	115.7	115.7
1937	110.2	104.0	135.6	104.5	140.0	128.8	135.1	124.9	122.9
1938	104.1	112.3	141.0	110.7	154.1 ⁸	141.8	144.0	121.5 ⁸	—
1938: Sept.	*	120.3	140.0	115.3	—	143.9	145.9	—	*
Oct.	*	120.5	143.0	112.3	—	144.8	148.5	*	*
Nov.	*	121.6	144.8	109.9	—	145.8	149.5	*	*
Dec.	*	117.5	143.6	107.3	—	146.5	140.8	—	*
1939: Jan.	*	112.6	142.4	102.3	—	147.2	135.7	*	*
Febr.	*	115.4	145.4	106.4	—	148.2	136.9	*	*
March	*	116.8	146.2	111.6	—	150.5	139.0	—	*
April	*	117.8	144.9	112.0 [†]	—	—	142.8	*	*
May	*	125.4	145.4	123.3 [†]	—	—	145.9	*	*
June	*	125.3	145.0	124.2 [†]	—	—	146.3	—	*
July	*	—	—	—	—	—	145.2	*	*
Aug.	*	—	—	—	—	—	145.4	*	*
Sept.	*	—	—	—	—	—	—	—	*
Persons covered (thousands)	5,637	721	1,156	2,850/1,494	2,933/1,503	1,503	108	144/102	102

Abbreviations: M.C. = Ministry of Corporations; F.C.I. = Fascist Confederation of Industry; M.C.I. = Ministry of Commerce and Industry; B.J. = Bank of Japan.

(A), (B), (A/B): see text, par. 3 (types of establishment statistics) *International Labour Review*, October 1939, p. 537.

¹ For the series in italics, base: year later than 1929. ² Old territory. ³ Including mines. ⁴ Since 1937, including the Saar territory. ⁵ Excluding building. ⁶ Including certain transport, but excluding a large part of building. ⁷ Including Northern Ireland. ⁸ Statistics of type B, linked up with statistics of type A of the preceding period.

TABLE I. STATISTICS OF INDUSTRIAL EMPLOYMENT (continued)

(a) Indexes of numbers employed (continued)

(1929 = 100¹)

Date	NETHERLANDS	POLAND	RUMANIA	SWEDEN	SWITZERLAND		UNION OF SOUTH AFRICA	U.S.S.R.	YUGOSLAVIA
	Accident unempl. insurance statist. ²	Statist. of establ. (A)	Statist. of establ. (A)	Statist. of establ. (B)	Statist. of establ. (A) ³	Statist. of establ. (B)	Statist. of establ. (A/B)	Statist. of establ. (A)	Sickness and accident insur. statist.
	Wage earn., sal. empl.	Wage earners	Wage earn., sal. empl. ⁴	Wage earners ⁴	Wage earners ⁴	Wage earners	Wage earn., sal. empl. ⁴	Wage earn., sal. empl. ⁴	Wage earn., sal. empl.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*
1930	101.6	84.5	86.6	99.8	95.8	96.5	98.6	135.4	*
1931	92.9	71.3	75.6	91.3	88.7	88.3	97.7	183.4	*
1932	80.1	62.3	75.6	86.0	78.8	75.9	94.2	216.0	*
1933	80.8	65.0	92.0	85.0	76.9	73.3	108.0	195.5	100.0
1934	83.3	72.0	103.5	91.6	78.1	73.7	130.1	208.2	106.8
1935	80.1	77.1	114.9	96.9	76.0	70.4	146.2	211.9	111.4
1936	80.6	83.4	129.8	102.1	76.4	70.2	160.3	224.1†	124.6
1937	88.4	84.1	—	109.1	88.0	78.1	170.8	—	141.5
1938	93.4 ⁵	101.6	—	111.6†	86.3	77.9	167.1	—	150.7
1938: Sept.	98.3	107.8	*	—	*	78.6	*	*	163.0
Oct.	98.3	114.1	*	*	*	*	*	*	157.4
Nov.	96.0	109.8	*	*	*	*	*	*	153.6
Dec.	90.4	96.3	*	—	*	77.7	*	*	140.4
1939: Jan.	89.3	94.5 ⁵	*	*	*	*	*	*	128.4
Febr.	93.2	97.3	*	*	*	*	*	*	139.0
March	99.4	100.6	*	—	*	78.6	*	*	146.0
April	101.7	104.8	*	*	*	*	*	*	148.8
May	105.1	106.7	*	*	*	*	*	*	159.2
June	105.1	108.3	*	*	*	82.1	*	*	160.2
July	105.1	—	*	*	*	*	*	*	—
Aug.	—	—	*	*	*	*	*	*	—
Sept.	—	—	*	—	*	—	*	*	—
Persons covered (thousands)	782/367	612	261	372	353	223	—/56	10.225†	422

(b) Indexes of total hours worked

(1929 = 100¹)

Date	GERMANY ⁶	DENMARK	ESTONIA	UNITED STATES	FINLAND	FRANCE	HUNGARY	ITALY	JAPAN	NORWAY	POLAND	SWEDEN
	Statist. of establ. (B)	Statist. of establ. (B)	Statist. of establ. (A)	Statist. of establ. (A/B)	Statist. of establ. (B)	Statist. of establ. (A)	Sickness ins. stat. Statist. of establ. (A) ¹²	Statist. of establ. (A/B)	Statist. of establ. (A/B) ¹²	Statist. of establ. (A/B)	Statist. of establ. (A)	Statist. of establ. (B)
	Wage earners ⁷	Wage earners ⁷	Wage earners ⁷	Wage earners ⁷	Wage earners ⁷	Wage earners ¹¹	Wage earners ⁷	Wage earners	Wage earners ⁷	Wage earners ⁷	Wage earners	Wage earners ⁷
1929	100.0	*	100.0	100.0	100.0	*	100.0	100.0	100.0	100.0	100.0	100.0
1930	83.5	*	94.7	82.8	81.9	100	89.7	94.2	84.8	99.6	82.9	98.6
1931	66.4	100.0	84.4	68.0	71.1	89.1	79.8	83.5	82.5	79.9	69.3	85.8
1932	53.8	91.6	75.6	53.7	71.9	71.9	69.4	72.4	86.1	90.6	56.9	77.8
1933	61.5	102.4	77.9	58.0	77.6	73.6	70.5	75.1	95.4	90.3	58.3	78.4
1934	80.6	113.5	95.0	62.8	88.0	70.5	78.2	77.8	109.0	96.9	71.1	89.5
1935	88.4	123.2	105.4	69.7	97.6	66.8	84.5	81.0	115.7	104.9	72.6	96.2
1936	99.4	128.9	120.0	79.8	98.2	69.5	91.2	81.0	126.4	115.1	77.9	102.2
1937	110.8 ⁸	134.6	139.6	85.7	105.5	64.9	99.6	91.7	140.7	119.4 ¹³	89.8	109.8
1938	118.8	132.0†	141.4	63.8	103.4	65.0	105.1†	95.5	155.0 ¹³	117.3	97.8	109.0 ⁹
1938: Sept.	122.8	136.5 ¹⁰	148.6	68.1	*	64.4	*	103.3	—	—	104.8	*
Oct.	123.8	138.0	146.7	69.7	101.7	64.0	*	98.0	—	—	107.1	*
Nov.	127.6	137.0	153.7	69.3	*	66.0	*	94.5	—	—	109.4	*
Dec.	123.2	133.0	136.8	70.9	*	65.6	*	91.2	—	—	102.0	—
1939: Jan.	118.8	124.0	140.6	—	98.5	67.2	*	85.3	—	*	88.1 ⁹	*
Febr.	120.8	127.4	133.2	—	*	67.4	*	88.1	—	*	94.4	*
March	124.6	133.8	133.2	—	*	67.7	*	100.2	—	*	98.3	—
April	127.0	137.1	130.4	—	—	68.6	*	92.9†	—	*	101.3	*
May	129.0	144.4	152.8	—	*	69.1	*	109.8†	—	*	101.1	*
June	126.4	146.7	144.4	—	—	—	*	110.1†	—	*	102.9	—
July	122.2†	144.7	150.1	—	—	—	—	—	—	—	—	*
Aug.	—	148.4	—	—	*	—	—	—	—	—	—	—
Sept.	—	148.8	—	—	*	—	—	—	—	—	—	—
Persons covered (thousands)	3,500†	90†	45	7,223/4,238†	63	1,810	721/275	2,850/1,464	2,933/1,336	176/102	612	372

¹ For the series in italics, base: year later than 1929.² Up to 1937, accident insurance statistics; since 1938, extrapolation, using unemployment insurance statistics.³ Since January 1939, including the territory of Silesia beyond the Olza.⁴ Excluding building.⁵ Including mines.⁶ Quarterly statistics linked up with the annual statistics of the preceding period (both of type B).⁷ Series limited to fabrics.⁸ Old territory.⁹ Since 1937, including the Saar territory.¹⁰ Monthly figures are of a smaller scope than the annual figures.¹¹ Including certain transport, but excluding a large part of building.¹² Index of hours calculated by the I.L.O. by multiplying the index of numbers employed in industries by an index of average daily hours actually worked per worker.¹³ See table of industrial employment, numbers employed.

