



# **SOCIAL LEGISLATION IN WARTIME**

## **Adjustment of Social Insurance Schemes to War Conditions**

### **INTRODUCTION**

This first article on social insurance since the opening of hostilities contains an outline of the measures taken up to the end of October 1939 in France, Germany, and Great Britain, to adapt their social insurance legislation and the working of the schemes to war conditions. Only the principal measures affecting general social insurance schemes are analysed. Later articles will deal with subsequent measures of adjustment in the belligerent countries or in other countries affected by the war.

The steps taken are intended more particularly to protect insured persons called up for service and to ensure the maintenance of their rights without requiring continued payment of contributions. In countries in which medical assistance is provided by the insurance funds for the families of members of sickness funds the measures taken for the benefit of mobilised men represent an immediate advantage to their families, which can continue to have recourse to the medical service of the insurance scheme and retain the other advantages accruing to them from the insurance of the head of the household.

In pension insurance schemes the rights of mobilised men are also maintained without the need for any contributions. When pensions are calculated on the basis of the contributions paid, insured persons who are called to the colours may reasonably claim that periods of military service should be counted for the calculation of pensions.

Other precautions and adaptations are necessary if insurance institutions are to continue to give the full social service for which they were intended. The following notes show the extent and variety of the problems involved and the degree of effort necessary to solve them.

### **FRANCE**

Generally speaking, all wage earners in commerce, industry, and agriculture, are covered in France by the workmen's compensation legislation and by the general social insurance scheme, although these are supplemented or replaced by special schemes for certain classes of workers such as miners, seamen, railway employees, etc.

A brief outline is given below of the changes made or proposed to adapt the workmen's compensation system and the social insurance scheme to the consequences of the war.

### *Workmen's Compensation*

An accident caused by an act of war, whether during hostilities (a worker being injured by a bombardment during his work, for example) or subsequently (a worker injured by the explosion of a shell which he unintentionally touched) was not considered an industrial accident during the war of 1914-1918. This was the view taken by the Court of Cassation in a judgment of 18 April 1918, and the courts necessarily followed.

New legislation adopted on 1 July 1938, however, changes this view. It states :

The Act of 24 June 1919 concerning compensation for civilian victims of the war, as amended by the Act of 28 July 1921, shall apply to the victims or the representatives of victims of any of the war occurrences enumerated in Section 2 of the Act, if the occurrence took place during working hours and in the workplace in an undertaking covered by the Act of 9 April 1898 or by any other Act concerning liability for accidents occurring to workers or salaried employees in the course of their employment.

The payment of a pension under the preceding paragraph shall exonerate the head of the undertaking from his liability under workmen's compensation legislation up to the amount of the pension in question. Any person wishing to claim compensation under this Section shall do so within three months of the coming into force of the present Act.

The question arises, however, whether the provisions quoted above apply to persons injured during the present war as a result of a war occurrence taking place in the workplace and during their working hours. In principle, at least, the reply would seem to be necessarily in the affirmative, since the civil liability of employers towards their staff is exactly the same in time of war as in time of peace.

When an accident occurs, however, it is necessary to determine whether it took place under normal working conditions. If so it is covered by the legislation in force, and the regulations concerning the notification of industrial accidents must be applied.

If, on the other hand, the enquiry into the accident shows that it was due to an occurrence resulting from the war, such as the explosion of a shell or bomb or the resulting fire or collapse of a building, etc., then the employer and his staff are covered by the Act of 24 June 1919 concerning the compensation due from the State to civilian victims of the war.

It should be noted that the Act of 24 June 1919 contains no provisions making it automatically applicable to any war occurrence, and it therefore applies only to the civilian victims of the war of 1914-1918. In reply to a written question from a Member of Parliament<sup>1</sup> the

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<sup>1</sup> *Journal Officiel, Compte rendu des débats de la Chambre des Députés. Deuxième séance du 30 mars 1939, p. 1192.*

authorities stated that the Act should be made applicable to civilian victims of the present war by a new legislative text. It would seem to follow that, notwithstanding the general terms in which it is drafted, the Act of 1938 concerning compensation for accidents cannot apply to injuries other than those caused by a war occurrence during the war of 1914-1918.

This fact, however, does not invalidate the view expressed above that the legislation concerning compensation to civilian victims of the war applies in principle to accidents occurring in the place of employment and during working hours, provided that the accidents are due to a war occurrence. The question which has still to be settled is that of the legislation determining the compensation to be paid to civilian victims of the war.

#### *General Social Insurance Scheme*

A Decree of 26 September 1939 simplified the working of the social insurance scheme so as to bring it into line with war conditions.

The Decree facilitates rapid payment of benefits to persons entitled to them, and provides for the allocation of certain social insurance funds to prophylactic and health purposes. It applies both to the social insurance funds for industry and commerce and also to those for agriculture.

#### *Sickness and Maternity Insurance.*

Wives and children dependent on insured persons who have been called to the colours retain their right to sickness and maternity benefit, without any condition as to payment of premium, throughout the period for which the person concerned is on active service. When the insured persons return home they are considered as having regularly paid, throughout the period of their army service, the minimum statutory sum entitling them and their wives and children to sickness and maternity benefit.

#### *Invalidity, Old-Age and Survivors' Insurance.*

The provisions with regard to pension insurance concern the maintenance and increase of rights in course of acquisition throughout the period of mobilisation and the rules for payment of old-age and invalidity pensions due either before or after the opening of hostilities.

*Maintenance and increase of rights in course of acquisition during the period of mobilisation.* For insured persons who are mobilised, the period of mobilisation will be taken into account in fixing the amount of the old-age and invalidity pensions; these will be calculated as if the person concerned had continued to receive the same wage as was being paid to him when he was called up. Social insurance legislation will continue to apply to persons mobilised in industry under the same conditions as previously.

*Payment of old-age and invalidity pensions.* Insured persons who, on 1 September 1939, had not received pension instalments due to them on that date, or those due for the previous quarter, will be

paid the sums due on application to the post office of the place where they are now living, if they present their pension certificates.

After 1 December, instalments of old-age and invalidity pensions will be paid exclusively by postal cheques, and pensioners will therefore receive their pensions in their homes.

#### *Administration of the Funds and Affiliation of Insured Persons.*

The Minister of Labour is empowered, till a date which will be fixed by Decree after the cessation of hostilities, to take all necessary decisions in regard to appointing or replacing staff of departmental social insurance funds and compulsory district associations of funds, and in regard to the constitution of boards of management.

Further, if a fund privately constituted — that is, a fund other than a departmental one officially constituted by the public authorities — becomes temporarily embarrassed as regards staff or finance, the Minister may affiliate the members of this fund to the departmental fund of the place where they are at present residing.

#### *Financial Provisions.*

The annual profits of the old-age insurance funds whose previous balance-sheets show surplus assets are paid into a fund to be used chiefly to bring the old-age pensions granted by the insurance funds up to the guaranteed minimum.

The sums set aside by compulsory district associations of sick and maternity funds which in normal times are intended to meet any possible deficits of the funds (guarantee funds and funds for equalisation of risks) will now be combined into a single account at the Bank for Investments and Deposits, called the account for health and prophylactic assistance for insured persons and their families.

Orders issued by the Minister of Labour regulate the use of the credits in the fund thus established.

Until further notice, the fund for health assistance will receive the resources so far paid into the funds for guarantee and equalisation — that is, 5 per cent. of the proportion of contributions for sickness insurance, and 25 per cent. of the proportion of contributions designed to cover maternity insurance and the supplements for family responsibilities.

The account for health and prophylactic assistance was drawn on for the first time under an Order of 3 October 1939 to the extent of two million francs. This sum is intended to cover a fraction of the urgent expenditure on evacuated persons and their families when they arrive in the departments to which they have been transferred.<sup>1</sup>

#### GERMANY

Wage earners in industry, commerce, and agriculture, are compulsorily insured in Germany under three extensive schemes: sickness; invalidity, old age, and death; and industrial accidents. In agriculture

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<sup>1</sup> *Journal Officiel*, 10 October 1939.

the accident insurance scheme applies equally to smallholders and members of their families; independent craftsmen are covered by the salaried employees' pension scheme.

Sickness insurance has the widest scope of these three schemes: members of sickness funds and their families constitute nearly two-thirds of the total population, and it will thus be realised how necessary it was to adapt this branch of insurance and its medical service to war conditions as rapidly as possible. An analysis will therefore be given first of the measures taken to adjust the sickness insurance scheme; this will be followed by an outline of the problems arising in connection with the invalidity, old-age and survivors' scheme and the accident scheme.

### *Sickness Insurance*

The primary object of the measures taken is to protect insured persons called up for service and the members of their families. They are also intended to facilitate the taking over by the funds in their new place of residence of the payment of benefit to persons from evacuated areas and to workers who have been requisitioned and transferred elsewhere. As many insurance practitioners were called to the colours, provision had to be made for their temporary replacement. The administration of the funds has also been simplified so as to counteract the loss of staff resulting from mobilisation.<sup>1</sup>

### *The Position of Mobilised Insured Men.*

The rights of insured persons who are called up for service continue in existence without any time limit. This follows from the rules laid down in the Social Insurance Code (Section 209b) for periods of military training and manoeuvres.

An insured person who is called to the colours, whether for active service or not, retains his insurance rights as they existed at the moment of mobilisation, although the obligation to contribute is suspended for both the employer and the insured person. If he is injured or falls sick, the insured person must then obtain help from the military medical service and not from the insurance medical service.

The members of the family of the mobilised man retain in their entirety their rights to sickness insurance benefits. These benefits, which extend to the wife and children of the insured person not themselves in insurable employment, include medical and obstetrical aid and at least half the cost of pharmaceutical aid. The members of the mobilised man's family are not required to pay any fraction of the medical expenses; this means that they do not pay the fixed amount required from other beneficiaries when their sickness cards are issued to them.

In order to help the funds to meet the expenditure involved in the provision of medical and pharmaceutical aid to the members

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<sup>1</sup> *Reichsarbeitsblatt*, 1939, No. 26-28, IV, pp. 452-455 and 461-469; *Die Ortskrankenkasse*, 1939, No. 27; *Die Betriebskrankenkasse*, 1939, No. 17-19.

of families of mobilised men, the Government will pay half the contributions in respect of the insured persons ; this payment will be made in a lump sum and represents a gain to the funds, as they are not required to provide benefits for insured persons who are on service.

Persons called up for anti-aircraft defence or belonging to the armed units of the police or labour service are treated as mobilised persons for the purposes of this legislation.

If a mobilised man dies, his fund must pay the statutory benefit to his family even if the family is not involved in any expenditure for his burial.

War widows and orphans are compulsorily insured by the sickness funds under a Decree of 20 April 1939, which extended the benefit of sickness insurance to the survivors of war victims. In the event of illness, therefore, these persons are not dependent on public relief but are entitled to medical attendance and other benefits in kind from the insurance scheme.<sup>1</sup>

#### *Mutual Aid between Insurance Funds.*

In a Circular sent to all sickness funds on 4 September 1939 the Minister of Labour laid down measures to facilitate the taking over by the fund in the place of residence of the payment of benefits to insured persons belonging to another fund. This is particularly necessary in the case of persons evacuated from a frontier district or proceeding to a new place of employment assigned to them.

The Circular requires the sickness funds to pay the benefits applied for as soon as the applicant has given evidence of his membership of another sickness fund. He will be excused from giving formal proof in order that unnecessary delay in the payment of benefits may be avoided.

The funds may also have to pay benefits to soldiers or civilians injured during the war. If the injured person was already affiliated to a sickness fund he must apply to the services of that fund, which take the necessary action at the expense of the military authorities. If the injured person was not formerly a member of a fund he will obtain medical and pharmaceutical aid from the general fund in his place of residence.

#### *Organisation of the Medical Service.*

A number of insurance practitioners were called up for service and have therefore had to be replaced, but this replacement is only temporary, and precautions have been taken to safeguard the interests of these practitioners.

It will be remembered that the admission of practitioners as sickness insurance doctors is strictly controlled in Germany and that as a rule one doctor only is allowed for every six hundred insured persons. In order to maintain this proportion admission is regulated by districts. The insured person may choose his doctor only from

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<sup>1</sup> *Reichsarbeitsblatt*, 1939, No. 14, IV ; cf. *Industrial and Labour Information*, 26 June 1939, p. 884.

those regularly admitted as insurance practitioners by the admission committee concerned.<sup>1</sup>

The rules for admission have not been changed, but early in September 1939 the Minister of Labour issued a Circular prohibiting any new admissions. This will protect the interests of practitioners who have been mobilised and ensure the maintenance of their insurance practice until their return.

The Association of Insurance Doctors, which is responsible for the working of the insurance medical service and to which all doctors admitted to treat insured persons must compulsorily belong, is now authorised to replace mobilised doctors temporarily by practitioners not admitted to insurance practice. Doctors treating patients under this authorisation will have the same rights and duties as those regularly admitted to the treatment of insured persons, but their collaboration is only temporary and does not carry with it any claim to admission later.

The Association of Insurance Doctors intends, in the interests of a better distribution of doctors available for the treatment of insured persons and members of their families, to organise transfers of doctors between town and country or between different districts. In order to facilitate the treatment of insured persons it is also examining the question of establishing therapeutic centres in hospitals and other curative institutions.

Doctors who are permitted to treat insured persons do not receive their remuneration from the insured person or from the fund but from the Association of Insurance Doctors, which receives a lump sum from each sickness fund in proportion to the number of insured persons and the amount of the contributions paid. Mobilised men with no family responsibilities will not be taken into account when calculating this lump sum, and in the case of mobilised men with family responsibilities only 75 per cent. of the normal amount per insured person will be paid. This reduction is justified by the fact that if the mobilised insured person falls sick or is injured he will be looked after by the military medical service.

The sickness funds will in future have to be very strict in granting hospital treatment. The public hospitals are reserved as far as possible for army requirements, and sickness funds will therefore have to make use of private institutions and nursing homes. Agreements will have to be made with the institutions concerned for the admission of insured patients. All the funds of a single locality or district must collaborate in reaching an agreement as to the rates of payment.

The funds must keep a check on the duration of hospital treatment, and their medical advisers will take part in the examination of hospital cases so as to prevent undue extensions.

The medical inspection service must be maintained in all circumstances. A Circular from the Minister of Labour emphasises the importance of the duties of this service. Mobilised men will be replaced

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<sup>1</sup> Cf. INTERNATIONAL LABOUR OFFICE : *Economical Administration of Health Insurance Benefits*, Studies and Reports, Series M, No. 15 (Geneva, 1938), pp. 187 foll.

on a large scale by labour which has not hitherto been insured and the physical condition and earning capacity of which will have to be examined carefully with the help of the medical advisers of the funds. All applications for sickness benefit will have to be scrutinised very closely, and the Association of Insurance Doctors has brought this to the notice of its members in the following terms: "No certificate of incapacity must be granted unless the incapacity is genuine, and the duration of incapacity mentioned in the certificate must be kept at the lowest possible figure. It is more than ever the duty of the insurance practitioner to note immediately when a patient recovers his earning capacity and not leave the matter to be detected by the medical inspector of the fund."

### *Management of Funds.*

The current working of the funds has been simplified. Administrative and statistical tasks which are not of recognised urgency have been suspended. The monthly statistical statements for the supervisory authorities will, however, be maintained, together with the morbidity statistics.

The Advisory Committee attached to each fund to assist the person responsible for its administration will in future be convened only in urgent cases for the performance of really important tasks.

The staffs of the funds have been reduced as a result of mobilisation, and therefore retired employees are being re-engaged and officials temporarily detached from elsewhere so as to keep the essential machinery of the funds working more or less normally.

Employees who have been pensioned off but who have not passed their seventieth year are required to offer their services to the institution to which they are attached for pension services. The higher social insurance offices, in their capacity as supervisory authorities, have received extensive powers to order the temporary detachment of officials from one fund to another. These detachments must not adversely affect the position of the official concerned.

It is expected that these measures will enable the funds to maintain the normal standard of work, as the new regulations tend to reduce the administrative formalities and facilitate the payment of benefits.

The National Federations of Sickness Funds, which are now under the direct supervision of the Minister of Labour, must do all they can to prevent an increase in contribution rates by the affiliated funds. If the current receipts of any fund prove inadequate, recourse must be had primarily to the reserves established for each district.

### *Invalidity, Old-Age and Survivors' Insurance*

In the two main schemes of compulsory invalidity, old-age and survivors' insurance — that for workers in industry, commerce, and agriculture, and that for salaried employees, which was recently extended to independent craftsmen — the measures taken in peace time in the light of the experience of the war of 1914-1918 will suffice for the time being to protect the interests of insured persons called up for service and of members of their families. A brief survey of

the provisions governing their situation will show how the invalidity insurance scheme will work in time of war.

### *Maintenance of Rights and Qualifying Period.*

In order to claim a pension an insured person must have completed a qualifying period and have maintained his rights by a certain regularity in the payment of contributions.

The qualifying period for an invalidity pension is 260 weekly contributions in the workers' scheme and 60 monthly contributions in the salaried employees' scheme; these figures both refer to compulsory insurance, the qualifying period for those contributing voluntarily being 520 weekly contributions and 120 monthly contributions respectively. In the case of the old-age pension the qualifying period is 780 weekly contributions in the workers' scheme and 180 monthly contributions for salaried employees.

The qualifying period cannot be considered as satisfactorily completed unless the prescribed payments are made with sufficient regularity to maintain the rights in course of acquisition. It is unnecessary to analyse the complex regulations for the maintenance of rights, and it will suffice to recall that as a general rule contributions must have been paid for a least half of each calendar year from the beginning of insurance until the year preceding that in which application is made for a pension. Thus, 26 weekly contributions must be paid in each calendar year under the workers' scheme and six monthly contributions under the salaried employees' scheme in order to prevent the contributions previously paid from losing their value.

The rights of insured persons called to the colours are, however, automatically maintained. The regulations contain a general clause to the effect that periods of military service or of compulsory labour service, irrespective of their duration, are deemed to be periods of compulsory contribution both for the purpose of the qualifying period and for the purpose of maintaining insured persons' rights. This clause protects mobilised men and their families against any loss of rights through the non-payment of contributions during the period of service.

### *Calculation of the Pension.*

The pension consists of a basic amount, a supplement, and a children's allowance.

The basic amount, which does not depend on the wage of the insured person, is 72 marks a year for workers, and 360 marks a year for salaried employees.

The children's allowance under both schemes is 90 marks each for the first and the second child, and 120 marks for the third and each subsequent child.

In addition to these fixed amounts, the pension includes a supplement calculated according to the wage of the insured person and the number and amount of the contributions paid into his account from the time when the insurance began. Each payment, therefore, counts in the calculation of the pension. In the workers' scheme, the sum

added to the basic amount in respect of contributions paid may not be less than 72 marks a year.

Periods of active military service and of compulsory labour service are taken into consideration in calculating the pension even although no payment may actually be made into the insured person's account during those periods.

In the workers' scheme, periods of military service during the war of 1914-1918 also count towards the supplement, but this provision is of a restrictive character and it does not seem that it could be extended by analogy to the present war. It is, however, a precedent which might be followed in issuing regulations permitting periods of military service during the war to be taken into account for the purpose of pension supplements to mobilised men and their families.

#### *Medical Facilities of Invalidity, Old-Age and Survivors' Insurance.*

The invalidity, old-age and survivors' insurance institutions for workers and the Central Insurance Institution for Salaried Employees possess considerable medical facilities, including 120 large institutions normally used for the treatment of sufferers from the more common social diseases, such as tuberculosis and nervous affections, and for rest cures and convalescence.

Most of these institutions will have to be placed at the disposal of the army. It has been decided, however, that no change will be made in the working of establishments for the treatment of pulmonary tuberculosis, and the insurance institutions will continue to accept applications for admission which are certified in accordance with the rules concerning treatment for tubercular or pre-tubercular insured persons and pensioners.

#### *Accident Insurance*

Accident insurance, like other branches, is compulsory for all industrial and commercial undertakings and agricultural holdings, with the exception of small commercial businesses and small undertakings in handicrafts. In agriculture, the scheme covers not only workers and domestic servants, but also small farmers and members of their families.

The scheme is administered by mutual insurance associations of employers, membership of which is compulsory. In industry, these associations are organised by branches of industry, but in agriculture they are organised by districts, membership being compulsory for all agricultural holdings in each district.

As the scope of accident insurance is very wide, it is not likely that it will be extended in any way. The only question that arises is whether, and if so to what extent, accident insurance will be required to cover the consequences of bodily injury resulting from war risks in an undertaking or holding liable for insurance.

The reply must be determined in the light of the practice of the insurance institutions and the decisions of the law courts. If an injury due to the state of war, such as a wound received during an aerial bombardment, is to be considered an industrial accident covered

by accident insurance, it is not sufficient for the injury to have occurred in the work-place or during the worker's employment, or while he was travelling between his home and his place of work ; there must be a causal connection between the injury and his occupational activity in that the worker was required in fulfilment of his occupational duties to be at the particular moment at the spot where he was injured, and that he would probably have remained unharmed if his duty had not taken him thither. If this connection of cause and effect between occupational activity and the materialisation of the risk exists, the accident insurance scheme must apply even if the injury is caused by enemy action or some other act of war. As the accident insurance scheme is liable, it must pay to the injured person, or to his representatives if the injury proves fatal, all the benefits laid down by law. If in any given case the provisions concerning civilian war victims offer greater advantages than those of the accident insurance scheme, the injured person or his representatives may claim the difference from the Government.

When an injury brought about by a war occurrence in the course of the worker's employment in an undertaking liable for insurance does not constitute an industrial accident, then the accident insurance scheme is not liable and the injured person may claim compensation only under the provisions concerning relief for civilian war victims.

These provisions are contained in a Legislative Decree of 1 September 1939,<sup>1</sup> which extended to civilian war victims the provisions of the Military Pensions Act of 26 August 1938.<sup>2</sup>

#### GREAT BRITAIN

The mass of the wage-earning population of Great Britain is covered by workmen's compensation, national health insurance, and the contributory pension scheme.

The measures taken at the outbreak of war to adapt these schemes to the new problems engendered by the war have the following objects : (1) to maintain the status, under health and pension insurance, of members of the armed forces and of workers engaged in war occupations not ordinarily insurable ; (2) to define benefit rights in cases where simultaneous claims might arise to insurance benefits and to civil or military war pensions ; (3) to effect certain simplifications in the administration of health insurance ; (4) to enable the insurance medical service to be carried on by a reduced staff ; and (5) to remove air-raid casualties from the sphere of workmen's compensation.

#### *Maintenance of Insurance Status*

Health insurance and pension insurance have, for practical purposes, the same scope ; contributions for both schemes are paid

<sup>1</sup> *Reichsgesetzblatt*, 1939, I, p. 1623 ; cf. *Industrial and Labour Information*, 9 Oct. 1939, p. 52.

<sup>2</sup> *Reichsgesetzblatt*, 1938, I, p. 1077.

by means of a single stamp; and, in general, the status of insured persons is retained in both schemes for the same period after the cessation of payment of contributions.

Under both health and pension insurance, an insured person, in order to establish a claim to benefit, must have to his credit a certain minimum number of contributions corresponding to a certain period preceding the event giving rise to the claim. Thus, by reason of the performance of some war service which is not insurable employment, a person hitherto insured might, at the end of his service, find that he would not be immediately eligible for insurance benefits, but would have to complete afresh the minimum contribution period. Hence, in order to maintain the insurance status of a person engaged in non-insurable war service, contributions must continue to be paid on his behalf, though where, during that service, his risks are covered otherwise than by the insurance schemes the rates of the contributions could be reduced.

### *Members of the Forces.*

The principal Acts (National Health Insurance Act, 1936, and Widows', Orphans' and Old-Age Contributory Pensions Act, 1936) already provided for the insurance, under special conditions, of members of the regular armed forces. Under the National Health Insurance and Contributory Pensions (Emergency Provisions) Act of 3 September 1939, the same rules are applied to members of the non-regular forces, including women members of nursing and auxiliary services. It will be convenient to outline the conditions under which members of the forces are insured.

All members of the naval, military or air forces, regular and non-regular, are compulsorily insured for health and pension purposes, except regular officers and such non-regular officers as were not already insured when their service began.

The rates of contributions for members of the forces are as shown in the following table:

<i>Health insurance</i>	Insured person	Weekly contribution	
		State	Total
Man	—	3d.	3d.
Woman	—	2 ½d.	2 ½d.
<i>Pension insurance</i>			
Man	5 ½d.	5 ½d.	11d.
Woman	3d.	2 ½d.	5 ½d.

The rates of pension insurance contributions are the ordinary rates for persons in civil employment. The rates of health insurance contributions are 6d. less than the ordinary rates.

The health insurance contributions of members who, before their service began, belonged to an approved society are paid to that society. Other members are enrolled in the Navy, Army and Air Force Insurance Fund, to which their health insurance contributions are credited. Pension insurance contributions are credited, in the ordinary way, to the Pensions Account under the control of the Treasury.

The only health benefits which are payable in respect of the insurance of a member of the forces during his service are a maternity benefit for his wife, and, while he is in the United Kingdom, additional treatment benefits.

No contributory pensions are, in practice, payable in respect of the insurance of a member of the forces during his service, since he will certainly be discharged before reaching the pensionable age, and, if he dies as the result of his service, his surviving widow or child will receive a war pension to the exclusion of a contributory widow's or orphan's pension.

A member of the forces who belongs to an approved society is treated, on his discharge, as though the ordinary contributions had been paid in respect of him since his service began, so that he will normally be entitled to the full benefits at once. If, however, he is, on his discharge, incapable of work as the result of his service, and in receipt of a pension or allowance on that account, his right to health benefits is restricted.

A member of the forces who, on his discharge, does not belong to an approved society, and is unable to obtain admission to one because of ill health, remains insured with the Navy, Army and Air Force Insurance Fund and becomes entitled to statutory and additional benefits under the same conditions as a member belonging to an approved society.

The rights of discharged members of the forces to contributory pensions are the same as those of persons who have been insured in ordinary employment for the same period, except that in case of death after discharge, as the result of injury received in service, the war pension which then becomes payable excludes a contributory widow's or orphan's pension.

### *Persons in "War Occupations".*

Under the Emergency Provisions Act, persons who, immediately before entering a "war occupation", were compulsorily or voluntarily insured retain, or are enabled to retain, their status in health and pension insurance. For this purpose a distinction is made between two classes of "war occupations", according as contributions are paid compulsorily or voluntarily in respect of the persons concerned.

The list of occupations comprised in each class will be prescribed in regulations, but any war occupation must be one (a) which is followed during the war in connection with the defence of the realm, the prosecution of the war, or the maintenance of essential supplies or services, but (b) which does not involve liability to health and pension insurance under the principal Acts.

The first class of war occupations comprises those which, in virtue of the Emergency Provisions Act, involve compulsory insurance. The only occupations which can be placed in this class are those which are carried on outside the United Kingdom or Ireland and which, but for that fact, would be insurable employments under the principal Acts. Persons who, before they entered an occupation of this class, were insured, compulsorily or voluntarily, are compulsorily insured

for health and pension purposes as long as they are engaged in the occupation. The health insurance contribution is the same as that of a member of the forces, and is paid entirely by the employer.

Of the second class of war occupations all that can be predicated from the terms of the Emergency Provisions Act is that they do not satisfy the condition laid down for inclusion in the first class. Persons who, before they entered an occupation of this class, were insured compulsorily or voluntarily are enabled to maintain their insurance status by themselves paying health insurance contributions at the same rates as are laid down for members of the forces, and also the entire pension insurance contributions at the ordinary rates.

The Emergency Provisions Act does not provide expressly for any restriction of the benefit rights of persons engaged in war occupations of either class. Nevertheless, the facts that the health insurance contribution is payable at a reduced rate and that persons engaged in the first class of occupations at least are living outside the United Kingdom suggest that some restriction must in practice apply to health benefits.

#### *Insurance Benefits as Affected by War Pensions*

##### *Health Benefits.*

For the understanding of the following provisions it is necessary to explain that "total disablement" for the purposes of the award of a pension for a war injury does not always mean "incapacity for work" for the purposes of health benefits; a man may be "totally disabled" and yet in fact be capable of some kind of work.

No sickness or disablement benefit under health insurance is payable to an insured person, during the first 26 weeks after the occurrence of a war injury, in respect of incapacity for work which is due to that injury and which gives rise to a pension or allowance under the Personal Injuries (Civilians) Scheme<sup>1</sup> or under the scheme of war pensions for members of the naval, military<sup>2</sup> or air force.