TABLE II. STATISTICS OF GENERAL EMPLOYMENT

Indexes of numbers employed

(1929 = 100)

Date	GERMANY ^a	AUSTRIA	CANADA	UNITED STATES			FRANCE	GREAT BRITAIN		HUNGARY	JAPAN
	Sickness insur. statistics	Sickness insur. statistics	Statist. of establ. (A)	Estimate			Statist. of establ. (A)	Compulsory unempl. ins. stat.		Sickness insur. statist.	Estimate
	A.M.I. T.C. etc.	M.I.T.	M.I.T. C.	B.L.S.	N.I.C.B.	A.F.L.	M.I.T. [*] C.	M.I.T. [*] C.	A.M.I.T. [*] C. etc.	M.I.T. C.	M.I.T.
	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners	Wage earners, salaried empl.	Wage earners, salaried empl.	Wage earners, salaried empl.	Wage earners
1929	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	*	100.0	100.0
1930	93.3	95.1	95.3	91.4	94.3	95.2	100.0	95.8	*	94.3	97.8
1931	81.5	76.6	86.1	79.9	86.7	88.1†	92.5	92.2	*	89.2	96.9
1932	71.1	76.4	73.5	68.6	78.7	79.8†	80.9	91.4	*	82.0	97.7
1933	74.0	70.6	70.1	69.6	79.5	80.0†	79.4	94.7	*	81.2	103.1
1934	85.5	69.8	80.7	77.8	85.4	84.8†	76.9	99.2	*	86.9	115.5
1935	90.6*	66.8*	83.5	81.1	88.1	87.8	73.5	101.5	*	91.2	121.6
1936	97.2	64.6	87.1	87.1	93.0	91.7	74.1	106.7	*	97.7	123.8
1937	104.3	67.4	95.9	92.8	96.7	95.3	78.6	112.3	*	104.0	131.2
1938	110.9	*	93.9	83.2	90.4	90.8	81.2	111.0	100*	110.6	135.9†
1938: Sept.	115.0	*	98.1	84.5	92.3	92.1	80.3	111.2	100.1	114.5	*
Oct.	115.0	*	96.3	85.4	92.6	92.4	81.1	111.5	100.3	116.6	*
Nov.	115.0	*	95.8	85.5	92.2	92.2	81.6	111.2	100.0	117.2	*
Dec.	109.5	*	90.8	86.7	92.6	92.7	82.5	111.5	100.1	110.4	—
1939: Jan.	110.8	*	89.5	82.7†	91.2	90.1	82.6	109.8	98.6	111.7	*
Febr.	111.4	*	89.5	82.9†	91.2	90.5	84.3	111.1	99.7	113.9	*
March	112.9	*	88.2	—	91.0	91.2	84.6	112.8	101.2	113.3	*
April	117.6	*	89.2	—	92.5	91.5	83.8	113.8	102.1	118.0	*
May	119.9	*	95.0	—	93.2	92.1	83.4	115.4	103.4	121.9	*
June	120.9	*	97.3	—	94.0†	93.2	83.5	116.7	104.5	—	—
July	121.7	*	98.7	—	—	92.9†	81.8	—	105.4	—	*
Aug.	—	*	100.5	—	—	—	—	—	105.3	—	*
Sept.	—	*	—	—	—	—	—	—	—	—	—
Persons covered (thousands)	19,267	976	1,042	20,250	44,331	42,808	1,810	11,452	12,263	1,160	6,600†

Date	LATVIA	LUXEMBURG	NORWAY	NETHERLANDS	SWEDEN	CZECHOSLOVAKIA	UNION OF SOUTH AFRICA		U.S.S.R.	YUGOSLAVIA
	Sickness insur. statist.	Statist. of establ. (A)	Statist. of establ. (B)	Accident unempl. insur. statist. ⁷	Statist. of establ. (B)	Sickness insur. statist.	Statist. of establ. (A/B)		Statist. of establ. (A)	Sickness and accident insur. statist.
	I.T.C. etc.	M.I.T.	M.I.T. C.	M.I.T. C.	M.I.T. C.	A.I.T. [*] T.	Europeans Total		M.I.T.C. etc.	I.T. [*] C. etc.
	Wage earners, sal. empl.	Wage earners	Wage earners	Wage earners, sal. empl.	Wage earners	Wage earners	Wage earners, salaried empl.		Wage earners, sal. empl.	Wage earners, sal. empl.
1929	100.0	100.0	*	100.0	*	100.0	100.0	100.0	100.0	100.0
1930	104.9	98.1	*	102.2	*	97.6	98.4	99.3	121.5	104.3
1931	97.5	84.1	*	96.0	*	92.3	96.0	95.2	157.9	100.7
1932	82.5	67.6	*	85.3	*	82.6	91.9	88.7	185.9	88.8
1933	87.8	64.8	*	85.0	89.1	75.4	98.0	94.9	178.3	86.1
1934	95.1	65.5	*	86.6	97.4	75.0	111.0	108.1	188.8	89.8
1935	100.8	66.8	100*	84.2	103.1	76.6	123.2	122.1	200.2	93.3
1936	107.1	68.8	101	85.1	108.7	82.3	134.2	134.9	208.2†	101.8
1937	116.3	74.9	107	91.6	117.3	90.0	143.6	143.1	—	112.4
1938	123.6	76.2	108	96.1 ⁷	117.4	91.0*	146.2	148.1	—	118.2
1938: Sept.	124.7	76.1	111	99.9	119.3	68.1 ¹⁰	145.7	148.1	*	124.7
Oct.	126.0	76.7	*	99.9	*	52.0	146.2	147.5	*	122.0
Nov.	128.5	76.5	*	99.1	*	56.1	146.2	146.8	*	120.4
Dec.	123.7	74.2	109	94.8	116.1	54.4	146.2	145.7	*	113.8
1939: Jan.	—	74.0	*	94.1	*	42.4 ¹¹	145.6	145.0	*	106.8
Febr.	—	74.1	*	97.0	*	44.2	147.7	148.9	*	112.5
March	—	75.1	104	101.3	—	45.3	147.8	150.5	*	116.3
April	—	75.8	*	102.7	*	49.4	147.8	150.3	*	117.8
May	—	76.3	*	106.3	*	53.5	148.2	150.4	*	123.3
June	—	—	114	106.3	—	55.0	148.0	149.9	*	124.2
July	—	76.4	*	106.3	*	55.1	—	—	*	123.4
Aug.	—	75.6	*	—	*	50.6	—	—	*	—
Sept.	—	72.2	—	—	—	—	—	—	*	—
Persons covered (thousands)	212	33	201	1,275/504	250	1,363	—/176	—/706	21,108†	689

Abbreviations: A = Agriculture; M = Mines; I = Industries; T = Transport; C = Commerce; S = Services; B.L.S. = Bureau of Labor Statistics; N.I.C.B. = National Industrial Conference Board; A.F.L. = American Federation of Labor.

(A), (B), (A/B): See text, par. 3 (types of establishment statistics), *International Labour Review*, October 1939, p. 537.

^a Except for the series in italics, base: year later than 1929. ^{*} Old territory. ^{*} Since November 1935 including the Saar territory. ^{*} Since May 1935, excluding voluntarily insured. ^{*} 18th July 1938 = 100. ^{*} September 1935 = 100. ^{*} Up to 1937, accident insurance statistics; since 1938, extrapolation, using unemployment insurance statistics. ^{*} 1928-1930 = 100. ^{*} Average of 8 months. ^{*} Since September 1938, excluding the territories incorporated in neighbouring States. ^{*} Since January 1939: Bohemia-Moravia.

TABLE III. STATISTICS OF UNEMPLOYMENT

Date	GERMANY				AUSTRALIA	
	Old territory		Austria	Sudetenland	Trade union returns	
	Employment exchange statistics				Unemployed	
	Unemployed registered		Unemployed registered		Number	Per cent.
	Number	Per cent.				
1929	1,891,956	9.3	192,062	*	47,359	11.1
1930	3,075,580	15.3	242,612	*	84,767	19.3
1931	4,519,704	23.3	300,223	*	117,866	27.4
1932	5,575,492	30.1	377,894	*	120,454	29.0
1933	4,804,428	26.3	405,740	*	104,035	25.1
1934	2,718,309 ¹	14.9 ²	370,210	*	86,865	20.5
1935	2,151,039 ³	11.6 ⁴	348,675	*	71,823	16.5
1936	1,592,655	8.3	349,663	*	53,992	12.2
1937	912,312	4.6	320,961	*	41,823	9.3
1938	429,461	2.1	243,720 ⁵	*	40,526	8.7
1938: Sept.	155,996	0.7	99,865	*	*	*
Oct.	163,941	0.8	106,543	*	*	*
Nov.	152,430	0.7	117,375	184,488	42,077	8.9
Dec.	455,656	2.2	158,250	201,639	*	*
1939: Jan.	301,897	1.5	164,681	171,867	*	*
Feb.	196,770	0.9	128,323	125,568	46,611	9.8
March	134,017	0.6	99,289	88,076	*	*
April	93,933	0.4	77,134	45,479	*	*
May	69,555	0.3	59,372	22,628	46,249	9.7
June	48,840	0.2	45,793	12,288	*	*
July	38,379	0.2 [†]	29,692	5,834	*	*
Aug.	—	—	—	—	—	—
Sept.	—	—	—	—	*	*
Persons covered (thousands)	20,472		*	*	472	

Date	BELGIUM		CANADA			CHILE
	Voluntary unempl. insurance stat.		Estimates		Employment exchange statistics	Employment exchange statistics
	Unemployed (daily average during the month)	Days of unemployment	Unemployed		Applicants for work registered	Applicants for work registered
		Per cent. ¹	Number	Per cent.		
1929	13,000 ²	1.9	107,000	4.2	14,996	*
1930	36,000 ²	5.4	341,000	12.8	33,008	*
1931	110,000 ²	14.5	442,000	17.4	69,719	29,345
1932	211,000 ²	23.5	639,000	26.0	75,140	107,206
1933	210,000 ²	20.5	646,000 ²	26.5	81,809	71,805
1934	235,000 ²	23.4	521,000	20.6	88,888	30,055
1935	210,927	21.7	483,000	19.0	84,050	10,674
1936	154,038	16.2	430,000	16.7	90,133	6,474
1937	125,829	13.1	337,000	12.5	88,516	3,215
1938	173,913	17.6	407,000	15.1	105,236	4,578
1938: Sept.	154,340	15.8	346,000	12.6	101,187	5,191
Oct.	163,771	16.0	378,000	13.8	107,749	5,416
Nov.	185,454	18.7	398,000	14.5	113,251	5,578
Dec.	240,860	23.7	472,000	17.5	88,639	6,291
1939: Jan.	221,468	22.0	485,000	18.1	110,018	8,148
Feb.	204,843	20.1	491,000	18.3	111,275	9,769
March	188,504	18.2	494,000	18.6	115,673	9,464
April	181,039	17.6	473,000	17.8	116,077	8,538
May	186,993	17.9	395,000	14.5	107,738	8,886
June	175,250	16.8	369,000	13.4	103,759	9,342
July	173,732	16.5	—	—	99,842	—
Aug.	176,033	—	—	—	92,612	—
Sept.	—	—	—	—	—	—
Persons covered (thousands)	*	987	2,697		*	*

¹ Since 31 July 1933, not including persons employed in labour camps.

the Saar Territory. ² Before April 1938, applicants for work registered,

unemployment, as a percentage of the total possible working days of insured workers during the month.

³ Since March 1935, including

⁴ Estimates.