If, on the expiry of the period of 26 weeks just mentioned, the insured person is in receipt of a pension for total disablement due to war injury, and is incapable of work from any cause, he is entitled to sickness benefit (including any additional sickness benefit) at half the full rate, but on the expiry of the sickness benefit he will not be entitled to any disablement benefit.

If, on the expiry of the same period, the insured person is in receipt of a pension for partial disablement due to war injury, and is incapable of work from any cause, he is entitled to sickness benefit (or disablement benefit) up to such a rate as, when added to the pension, does not exceed the aggregate of benefit and pension which he would have received if totally disabled.

The foregoing reductions of sickness benefit cease to be operative when the insured person has since the injury resumed insurable employment, or (being a voluntary contributor) been gainfully

<sup>1</sup> Cf. *Industrial and Labour Information*, 6 Nov. 1939, pp. 176 foll.

<sup>2</sup> *Ibid.*, 16 Oct. 1939, pp. 67 foll.

occupied, for 26 weeks and 26 contributions have been paid in respect of him ; the right to full disablement benefit is acquired in a similar manner, but after 104 weeks.

### *Contributory Pensions.*

The contributory old-age pension of an insured person or his wife is not affected by the fact that either is in receipt of a pension for disablement due to a war injury. Similarly, if a person already receiving a war pension payable in respect of the death of his or her son, a member of the armed forces, becomes entitled to a contributory old-age pension, both pensions are payable in full. On the other hand, in any other case where a simultaneous right exists to a war pension in respect of the death of a relative and to a contributory old-age pension, the latter pension is subject to reduction, the fraction of it which is payable being proportional to the duration of the insurance in virtue of which this pension is awarded.

A contributory widow's or orphan's pension is not payable in any case where the deceased insured person's widow or child is in receipt of a pension under the Personal Injuries (Civilians) Scheme or under the scheme of war pensions for members of the naval, military or air force. Nevertheless, if the war pension is less than the contributory pension which would have been payable, the difference is paid out of pension insurance funds to the Ministry of Pensions, which increases the war pension by that amount.

### *Administrative Simplification*

The Emergency Provisions Act authorises various steps to be taken in order to simplify the administration of approved societies during the war. Thus, a society is allowed to pay health benefits without proper evidence that the qualifying conditions have been complied with, in cases where war conditions make it impracticable to furnish such evidence. Again, the committee of management of a society is empowered to dispense with the holding of general meetings of the society during the war.

### *Adaptation of Insurance Medical Service*

Under the Health Insurance Act, insured persons are afforded medical treatment by general practitioners and provided with the prescribed medicines and appliances. They select their doctors from among the practitioners in their area who adhere to the terms of service offered by the local insurance committee, and are then placed on the chosen practitioner's list. Insurance doctors are paid a capitation fee for each person on their list, irrespective of the number and nature of the services actually rendered.

The war has necessitated measures both to meet the shortage of medical staff and practitioners and to protect the practices of doctors absent on war service. Normally, doubtful cases of incapacity for work are referred by the approved societies or the practitioner to the regional medical officers of the Ministry of Health for re-examination ; this service has now been suspended until further notice. Other

means of control that are temporarily dispensed with include proceedings against doctors for alleged excessive prescribing, for the investigation of certification, and for failure to keep medical records, as well as the testing of drugs supplied to insured persons and the checking of doctors' prescriptions. On the other hand, the maximum number of insured persons on a practitioner's list, which is normally 2,500, has been increased by 500.

Measures to protect absentee doctors' practices have been taken by the British Medical Association in agreement with insurance authorities. Doctors joining the voluntary scheme of the British Medical Association undertake to act as the medical attendant of the patients, both private and insured, of practitioners engaged on whole-time war service and to share the income in respect of the treatment of such patients with the absentees. The latter receive half of the remuneration for insurance practice corresponding to the number of insured persons on their lists, the other half forming part of a pool from which acting practitioners are paid in proportion to the number of insured persons on their temporary lists. Cash receipts from private patients temporarily attended by the acting practitioner are equally divided between the absentee and the acting practitioner. The administration of the scheme is entrusted to local emergency committees and their bureaux, which are generally the local insurance committees.

#### *Workmen's Compensation and War Risks*

In the war of 1914-1918 court decisions had established the doctrine that injuries to a workman due to enemy action were not covered by the Workmen's Compensation Act unless the workman's employment caused him to incur special risk, as for example where he was employed in a workplace in which a bomb explosion would be likely to do an unusual amount of damage.

In the present war the risk of bombardment from the air has greatly increased, and a special measure — the Personal Injuries (Emergency Provisions) Act, 1939 — has been passed for the purpose of providing benefits for civilians injured or killed by enemy action. In virtue of this Act, the State pays temporary allowances and disablement pensions to injured civilians engaged in any gainful occupation or in any civil defence organisation, and also pensions to their surviving dependants.

A person who can claim a benefit under the Personal Injuries Act is disqualified from claiming any compensation under the Workmen's Compensation Act or under the Employers' Liability Act, or from suing his employer at common law for damages, in cases where, as a workman injured during his employment, he could otherwise have invoked these remedies.

## The Employment of Women Workers during the War

### INTRODUCTION

How widely and how deeply war may affect women's work, and their occupational activities in particular, depends largely on circumstances and especially on the extent to which the adult male population has been called up for military service. In the belligerent countries and even in the neutral countries which have called up numerous age groups it is obvious that the work that can be done by women becomes of special importance on account of the great shortage of male labour occurring at a time when some industries and many civilian services are faced with much heavier tasks than usual. The problem of organising the available supply of women workers so that they may be used to the best purpose in every branch of production or in services that are useful for the country or for the conduct of the war is now more or less urgent and acute for all the countries mentioned below.

The various legislative or practical measures already taken which are mentioned in this study are often little more than preliminary attempts to grapple with the extremely complex problems involved. Except in the cases in which preparations for a possible war were made before the situation became acute, the work of organisation has not progressed very far. Moreover, many of the measures do not take the form of regulations but are simply administrative measures or details of practical organisation of which it is difficult to obtain full knowledge, particularly at a time in which there are frequent delays in the publication and transmission of information.

The survey given below is therefore far from complete, and at the present time there can be no question of comparing the experience already gained in each of the countries mentioned in these preliminary notes. The data collected have, however, been classified under a few main heads which have, as far as possible, been used for each of the countries: the civilian mobilisation of women, the organisation of the employment market for women, and women's conditions of employment.

### BELGIUM

#### *Civilian Mobilisation*

No steps have been taken in Belgium for the compulsory mobilisation of women, but certain private organisations are making preparations for voluntary work. One of the most important of these is the Women's Welfare Association (*Association des femmes prévoyantes*), which has opened an office for the registration of volunteers.

*Conditions of Employment*

A Royal Order of 26 August 1939<sup>1</sup> empowers the Minister of Labour and Social Welfare to adopt a simplified procedure for granting exceptions to the consolidated legislation concerning the employment of women and young persons. The Order provides that in the event of partial or general mobilisation exceptions may be permitted to the regulations (laid down in Sections 7 and 8 of the Act) prohibiting the employment during the night of women of any age and of boys under the age of 18 years.

## FINLAND

*Civilian Mobilisation*

Women and men are alike subject to the Finnish Act of 16 June 1939 concerning compulsory labour service in time of war,<sup>2</sup> according to which any Finnish citizen between the ages of 18 and 60 years may be required to engage in work directly or indirectly concerned with national defence. Exemptions may be permitted in the case of persons who must remain at home to attend to children or other persons requiring their care. Women under the age of 21 years may not be required to work outside the district in which they are domiciled.

## FRANCE

*Civilian Mobilisation*

In France the obligation to render certain services during the period of enforcement of the national defence regulations applies only to women engaged in an occupational activity at the time when these regulations came into force.

According to the Act of 11 July 1938 concerning the general organisation of the nation in time of war<sup>3</sup> and the detailed provisions of the Administrative Regulations of 28 November 1938<sup>4</sup> concerning the staffs of public services and the Order of 24 August 1939<sup>5</sup> concerning the staffs of undertakings working for national defence, the measures for the collective requisitioning of workers for retention in their ordinary employment apply equally to persons of both sexes working in services or undertakings considered as indispensable for the needs of the country.

Similarly, the Decree of 11 September 1939<sup>6</sup> concerning the exercise of the medical profession in time of war expressly states that women doctors, in the same way as male doctors not liable for mobilisation, are at the disposal of the Ministry of Health to be used for the requirements of the civilian population and must continue to exercise their profession in their normal districts or take up any other post that may be assigned to them.

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<sup>1</sup> *Moniteur belge*, 27 Aug. 1939.

<sup>2</sup> *Suomen Asetuskokoelma*, 1939, No. 192.

<sup>3</sup> *Journal Officiel*, 13 July 1938.

<sup>4</sup> *Ibid.*, 29 Nov. 1938.

<sup>5</sup> *Ibid.*, 25 Aug. 1939.

<sup>6</sup> *Ibid.*, 12 Sept. 1939.

On the other hand, the legislation of 1938 concerning the requisitioning of the services of individuals for work other than their own occupation applies only to French citizens of the male sex over the age of 18 years ; women of the same age are not required to register with a view to the preparation of a schedule of persons whose services could be requisitioned individually.

French women who have no occupation or whose work is not considered essential for the needs of the country are free, in the same way as Frenchmen in the same position who are not liable for mobilisation, to register in time of peace under Section 18 of the Act of 1938 for service for not less than one year or for the duration of the war in any public department or service or in an establishment, undertaking, or service, engaged in work of national importance.

### *Organisation of the Employment Market*

#### *Opportunities for Women Workers.*

As early as 2 September a notice was issued by the Ministry of Labour to the effect that in consequence of mobilisation there was a large demand for labour in establishments working for national defence ; it appealed to all the available women workers, and particularly to those having occupational experience of certain specified operations in the metal industries, to report to the official employment exchanges. <sup>1</sup>

On the same day the Ministry of Health also appealed to nurses and welfare workers who were available to place themselves at the disposal of the public services so as to meet the possible requirements of health and welfare organisations. <sup>2</sup>

#### *System of Placing.*

The placing of women workers is organised in general in accordance with the normal system established by the Act of 1938 and defined in more detail by the Decree of 15 September 1939. <sup>3</sup> This Decree makes the Minister of Labour responsible for co-ordinating the recruiting of labour, and the powers entrusted to him include recruiting civilian workers of both sexes in accordance with the technical instructions given by the Ministers of Agriculture, Public Works, and Munitions.

In view of the numerous institutions and associations which are making attempts to reorganise the supply of female labour so as to meet the present requirements of the country, the Ministry of Labour issued on 11 October instructions intended to secure closer co-operation between the services for the supply of women workers and the various institutions and associations which could assist those services in discovering the labour that was required for the national employment market.

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<sup>1</sup> *La Journée industrielle*, 2 Sept. 1939.

<sup>2</sup> *Le Temps*, 2 Sept. 1939.

<sup>3</sup> Cf. "Regulation of Employment during the War", in *International Labour Review*, Nov. 1939, p. 641.

Institutions and associations wishing to co-operate with the female labour services of the Ministry of Labour must apply to the Minister for approval. Those which are approved are not permitted to engage in direct placing operations unless such operations already constituted one part of their activities before 1 September 1939 in accordance with the legislation concerning the organisation of placing, and then only provided that they comply with the provisions of Section 2 of the Decree of 26 September 1939 (notifying the divisional inspector of labour of their activities).

With regard to the organisation of welfare services, an Order of 21 September 1939 established a social service committee for the Department of the Seine to co-ordinate the work of public services and private institutions or associations engaged in health or welfare work and laid down the conditions under which public and private organisations should place their welfare workers or visiting nurses at the disposal of social service committees.

### *Vocational Training and Utilisation of Labour.*

In a circular of 10 September 1939 to divisional labour inspectors the Minister of Labour laid down certain principles for the intensive and efficient utilisation of women workers in war industries.

The employers' organisations have also paid special attention to the problems of adaptation involved in the substitution of women for men in order to meet the requirements of industry during the war.

The Union of Metal and Mining Industries, foreseeing the need for employing women workers, issued circulars to affiliated establishments on 19 June, 26 July and 29 August 1939 drawing their attention to the desirability of carrying out enquiries into the available resources of female labour which could be procured in the event of war. In a notice of 1 October 1939<sup>1</sup> the Union urged its members to determine to what extent they could utilise women workers, to discover how many such workers were available in their particular districts, and to draw up a list of posts which could be filled by women.

### *Conditions of Employment*

Special exceptions are permitted to the protective legislation concerning women workers in order to meet the requirements of national defence.

With regard to the normal provisions restricting the employment of women during the night, a clause was introduced by Legislative Decree of 21 April 1939<sup>2</sup> to constitute a supplementary section (22a) of Book II of the Labour Code and give the labour inspectors exceptional powers to permit arrangements of working hours differing from those laid down in the normal legislation in the case of establishments engaged in work of national importance and working in succes-

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<sup>1</sup> U.I.M.M. — *Revue de l'Union des industries métallurgiques et minières, de la construction mécanique, électrique et métallique et des industries qui s'y rattachent*, No. 243, 1 Oct. 1939, p. 510.

<sup>2</sup> *Journal Officiel*, 22 April 1939.

sive shifts. This means that women may be employed at night in those establishments.

With reference to hours of work in industrial and commercial establishments, a Decree of 1 September 1939 introducing special regulations for time of war prescribed that, except in virtue of a permit from the labour inspector, the normal hours of work of women and young persons should not exceed 10 in the day and 60 in the week. These figures are slightly lower than those for adult male workers.<sup>1</sup>

The same maximum hours for women and for young persons under the age of 18 years employed by the national railways were fixed by Decree of 6 October 1939<sup>2</sup>, but exceptions may be permitted by the labour inspectors. This provision does not apply to watchmen, level-crossing keepers, and persons in charge of wayside stations, who may be permitted to work up to a maximum of 12 hours of continuous attendance or up to 16 hours when their work is discontinuous.

It should also be mentioned that the Decree of 15 September 1939 mentioned among the duties of the Minister of Labour during hostilities that of laying down, in accordance with the other Ministers concerned, general regulations concerning the conditions of employment of various categories of workers, among whom women are specifically mentioned.<sup>3</sup>

## GERMANY

### *Civilian Mobilisation*

During the years immediately preceding the war various forms of labour service for women were organised in Germany, mainly for the purpose of directing women into agricultural, domestic, health and social activities, in which there was a shortage of labour and which were considered peculiarly suitable for women.