⁵ Days of

TABLE III. STATISTICS OF UNEMPLOYMENT (*cont.*)

Date	DENMARK			DANZIG (Free City of)	ESTONIA	FINLAND	UNITED STATES				
	Trade union fund returns		Employment exchange statistics	Employment exchange statistics	Employment exchange statistics	Employment exchange statistics	Estimates		Trade union returns	Employment exchange statistics	
	Unemployed		Applicants for work registered	Unem- ployed registered	Applicants for work registered	Unem- ployed registered	Percentage unemployed			Applicants for work registered	
	Number	Per cent.					N.I.C.B. *	A.F.L. *	Weighted		
1929	42,817	15.5	44,581	12,905	3,172	3,877	1.0	3.9	8.2	*	
1930	39,631	13.7	40,551	18,291	3,089	8,009	7.9	9.8	14.5	*	
1931	53,019	17.9	59,430	24,898	3,542	11,495	16.4	17.7 ^a	19.1	*	
1932	99,508	31.7	126,039	33,244	7,121	17,351	24.9	26.3 ^a	23.8	*	
1933	97,478	28.8	121,115	31,408	8,284	17,139	25.1	27.1 ^a	24.3	*	
1934	81,756	22.1	97,595	20,326	2,970	10,011	20.5	23.6 ^a	20.9	*	
1935	76,195	19.7	92,406	17,983	1,779 ^b	7,163	18.9	20.8	18.5	7,449,841	
1936	78,669	19.3	93,261	13,553	1,276	4,796	15.5	18.2	13.3	7,705,270	
1937	95,103	21.9	107,124	8,009	1,160	3,763	13.2	15.8	10.5	5,154,730	
1938	97,136	21.4	112,241	3,499	1,243	3,602	19.8	20.7	15.3	7,404,176	
1938: Sept.	76,723	16.8	89,231	1,200	607	3,192	18.3	19.7	14.0	7,968,668	
Oct.	86,188	18.8	99,919	1,757	999	4,041	18.2	19.6	13.4	7,743,043	
Nov.	104,439	22.7	119,360	1,985	1,719	5,172	18.5	19.9	13.2	7,529,384	
Dec.	146,533	31.6	161,263	4,612	1,831	4,294	18.3	19.4	13.0	7,215,691	
1939: Jan.	139,225	29.9	155,814	2,602	2,252	5,006	19.6	21.8	13.3	7,442,069	
Feb.	126,592	27.1	141,941	1,812	1,996	4,412	19.7	21.5	12.7	7,198,803	
March	108,316	22.8	123,997	1,492	1,769	4,331	19.1	20.9	11.8	6,745,899	
April	80,242	16.9	94,093	654	1,477	3,509	18.7	20.8	11.1	6,547,051	
May	55,180	11.5	67,141	524	708	2,985	18.3	20.3	10.8	6,386,827	
June	53,341	11.1	64,082	246	582	2,091	17.5 [†]	19.4	10.3	6,271,017	
July	53,296	11.0	63,688	136	460	2,072	—	19.7 [†]	10.5	6,100,925	
Aug.	46,097	9.5	56,327	—	502	2,299	—	—	10.1 [†]	—	
Sept.	61,211 [†]	12.6 [†]	72,328 [†]	—	758	—	—	—	—	—	
Persons covered (thousands)	463		*	*	*	*	54,258	53,143	1,017 [†]	*	

Date	FRANCE		GREAT BRITAIN AND NORTHERN IRELAND			GREAT BRITAIN	
	Public relief fund statistics	Employment exchange statistics	Unemployment insurance statistics (16-64 years)			Employment exchange statistics	
		Applications for work	Wholly unempl. (incl. casuals)	Un. owing to temporary stoppages	Total	Applicants for work registered	
						Wholly unempl. (incl. casuals)	Unempl. owing to temporary stoppages
Percentages							
1929	928	10,052	8.2	2.2	10.4	950,593	264,911
1930	2,514	13,859	11.8	4.3	16.1	1,399,492	517,823
1931	56,112	75,215	16.7	4.6	21.3	2,049,710	579,851
1932	273,412 *	308,096	17.6	4.5	22.1	2,178,311	566,478
1933	276,033	307,844	16.4	3.5	19.9	2,070,046	450,570
1934	345,033	376,320	13.9	2.8	16.7	1,795,437	363,794
1935	426,931	465,875	13.1	2.4	15.5	1,730,194	306,228
1936	431,897	475,272	11.2	1.9	13.1	1,507,979	246,996
1937	350,333	379,095	9.3	1.5	10.5 *	1,283,523	200,876
1938	375,742	408,024	10.2	2.7	12.6	1,418,725	371,956
1938: Sept.	338,409	368,187	9.8	3.0	12.4	1,386,124	412,494
Oct.	361,724	401,936	10.5	2.2	12.3	1,473,280	307,947
Nov.	367,106	400,956	10.8	2.2	12.7	1,522,607	305,496
Dec.	404,730	444,327	10.8	2.1	12.7	1,536,664	294,708
1939: Jan.	415,987	460,816	11.5 *	2.6 *	14.1	1,659,999	379,027
Feb.	414,756	457,760	11.2	2.0	13.2	1,605,038	291,680
March	400,075	441,194	10.5	1.6	12.1	1,495,684	231,245
April	386,158	425,072	9.7	1.7	11.4	1,405,665	238,729
May	375,522	408,533	9.0	1.4	10.4	1,293,665	198,617
June	348,985	383,479	8.1	1.3	9.4	1,153,954	195,625
July	320,367	351,152	7.5	1.3	8.8	1,066,060	190,364
Aug.	302,479	333,150	7.1	1.5	8.6	1,019,714	211,978
Sept.	—	—	—	—	—	—	—
Persons covered (thousands)	*	*	14,840			*	

¹ Before January 1935, unemployed registered. ² National Industrial Conference Board. ³ American Federation of Labor. ⁴ Percentages based on an overestimate of total unemployment of not more than 500,000. ⁵ From July 1932 onwards, including unemployed in receipt of relief from the welfare offices. ⁶ Including agriculture

TABLE III. STATISTICS OF UNEMPLOYMENT (cont.)

Date	HUNGARY	NETHERLANDS INDIES	IRELAND		JAPAN ^a		LATVIA
	Employment exchange statistics	Employment exchange statistics	Employment exchange statistics		Official estimates		Employment exchange statistics
	Applications for work registered	Applicants for work registered	With claims to unempl. benefit	Total	Number	Per cent.	Applications for work registered
1929	15,173	*	14,679	20,702	*	*	5,617
1930	43,592 ¹	*	16,378	22,398	369,408	5.3	4,851
1931	52,305	6,964	17,852	25,230	422,755	6.1	8,709
1932	66,235	10,922	20,217	62,817 ^a	485,681	6.8	14,587
1933	60,595	14,576	19,897	72,255	408,710	5.6	8,156
1934	52,157	15,784	20,558	103,671	372,941	5.0	4,972
1935	52,048	17,418	18,410	119,498	356,044	4.6	4,825
1936	52,114	19,700	16,318	99,834	338,365	4.3	3,851
1937	48,359	19,281	19,418	82,425	295,443	3.7	3,014
1938	47,426	16,814	20,571	88,714	237,271	3.0	2,164
1938: Sept.	47,413	16,409	18,167	70,411	230,203	2.9	1,663
Oct.	45,328	16,467	20,209	91,280	226,798	2.9	1,060
Nov.	43,631	16,528	20,324	93,223	221,030	2.7	2,132
Dec.	49,216	18,976	20,355	88,380	216,227	2.6	3,737
1939: Jan.	54,262	20,232	25,431	105,012	212,254	2.6	4,330
Feb.	57,418	17,330	23,224	105,457	—	—	4,487
March	58,107	17,991	22,255	106,859	—	—	4,055
April	53,795	17,817	19,160	104,945	—	—	2,967
May	50,046	16,256	18,265	96,477	—	—	1,254
June	46,876	16,710	17,746	70,470	—	—	727
July	—	17,063	17,280	70,784	—	—	638
Aug.	—	17,527	16,953	70,961	—	—	446
Sept.	—	—	21,774	77,888	—	—	—
Persons covered (thousands)	*	*	*	*	8,172 [†]	*	*

Date	LITHUANIA *	MEXICO	NORWAY		NEW ZEALAND	PORTUGAL	
	Employment exchange statistics	Official estimates	Trade union fund returns	Employment exchange statistics	Employment exchange statistics	Employment exchange statistics	
	Unemployed registered	Number unemployed	Unemployed		Un-employed *	Unemployed (males) Registered †	Unemployed registered
			Number	Per cent.			
1929	*	*	5,902	15.4	19,089	2,895	*
1930	*	75,695*	7,175	16.6	19,353	5,318	*
1931	*	257,979	*	22.3	27,479	41,431	*
1932	*	339,378	14,790	30.8	32,705	51,549	33,352
1933	*	275,774	16,588	33.4	35,591	46,944*	25,255
1934	*	234,538	15,963	30.7	35,121	39,235	34,711
1935	3,780	191,371	14,783	25.3	36,103	38,234	42,315
1936	3,533	186,904	13,267	18.8	32,643	36,890	43,057
1937	3,112	174,351	16,532	20.0	28,520	*	40,240
1938	2,811	204,702	19,230	22.0	28,923	4,757	—
1938: Sept.	1,546	215,652	15,683	17.7	26,105	1,575*	—
Oct.	1,987	201,728	16,490	18.5	30,085	1,245	—
Nov.	3,272	190,918	18,519	20.7	33,861	1,026	—
Dec.	5,270	199,075	23,426	26.2	34,873	917	—
1939: Jan.	2,679*	217,326	24,584	27.6	34,122	1,036	—
Feb.	2,391	211,956	24,045	26.9	34,713	1,143	—
March	2,292	211,962†	22,355	24.9	33,194	726	—
April	2,217	201,393†	18,981	21.1	30,212	—	—
May	1,263	—	14,050	15.5	25,037	—	—
June	1,660	—	12,108	13.1	20,802	—	—
July	—	—	10,996	11.8	17,643	—	—
Aug.	—	—	—	—	18,009	—	—
Sept.	—	—	—	—	22,672	—	—
Persons covered (thousands)	*	*	89	*	*	*	*

¹ Since January 1930, including non-fee-charging private employment agencies.^a Extended series.² The figures relate to the 1st of the following month.⁴ Excluding the territory of Klaipėda (Memel).⁵ Figure for the month of May.⁶ The figures relate to the 15th of the month.⁷ For the period

1927-1932, numbers of unemployed (males) remaining on registers of Government Labour Bureaux.

⁸ Monthly

figures do not always relate to the end of each month.

⁹ Excluding persons totally unfit for employment for health or other reasons (approximately 8,000 at the end of 1937).

TABLE III. STATISTICS OF UNEMPLOYMENT (*concluded*)

Date	NETHERLANDS				POLAND		SWEDEN			
	Voluntary unemployment insurance statistics ¹			Employment exchange statistics	Employment exchange statistics		Trade union returns		Statistics of local unemployment committees	
	Unemployed		Days of unemployment	Wholly unemployed registered	Applications for work registered		Unemployed		Applicants for relief registered	
	Number	Per cent.	Per cent. ²		Number	Per cent.	Number	Per cent.		
1929	24,300	7.1	5.9	*	129,450	4.9	32,621	10.7	10,212	
1930	37,800	9.7	7.8	*	226,659	8.8	42,016	12.2	13,723	
1931	82,800	18.1	14.8	138,231	299,502	12.6	64,815	17.2	46,540	
1932	153,500	29.5	25.3	271,092	255,582	11.8	90,677	22.8	113,907	
1933	163,000	31.0	26.9	322,951	249,660	11.9	97,316	23.7	164,054	
1934	160,400	32.1	28.0	332,772	342,166	16.3	84,685	18.9	114,802	
1935	173,700	36.3	31.7	384,691	381,935	16.7 ⁴	81,385	16.1	61,581	
1936	169,387	36.3	32.7	414,512	367,327	15.6	71,884	13.6	35,601	
1937	137,674	29.2	26.9	368,909	375,088	14.6	67,351	11.6	18,213	
1938	134,181	27.3	25.0	353,646	347,509	12.7	74,582	11.8	14,927	
1938: Sept.	118,383	23.8	21.8	301,730	212,283	7.5	53,906	8.5	9,154	
Oct.	119,397	26.6	21.9	318,674	232,364	8.1	64,033	10.0	12,349	
Nov.	126,613	25.3	23.3	355,380	296,600	10.3	79,743	12.4	17,350	
Dec.	155,434	30.8	28.6	433,646	456,286	16.5	122,337	19.1	22,099	
1939: Jan.	158,085	31.3	28.9	405,927	541,482 ⁵	18.9 ⁶	105,074 ⁷	15.3 ⁸	27,547	
Feb.	145,145	28.5	26.0	375,395	538,098	18.3	93,781	13.4	27,087	
March	124,739	24.3	22.5	340,665	491,933	16.5 ⁹	88,414	12.6	25,290	
April	115,209	22.4	20.5	240,001 ¹⁰	380,525	12.8 ¹¹	71,749	10.3	22,790	
May	103,598	20.0	18.5	212,661	293,999	9.9 ¹²	51,832	7.4	15,310	
June	98,247	18.9	17.5	196,166	241,464	8.1 ¹³	46,056	6.6	9,917	
July	97,873	18.8	17.2	192,344	—	—	39,074 ¹⁴	5.6 ¹⁵	6,634	
Aug.	96,918 ¹⁶	18.9 ¹⁷	17.6 ¹⁸	191,308	—	—	40,106 ¹⁹	5.8 ²⁰	6,071	
Sept.	110,221 ²¹	19.6 ²²	17.7 ²³	—	—	—	—	—	—	
Persons covered (thousands)	504			*	2,766		642		219 ²⁴	

Date	RUMANIA ^a	SWITZERLAND			CZECHO-SLOVAKIA			YUGOSLAVIA
	Employment exchange statistics	Unemployment insurance statistics		Employment exchange statistics	Trade union fund returns		Employment exchange statistics	Employment exchange statistics
		Percentage unemployed		Applications for work registered	Unemployed in receipt of benefit		Applicants for work registered	Unemployed registered
		Wholly	Partially		Number	Per cent.		
1929	7,288	1.8	1.7	8,131	23,763	2.2	41,630	8,370
1930	25,335	3.4	7.2	12,881	51,371	4.5	105,442	8,198
1931	35,737	5.9	12.1	24,208	102,179	8.3	291,332	9,930
1932	38,890	9.1 [*]	12.2 [*]	54,366	184,555	13.5	554,059	14,761
1933	29,063	10.8	8.5	67,867	247,613	16.9	738,267	15,997
1934	17,253	9.8	6.1	65,440	245,953	17.4	676,994	15,647
1935	13,852	11.8	5.9	82,468	235,623	15.9	686,269	16,752
1936	13,549	13.2	5.3	93,009	208,096	13.1	622,687	19,436
1937	10,851	10.0	2.5	71,130	151,167	8.8	408,949	21,650
1938	7,271	8.6	4.5	65,583	—	—	335,518 ¹⁰	22,517
1938: Sept.	5,493	6.0	4.4	49,610	—	—	61,697 ¹¹	10,926
Oct.	5,290	6.8	4.1	57,405	—	—	77,331	12,103
Nov.	5,382	8.2	4.2	68,827	—	—	103,685	14,739
Dec.	8,668	13.1	4.8	91,257	—	—	148,152	23,590
1939: Jan.	10,876	13.3	4.3	85,377	—	—	124,329 ¹²	32,831
Feb.	9,349	11.4	4.3	73,170	—	—	108,825	36,699
March	7,424	10.0	3.7	65,612	—	—	92,859	33,508
April	5,716	6.4	3.0	37,123	—	—	56,901	27,965
May	4,091	5.1	2.8	35,285	—	—	26,488	21,751
June	4,017	4.4	2.7	27,977	—	—	17,272	19,788
July	—	4.2	2.4	29,105	—	—	10,324	17,509
Aug.	—	4.2	2.1	27,939	—	—	9,077	15,952
Sept.	—	—	—	25,275	—	—	9,686	—
Persons covered (thousands)	*	512		*	1,793†		*	*

¹ Excluding agriculture. Weekly averages. ² Days of unemployment, as a percentage of the total possible working days of insured workers during the month. ³ Excluding persons employed on special relief works.

⁴ Since 1935, percentage based on the number of persons covered by compulsory social insurance schemes.

⁵ Since January 1939, including the territory of Silesia beyond the Odra. ⁶ From January 1939, including agricultural workers. ⁷ Number of relief funds. ⁸ The figures relate to the 1st of the following month.

⁹ Up to 1931 quarterly statistics; afterwards monthly statistics. ¹⁰ Average of 8 months.

¹¹ Since Sept. 1938 excluding the territories incorporated in neighbouring States.

¹² Since Jan. 1939: Bohemia-Moravia.

BIBLIOGRAPHY

Book Notes

INTERNATIONAL PUBLICATIONS

International Labour Office. *Safety Provisions for Underground Work in Coal Mines. Report.* Vol. I: *National Legislation.* xii + 444 pp. 8s. ; \$2 ; 8 frs. (Swiss). Vol. II: *Draft Recommendations.* iv + 112 pp. (not for sale). Geneva, 1939.

The first volume of this report was designed for submission to a Preparatory Technical Conference on Underground Safety in Coal Mines which was to have been held in Geneva in October 1939. Its purpose was to provide the Preparatory Conference first with statistical material showing the incidence and chief causes of underground accidents in the coal mines of some of the principal coal-producing countries, and, secondly, with a survey of the relevant law and practice in a number of these countries. This is the first attempt that has been made to provide a systematic and substantially complete comparison of the safety regulations of the chief coal-producing countries, and it is undoubtedly the most comprehensive review in existence of the various means employed in different countries for promoting safety underground in coal mines. There are five chapters. Accident statistics are dealt with in Chapter I. An analysis of the most important safety provisions of the mining laws and regulations of the countries concerned is given in Chapter II, which constitutes the greater part of the volume (360 pp.). The countries whose mining regulations have been analysed are Belgium, France, Germany, Great Britain, Netherlands, South Africa, the U.S.S.R., and the United States. To facilitate comparison, the material in this chapter has been grouped by subject in 23 sections, among the most important of which are those on shotfiring, supports, haulage of material, travel of workers, winding, ventilation, precautions against firedamp, precautions against coal dust, and electricity. Other sections deal with means of access and egress, explosives, lighting, mine fires, shaft sinking, first aid and rescue, etc. In view of the very close bonds between legislation and inspection as factors in mining safety, a chapter (III) has been added on inspection. This covers both State inspection and, for certain countries, workmen's inspectors. As regards practice, some account of safety work on a national scale by Government departments, research institutions, safety associations, etc., will be found in Chapter IV; and descriptions of one or two examples of safety organisations in individual mines are given in Chapter V.

Société des Nations. Institut international de coopération intellectuelle. *La coordination des enseignements du second degré. Enquête internationale.* Paris, 1938. 280 pp.

The question of the reform of secondary education is attracting the attention not only of teachers but also of sociologists. In order to be in a position to tackle the grave problems of such a reform, the Assembly of the League of Nations and the International Committee for Intellectual Co-operation requested the International

Institute for Intellectual Co-operation to undertake comparative studies of secondary education. The Institute's first task was to define the principal aspects of the problem and to specify those which demand special study, and it undertook a preliminary enquiry for this purpose among a number of educational institutions and among qualified teachers. The enquiry brought out the utility of a collective study, by experts of different nationality, of the co-ordination of the curricula in secondary schools with a view to facilitating the vocational selection and vocational guidance of pupils.

The present work contains an account of these preliminary studies and of the exchange of views concerning the problem at a meeting of a Committee of Experts on the subject held in Paris in December 1936, under the chairmanship of Mr. Jules Hiernaux, former Belgian Minister of Public Education and Director of the Labour University of Hainaut. The work of this Committee is being continued, and the results of its investigations will be published later by the International Institute for Intellectual Co-operation.

OFFICIAL PUBLICATIONS

GREAT BRITAIN

Ministry of Health. Board of Education. Inter-Departmental Committee on Nursing Services. *Interim Report.* London, H.M. Stationery Office, 1939. 93 pp. 1s. 6d.

Interim report of a Committee appointed in 1937 by the Minister of Health and the President of the Board of Education "to enquire into the arrangements at present in operation with regard to the recruitment, training and registration, and terms and conditions of service of persons engaged in nursing the sick and to report whether any changes in those arrangements or any other measures are expedient for the purpose of maintaining an adequate service both for institutional and domiciliary nursing". The Committee, under the chairmanship of the Earl of Athlone, heard or collected evidence from bodies or associations representing the nursing profession, hospitals and medical associations, etc., and from individuals, and has compiled sufficient data for the preparation of a first report on some of the points covered by its terms of reference. The report, however, is of a preliminary nature, as the Committee expects to receive further information. It is arranged in seven chapters dealing respectively with the following subjects: (1) nursing as a service for the nation; (2) the shortage of nurses; (3) recruitment and admission to training; (4) the education of the nurse up to the preliminary State examination; (5) conditions of service; (6) the assistant nurse; (7) summary of conclusions and recommendations.