On 3 September 1939 the Secretary of State for Labour appealed to all young women between the ages of 17 and 25 and also to those between the ages of 20 and 35 who could act as instructresses to volunteer for the Women's Labour Service.<sup>4</sup>

The recruiting of women became more stringent under an Order issued on 4 September 1939<sup>5</sup> by the Ministerial Council for National Defence Administrative Regulations of 5<sup>6</sup> and 21<sup>7</sup> September 1939 empowering the Secretary of State for Labour to make labour service compulsory for women between the ages of 17 and 25 years. Certain categories of young women were exempt from the obligation, and further exceptions could be permitted for exceptional family, economic or occupational reasons.

<sup>1</sup> Cf. "Wartime Measures affecting Hours of Work and Rest Periods" in *International Labour Review*, Nov. 1939, p. 665.

<sup>2</sup> *Journal Officiel*, 16 Sept. 1939, p. 11513.

<sup>3</sup> *Journal Officiel*, 9 Oct. 1939, p. 12199.

<sup>4</sup> *Frankfurter Zeitung*, 4 Sept. 1939.

<sup>5</sup> *Reichsarbeitsblatt*, 15 Sept. 1939, I, p. 418.

<sup>6</sup> *Reichsgesetzblatt*, No. 169, 7 Sept. 1939.

<sup>7</sup> *Ibid.*, No. 185, 21 Sept. 1939.

Women may also be called upon for compulsory service under certain more general regulations. The National Defence Act of 21 May 1935<sup>1</sup> provides that, quite apart from the obligation for military service, every German man and woman is obliged, in the event of war, to engage in national service. In addition, in order to secure the performance of certain specially important national tasks within the framework of the Four-Year Plan, an Order of 18 February 1939<sup>2</sup> and Administrative Regulations of 2 March<sup>3</sup> prescribed that all inhabitants might be required to serve, in return for remuneration, in a specified undertaking or undergo a period of vocational training, and an Emergency Order (*Notdienstverordnung*) of 15 October 1938<sup>4</sup> and Administrative Regulations of 15 September 1939<sup>5</sup> stipulate that all inhabitants between the ages of 15 and 70 years may be required to render emergency service at the request of the authorities in exchange for remuneration sufficient for their maintenance. The Regulations of 15 September do not apply to women with children under the age of 15 living with them if the work required might prevent them from fulfilling their maternal duties, nor do they apply to women after the sixth month of pregnancy and up to two months after confinement.

All persons required to serve under the above provisions are entitled to be reinstated in their former employment.

### *Organisation of the Employment Market*

#### *Extent of the Employment of Women.*

The increase in the employment of women which began in 1934 was particularly marked in the period immediately preceding the war. The statistics of sickness funds show that the number of women wage earners in the former territory of Germany (*Altreich*) increased by 579,000, or 8.9 per cent., from the end of June 1938 to the end of June 1939, while the increase in the number of male wage earners was less both relatively and absolutely (516,000, or 3.6 per cent.). During July 1939 the number of women workers in employment increased by 95,000 and that of men by 80,000.<sup>6</sup>

This increase was due to efforts to make fuller use of the reserve supply of women workers to overcome the shortage of labour resulting from the intensive manufacture of armaments. The employment of married women increased to a marked extent—being facilitated by the organisation of shifts working only half time—and women began to be employed in industries hitherto considered as reserved almost entirely for men: metal works, the paper industry, electricity, leather, furniture, etc.

At the beginning of the war the extension of the employment of women to new fields became still more marked, and women took the

<sup>1</sup> *Reichsarbeitsblatt*, 5 June 1935, I, p. 178.

<sup>2</sup> *Ibid.*, 25 Feb. 1939.

<sup>3</sup> *Ibid.*, 15 March 1939.

<sup>4</sup> *Reichsarbeitsblatt*, 25 Oct. 1938, I, p. 329.

<sup>5</sup> *Ibid.*, 25 Sept. 1939, I, p. 439.

<sup>6</sup> *Reichsarbeitsblatt*, 25 Aug. 1939, II, pp. 309-317.

place of men in certain typically masculine jobs, as postmen, tramway conductors, etc. The last traces of the restrictions imposed on the occupational activities of women in 1933 disappeared when an Order of 1 September permitted the retention of all married women officials in the Civil Service.<sup>1</sup>

Early in September, when the demand for labour was particularly heavy, the reserve of women workers who could be used to meet the requirements of the economic system during the war was estimated at 5 million women between the ages of 16 and 60, together with 1,250,000 women employed in branches of activity of no importance for the conduct of the war.<sup>2</sup>

During the following weeks, however, the shortage of labour was relieved as new sources became available: workers thrown out of employment from industries in which activities were reduced as a result of the war—largely women in the textile, clothing and leather industries; demobilised men; prisoners of war; and former migrant Polish workers and unemployed Polish workers in the occupied territory. Consequently, the German authorities stated that they did not consider it desirable to extend the employment of women who had never worked in an occupational capacity. The Minister of Labour ordered that unemployed women should be given priority for placing and should even replace those who were engaged during the early days of the war, provided that the latter were not obliged to work in order to earn their living.<sup>3</sup>

#### *Training of Women Workers.*

At the beginning of the war steps were taken to train women rapidly to take the place of mobilised men. The German Labour Front organised courses of occupational retraining for women who had ceased working for some time, and training courses for those who had never been in an occupation. Arrangements were also made for vocational guidance.<sup>4</sup>

#### *System of Placing.*

Rules for the organisation of placing are the same for both sexes, but the regulations issued several years ago (and made more stringent by an Order of 1 September<sup>5</sup>) restricting the freedom of the individual to enter into or terminate contracts of employment made it easy to guide men and women workers into the particular branches of activity where their services were most required. According to the views expressed by the official in charge of the vocational guidance services, the available young women workers should be used mainly for agriculture, then for war industries and social and health services; the

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<sup>1</sup> *Reichsgesetzblatt*, No. 163, 4 Sept. 1939.

<sup>2</sup> *Soziale Praxis*, 15 Sept. 1939.

<sup>3</sup> *Völkischer Beobachter*, 26 Sept. 1939.

<sup>4</sup> *Frankfurter Zeitung*, 18 Sept. 1939; *Die Innere Front*, 6 Oct. 1939.

<sup>5</sup> *Reichsarbeitsblatt*, 15 Sept. 1939, I, p. 416.

labour requirements in the domestic field should at present remain in the background.<sup>1</sup>

A special office was opened in Berlin to deal with the placing throughout the whole of Germany of women holding higher educational diplomas so as to make certain that they would be efficiently employed on various economic, administrative or social tasks during the war.<sup>2</sup>

### *Conditions of Employment*

In view of the special requirements of the economic system during the war, measures were taken to permit exceptions from labour legislation.

According to the Order of 4 September 1939<sup>3</sup> concerning wartime economic needs, the Minister of Labour has general power to regulate hours of work without regard to the statutory provisions and to permit exceptions to any of the existing protective legislation.

Special provisions concerning women were contained in the Order of 1 September 1939<sup>4</sup> which supplemented and amended the existing provisions concerning labour law, and in the Administrative Regulations of 11 September.<sup>5</sup> Under these Orders the provisions concerning hours of work are entirely suspended for adult male workers, but in the case of women the new regulations authorise the hours of work to be extended only in urgent cases to 10 in the day (even on Saturdays and the days preceding public holidays) and 56 in the week ; this regulation does not apply to women during the last three months of pregnancy or to nursing mothers, nor does it apply to unhealthy work subject to special hours of work regulations. The breaks during working hours may be reduced if the work involves frequent short interruptions which provide sufficient rest for the worker. The employment of women during the night has also been extended, and women may now be employed in regular alternating shifts from 5 a.m. to midnight (instead of from 6 a.m. to 11 p.m.).<sup>6</sup>

The labour inspectors have been given certain discretionary powers for the application of these exceptions in individual undertakings.

## GREAT BRITAIN

### *Civilian Mobilisation*

Up to the present there is no compulsory service scheme for women in Great Britain, but under the National Registration Act, which received the Royal Assent on 5 September 1939, British subjects of both sexes are required to register. The main purpose of the National Register is to facilitate any arrangements that may have to be taken later with regard to national service.

<sup>1</sup> *Arbeitseinsatz und Arbeitslosenhilfe*, 25 Sept.-10 Oct. 1939, pp. 287-288.

<sup>2</sup> *Frankfurter Zeitung*, 7 Oct. 1939.

<sup>3</sup> *Reichsarbeitsblatt*, 15 Sept. 1939, I, p. 403.

<sup>4</sup> *Ibid.*, I, p. 418.

<sup>5</sup> *Ibid.*, III, p. 293.

<sup>6</sup> *Reichsarbeitsblatt*, 15 Sept. 1939, III, p. 295 : " Ausnahmen vom Arbeitsschutz ", by Gew.-Rat Dipl. Ing. SCHMIDT.

Although no compulsory measures were taken by the authorities, the voluntary enrolment of women was carried out on a very extensive scale during the months preceding the war. A number of associations of women undertook this work in close contact with the authorities.

### *Organisation of the Employment Market*

#### *Extent of the Employment of Women.* •

Although the outbreak of war meant increased activity in certain industries and an additional demand for labour, the statistics of employment and unemployment in the early days of the war showed a sudden change in the situation in the employment market which was decidedly to the detriment of women workers. The number of women registered as unemployed at the exchanges on 11 September had increased by 174,981 as compared with the preceding month, while the number of unemployed men had fallen by 75,745. This was due to a variety of causes, such as the fact that women who had been evacuated from their normal places of employment were looking for work and that women whose usual sources of income had been cut off were also seeking employment. Another important cause was the stoppage or slackening of activity in a number of branches of industry in which the proportion of women is usually high: the hotel industry, the retail distributive trades, the clothing industry, cotton weaving, etc.<sup>1</sup>

The disorganisation of the employment market for women resulting from the evacuation scheme was so acute that certain occupational organisations of women began to show anxiety as to the effects of the scheme on the earning possibilities of many of their members (the Association of Women Clerks and Secretaries<sup>2</sup> the British Federation of Business and Professional Women<sup>3</sup>, etc.).

In other branches of activity, however, the openings for women became more numerous. In the Civil Service, for example, the regulation requiring women to give up their posts on marriage has been retained, but the Government has authorised the departments, as a purely temporary measure, to re-engage women who had resigned for this reason.

There was obviously considerable scope for the employment of women in the armaments industry. In reply to a question in the House of Commons on 13 September, the Minister of Supply stated that a large percentage of the semi-skilled work in munition factories might certainly have to be done by women.<sup>4</sup> As soon as war broke out the substitution of women for men was also considered in other occupations, such as the transport industry, and negotiations began between the employers' and workers' organisations as to the conditions under which such substitutes should be employed.

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<sup>1</sup> *Ministry of Labour Gazette*, Oct. 1939, pp. 359 and 361.

<sup>2</sup> *Manchester Guardian*, 14 Sept. 1939.

<sup>3</sup> *The Times*, 13 Sept. 1939.

<sup>4</sup> *Parliamentary Debates, House of Commons*, 13 Sept. 1939, col. 638.

*Measures for Training Women Workers.*

The probable labour requirements in the event of war were foreseen, and during the months preceding the outbreak of hostilities various steps were taken to secure the most rapid possible adaptation of the labour supply to its future tasks.

In the case of the metal industry, the Women's Engineering Society, established for this purpose during the last war, organised special courses during the summer of 1939 for the theoretical and practical training of women workers who could be employed on special tasks and as supervisors and forewomen.<sup>1</sup>

With regard to agriculture, the Ministry of Labour began last June to organise vocational training courses for a certain number of women recruited by the Women's Land Army.<sup>2</sup>

*Recruiting and Placing.*

Various steps were taken so that women workers could be used as extensively and effectively as possible during the war to meet the exceptional economic requirements of the country.

Certain measures apply equally to men and to women. This is the case, for example, with the Control of Employment Act, which received the Royal Assent on 21 September 1939, and gives the authorities power to secure the systematic distribution of labour according to national requirements.<sup>3</sup>

No distinction is made between the sexes as regards the central register prepared by the Ministry of Labour and National Service for the registration of persons having certain scientific or technical qualifications or intellectual or administrative training, so as to help employers to obtain the best qualified persons for work of national importance.<sup>4</sup>

A distinction is made between the sexes in the case of one official measure: the schedule of reserved occupations prepared by the Ministry of Labour contains certain special information regarding women. Any woman, irrespective of her occupation, may be accepted for nursing and first-aid services, and women under the age of 25 years engaged in the retail distributive trades may be accepted for any branch of service.<sup>5</sup>

*Conditions of Employment*

In view of the employment of women in industry and certain administrative services, the protective regulations have been adapted in certain respects so as to meet the emergency requirements.

An Order in Council of 1 September 1939 amending the Defence Regulations, 1939, provides that the Secretary of State may, by Order,

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<sup>1</sup> *Manchester Guardian*, 22 July and 7 Sept. 1939.

<sup>2</sup> *Parliamentary Debates, House of Commons*, 26 May 1939, col. 2680; 12 June 1939, col. 886; and 26 June 1939, col. 13.

<sup>3</sup> Cf. "Regulation of Employment during the War", in *International Labour Review*, Nov. 1939, p. 641.

<sup>4</sup> *Ibid.*

<sup>5</sup> *Ministry of Labour Gazette*, Sept. 1939, p. 335.

subject to certain conditions, exempt any particular premises or operations or class of premises or operations from the Factories Act, 1937.

On 28 September 1939, Sir John Anderson, Home Secretary, in reply to a question in the House of Commons with regard to arrangements for redistributing working hours with a view to working as far as possible in daylight, stated that if in any particular factory or industry it appeared that, to enable such arrangements to be made, some modification was required of the provisions of the Factories Act which regulate the employment of women and young persons he would be willing to consider the question of granting appropriate exemptions.<sup>1</sup>

The problem of wages has also arisen as a result of the proposed substitution of women for men in the engineering and road transport industries, and the question of principle has been discussed by the trade unions concerned.

In reply to a question in the House of Commons on 28 September 1939 as to whether the Government would not consider applying itself the principle of equal pay for equal work so as to set an example to private and municipal employers, the Financial Secretary to the Treasury stated that the Government had no intention of abandoning its present practice whereby the salaries of men and women civil servants of the same grade follow different scales.<sup>2</sup>

Another war measure in the Civil Service is that concerning the hours of work of telephonists. In view of the shortage of male staff, regional directors are permitted to employ women telephonists until 10 or 10.30 p.m., or even later in cases of absolute necessity if there is no other means of continuing the service. These are considered emergency measures and do not reopen the question of the employment of women after 8 p.m. in normal times.<sup>3</sup>

## NORWAY

### *Civilian Mobilisation*

No general measures have been taken in Norway, but in the autumn of 1938 the Norwegian Council of Women, with the approval of the authorities, organised an occupational register of women who might be employed in the public services in the event of an emergency.

Other important associations later collaborated in this work and in the preparation of vocational courses to train women for various public utility services.<sup>4</sup>

## POLAND

### *Civilian Mobilisation*

A Polish Decree of 14 June 1939<sup>5</sup> amending the Decree of 24

<sup>1</sup> *Parliamentary Debates, House of Commons*, 28 Sept. 1939, col. 1477.

<sup>2</sup> *Ibid.*, col. 1488.

<sup>3</sup> *The Post*, 23 Sept. 1939, p. 221.

<sup>4</sup> *Urd*, 22 Sept. 1939.

<sup>5</sup> *Dziennik Ustaw*, 26 June 1939.

October 1934 concerning the organisation of national defence prescribed that women as well as men, between the same age limits of 17 and 60 years, were liable to be requisitioned individually for service in work directly or indirectly connected with national defence.

This obligation was not made applicable to women who were pregnant or during the six months following confinement, or to nursing mothers, or to mothers of families or other persons responsible for the care of children under the age of 13 years.

## RUMANIA

### *Civilian Mobilisation*

A Rumanian Act of 17 September 1938 provides that in time of war women will be enrolled compulsorily for the service of the nation ; they may be called up individually or collectively for any service for which they are suited by their previous training.<sup>1</sup>

## SWEDEN

### *Civilian Mobilisation*

A National Committee of Experts set up in Sweden to consider preparatory economic measures for the event of war has proposed to the Ministry of Social Welfare the adoption of a Bill which would permit the Government, in the event of general mobilisation, to issue orders for the requisitioning of any persons fit for work. This compulsory service might be required of citizens of either sex between the ages of 16 and 70 years.<sup>2</sup>

Until such time as official measures are taken, and as a preparatory step towards the voluntary or compulsory utilisation of the available women workers, Swedish women's organisations have united to organise the voluntary enrolment of women and their vocational training, either to replace men in certain jobs, more particularly in the country, or to work in services of national importance in time of war, such as nursing, motor driving, canteen work, etc.<sup>3</sup>

### *Conditions of Employment*

The Quartermaster General's Department of the War Office has asked for a suspension of the statutory provisions prohibiting the employment of women during the night, so as to increase the output of munition factories, and the Ministry of Social Welfare has recommended the Government to pass a Bill to this effect.<sup>4</sup>

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<sup>1</sup> *Moniturul Oficial*, 19 Sept. 1938, p. 4404.

<sup>2</sup> *Dagens Nyheter*, 25 Sept. 1939.

<sup>3</sup> *Hertha*, 5 Sept. 1939, p. 199 ; *Social Demokraten*, 4 Oct. 1939 ; *Morgoubris*, Oct. 1939.

<sup>4</sup> *Arbetaren*, 30 Sept. 1939.

## SWITZERLAND

*Civilian Mobilisation*

The Swiss Order of 3 December 1937<sup>1</sup> concerning exemption from mobilisation in the event of war provided that services or undertakings of which the staffs were exempt must, before war broke out, consider the possible means of finding substitutes at short notice for the exempted workers; these substitutes should be persons with no military obligations, or possibly women.

Regulations governing compulsory service were issued by a Federal Order of 2 September 1939.<sup>2</sup> It lays down the principle that the service is compulsory for Swiss citizens of both sexes, but the age is slightly different, being 16 to 65 years for men and 16 to 60 years for women. Housewives having the care of children under the age of 16 years or of other persons who cannot be left unattended are exempt.

The conditions for the calling up of workers and their conditions of employment are in principle the same for both sexes. It should be noted, however, that the provisions of the Factory Act apply to the employment of persons in the compulsory labour service, so that women workers must be granted the special protection prescribed by certain provisions of that Act. In addition, Section 17 provides that the department responsible for the enforcement of the Order may lay down other rules concerning the conditions of employment in the labour service, more particularly as regards women and young persons.

There has so far been no attempt to mobilise women. Up to the present every effort has been made to prevent those who have never engaged in any occupational activity from entering employment.<sup>3</sup>

## The Position of Mobilised Public Servants

## INTRODUCTION

This article deals with the situation of civil servants who have been called up for military service in belligerent and other countries in which total or partial mobilisation has taken place. Changes made in the conditions of employment of civil servants who continue to carry out their duties have not been considered. Nor has any notice been taken of the regulations applicable to retired civil servants who have been requisitioned in certain countries to replace mobilised civil servants.

In countries where the status of civil servants is governed by Civil Service Regulations, the safeguards which the regulations provide in the event of mobilisation have automatically been applied. As a rule, these safeguards have been supplemented by special Orders. In other countries, entirely new and sometimes very complex regulations have been introduced in connection with the war.

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<sup>1</sup> *Recueil des lois fédérales*, 1 Dec. 1937, p. 997.

<sup>2</sup> *Ibid.*, 7 Sept. 1939, p. 845.

<sup>3</sup> *Neue Zürcher Zeitung*, 22 Sept. 1939.

A summary of the main provisions in force will show the principles on which the rules adopted are based, particularly as regards the right to reinstatement, pay, and pension rights. In the first place it has been established that the reason why mobilised civil servants no longer perform the duties for which they are paid is that the State itself has suspended their performance of these duties by calling them up for military service. It has further been established that civil servants have a right to reinstatement once they have been released from their military obligations, and that the time they have served with the colours should be taken into account in calculating their pensions. Their pay has, however, been fixed with due regard for the fact that to some extent they no longer have to meet certain personal maintenance expenses. On the other hand, it has been agreed that civil servants with family responsibilities are entitled to some special facilities.

The regulations summarised below are those which have been applied in Belgium, France, Germany, and Great Britain.

#### BELGIUM

The Belgian Civil Service Regulations sanctioned by a Royal Order dated 2 October 1937 contain uniform rules relating to suspension and cessation of service. Section 101 applies to officials called up for an initial period or recalled for subsequent periods of military service.

The pay of mobilised officials was fixed by a Legislative Order dated 27 October 1939, which came into force on 1 November 1939.

#### *Right to Reinstatement*

Under Section 101 of the Civil Service Regulations, initial or subsequent periods of military service prescribed by law are treated as suspensions of service during which the civil servant retains his right to promotion. This provision merely confirms the rules laid down in an Act of 3 August 1919, which provide for the reinstatement of mobilised officials in public appointments and employments.

#### *Pay*

The Order of 27 October 1939, which applies to all persons in receipt of salary or wages, either permanently or temporarily, from the State, provinces, local authorities, State monopolies, services operating under concessions, public establishments, or public utilities, and in general all persons employed by subsidiary public administrations, contains the following provisions as to pay for men who have been mobilised.

From 1 November 1939, salaries will no longer be payable to men who have been called up for military service as reserve officers.

Other public servants who have been called up for military service below the rank of officer will be remunerated on the following basis :  
(a) bachelors, divorced persons, or widowers, without children,

15 per cent. of full salary or wages plus militia allowances<sup>1</sup>; (b) married or divorced persons or widowers with one or more dependent children, 15 per cent. of full salary or wages plus militia allowances, or 50 per cent. of full salary or wages plus the full amount of family allowances and residence allowance, whichever is the higher.

Apart from the childbirth allowance, no allowances for special responsibilities or transfer or other allowance for services which are temporarily interrupted will be payable to staff called up for military service.

This provision applies to pay for plural employment.

### *Promotion*

Section 101 of the Civil Service Regulations maintains the right of civil servants to promotion throughout initial or additional periods of military service prescribed by law. This provision is confirmed by the Legislative Order of 27 October 1939, which provides that mobilised civil servants shall retain their right to promotion in respect of the period of military service.

### *Payments to Families*

As stated above, a distinction has been made between bachelors and married persons as regards the percentage of salary or wages payable to civil servants called up for military service below the rank of officer.

In addition, payments to the families of mobilised civil servants take the form of militia allowances, which are payable to the dependants of all mobilised citizens.

### *Pension Rights*

Civil servants called up for military service as reserve officers will have deductions made, on the basis of their civilian salaries, from their army pay for payment into the pension fund.

In the case of civil servants called up for military service below the rank of officer, the public authorities will bear the cost of payments into the pensions fund. The amount of these payments is to be calculated with reference to the civilian salaries or wages of the persons concerned. Pension rights will be settled regardless of any military pay, as if, throughout their service with the mobilised forces, the civil servants in question had actually been in receipt of their civilian pay.

### FRANCE

The position of civil servants called up for military service independently of any general or partial mobilisation, and that of civil servants called up in the event of a general mobilisation, have been dealt with in France in separate sets of regulations.

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<sup>1</sup> Allowances payable to the dependants of mobilised citizens. The rates and conditions for the grant of these allowances were laid down in a Royal Order dated 27 October 1939.

The first set was issued in a Decree dated 29 July 1939. Although these regulations no longer have the same significance as they had at the time when the Decree was issued, they provide a basis for comparison with the regulations issued in countries which, without mobilising, have called up a number of age groups for military service.

The second set deals with the position of civil servants in the event of a general mobilisation and in time of war. It was issued in a Decree dated 1 September 1939, and will cease to apply either on the date when hostilities cease or on some date fixed in a Decree issued by the Council of Ministers.

### *Military Service Independent of General or Partial Mobilisation Pay.*

Under the Decree of 29 July 1939, which deals exclusively with pay, the provisions of the Act of 1 June 1878 authorising the grant of army pay concurrently with salary to reservists called up for manœuvres in peace-time will apply for one month from the date of recall, subject to the conditions laid down in the regulations at present in force, to officials, employees, and workers, in the service of the State who belong to the first or second class of reserves and who are called up for military service in virtue of the Legislative Decree of 20 March 1939.<sup>1</sup>

After one month has elapsed, officials, employees, and workers, in the service of the State are to receive the daily or monthly pay corresponding to their rank and military employment. If, however, this pay is less than that which the man received from the department in which he was employed, that department is to pay him compensation to the extent of the difference, subject to deductions for pension at the rate applicable to the salary or wages paid for civilian employment.

The compensation is calculated as follows.

In the case of officials and salaried employees it is equal to the difference between the total amount of the salary or wages subject to deductions for pension plus the special temporary allowance payable in respect of civilian employment and the amount of army pay plus any special temporary allowance.

In the case of officials and salaried employees who are employed as accountants and are in receipt of salary and allowances, that fraction of the allowances subject to deductions for pension which the person concerned shall continue to draw will be fixed by Order of the Minister of Finance.

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<sup>1</sup> The Legislative Decree of 20 March 1939 reads as follows : " In order that the effectives necessary for the defence of the country may be available at all times, the Government may, independently of any general or partial mobilisation, and on the proposal of the Minister of National Defence, decide to retain temporarily with the colours that part of the age group which has discharged its legal obligations in respect of military service. The Government may also call up for military service, and temporarily retain after the regulation period has been served, men belonging to the first and second classes of reserves (officers, non-commissioned officers, other ranks, and men with special duties). "

In the case of workers, the compensation is equal to the difference between the amount of the wages proper (nominal wages) paid at the time of being called up for military service, excluding all allowances other than the special temporary allowance, and the amount of army pay plus any special temporary allowance.

Officials, salaried employees, and workers, employed by the State are further entitled to : allowances for family responsibilities ; residence allowances calculated at the rate applicable in the locality where they were employed ; the compensating allowance payable to staff employed in the Haut Rhin, Bas Rhin and Moselle Departments ; and the salary increments payable to persons employed in the colonies, protectorates, and territories under French mandate.

### *War Service*

#### *Right to Reinstatement.*

The right to reinstatement arises out of the provisions which deal with the temporary recruitment of staff to replace mobilised civil servants. The Decree of 1 September 1939 provides that :

In existing services or undertakings and in any new services, any new employees, whether recruited from other State services or from among persons outside the administration, may only be appointed provisionally and on the strict understanding that their appointments may be cancelled.

Such employees may only be appointed to temporary establishments, which must be abolished not later than three months after the date at which hostilities cease.

Employees subsequently appointed to a vacancy in a permanent establishment may apply to have the period which they served in a temporary establishment taken into account for the purpose of calculating pensions.

#### *Pay.*

Permanent civilian officials and employees who have discharged their obligations under the Acts concerning recruitment for the army and navy as regards periods of active service are, if called up or retained for military service, to receive the pay and allowances corresponding to their military rank.

If, however, this pay is less than the salary they drew as civilians at the time of being called up for military service, they are to receive from the Government department to which they belong compensation equal to the difference between the total amount of their salary or wages, plus any allowances subject to deduction for pension and the special temporary allowance to which they were entitled in their civilian employment, and the amount of their army pay plus any special temporary allowance.

They may further receive family allowances, and also residence allowances calculated at the rates applicable in the localities where they were employed at the time of being called up, in so far as this allowance exceeds the amount of the allowance for military responsibilities that they may draw in addition to their pay.

These provisions also apply to auxiliary employees who have been called up for military service and who, at the time of mobilisation, had been employed by a Government department for at least six months. The wage which will serve as a basis for calculating any differential payment is in such cases the wage proper which the persons concerned drew at the time of being called up for military service, excluding any allowances other than the special temporary allowance.

The Minister of Finance is to issue Orders prescribing, in the case of officials employed as accountants and paid a salary and allowances, that part of the allowances subject to deductions for pension which will remain payable.

None of the provisions mentioned above will apply to mobilised civil servants of any grade recruited after the date at which the Decree came into force unless, at the time of being called up for military service, the persons concerned have been in the employment of the State for at least one year since the date of mobilisation.

The same applies to civil servants detached for service with private undertakings, on half pay, or in any similar position, who returned to their departments after mobilisation took place.