INDIA

PUNJAB

Board of Economic Enquiry. *Tanning Industry in the Punjab.* Inquiry conducted by ROSHAN LAL ANAND, M.A., under the supervision of RAM LAL R.B., M.B.E. Publication No. 61., Lahore, Civil and Military Gazette, 1939. xi + 127 pp., illustr. Re. 1.

This is the third report published by the Punjab Board of Economic Enquiry, intended specially for business men. Tanning and leather working is an industry second only to weaving in its economic importance to the Punjab, which is one of the largest producers of hides and skins of superior quality, and rich in tanning materials; most of the hides and skins, however, are exported as raw material. The report deals with the technical and commercial aspects of the industry, and with the economic conditions of the tanners, leather workers, and labourers, employed; it shows that the present methods are crude and wasteful and that the conditions of the workers are miserable. In a foreword the Director of Industries states that steps have been taken by the Government for the improvement of the industry.

RHODESIA (SOUTHERN)

Report of the Commission appointed to enquire into the possible prevalence and origin of cases of Silicosis and other Industrial Pneumoconomoses in the Industries of

the Colony of Southern Rhodesia, and of Pulmonary Tuberculosis in such Industries. Salisbury, Govt. Stationery Office, 1938. ii + 94 pp., diagrams, tables.

Report of the Commission appointed in 1937 to enquire into and report upon the incidence of silicosis and other industrial pneumoconioses and of pulmonary tuberculosis in Southern Rhodesia, and the methods of prevention or control of the occurrence of these diseases. After a general summary of the work of the Commission, a chapter is devoted to the causation and medical aspects of silicosis. The report then describes in detail the technique of the enquiry and the results attained, and shows the prevalence of silicosis and tuberculosis in the gold mines of Southern Rhodesia. A special chapter is devoted to asbestos mines and coal mines, and another to dusts (measurement, methods of sampling, etc.) and their prevention. A detailed exposition of methods for the prevention of silicosis and for the detection of cases of silicosis and tuberculosis in the gold mines is included at the end of the report.

UNITED STATES

Congress. Senate. Committee on Education and Labor. *Violations of Free Speech and Rights of Labor. Report of the Committee on Education and Labor on Strikebreaking Services.* 76th Congress, 1st Session. Report No. 6. Washington, Govt. Printing Office, 1939. iv + 222 pp.

A Sub-Committee of the United States Senate Committee on Education and Labor was set up in 1936 under the chairmanship of Mr. Robert M. La Follette, Jr., to "make an investigation of violations of the right of free speech and assembly and undue interference with the right of labor to organise and bargain collectively". The Sub-Committee began by investigating the services rendered to employers by the so-called detective agencies, and in 1937 issued a report embodying its findings on espionage performed by detective agencies for industrial employers. In examining the detective agencies for evidence of industrial espionage, the Committee discovered other services offered to employers in connection with their labour relations, including the furnishing in time of strike of specialised personnel versed in industrial warfare. Shifting from the study of detective agencies to that of employers' associations, the Committee found in several cases that espionage and strike services similar in function and technique to those rendered by the detective agencies were provided by such associations for their members. The purpose of the present report is to consider the strike services rendered by both detective agencies and employers' associations. The strike services which the Committee examined fall into three categories: provision of so-called strikebreakers; provision of guards or watchmen; and provision of persons to mingle with strikers or townspeople, disguised as strikers, strike sympathisers, or salesmen, as the case may be. The report embodies a searching analysis of the use of such strike services in the United States in the past and at the present time, and concludes by recommending federal legislation to forbid the employer to engage agencies or individuals who will indulge "in the customary practices that have made the strikebreaking business notorious".

Department of Agriculture, Bureau of Home Economics, Bureau of Agricultural Engineering Extension Service, and Office of the Secretary. *The Farm-Housing Survey.* Miscellaneous Publication No. 323. Washington, Govt. Printing Office, 1939. 42 pp., tables. 15 cents.

Statistics, collected in 1934, of structural conditions, household equipment, sanitary facilities, size, room use, number of occupants, age, surrounding acreage, and ownership, of farm houses in 308 selected sample counties in 46 States. The percentage of farm houses surveyed having a kitchen sink with a drain varied from 96.1 per cent. in the New England States to 5.4 per cent. in the East South-Central States.

Department of the Interior. Office of Education. *Education in Germany.* By Alina M. LINDEGREN. Bulletin 1938, No. 15. Washington, Govt. Printing Office, 1939. xii + 145 pp. 20 cents.

Department of Labor. Bureau of Labor Statistics, in co-operation with Works Progress Administration. *Family Income and Expenditure in Chicago, 1935-36.*

Volume I, *Family Income*. Prepared by A. D. H. KAPLAN and Faith M. WILLIAMS assisted by Erika H. WULF. Bulletin No. 642. Washington, Government Printing Office, 1939. x + 210 pp., diagrams, tables. 25 cents.

An analysis of data on family incomes in Chicago, collected for the "Study of Consumer Purchases" from 28,515 families. These are divided according to type of family, income class, and whether or not receiving relief, the non-relief families being classified by occupation. From these figures are built up estimates of the income distribution of all families in Chicago. Special chapters are devoted to family income according to occupational groups and according to family composition. Of special interest are data showing the prevalence of more than one earner in the family and the relation between size of family and income. The sources of family income are analysed in detail. Home tenure and housing in relation to income form the subject of separate chapters.

Federal Housing Administration. *The Fort Wayne Housing Plan*. Washington, Govt. Printing Office. 23 pp., illustr.

The Fort Wayne project used relief labour to build standardised three-room-and-bath houses on vacant tax-exempt lands sold to the city housing authority at \$1 an acre, with an option for repurchase. Overhead costs, land, and materials, were financed by an insured loan of \$900 per house. The pamphlet describes the standards met, the estimated costs, and the materials used for construction.

Maritime Commission. *Report to Congress on Training Merchant Marine Personnel, 1 January 1939*. Washington, Government Printing Office, 1939. iii + 123 pp., illustr.

This report begins with a summary explaining its origin and in particular that it was issued by the United States Maritime Commission on 1 January 1939 in accordance with a provision contained in the Merchant Marine Act of 1936.

It gives a detailed description of the training systems of Japan, Holland, Germany, Great Britain, Italy, Norway, Sweden, Denmark, and France. Mention is made of the fact that all Japanese and Italian, and 98 per cent. of the French, merchant officers are graduates of training institutions; about 75 per cent. of Great Britain's deck officers and all engineers are products of the seagoing and machine shop apprentice systems; and all officers of the Scandinavian countries and Germany must attend Government schools before sitting for examinations for certificates. For the United States, it is estimated that about 80 per cent. of all officers have received no systematic training, and only about 10 per cent. are graduates of State nautical schools. The others come from the United States Navy, the Coast Guard, other schools, and past cadet systems. The Report deals next with existing facilities in the United States for training merchant marine officers: the State nautical schools; the United States Merchant Marine Naval Reserve; the Naval Reserve Officers' Training Corps; the cadet system on Government-operated and subsidised vessels; the United States Maritime Service and its training system; the Coast Guard Institute; and vocational high schools and other schools and institutions. Under the last-named heading mention is made of the Lake Carriers' Association, which maintains both engineers' and navigation schools for officers on the Great Lakes. The schools are conducted during the closed season for navigation. In conclusion it is noted that shipowners generally and representatives of a majority of seamen have approved the training system subject only to the understanding that immediate inauguration of training for young men without previous seagoing experience is not recommended owing to existing unemployment in the industry, which makes it unwise to increase the ranks of maritime workers at present. Opposition to any training at all has been expressed by only a small minority of the men in the industry.

There are five appendices to the report. One gives detailed information on training for the Japanese merchant marine. The second gives the British Government regulations concerning employment on British merchant vessels, enumerates schools, hostels, and training ships, of Great Britain for boys who intend to go to sea, and quotes extracts from the report of a committee set up by the British Shipping Federation in 1934 to advise upon the training of officers for the mercantile marine. The next two appendices deal respectively with the United States cadet training courses on Government-owned and subsidised vessels, and with the

regulations for the administration of the United States Maritime Service. Training systems for recruits and a summary of the plan of training for the United States Maritime Service are given in the last appendix, together with interesting statistics of enrolment allotments, applications for enrolment, rejections, etc. The book closes with ratios of the salaries paid to merchant officers in eight different countries.

National Labor Relations Board. Division of Economic Research. *Union-Employer Responsibility*. By Lyle COOPER. Research Memorandum No. 4. Washington, 1939. 29 pp. typescript.

This report consists of a brief analysis of the problem of the responsibility of unions and employers followed by excerpts from "authoritative statements" on the subject. The author finds agreement among the authorities to the effect that "a condition for attaining the ideal of approximate equality of bargaining power is that the union must have attained sufficient stability so that it is *strong enough* to meet the employer on something like equal terms Responsibility is thus based on that mutual respect which is derived from the knowledge that each side is strongly organised and self-disciplined".

National Resources Committee. Industrial Committee. *Residential Building*. By Lowell J. CHAWNER. Housing Monograph Series No. 1. Washington, Govt. Printing Office, 1939. iii + 19 pp., tables, diagrams. 10 cents.

This study attempts a statistical formula for the effect on rent and the effect on new non-farm dwellings constructed of various factors for which statistics are available. The discussion of fluctuations in building activity from 1900 to 1938 includes the suggestion that inadequate statistical information is partly responsible for the period of over-building which seems to occur as demand declines, and for subsequent failure of building activity to respond to an increase in the number of families. The report also gives estimated increases in the number of families up to 1959. The statistics given include figures relating to trends in population, family income, grants, building costs, units constructed, and vacancies.

Works Progress Administration. Division of Social Research. *Migrant Families*. By John N. WEBB and Malcolm BROWN. Research Monograph XVIII. Washington, Govt. Printing Office, 1938. xxx + 192 pp.

An interesting analysis of migration during the economic depression and of the characteristics of families who were assisted by the transient relief programme of the Federal Emergency Relief Administration. The report concludes that any future Federal or State assistance programme must take into account the fact that the transient relief population is not fundamentally different from the resident relief population, and that any remedial programme must be directed towards the elimination of such artificial barriers as State and local residence requirements which make transients ineligible for assistance under the ordinary relief programmes. Since initiative in this direction is unlikely to come from the States, the report suggests that the lead must be taken by the Federal Government, which can take into account both the needs of the migrants and the interests of the States most affected by the transient problem.

— — — ***Urban Housing. A Summary of Real Property Inventories conducted as Work Projects, 1934-1936.*** Washington, Govt. Printing Office, 1938. xii + 326 pp.

This report, which is based on a survey of 64 cities made in 1933-1934 for the Bureau of Foreign and Domestic Commerce, and on later locally sponsored surveys following the same general procedure, gives comprehensive statistics of structural conditions, heating and sanitary facilities, size, age, mortgage status, occupancy, and rental or sale value, for all dwellings in 203 cities. Of the dwellings examined as to structural conditions, 13.9 per cent. needed major repairs, and 2.3 per cent. were considered unfit for use; 17 per cent. of the occupied dwellings housed more than one person per room. About 5 per cent. of all families were "extra" families living in dwellings which already contained a primary family.

— — — **National Research Project, and Industrial Research Department, University of Pennsylvania. *The Search for Work in Philadelphia, 1932-36. An Analysis of***

Records of the Philadelphia State Employment Office. By Gladys L. PALMER. Report No. P-7. Philadelphia Labor Market Studies. Philadelphia, 1939. ix + 74 pp., tables.

This report is chiefly concerned with an analysis of the qualifications of applicants registered at the Philadelphia State Employment Office and of those who were placed in jobs, and brings out the selective factors at work in the distribution of employment opportunities in the labour market over the period 1932 to 1936. It is shown, among other things, that the extremely high standards set up by employers in hiring workers during periods of extensive unemployment resulted in "freezing" a considerable number of skilled workers within the "hard core" of the unemployed, and that reported labour shortages in the city have been with few exceptions the result of the highly specialised requirements of most employers. Appendices include statistical details relating to the analysis of the characteristics of applicants.

NON-OFFICIAL PUBLICATIONS

Adamic, Louis. *America and the Refugees.* Public Affairs Pamphlets No. 29. New York, Public Affairs Committee, 1939. 31 pp., diagrams. 10 cents.

A short account of the immigration laws and the working of the quota system in the United States. The author advocates the admission of a larger number of refugees.

Al-Amal wa El-Ommal Fi Masr. (Work and Workers in Egypt.) Edited by Hosniel SHENTINANI. Special number of the *Review of the Faculty of Law*. Cairo.

Contains an abundant documentation on labour legislation in Egypt and on Egyptian workers. The material is arranged in four chapters. The first consists of an article on the labour movement in Egypt and in other countries by Mr. Salama Moussa. The second is devoted to labour legislation, and comprises studies of the following questions: the principles of labour legislation (Dr. A. EL RIFAI); social insurance (Mr. Ahmed FAHMY); the contract of employment, industrial accidents, and maternity protection. The third relates to legal practice. The fourth reproduces a report by A. RIDA Pasha (formerly Under-Secretary of State in the Ministry of Justice) on labour legislation, the report by Mr. Harold BUTLER on labour conditions in Egypt (published in Cairo in 1932), and the text of a system of labour legislation prepared some time ago by RIDA Pasha.

Andrews, John B. *Labor Laws in Action.* New York, London, Harper, 1938. xviii + 243 pp.

Dr. Andrews, Secretary of the American Association for Labor Legislation and joint author with Professor Commons of *Principles of Labor Legislation* (Cf. *International Labour Review*, Vol. XXXV, No. 5, May 1937, page 744), has for a number of years been concerned with the problem of securing effective application of labour legislation. His investigations have convinced him that "the ability of a Government to extend and improve legal regulation through labor laws is limited by its capacity to provide adequately for administration"; and he adds "thus it is important to know what procedures have already been adopted with success in some States and ignored elsewhere. It is important to know what standards of inspection have been developed and what social inventions have been ingeniously drafted into our industrial laws or embodied in administrative practice to make compliance more nearly automatic, certain and agreeable." These brief quotations indicate the scope and purpose of Dr. Andrews' new book, which attains a standard of interest and instructiveness commensurate with its author's reputation. Different chapters deal respectively with the following topics: State enforcing authorities; financing administration; official publications; American factory inspection; mines safety inspection; British factory inspection; national labour law administration; and the administration of international labour legislation.

Anuario Argentino de Seguros y Capitalización 1938. Editor-Proprietario R. LOPEZ BUISAN. Buenos Aires.

Aubrun, Henri. *Que faire de nos enfants ? Guide pour l'apprentissage d'un*

métier. Preface by Georges RISLER. *Annuaire du Musée social. Guides et documents*. Paris, 1939. 80 pp. 7 frs.

This pamphlet is both a guidebook, giving in a condensed form the essential data relating to apprenticeship and vocational guidance in France, and a year book containing a detailed list of training courses and vocational schools and the principal welfare institutions for apprentices in that country.

Brodie, Isabel B. *The Refugee Problem and Palestine*. New York, American Economic Committee for Palestine, 1938. 23 pp.

The author describes the economic situation of Palestine and the possibilities of settlement for Jewish refugees.

Brooks, Robert R. R. *Unions of their own Choosing. An Account of the National Relations Board and its Work*. New Haven, Yale University Press; London, Humphrey Milford, Oxford University Press, 1939. 296 pp., illustr. \$3.

A vivid account of the working of the National Labor Relations Act and of the activities of the National Labor Relations Board, in the United States, written from a standpoint of warm sympathy towards the objects of the Act and the manner in which the Board has interpreted its responsibilities. There is a useful bibliography, and the text of the Act is given in an appendix.

Chambre de métiers de la Seine. *Organisation de l'apprentissage dans les entreprises artisanales du département de la Seine*. Paris, 82 pp. 2.50 frs.

Reproduces the texts of the French laws, regulations, and circulars, in force relating to apprenticeship and vocational guidance, and the rules, notices, forms, and other documents, used by the "Chambre de métiers de la Seine". A preface is contributed by Mr. H. LUC, Director of Technical Education, and a foreword by Mr. GRANDADAM, President of the "Chambre de métiers de la Seine."

Chassang, Pierre. *L'avenir des jeunes*. Paris, Editions Spes, 1939. 173 pp. 10 frs.

A practical survey of the openings for young persons in the professions and in technical occupations in France. The latter part of the volume examines the remedies suggested for the present situation, the use of vocational guidance, the part played by education, and the choice of a career. In the opinion of the author, who is General Secretary of the "Centre familial de consultations et de documentation professionnelles" in Paris, the difficulties of young people to-day are attributable more often to themselves and to the training they have received than to the circumstances in which they find themselves. It is a false conception of professional training which has brought about their present distressing situation.

Cole, G. D. H. *British Trade Unionism To-day*. London, Victor Gollancz, 1939. 591 pp.

This book, which was written with the collaboration of thirty trade union leaders and other experts, traces the rise of trade unionism in Great Britain, showing the development of craft unions, the "new unionism" of 1889, and the consequences of social unrest in the first decade of the present century. An account is given of trade unionism in wartime and its position up to and after the general strike of 1926. There are chapters on collective bargaining and the relation of trade unionism to the State, and one on the history of trade union law. Dealing with hours of labour, the author mentions the part played by the International Labour Organisation and the early attempts made under its auspices to secure the 40-hour working week. A chapter on the international trade union movement, in which some revision appears necessary in order to bring the material up to date, contains a condensed account of co-operation between trade union movements in the various countries. Part IV gives a survey of trade unionism in the various industries of Great Britain, and attempts to appraise the strength and weakness of the movement. In his conclusions, Mr. Cole considers how far the existing structure and organising policy of the British trade unions are appropriate to the task confronting the movement, and suggests that some lessons may be drawn from the recent history of trade unionism in France and in the United States.

Committee for Industrial Organization. *Labor's Program for Better Housing.* Washington. 27 pp.

Urges participation in the United States Housing Authority programme and outlines the procedure to be applied.

Confederazione Fascista dei Lavoratori del Commercio. *La disciplina degli orari dei negozi in Italia.* By Francesco VOLPE. Collana di Propaganda e Studi, 50, Serie B, N. 10. Rome, 1939. 162 pp., tables.

This work deals with the development of the regulation of opening and closing hours for commercial establishments in Italy and with the present situation as regards food shops, clothing, furnishing, and hairdressing establishments, and shops for the sale of miscellaneous goods. For these branches of commerce, and for the principal urban centres in all the provinces of Italy, an appendix gives tabular data concerning opening and closing hours, working hours on early-closing days, the total number of hours shops may remain open, postponement of the closing hour on Saturdays, Sunday closing, and special opening and closing hours in the case of commercial operations of a seasonal character.

Congrès des économistes de langue française. *Travaux du Congrès des économistes de langue française, 1938. Quelques aspects de la reprise allemande. Méthodes et résultats. Hausse des prix et réorganisation des entreprises.* Paris, F. Loviton, 1938. 190 pp. 48 frs.

The first of the two reports included in this volume is a succinct but well-documented survey of the German national economy by Professor LAUFENBURGER. After emphasising the absence of any pre-established theory or programme in the German experiment, the author examines the principal measures taken by the German leaders and their effects on finance, employment, production, foreign trade, prices, and revenue. He reaches the conclusion that the experiment, contrary to the current conception of economic recovery, is based on restriction of purchasing power, and that the financing of all the works put in hand has been made possible only through the smallness of the public debt at the time when the National-Socialist Party came into power. In Professor Laufenburger's opinion, the problems which the German leaders will have to face in the future will be mainly due to shortage of capital, since they will find it difficult to accumulate adequate reserves.

In the second report, Professor BAUDHUIN expresses the opinion that there exist possibilities of reducing the cost of production and prices, and that the principal means of effecting such a reduction are the development of mechanisation, scientific management, and rationalisation of the distribution of commodities. The author deprecates the introduction of a general system of industrial planning.

Co-operative Wholesale Society. Publicity Department. *The People's Year-Book 1939.* Manchester, Glasgow. 324 pp., illustr. Cloth 3s.; paper 1s.

This issue of the *People's Year-Book* reviews the work of the co-operative movement in Great Britain during 1938, and also contains a number of articles on different aspects of the movement, relations with universities, agricultural co-operation, and the contribution of the guilds. A great part of the book is devoted to labour, social and economic problems, and includes studies on juvenile employment, trade unionism in 1938, purchasing power, the problem of leisure, the outlook for trade and industry, and the position of the agricultural producer. Under the heading "Co-operation Overseas", a great deal of useful and interesting information is given concerning the trend of the co-operative movement in many countries. The remainder of the *Year-Book* is made up of directories of social and co-operative organisations in Great Britain.