### *Promotion.*

All promotion from one grade, class, or scale, to another is suspended. Time served with the colours or in civilian service will, however, be counted in full for the purpose of computing the necessary seniority for promotion after the date at which hostilities cease. The calculation of such periods will be effected under the conditions laid down in Acts of 1 April 1923 and 17 April 1924.

### *Payments to Families.*

Apart from the allowances for family responsibilities which may in certain cases be paid to mobilised civil servants, the men may make allotments out of their army pay, in accordance with existing regulations. They may further assign to anyone power to draw the whole or part of their civilian pay.

### *Right to Pension.*

Time served with the colours or in civilian service will be taken into account in establishing a right to pension and in settling pension claims.

## GERMANY

Persons employed by public authorities, administrations, or public undertakings, in Germany are divided into two categories: officials appointed by a unilateral decision of the competent authority, and workers or salaried employees engaged under contract.

The former are covered by the Civil Service Regulations (Act of 26 June 1937) and the latter by the Act of 23 May 1934 relating to the organisation of work in public administrations and by collective rules drawn up in virtue of this Act, more especially the rules dated 1 October

1938 and applicable to the entire staff of public services and establishments.

So far as questions connected with military service are not covered by these regulations, they are dealt with in the National Defence Act of 21 May 1935 and the supplementary Orders of 19 December 1937 and 15 March 1939.

The position of officials in the event of war is, in general, governed by the Civil Service Regulations, supplemented by the necessary administrative measures. An Act of 28 August 1939 regulating the payments due to persons serving in the army deals with the adjustment of salaries of officials and public servants to the circumstances arising from their service in the army.

### *Right to Reinstatement*

#### *Officials.*

The appointment of an official may be terminated only for one of the reasons expressly mentioned in the regulations. Military service is not one of these reasons, and it therefore cannot terminate an appointment.

#### *Salaried Employees and Workers in Public Services.*

As a rule persons employed in public services are subject to the same rules which govern salaried employees and workers in private undertakings. In certain respects, however, they are treated in the same way as officials.

As regards their contracts of employment, they are in the same position as other wage earners.

Where wage earners are called up for military service on mobilisation, their contracts are only suspended.<sup>1</sup>

### *Pay*

#### *Officials.*

If he wishes to leave the service, an official must obtain leave. An official who is on leave continues, as a rule, to draw his pay unless other arrangements have been made (Section 17 of the Civil Service Regulations).

Under the Order of 19 December 1937, officials who are called up for the initial period of military service or for compulsory labour service or who voluntarily enlist are entitled to the necessary leave without pay.

Under the Order of 15 March 1939, on the other hand, an official who is called up for a period of additional military training or a short initial period is given paid leave for a maximum of 28 weeks.

In the event of mobilisation, officials called up for military service are likewise given leave and continue to draw their pay in virtue of the general principle laid down in the Civil Service Regulations. The Act of 28 August 1939 regulating the payments to which persons serving in the army are entitled in the event of war expressly provides

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<sup>1</sup> Cf. *International Labour Review*, Nov. 1939, p. 660.

that the application of the provisions shall not affect the pay, pensions, etc., due to officials in peace-time under the rules of administrative law. However, an amount in respect of military pay is to be deducted from the salaries which officials continue to draw.

The amount of the deduction is fixed according to the following scale : (a) bachelors, 20 per cent. ; (b) married persons (i) without children, 10 per cent. ; (ii) with 1 or 2 children, 6 per cent. ; (iii) with 3 or 4 children, 3 per cent. ; (iv) with 5 or more children, no deduction.

#### *Salaried Employees and Workers in Public Services.*

As regards the payment of wages, workers and salaried employees in public services are, in virtue of a decision taken by the Minister of Finance, to be treated in the same way as officials. They will therefore continue to draw their wages, and the provisions concerning the deduction in respect of military pay, mentioned above with regard to officials, will also apply to them.

#### *Promotion*

##### *Officials.*

When officials who have been called up for an initial period of military service or compulsory labour service return to civilian life, the period of military or labour service will be taken into account for the purpose of computing seniority. The same applies to officials called up for military service on mobilisation.

#### *Salaried Employees and Workers in Public Services.*

As in the case of officials, the initial period of military service, compulsory labour service, and military service in time of war, must be taken fully into account for the purpose of computing seniority.

#### *Payments to Families*

As stated above, deductions from salary or wages due to mobilised civil servants and public employees are fixed with reference to marital condition and the number of children.

#### *Pension Rights*

##### *Officials.*

As regards the calculation of pensions, the Civil Service Regulations provide that an official's length of service must be reckoned from the date of his appointment, provided he has reached the age of 27 years. Any time the person concerned has served with the colours and any compulsory labour service he has completed are to be reckoned, even if the official had not been appointed at the time, but provided he had reached the age of 27 years. In respect of periods of military service completed during the war or as a prisoner of war, one so-called "war year", or, if the civil servant was a prisoner of war, a period of six months, is to be added to the period of service taken into account for the purpose of calculating his pension rights, even if he had not yet

reached the age of 27 at the time (Sections 82 and 83 of the Civil Service Regulations and Section 55 of the Act of 26 August 1938 relating to the pensions of persons who have served in the army).

### GREAT BRITAIN

The British regulations do not provide for uniform treatment of public servants who are called up for military service. Different regulations have been issued for different kinds of public servants. They are all based on the same principles, however, as regards pay and the safeguarding of civilian employment. In some cases the regulations have been laid down in circulars.

The position of civil servants has been dealt with in a Treasury Circular dated 14 April 1939. Further, a number of provisions, concerning more especially the right to reinstatement and promotion, have been applied in virtue of arrangements made by the Whitley Council.

Among recent enactments the most typical are the Local Government Staffs (War Service) Act, 1939, the Teachers Superannuation (War Service) Act, 1939, and the Police and Firemen (War Service) Act, 1939. The last-mentioned Act contains provisions similar to those of the first as regards reinstatement, pay, pension rights, and the reckoning of increments.

In the local government staffs' and teachers' regulations war service means not only service in the armed forces, but any employment which the Minister of Health or the Board of Education, as the case may be, considers may be treated, for the purposes of the Act, in the same manner as service in those forces.

### *Right to Reinstatement*

#### *Civil Servants.*

The following information was obtained from the Official Side during discussions in the Emergency Provisions Committee (Whitley Council).

Whilst it is intended that Militiamen should return to the Department in which they have been serving when they were called up, it is not possible to give a guarantee that in every case they will return to their original office. The problem will probably not arise with the bigger offices, but in small provincial offices it may well be a difficult one.

Departments will deal with these cases as sympathetically as circumstances permit and will make every effort to reinstate Militiamen in their original offices.

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An established officer on the Reserve who is given permission to accept an invitation to re-enlist for three years as an Army instructor, etc., will be granted special leave without pay for the period of re-enlistment. The service with the forces will not count for increment or for pension.

As regards unestablished officers, it is understood that every effort will be made to offer them re-employment. Such cases will receive sympathetic consideration.

*Local Government Staffs.*

The National Service (Armed Forces) Act, 1939, provides that persons who have been mobilised shall be reinstated after the war.

*Pay**Civil Servants.*

Civil servants who are called up for service with the armed forces or for whole-time service with civil defence forces will, if their civil pay exceeds their service emoluments, be eligible to receive the balance of their civil pay to bring up their total emoluments, service and civil, to the level of their civil pay.

In reckoning the difference between service emoluments and civil pay, various allowances in kind due to officers and other ranks, such as lodging, fuel, light allowances, etc., or such allowances as are drawn in respect of family when the person concerned is separated from them, will be taken into account or not according to the circumstances.

*Local Government Staffs.*

The provisions of the Local Government Staffs (War Service) Act of 1939 apply to clerks of the peace, justices' clerks, and coroners, employees of a local authority otherwise than in war service, probation officers, registration officers, officers on insurance committees appointed under the National Health Insurance Act, employees of the Central Electricity Board, employees of a joint electricity authority, and teachers, officers, or servants, in certain educational establishments.

The Act, which is permissive, provides that where a person serving in any capacity specified above ceases so to serve in order to undertake war service the appropriate authority shall have power to pay to him or to his wife or other dependants any amounts to which he may be entitled.

The Act specifies the appropriate authority for each category.

The amount the appropriate authority has power to pay to a person who is engaged in war service may not exceed the remuneration he would have received if he had continued to serve in his civil capacity, after deducting therefrom the amount of his war service pay.

If the person dies or is reported missing while he is engaged in war service, the appropriate authority may, for a period not exceeding 26 weeks from the date of the notification, pay his wife or dependants the amount which might have been paid to him during this period. In fixing the sum to be paid, however, regard must be had to any pension or other sum payable to the wife or other dependants out of public or charitable funds.

*Elementary School Teachers.*

The Act empowers a local education authority to make up the war service pay of certain classes of persons to an amount not exceeding the civil remuneration they would have received had they continued to serve in their civil capacity.

The classes concerned include teachers employed by the authority, teachers appointed by the managers of non-provided public elementary schools, and teachers in institutions aided by the authority. Similar powers are granted to the governing body of any educational institution certified by the Board of Education to be one to which it is expedient that these provisions of the Act should apply, notwithstanding any trust affecting the institution, and for this purpose the Board has certified all educational institutions recognised by it either for purposes of grant or as efficient.

### *Promotion*

#### *Civil Servants.*

Any period of service with the forces rendered with the consent of the civil servant's department will be reckoned as ordinary service for the purposes of increment of civil pay (Treasury Circular of 17 April 1939).

The rule laid down above has been supplemented by the following provisions which were agreed to by the Whitley Council early in 1939 and enforced in October. They apply to civil servants who have been called to the colours.

All promotions made during an emergency both in permanent and temporary departments should be made in an acting capacity.

In making selections for promotions to fill vacancies in permanent departments, the claims of officers serving with the armed forces and of officers who have been loaned to other departments should wherever possible be considered, as well as the claims of officers serving in the department at the time.

A civil servant loaned to another department, or serving with the armed forces, who is promoted to a higher post in his parent department will not be entitled to the rate of pay appropriate to the higher post until he actually takes up the higher duty. On the eventual return of such an officer to his parent department, his salary will, if he is confirmed in the higher post, be adjusted to the point which it would have reached had he actually taken up the duties of the higher post on the date of his promotion. These conditions will also apply to officers who have been successful in a limited competition for higher posts but who have not taken up the duty in the higher grade before joining the forces, incremental credit being allowed in their case from the date on which posts are earmarked for them in the higher grade.

On the conclusion of hostilities the whole position will be reviewed.

In considering the above arrangements it has been agreed, subject to certain reservations, that the adoption of a universal system of acting promotions carries with it an understanding that officers should be safeguarded against any disability, during an emergency, due to the fact that promotion was in an acting and not a substantive capacity.

### *Payments to Families*

#### *Civil Servants.*

A civil servant who is mobilised may nominate some person to receive the balance of his civil pay.

*Elementary School Teachers.*

Service pay includes marriage, family and other similar allowances.

*Pension Rights**Civil Servants.*

In reckoning service pension, periods of service with the forces will be taken into account.

An award from naval, military or air force funds in respect of a civil servant's death will not preclude the award of gratuity to the legal personal representative under the Superannuation Acts of 1909, 1914, and 1935.

*Local Government Staffs.*

The following provisions as regards pensions apply to the persons covered by the Local Government Staffs (War Service) Act and specified under "Pay" above.

In the case of persons serving in any superannuable capacity, periods of war service will be aggregated with periods of service in a civil capacity.

If the person concerned dies during his period of war service or is prevented, in consequence of being permanently incapacitated by injury or disease received or contracted during that period, from resuming service in his civil capacity, or if during his period of war service he attains the age of compulsory retirement applicable in his civil capacity, or the age at which he would, if he had been serving in that capacity, have become entitled to superannuation allowance, he is to be deemed to have fulfilled the conditions governing the right to a pension in his civil capacity. In all cases the period of war service will be taken into account for the purpose of calculating the amount of the superannuation allowance. The amount of the remuneration to be taken into account for the purpose of calculating that of the superannuation allowance will be the amount by reference to which the calculation would have been made if he had continued to serve in his civil capacity during his period of war service.

*Elementary School Teachers.*

The Teachers Superannuation (War Service) Act lays down conditions on which war service is to be treated as service for the purpose of the Teachers (Superannuation) Acts, 1918-1937.

Where a teacher or organiser ceases to be employed in a contributory service — that is, a service in which he pays contributions — in order to undertake war service, his period of war service is to be treated as contributory service.

If his employer makes payments to supplement his war service pay, or if his war service pay is equal to or exceeds his salary as a teacher, the usual contributions will be payable by both teacher and employer.

Where no payment of civil pay is made to the teacher, and his war service pay is less than his salary as a teacher, no superannuation

contributions will be payable either by him or by his employer, but the war service will nevertheless be treated as contributory service.

There are provisions in the Act covering persons who are in training as teachers and persons who, although trained as teachers, have not succeeded in entering contributory service after their training.

A special provision safeguards the interests of teachers who undertake war service during a period of absence from contributory service which the Board has consented to treat as contributory service.

# REPORTS AND ENQUIRIES

## The Organisation and Functions of Personnel Management in Industrial Undertakings

*In accordance with a decision taken by the Governing Body of the International Labour Office at its 87th Session, the Advisory Committee on Management examined at its Fourth Session on 2 and 3 June 1939. the problem of the Organisation and Functions of Personnel Management in Industrial Undertakings.*

*After having duly noted the report prepared by the International Labour Office, the Committee discussed the subject carefully and adopted unanimously the following conclusions, to which the Governing Body at its 88th Session authorised the Office to give the widest possible publicity :*

Considering that the practical application of the legal standards of working conditions, as embodied in national and international social legislation, depends in a large degree on the management of an undertaking, and more particularly on its personnel management ;

Considering that the efficient organisation and satisfactory functioning of personnel management is of great importance for the development of harmonious and constructive relations between employer and employees ;

The Committee has considered it desirable to examine in some detail the problems concerned with the organisation and functions of personnel management, and as a result of its examination has reached the following conclusions.

### HISTORICAL EVOLUTION

The handling of problems concerning the personnel is as old as industrial activity itself. But while in former times the individual employer was able to deal directly with the few persons employed in his small shop, the distance between the man employing and the men employed has increased so greatly in modern times that such direct relations are in many cases no longer possible and their mutual relations are in danger of becoming impersonal.

To avoid this risk and to fill the gap between executive management and labour in the modern undertaking, a specialised function termed " Personnel Management " has been developed.