Cronin, John F. *Economics and Society.* New York, American Book Co., 1939. xvii + 456 pp. \$2.50.

Dansk Forening for Social Oplysning. Det sociale Sekretariat. *Den økonomiske og sociale Udvikling 1938 og Tilbageblik 1919-1938. Direktorens Aarsberetning til den internationale Arbejdskonference i Juni 1939. "Samfundets Krav", 39. Aarg. Nr. 2.* Kolding, 1939. 100 pp.

Abridged Danish edition of *The World of Industry and Labour 1939: Report of the Director to the Twenty-fifth Session of the International Labour Conference* published by the Danish Association for Social Information.

Dautry, Raoul. *Métier d'homme.* Preface by Paul VALÉRY. Paris, Plon, 1937. xi + 331 pp. 18 frs.

This book is composed chiefly of texts of lectures and addresses in which Mr. Dautry expounds his ideas on labour, acquired in the course of a career of over thirty years, many of which were spent in the administration of the French State railways. The whole of the book relates to the technical aspect of the railway services, but the author, starting, as Mr. Paul Valéry says in the preface, "from what he does and what he knows how to do", develops some general technical conceptions and social views of the highest interest. The reader can follow not only the development, since the early part of the century, of the railwayman's job, which presents so many special features, but also the evolution of ideas on man and on work during that period. Some of the author's addresses to members of the subordinate staff give sidelights on the details of daily tasks which are not without interest for the layman; others, on a higher plane of thought, enable the reader to grasp the true bearing of Mr. Dautry's views and his theory of labour. Such, for example, are the chapters containing his addresses to the doctors of the railway medical service and his vivid description of what the railway management has accomplished in the sphere of social work.

— and others. *Conférences de service social.* Paris, Edition sociale française. 258 pp.

The French training centre for social work in industry and commerce ("Centre de formation sociale des cadres de l'industrie et du commerce"), which was founded in 1938 with a view to familiarising the management of undertakings with the different aspects of social service, held its first meeting in February 1939. This volume reproduces the text of the lectures given at the meeting; they deal with the following subjects: "Technique and Social Work in Modern Industry" (Mr. Raoul DAUTRY); "The Role of the Staff in Social Service" (Mr. Georges LAMIRAND); "The Worker at Work" (Mr. Hyacinthe DUBREUIL); "Widening the Worker's Horizon" (Mr. Pierre DEFFONTAINES); "The Workers' Family Budget" (Miss DESMOULIN); "Workers' Housing Conditions" (Mr. Jean Henri ADAM); "Skilled Foremen and Social Evolution" (Mr. Robert JARRY); Apprenticeship and Social Service" (Mr. QUANTIN); "Social Service in Industry" (Mrs. Edmond GILLET); "Youth and Industry" (Mr. J. GUERIN-DESJARDINS); "The Structure of the Big Urban Social Services" (Miss HARDOUIN); "Assistance to Families through Family Allowances and Social Insurance" (Mr. G. BONVOISIN); "Documentation and Guidance of Social Workers" (Mr. Jean MILHAUD). The volume includes a number of appendices and the Centre's programme for 1938-39.

Davies, W. Tudor. *Trade Associations and Industrial Co-ordination.* Preface by Lord AMULREE. London, Machinery Users' Association and Sir Isaac Pitman, 1938. xiii + 117 pp.

Short study on different aspects of modern industrial organisation in Great Britain. After a survey of the evolution of trade law, the author examines the development, tendencies, advantages, and disadvantages, of different forms of private industrial organisation such as trade associations, agreements, cartels, and mergers. He discusses certain problems of technical progress, and devotes the remainder of the book to the question of economic planning, emphasising the fact that "any step making for change in the organisation of British industry must, of necessity, be slow and found to be practical before adoption". He believes that it is on the foundation of the trade association that the structure of a new economic order in Great Britain can be built.

Davis, J. Merle. *The Economic and Social Environment of the Younger Churches.* Report of the Department of Social and Economic Research of the International Missionary Council to the Tambaram Meeting, December 1938. London, Edinburgh House Press, 1939. xiii + 231 pp. 2s. 6d.

On the agenda of the 1938 meeting of the International Missionary Council,

held at Tambaram, Madras, one of the main topics was "The Environment of the Church". In preparing his report Mr. Davis, who is Director of the Social and Economic Department of the International Missionary Council, carried out a series of studies of the economic and social environment of the indigenous churches in several Eastern countries. This volume contains material of great interest to anyone concerned with the actual life and needs of the rapidly growing churches of the East and Africa.

Denby, Elizabeth. *Europe Re-housed.* Foreword by the Rt. Hon. The Lord HORDER, G.C.V.O., M.D., F.R.C.P. London, Allen and Unwin, 1938. 284 pp., illustr.

This book, the author says, is the outcome of eight years' practical experience of slum clearance and rehousing in London, followed by a year's investigation of the low-rented estates which have been built on the Continent since 1918. It contains a study of housing in Sweden, Holland, Germany, Vienna, Italy, and France, with suggestions for English practice. It is published in a very readable form, with emphasis on human values. Rough sketches show clever planning of room space or household equipment. Suggestions for English housing policy relate to methods of finance, and urban planning to save costs, to preserve variety and beauty, and to provide for community life. The compilation of the statistical data, the author states, was facilitated by the resources made available by the International Labour Office.

Deutsche Gesellschaft für Arbeitsschutz. *Arbeit und Kleidung.* Beihefte zum Zentralblatt für Gewerbehygiene und Unfallverhütung. Beiheft 28. Berlin, Julius Springer, 1939. 137 pp., illustr. 3.60 marks.

Contains the text of the reports presented at the annual meeting of the German Association for Industrial Safety held in 1938. Some of these reports deal with working clothes in general (ZEISS, FÜRST, SCHOPHAUS, PILZ, and STEINWARZ), women's protective clothing (FEILGENHAUER), and footwear (KREGLINGER), but the greater number are devoted to protective clothing in the following special industries and undertakings: industries in which the worker is exposed to the risks of heat and fire (GIESENHAUS); metallurgical undertakings, rolling mills, and foundries (ZWEILING); undertakings in which the workers are exposed to damp, cold, and inclement weather (HEBERSTREIT); mines (HEIDORN); dusty and dirty trades (KOENIG); the chemical industry (WOLFF); electrical undertakings (WÖHR); and sanitary undertakings (HARMSSEN). One of the reports concerns fire-proofing of clothing (MICHELITSCH).

Fargeaud, Philippe. *Le problème de l'embauchage et du licenciement de la main-d'œuvre.* Collection d'études économiques. VI. Edited by LOUIS BAUDIN. Paris, Librairie générale de droit et de jurisprudence, 1939. 140 pp. 20 frs.

Study of the legal, technical, economic and social aspects of the problem of engaging and discharging workers in France. The author considers that the aim should be the establishment of full collaboration between employers and workers in carrying on production and distribution within the general framework of the present economic and social system, and that the solutions to be considered call for a joint effort. Appendices contain a report on engaging and discharging workers by Mr. MONMOUSSEAU, and an extract from a report on placing by Mr. MERCIER.

Fédération des sociétés savantes de l'Afrique du Nord. *Premier Congrès, Alger, 10-11 juin, 1935.* 454 pp., illustr. 1935. *Deuxième Congrès, Tlemcen, 14-17 avril 1936.* Tome I. 193 pp., illustr. 1936. Tome II¹. Pp. 203-589, illustr. 1936. Tome II². Pp. 599-1090, illustr. 1936. *Troisième Congrès, Constantine, 30 mars-1er avril 1937.* Tome I. 382 pp., illustr. 1938. Tome II. pp. 391-761, illustr. 1938. ("Revue africaine"). Algiers, Société historique algérienne.

The proceedings of the Congresses of the "Fédération des sociétés savantes de l'Afrique du Nord", an organisation which aims at establishing permanent relations between societies devoted to the study of North Africa and its inhabitants, are a mine of information on economic and social questions affecting the European and the Native populations in North Africa. Useful articles or monographs by eminent specialists deal with problems relating to European agricultural and mining settlements and the conditions of Native workers, handicraftsmen, and peasants.

Figueroa Fernández, Julio. *El Seguro Social contra el Riesgo de Accidentes del Trabajo.* Santiago de Chile, Soc. Imp. y Lito. Universo, 1939. 87 pp. \$20.

The author describes in a systematic manner how the Chilean legislation and practice relating to sickness insurance secure the fulfilment of the threefold function of this branch of social insurance: prevention, physical and vocational rehabilitation, and compensation. He also gives a comparative analysis of the principal laws of other countries on this subject. Owing to a thorough knowledge of the international literature on social insurance and compensation for occupational risks, he has succeeded in bringing out the essential functions that devolve on the different social insurance systems.

Fresco, Dr. Manuel. (a) *Capital y trabajo.* (b) *Caridad Cristiana.* (c) *El Sarmiento Auténtico.* (d) *Ley de Estabilidad y Escalafón del Magisterio.* Cuatro discursos del primer mandatario de la Provincia de Buenos Aires. La Plata. 63 pp.

Heuser, Heinrich. *Control of International Trade.* London, George Routledge, 1939. x + 282 pp.

This work points out the causes that give rise to the quantitative control of international trade, describes the measures of control and the problems involved in their administration, and analyses the effect of such control on prices, production, employment, and income.

The chief motive for import quotas has been usually the protection of domestic industry. "All other reasons for the establishment of quotas", the author says, "are generally ancillary, and frequently of the nature of official subterfuges". In countries whose currencies were really endangered, the form of control relied upon in general was exchange restrictions. Import quotas and currency depreciation, especially in creditor countries, were not unimportant factors leading to the establishment or maintenance of exchange control in the debtor countries. The control measures benefited initially the industries receiving protection, but by restricting imports of foreign merchandise they also curtailed foreign purchasing power available for the purchase of export products, and furthermore owing to their inflationary effect on domestic prices, they tended to increase both prices and costs of exports and thereby discouraged export trade. In so far as the control measures brought about a decrease in export markets rather than an increase in domestic markets, as was frequently the case, they resulted in a net decrease in total production and employment which reacted unfavourably even on the industries benefiting initially from protection. Moreover, since they tended to raise domestic prices and therefore living costs, they tended also to decrease real wages. Although the control of international trade might conceivably be used with beneficial results, Mr. Heuser is not very optimistic as to its practicability. Even in this connection he would recommend tariffs in preference to the new forms of control.

Instytut Gospodarstwa Społecznego. Institut d'économie sociale. Pamiętniki Emigrantów. Mémoires des émigrants polonais. (a) *Ameryka Południowa*, Nr. 1-27. *Amérique du Sud*, Nos. 1-27. xxv + 488 pp. (b) *Francja*, Nr. 1-37. *France*, Nos. 1-37. xxix + 702 pp. Warsaw, 1939.

For some years, the Institute of Social Economy in Warsaw, the research work and publications of which are of considerable importance and value, has been collecting autobiographical data concerning unemployed workers, by means of enquiries in the form of competitions. Three large volumes of "Memoirs of the Unemployed" and "Peasants' Memoirs" have already appeared (cf. *International Labour Review*, Vol. XXVII, No. 3, March 1933, pages 378-392; Vol. XXXIII, No. 4, April 1936, page 596; and Vol. XXXIV, No. 5, November 1936, page 711) which give a striking picture of the effects of the economic depression on the life of the workers. A similar competition was organised in 1936, by means of which the Institute collected a large amount of important material relating to the life of Polish emigrants, based on information received from Polish workers residing in France, South American countries, the United States, and Canada, the principal centres of Polish immigration. The two volumes which have now appeared contain 37 narratives by emigrants in France and 27 by emigrants in South America (Argentina, Brazil, Paraguay, and Uruguay). The sociological documentation the Institute has thus acquired is unique of its kind. A marked feature of the memoirs published

is their sincerity ; they supply first-hand and striking evidence regarding the social and economic factors which were the cause of the emigration movement, the conditions attending the emigrants' departure from their native country and their settlement in the countries of immigration, and the living and working conditions in their new surroundings.

Issaly, Alfred. *Il faut des autoroutes à la France.* Paris, Pierre Tisné, 1938. 92 pp. 7.50 frs.

Sets out national, economic, social and financial considerations in favour of the construction of a network of motor roads in France. A considerable number of workers, it is argued, would be provided with employment, no financial burden would be placed on the State, and a remunerative concern would be created. In the author's opinion, the State should guarantee the interest of the capital subscribed, but the administration should be in the hands of a private company, and the enormous sums required to finance the scheme should be recovered from the proceeds of a motor tax based on the number of kilometres travelled and justified by the economy to motorists which the motor road would ensure.

Istituto Veneto per il Lavoro. *Relazione e bilancio 1938, XVI-XVII.* Venice, 1939. 36 pp., illustr., tables.

Jones, G. P. *Workers Abroad.* Discussion Books. General Editors : Richard Wilson, D. Litt., and A. J. J. RATCLIFF, M.A. London, Paris, Melbourne, Toronto, New York, Thomas Nelson, 1939. vii + 183 pp.

Reproduces a number of lectures given by the author in Sheffield during the winter of 1937-38 on the trade union movement in Europe and the ideas which have animated it from the Middle Ages down to the present day.

Kimmel, Lewis H. *Cost of Government in the United States, 1935-1937.* National Industrial Conference Board Studies, No. 240. New York, National Industrial Conference Board, 1938. xv + 163 pp. \$3.50.

This volume is the thirteenth of a series of studies of the cost of government in the United States. In addition to the usual analyses of Federal, State and local expenditure, tax collection, and public debt, it includes a special chapter on the financial provisions of the Social Security Act.

La Cueva, Mario de. *Derecho Mexicano del Trabajo.* Vol. I. Mexico, Porrúa, 1938. 797 pp.

In the general introduction, which constitutes the first part of this volume, the author traces the history of labour law from its rudiments in ancient times down to the appearance of special labour systems in Germany and in Italy, including an account of the steps taken to organise it on an international basis. In the second part, which is devoted to labour law in Mexico, he examines conditions of employment in relation to the protection of the individual worker (the legal nature, clauses, conclusion, and validity, of the contract of employment, etc.), and then considers actual conditions of work (hours, compulsory rest periods, holidays with pay, wages, etc.) for workers in general and for special categories of workers (women and children, home workers, agricultural workers, domestic servants, apprentices, etc.).

The four chapters of the second volume of this work will deal respectively with the collective aspect of labour law, social welfare, judicial authorities competent to deal with labour matters, and procedure for the settlement of industrial disputes.

Lawford, Stephen. *Sowing Justice or the Romance of the International Labour Office.* London, Nicholson and Watson, 1939. 150 pp.

The origins of the International Labour Organisation, the objectives for which it was created, and its methods of approach to social problems, have already been the subject of numerous studies, many of which are more detailed than the small book under review. But the author, who has had particularly good opportunities of becoming acquainted with his subject, and has taken an active part in the work of the Organisation, brings again vividly before the reader the difficulties with which

its path is beset, the ideals for which it stands, and the means by which these ideals may still find realisation.

Lou Yee-Wen. *Les œuvres sociales dans les chemins de fer chinois.* Preface by Joseph GIRARD. Paris, Pierre Bossuet, 1937. 135 pp.

Study of the situation of employees on the Chinese railways, divided into five parts. In the first part, the author describes the welfare services in Chinese industry in general and compares them with those of the railways. In the second and third parts, he considers the living conditions of the railwayman and his family, and the conditions of work. In the fourth, he deals with the problem of the education of railwaymen. In the fifth and last part, he gives some examples of welfare work on the French railways.

Marquard, L., and Standing, T. G. *The Southern Bantu.* London, New York, Toronto, Oxford University Press, 1939. vii + 262 pp., map.

This is a compact description of the Native of the Union of South Africa, with additional chapters on Southern Rhodesia and on the Mandated Territory of South West Africa and the British South African Protectorates. The chapters concerning the Bantu on European farms, in European towns, and on the mines, contain in succinct form much of the most recent information available on conditions of employment.

The merits of the book may be illustrated by the following passage from the introduction, in which the authors give simple instances of differences in outlook and manners which in themselves are utterly unimportant but which contribute towards the mass of misunderstanding between White and Black: "Apart altogether from his having to work amongst surroundings and with implements quite unfamiliar to him, he (the newcomer to European employment) finds that his tribal conventions are reversed. At home he sits down before the chief as a sign of respect; amongst Europeans he is expected to stand up. Hitherto he has been accustomed to hold out both hands, hollowed like a cup, to receive a gift, to show that he regards it as large in quantity. Europeans tend to regard this as a sign of greed. Europeans on the whole consider forgetfulness to be some mitigation of neglect of duty, whereas . . . (among the Bantu) in common politeness a man is bound to make excuses or tell a lie or two rather than admit that he forgot to do something Europeans generally like a man to look them in the face Bantu consider it merely impudent on their part to do so Europeans would also consider that any one arriving at a house or farm ought to report to the head of the household. Bantu custom requires anyone arriving at a kraal to sit down and wait till someone sees him and the head of the kraal sends for him."

Maspétiol, Roland. *Economie paysanne.* Paris, Librairie de Médecis, 1939. 190 pp. 15 frs.

This work contains a synthesis of the situation and needs of the French peasant a theory of agricultural economy, and a constructive programme of action. Rejecting both liberalism and socialism, the author advocates a policy adapted to rural requirements and based on occupational organisation.

Mathé, Dr. Istvan. *Társadalombiztosítási Jogszabályok és útmutató.* Budapest, 1939. 296 pp.

This volume is not merely a compilation of Acts and regulations, but contains a methodical exposition of the whole Hungarian social insurance system, and constitutes a useful guide even for specialists. In addition to the principal laws and administrative regulations, the author has made use of data from sources more difficult of access, such as the rules of the principal social insurance institutions, the decisions of their self-governing administrations, and legal decisions. The arrangement of the material facilitates rapid reference.

McIlwain, C. H. *Constitutionalism and the Changing World.* Collected Papers. New York, Macmillan Company; Cambridge (England), University Press, 1939. viii + 312 pp. \$4.50.

Streit, Clarence K. *Union Now. A Proposal for a Federal Union of the Democracies of the North Atlantic.* New York and London, Harper, 1938. xvi + 315 pp. \$3 ; 10s. 6d.

An exposition of a plan for a union of democratic nations, based on the federal principle and on the experience of the United States. Besides the fifteen "founder democracies" (the United States, Canada, Great Britain, France, Ireland, Switzerland, Belgium, the Netherlands, Norway, Sweden, Denmark, Finland, Australia, New Zealand, and South Africa), the union would be open to any other nation whose system of government is based on democratic principles. Pointing out the advantages for trade and the economic situation generally of such a union, the author stresses the five matters in which the union would have authority: citizenship, defence, money, communications, and a free-trade area within the union. He also advocates the representation of all citizens in an upper and a lower house, a union executive, an elected executive board, and an independent supreme court. The author insists that the new union would be a menace to no country or group of countries, but would allow, better than an association with a membership of nations, the safeguarding of peace and resistance to aggression.

The first chapter, giving the essence of the work, has been published separately as a pamphlet (Washington, The Union Press, 25 cents) with a new preface on recent developments; the pamphlet also contains the foreword of the book, its "last word", and its table of contents.

— *Union ou chaos ? Proposition américaine en vue de réaliser une fédération des grandes démocraties.* Preface by Firmin Roz. Translation by C. VALMY, M. GOURÉVITCH and Th. GENIN. Paris, Librairie de Médecis, 1939. 392 pp. 36 frs.

French translation of the work reviewed above.

Wright, Carl Major. *Economic Adaptation to a Changing World Market.* Copenhagen, Ejnar Munksgaard, 1939. 305 pp.

The thesis of this book is that for a small country at least it is fatal to allow increasing State intervention to take the form of buttressing and succouring those economic activities which do not offer reasonable possibilities of adaptation to inevitable changes in general economic structure. To do so is to add another and very powerful factor to those already making for inflexibility at a time when adaptability is the real need. One of the most important tasks of Government is, on the contrary, to help in transferring those factors of production which have been rendered superfluous or unprofitable in their present employment to new industries more profitable for themselves and the community. If we must have State intervention, as apparently we must, the author argues, let us direct its pressure towards breaking down the obstacles to growth where growth is possible. The central part of the book considers the task of ascertaining which industries will, for each individual country, considering its special structure and the prevailing tendencies in the world market, give not only the largest but also the most stable income, and by what means it may be possible to effect a desired shift in production.

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