### DEFINITION

“Personnel Management” could be defined as that element of management which is responsible for advising generally on all questions affecting industrial relations within an undertaking and in particular performs administrative duties relating to the employment, conditions of work and well-being of the employees of the undertaking.

### CLASSIFICATION

The tasks and duties of the personnel function of management vary according to the requirements of each undertaking, but they usually include among others the following: (1) application of employment conditions as fixed by legal, contractual or other regulations; (2) administration of employment: (a) recruitment, introduction to the job, transfer, and dismissal; (b) maintenance of statistical and other occupational records; (c) vocational training, apprenticeship and education; (3) supervision of social services, welfare activities and recreational facilities; (4) co-operation as may be required in the organisation of methods of work, safety and hygiene; (5) generally securing the observance of the industrial relations policy of the undertaking.

### SYSTEMS AND METHODS

In view of the growing complexity of personnel problems as well as of the importance to be attached in modern industry to the human factor, the administration of these matters should not be left in an unorganised state.

In order that measures concerning employees shall no longer be left to the discretion of individuals using unsupervised and unco-ordinated practices, but shall follow a unified and pre-established policy, it is essential that personnel questions should be a responsibility of higher executive management, even though the practical carrying out of policies may be entrusted to superintendents and foremen without the employment of a specialised personnel staff.

In any large-sized undertaking, however, because of the greater complexity and increased importance of the factor personnel, personnel management will tend to take a functional form. It might develop into a special branch of executive management entrusted to a personnel bureau with full-time staff trained and specialised in personnel matters. The personnel function of management will thus be exercised throughout the undertaking under this central authority in personnel affairs, to which authority every official who has to deal with employees has a responsibility for personnel matters on functional lines, in addition to his responsibilities to other authorities.

### HIERARCHICAL POSITION

It is, however, essential that the official entrusted with personnel management should be placed at the highest level possible in the

hierarchical system<sup>1</sup> of an undertaking. This might be achieved either by entrusting one of the members of top executive management with the functions of personnel or by relating the functional head of personnel management directly to the top management body. In both cases he would rank on the same level of hierarchical order as the heads of Production, Distribution, Administration and other departments.

Only such a high hierarchical position of personnel management will enable it to exercise its functional responsibilities in relation to all the persons concerned with personnel questions in the various departments of an undertaking.

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The higher management of any undertaking will require to be assured that its personnel management is being efficiently conducted and it will use whatever methods may be appropriate in its case to that end.

Among the methods which can be used for this purpose is the labour audit, that is to say, a comprehensive examination of personnel management, carried out from time to time by the personnel officers themselves or by outside experts called in for that purpose, in order to ascertain whether all the various tasks and duties are sufficiently provided for and whether for each of them the best methods of organisation and performance are really applied.

The recommendations which might be the outcome of such labour audit will enable the personnel management to review constantly its methods, to improve its results and in general to fulfil its function, which is of paramount importance for the furtherance of satisfactory relations between employer and employed in any undertaking.

## **Economic Control in Japan**

### **The Mobilisation of Resources and Industries**

Since 1938, Japan has had a Government plan for the "mobilisation of resources", on which all public action in the economic field is now based.

Under this plan, estimates of supply and demand are made for products of essential importance for the operation of Japan's war economy; and as the supply is limited the first task required of Japanese industry consists in obtaining a maximum yield by the economical and rational use of a minimum of materials. With this object, the plan provides for the distribution of available materials between the various industries; for this purpose the industries are arranged according to their greater or lesser importance from the

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<sup>1</sup> The expression "hierarchical system" is used here to mean a system of organisation which is determined by the lines of customary authority and responsibility of the higher executives in matters of discipline and morale within an undertaking.

standpoint of war economy, and treated accordingly. Industries engaged directly in the manufacture of munitions are first provided with all the raw materials which they require; next come the industries covered by another Government plan, for the expansion of national production, and the export industries (which enable Japan to procure the foreign exchange necessary for the purchase of materials); then come industries producing for the "yen block" area; and finally those which produce goods for home consumption only. Undertakings in this last group, naturally enough, have suffered from a shortage of raw materials, and have in most cases had to stop or slow down production.

The desire to furnish the munitions industries with raw materials, to raise the standard of productivity in view of war needs and lastly to stimulate exports, thus dictates the Government's policy of planning, on which all the measures of economic control now in force are based.

#### THE PLAN FOR MOBILISATION OF RESOURCES

The Government keeps the details of its plan for the mobilisation of resources a secret, since danger to national defence might arise if they were divulged. The authorities merely publish certain conclusions arising out of the plan in so far as they consider this advisable in order to enlist the aid of the public.

The first plan for mobilisation of resources—that of the year 1938-39<sup>1</sup>—was completed by the Government on 16 January 1938, but was amended on 23 June of the same year owing—it is said—to an error in the estimate of import possibilities, the original figure having been much larger than the facts warranted. At the close of the meeting on 23 June 1938 at which the change was made the Minister of Finance stated that a shortage of 32 materials had arisen owing to an increase in consumption or the limitation of imports, and that there would now be restrictions on the use of these materials, particularly in industries producing for home consumption. These materials were as follows: steel products, pig iron, gold, white gold, copper, bronze, zinc, lead, tin, nickel, antimony, mercury, aluminium, asbestos, raw cotton, wool, wood pulp, paper, hemp and allied fibres, hides and leather, lumber, heavy oil, gasoline, crude rubber, tanning materials, industrial salt, benzol, toluol, phenol, sodium nitrate, potassium and phosphate rock.<sup>2</sup>

On 26 May 1939, a new plan for the mobilisation of resources, adjusted to the economic possibilities and needs of the moment, was adopted for the year 1939-40, supplemented by a plan for foreign trade and a plan for the mobilisation of means of transport and electrical energy. The contents of these plans have not been published, but statements made by the Director of the Planning Bureau enable an idea to be obtained of the growing scale of economic planning. The new plan relates to a considerably greater number of materials than that of 1938. The products covered include iron and various metal goods, light metals, fuel, chemical products, machines, raw materials

<sup>1</sup> The Japanese fiscal year is 1 April to 31 March.

<sup>2</sup> *Toyo Keizai Shimpō*, 2 July 1938.

required for the manufacture of garments, food products, fodder products, etc.<sup>1</sup> A new idea, the "synthesis of national strength", replaces the old idea of the "functioning of the economic system in time of war". Besides the rapid mobilisation of materials for use in military operations, the objects of the mobilisation of resources now comprise the strengthening of national defence, the economic reconstruction of Japan and China, the expansion of Japanese production and the export trade, improvement of the economic condition of the people, etc. — all of which may be understood under the general notion of "synthesis of the national strength". Furthermore, the Director of the Planning Bureau has stated that, unlike the plan of 1938, which was confined to indicating figures, the new plan provides for executive, and administrative action.<sup>2</sup>

Before proceeding to examine the measures for control of resources and of industry which are the logical counterpart of the mobilisation plan, it may be of interest to quote certain figures relating to the programme of expansion of output approved on 17 January 1939. These data were published by the Government as a result of questions in Parliament.

The approximate increases in output provided for by the end of the fiscal year 1941-42, as compared with output in the fiscal year 1938-39, are as follows<sup>3</sup>:

Product	Increase (per cent.)
Steel	60
Special steels, soft steels, etc.	200
Steel ingots	60
Cast iron	200
Iron ore	250
Coal	30
Aluminium	(large increase)
Magnesium	1,000
Copper	80
Lead	90
Zinc	70
Tin	200
Natural motor spirit	30
Synthetic motor spirit	3,000
Natural kerosene	40
Synthetic kerosene	900
Pure alcohol	1,300
Soda	20
Caustic soda	40
Industrial salt	650
Ammonium sulphate	30
Wood pulp for paper	20
Wood pulp for rayon	300
Gold	200
Industrial machines	260
Locomotives	25
Passenger cars	70
Goods cars	50
Automobiles	500
Wool	340

<sup>1</sup> *Shuho*, 7 June 1939.

<sup>2</sup> *Ekonomisuto*, 11 June 1939.

<sup>3</sup> *Nihon Keizai Nempo*, May 1939.

Apart from the materials figuring in the above list, mention should be made of ships, electric power, and nickel, which are also covered by the plan, though the relevant figures have not been communicated to the public.

### OPERATION OF MUNITIONS INDUSTRIES

The 72nd Session of Parliament, convened in September 1937 to discuss war measures, authorised the Government to apply to the present "events in China" the provisions operative in time of war under the Act of 17 April 1918 relating to mobilisation of the munitions industries. This decision was rendered necessary by the fact that war had not been declared against China.

The Act of 1918 gives the Government wide powers (while requiring the payment of compensation for losses caused) with regard to the management, use, and expropriation, of munitions factories, this term being understood in a very wide sense. The Act also governs in detail the mobilisation of labour, female as well as male, for employment in munitions industries.

With a view to the application of this Act, "Regulations relating to the management of factories and undertakings" were introduced by Imperial Ordinance of 24 September 1937. The competent Ministers are authorised, after consulting the Prime Minister, to place certain factories and other undertakings, with the plant attached, under their own "management". They must then direct and supervise the employers concerned in regard to the production of munitions and related activities. In the course of a statement referring to these regulations on the day of their issue, the Minister of War said: "The action taken by factory employers on their own initiative will be respected as far as possible... The authorities do not believe it is necessary to put into immediate operation the provisions of the Act which relate to the possibility of using or expropriating munition factories... They will take all precautions against causing too radical a change in the conduct of undertakings manufacturing munitions, and will restrict themselves to preventing the manufacture of munitions ordered by the Government from being hampered excessively... The authorities have for the moment no intention of placing all the munition factories of the country under their own management at one stroke."<sup>1</sup>

These declarations show very clearly the attitude which the authorities have adopted with regard to the conduct of businesses. Subsequently the Act relating to the mobilisation of the munitions industries and the Regulations for its administration were withdrawn. In their place recourse was had to the provisions of the General National Mobilisation Act of 1 April 1938 (Section 13). It is there provided that "the Government may, in time of war and when necessary with a view to general national mobilisation, manage, use, or expropriate, in conformity with the provisions of Imperial Ordinances, the whole or part of factories, undertakings, vessels,

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<sup>1</sup> *Nihon Keizai Nempo*, Jan. 1938.

or other plant used for work covered by general national mobilisation, or plant which might be used for such work". A new Imperial Ordinance entitled "Regulations relating to the management of factories and undertakings" was issued under this Act on 3 May 1938. The provisions of the previous Regulations are repeated without much amendment, and the attitude of the Government in regard to their application has in no way changed. The fact that the Government has had recourse to the provisions of the General National Mobilisation Act for the purpose of improving and increasing the output of munition factories should, however, be borne in mind, for it marks a new line of policy enabling the Government to take bolder action later if it thinks fit.<sup>1</sup>

### GENERAL MEASURES<sup>2</sup> FOR THE MOBILISATION OF RESOURCES

#### *The Control of Exports and Imports Act of 1937*

An Act of 9 September 1937 is intended to secure the working of the national economy in connection with the "events in China". It will cease to have effect a year after these events are terminated.

Under the Act, the Government is authorised to reduce or even to prohibit the export or import of certain goods. As regards goods in respect of which an adjustment of the supply and the demand may prove necessary owing to the application of import restrictions or for any other reason, the Government may decree (a) the necessary measures with a view to the manufacture of products of which the goods referred to above are the raw materials (including orders

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<sup>1</sup> The General National Mobilisation Act of 1 April 1938 proceeds from the idea that the conduct of the war depends essentially at present on the general mobilisation of "human and material resources", not only in order to satisfy the direct need for armaments but also to ensure the livelihood of the people behind the lines and to facilitate Government action in every way required by conduct of the war. The Act, which has 50 sections, defines general national mobilisation in the following terms (Section 1): "the control and use of all human and material resources in such a way that the available national forces may be placed most efficiently at the service of national defence in time of war or in circumstances approximating to war". Sections 2 and 3 define what should be understood by "resources covered by general mobilisation" and "work covered by general mobilisation". In the subsequent sections the Act confers on the Government, in time of war and in certain specified circumstances in time of peace, powers relating to the mobilisation of human and material resources, capital, plant, and equipment; the control of economic activities, prices, the press, and information; the registration of the occupational qualifications of individuals; the compulsory training of skilled labour and of specialised technical workers; the compulsory stocking of products covered by general mobilisation; and the requiring of individuals to prepare plans for work covered by general mobilisation, to rehearse such work in advance, to engage in scientific research and study, etc. The Act thus defines the scope of the Government's emergency powers relating to general mobilisation. It lies with the Government to issue the necessary provisions by Imperial or Ministerial Ordinance as soon as it feels a need for them.

Nevertheless, the number of Ordinances so far issued under the Act with a view to regulating economic matters is very small. Apart from the Imperial Ordinance of 3 May 1938, which is mentioned above, the only important measure has been an Imperial Ordinance of 31 March 1939 governing the dividends of commercial companies and the investment of capital.

restricting manufacture); and (b) other measures necessary for the distribution, transfer, use, or consumption, of the goods referred to above or products of which these goods are the raw materials.

With a view to co-ordinating the supply of materials to the various industries according to their national importance, a series of regulations were issued under this Act, more particularly during the second half of 1938. The use of steel, copper, etc., for construction, of a weight exceeding certain limits is subject to a permit from the Prefect. The use, in certain proportions, of staple (artificial) fibre is compulsory for the manufacture of woollen and other textile products of specified classes destined for home consumption. Further, the manufacture of textile products for home consumption has been restricted. The distribution of the following materials is regulated in detail : cotton yarn, textile tissues, leather, rubber, coal, scrap iron, copper, steel, mercury, industrial salts, etc. The use of the following materials is severely restricted : rubber shoes, cotton goods, industrial machines, American pine, copper, lead, zinc, tin, antimony, white gold, leather, rubber, etc. Furthermore, the Act empowers the Government to fix the prices of articles if this proves necessary in order to adjust supply and demand.

#### *Amendment of the Act.*

The Act of 1937 was amended by an Act of 24 May 1938 providing for the establishment of committees to adjust supply and demand. A committee is to be set up for each group of goods in respect of which adjustment is required. The Government may also order the committees to take any action which it considers necessary.

Committees spontaneously established by the parties concerned had previously performed similar functions. The object of the amending Act was to give the committees coercive powers over all persons concerned with specified types of goods. This was the starting point of an extensive modification of the economic structure.

The Act of 1937 thus amended was applied first of all in the textile industry, where the committee for adjustment of supply and demand, voluntarily established on 1 March 1938, was transformed into an organisation within the meaning of the Act. Disturbances caused by restrictions on imports of raw cotton were greatly hampering the work of adjusting supply and demand.

The adjustment takes the practical form of a control of distribution of the goods covered. As was mentioned above, a whole series of regulations were issued under the Act in the second half of 1938 to regulate the distribution or to restrict the use of certain types of products. Most of these (cotton yarn, rayon, wool, iron, coal, copper, rubber, silver, etc.) have their own adjustment committees, which — with a few exceptions — function in the following way.

The committee, a sort of general staff for the product in question, is composed of representatives of the producers, the guilds of importers, the competent administrative authorities, the guilds of manufacturers of products for export and of manufacturers of products for the home market, etc. It prepares a production plan and determines the quotas

of products to be allotted to each of the guilds under its authority. The committee's decisions are transmitted to the guilds of manufacturers and exporters, which direct their own activity accordingly. Each guild decides on the appropriate quota of products for each of its members, within the limits of the total quota allotted to it by the committee, taking into account both past records and the plant at the disposal of the members. Each of the latter receives a "distribution ticket", in exchange for which the sellers will supply him with products.

### *Industrial Guilds*

The industrial guilds were established by an Act of 30 March 1925 to safeguard the interests of the small manufacturers producing the "principal manufactured products" (to be specified subsequently by the Government). Their main function is to enable members to use the guilds' industrial equipment. They have been transformed recently in accordance with the provisions of various amending Acts, the last of which date from 13 August 1937 and 1 April 1939. The guilds have become an essential factor in Japan's economy, and through them the Government is now attempting to bring about the adjustment of industrial activity rendered necessary by the needs of the war.

Before 1937 the essential provisions of the Act could be summarised as follows. In order to establish a guild, it was necessary to have the consent of two-thirds of the persons carrying on, in a given locality, manufacturing activities connected with one of the groups of articles specified as important. Certain advantages were accorded to the members of guilds, who were also obliged to act in conformity with the decisions taken by the guilds with regard to the conduct of their businesses. "With the object of preventing or putting an end to occupational abuses", the competent authorities were entitled to instruct guilds to undertake the necessary inspection or to fit the necessary plant. They could also, with the same object, instruct any person not belonging to a guild, but manufacturing in the locality the same type of goods as the members, to act in conformity with the guild's decisions.

The amending Act of 1937 abolished the condition regarding the manufacture of the specified "principal manufactured products". It thus gave the scheme a general character and enabled all the manufacturers producing any given type of goods in a given locality to take the initiative and establish a guild. The powers given to the competent administrative authorities with regard to the supervision and control of guilds were at the same time increased. The competent authorities may now instruct a guild to carry out inspection and provide itself with the institutions considered necessary; they may also order outsiders to conform to the decisions of the guild, not only in order to prevent or put an end to occupational abuses, but also to "secure the rational development of the industry". Lastly, they are entitled to establish a guild *ex officio* in a locality where they "consider it necessary with a view to controlling a specified industry and thus securing the rational development of the national economy".

The amending Act of 1939 once more greatly widened the possibility of establishing a guild or of extending one already in existence to include even the very smallest manufacturers. As a result, except in the case of certain groups of products for which there are special laws regarding supervision or encouragement, all the manufacturers of the country, whatever the scale on which they operate, may now be included in guilds either on a voluntary basis or by order of the administrative authorities. It is through these guilds that the Government pursues a large part of its wartime economic policy, particularly with regard to the distribution of goods.

Apart from the installation of plant for joint use by their members, the functions of the guilds are as follows: to inspect members' products, raw materials, and plant; to control or restrict production; to distribute raw materials to members and market their products; to make loans to members for the conduct of their businesses; to undertake enquiries with a view to improving the position of members; to give advice with the same object; etc.

The number of industrial guilds, which was 651 at the end of March 1936, had risen to 3,009 by the end of February 1939. They are distributed as follows: textiles, 726; machines and tools, 587; metallurgy, 572; sawmills and wood products, 314; chemical industry, 259; food and drink industry, 201; etc.<sup>1</sup>

#### STATE INTERVENTION IN PARTICULAR INDUSTRIES

##### *Measures Adopted before the Beginning of Hostilities in China* *The Major Industries Control Act of 1931.*

This Act was fully warranted by the economic depression, which rendered inefficacious the control voluntarily accepted by the parties and based on guilds which regulated the volume of output, the selling prices of goods, etc. The Act aims at giving greater strength to the agreements voluntarily reached by the guilds, and at making it possible for the authorities to intervene in the public interest.

The consent of over half the persons engaged in a given industry is sufficient, under this Act, for the establishment of a guild. The decisions of the guild, reached by a majority of over two-thirds of the members and expressly inspired by "the desire to safeguard the interests of the industry, in all equity, and to secure a rational development of the national economy", may be made binding on the other members, and even on all persons belonging to the industry, if the Government so decides after consulting the control committee (a committee composed of representatives of the competent authorities, the persons concerned, and the consumers). These decisions of the guild may be modified or annulled by the competent Minister if he considers them contrary to the public interest or to the interests of the industry in question or any other industry; in such cases also the opinion of the control committee must be taken. The Minister specifies the industries subject to the operation of the Act.

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<sup>1</sup> *Toyo Keizai Shimpō*, 22 April 1939.

In January 1936 the following industries were covered : cotton yarn, rayon, paper, paper board, carbide, bleaching powder, sulphuric acid, oxygen, hardened oils, cement, carbon disulphide, sugar refining, iron alloys, steel bars, steel plates, gasoline, beer brewing, coal, etc.<sup>1</sup>

It is clear from the above that the Act controls the manufacture of the principal products of Japan. As before, the decisions of the cartel relate mainly to production and joint sales. The number of outsiders remains considerable, owing largely to the very severe conditions governing admission to the guilds ; this is due in turn to the character of the system, which tends to favour the large manufacturers.

#### *Industries Covered by Special Acts.*

The Acts analysed below might be considered at first sight as a form of legislation for the control of peace-time industry. Nevertheless, they all contain provisions of which the motive is a desire to establish autarky as regards munitions ; and in them all the formula " if necessary from a military point of view " may be found.

The Manufacture of Automobiles Act of 1936 introduces a system of permits for manufacture and tends to eliminate foreign capital and increase the output of automobiles inside the country. Undertakings which have received a permit are exempted from certain taxes. The importation of automobiles and their accessories is restricted. The authorities are empowered to impose prohibitive customs duties, to prescribe an increase in the output of private undertakings, etc. ; and private undertakings may be required by the authorities to engage in research and enquiries regarding the manufacture of automobiles.

The Petroleum Undertakings Act of 1934 aims at eliminating foreign capital. Its application immediately met with difficulties due to conflicts with holders of this capital. The Act provides for a system of permits for the operation of undertakings refining or importing mineral oil. It also prescribes the maintenance of a specified stock of this commodity. Heads of undertakings are required, at the Government's request, to sell their petroleum to it at cost price in accordance with the provisions of laws and regulations in force.

The Act of 1936 concerning the control of undertakings manufacturing the principal fertilisers requires manufacturers to form guilds. The Government is empowered to prescribe the quantities of fertilisers to be produced, the quotas to be allotted to the manufacturers, the prices for sale, etc.

The Gas Undertakings Act of 1923 makes the operation of an undertaking for the supply of gas, and the performance of any work relating to the extension of the plant of such undertakings, subject to a permit from the competent Minister. It provides also that every gas manufacturer shall have facilities for the construction of pipe lines on land open to public use owing to the presence of rivers, canals, roads, bridges, etc. ; and that such facilities may not be refused

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<sup>1</sup> MITSUBISHI ECONOMIC RESEARCH BUREAU : *Japanese Trade and Industry*. Tokyo, 1936.

without good reason. The supply of gas to consumers, the transfer of undertakings, and the increase of share capital, are placed under the strict supervision of the Minister. Any municipality may, under certain conditions, expropriate the gas undertakings in its area.

The Electricity Undertakings Act of 1911 defines such undertakings (those engaged in the supply of electricity or performing work connected with the consumption of electricity for rail transport), gives them—with few exceptions—the same powers regarding operation as are held by gas undertakings, and submits them in the same manner to Government control.

### *Measures Adopted after the Beginning of Hostilities in China*

#### *Manufacture of Synthetic Motor Spirit.*

The Synthetic Motor Spirit Manufacture Act of 9 August 1937 is clearly based on the military necessity for supplying the Japanese economic system with this commodity, the production of which remains on a very small scale. The operation of undertakings manufacturing synthetic motor spirit is subject to a Government permit, and more than half of the directors, of the share capital, and of the persons entitled to vote on any decision to be taken by the undertaking, must be Japanese. The Government grants all undertakings of this sort exemption from certain taxes for a period of ten years, and allows a subsidy on output. Another Act, also dated 9 August 1937, and entitled "Act relating to the Imperial Share Company for the Development of Fuel Industries", provides for the establishment of a company of that name with a capital of 100 million yen, half of which is to be subscribed by the Government. The Company's function is to hold shares in commercial companies manufacturing synthetic motor spirit.

#### *Iron and Steel.*

The Production of Iron Act of 12 August 1937 authorises the Government, if the public interest so requires, to order the proprietor of an undertaking in the iron and steel industry to expand or increase his plant or to change his methods of operation. When necessary from a military point of view, the Government may order the proprietor of any such undertaking to engage in research work relating to the special problems of the iron and steel industry, to have certain raw materials held in reserve, or to take any other action considered necessary. The Act prescribes the manner in which the proprietor is to be compensated for losses suffered in these various cases.

#### *Industrial Engineering.*

The Manufacturing of Industrial Machines Act of 29 March 1938 provides that undertakings manufacturing industrial machines which fulfil certain conditions shall be exempt from income tax and business profits tax. In case of an expansion of plant by such a company, in accordance with certain conditions, the Government will assume part of the cost of paying off the debt incurred if amortisation is to last for

over five years. Companies fulfilling the prescribed conditions are authorised to contract loans by issuing bonds to a value of twice their paid-up capital. In exchange, the Government is authorised to order certain measures relating to the expansion or improvement of the plant of these undertakings.

### *Aeroplanes.*

The Manufacture of Aeroplanes Act of 29 March 1938 provides for the exemption of aircraft undertakings, for a term of five years, from income tax and business profits tax. The Government may subsidise these undertakings in order to permit the manufacture of aeroplanes, aeroplane engines, and certain accessory machines. Loans, to be contracted by the issue of bonds up to a value of twice the paid-up capital, may be authorised. In exchange, the Government is entitled to order companies in the aeronautical engineering industry to expand or improve or otherwise modify their plant.

### *Mining.*

The Production of Gold Act of 10 August 1937 is intended to stimulate the gold industry and to consolidate the currency system of the country, particularly by regulating the sale of gold. It provides for the establishment of a system of permits for undertakings which refine gold and various other supervisory measures to be applied to producing undertakings.

Another Act of the same date, entitled "Act relating to the special account of the gold reserve fund", authorises this fund to incur expenditure up to a total of 50 million yen a year by subsidising gold producers.

The Act of 28 March 1938 to increase the production of the mining industry is intended to raise the output of gold, silver, copper, lead, tin, antimony, mercury, zinc, pyrite, manganese, nickel, cobalt, coal, etc. The Government may request the owners of mining rights to start operations in districts not yet developed, or to adjust or rationalise undertakings already working. The establishment, expansion, or improvement, of plant may be ordered by the Government with the same object in view. The Government may compensate the persons concerned.

The Act of 28 March 1938 relating to the Japanese Company for the development of the production of gold provides for the establishment of a company named as above, with a capital of 50 million yen, half of which is to be subscribed by the Government. The Act gives this company the privilege of contracting a loan by the issue of bonds up to a value of five times the paid-up capital, and requires it among other things to perform the following tasks: to make loans to private companies in the gold industry (mining, refining, etc.); to provide these companies with the machinery and equipment required for the production or refining of gold, and to carry out enquiries and give opinions on questions relating to the gold mines. The Government will to a certain extent guarantee payment of the Company's dividends.

The Petroleum Resources Utilisation Act of 26 March 1938 empowers the Government to require the persons concerned to submit plans relating to petroleum wells or prospecting. The subsidies hitherto allowed to petroleum undertakings are increased, and the conditions governing their grant are considerably simplified. The Government is required to intervene on behalf of any owner of petroleum rights who desires to extend his operations to a neighbouring oil district; and it is also to approach the undertakings of one and the same oilfield with the object of securing the conclusion of agreements to systematise extraction.

In 1939 a series of Acts were voted to supplement the 1938 Acts analysed above.

The Act of 11 April 1939 relating to the Imperial Mining Development Company provides for the establishment of a company named as above, with a capital of 30 million yen, half of which is to be subscribed by the Government; its object is to secure the development of mineral resources, except gold, and it provides more particularly for the resumption of work in abandoned mining districts, in the first instance with a view to the extraction of copper.

The Manufacture of Light Metals Act of 28 April 1939 makes the operation of an undertaking manufacturing aluminium, magnesium, etc., subject to possession of a Government permit. The Government is empowered to take the necessary steps with regard to manufacture, sale, extension of productive equipment, etc. Certain undertakings to be specified by the Government will be required (this is the innovation) to carry out all or part of the work rendered necessary by adjustment of the prices of these products, and in connection with the purchase, sale, importation, or exportation, of the raw materials. The other undertakings (those of manufacturers or importers of light metals) may be ordered by the Government to sell their stocks to the "specified undertakings".

The Act of 1938 relating to the Japanese Company for the Development of the Production of Gold was amended by an Act dated 25 March 1939. The new measure defines the methods of compensating undertakings for losses suffered owing to decisions taken by the Government with a view to developing the production of gold.

#### *Distribution of Rice.*

The Act of 9 September 1937 "to introduce provisional measures respecting rice" is intended to facilitate the supply of rice to the military authorities. According to the Act previously in force, the Government was required to buy at the maximum price in order to constitute stocks of rice; it was not permitted to buy at cost price, and this provision considerably hampered the process of constituting stocks. The new Act provides that, if necessary from a military point of view, the Government may buy at cost price the rice held by the special fund for the adjustment of the supply of and demand for cereals.

The Act of 11 April 1939 to control the distribution of rice establishes a system of permits for the purchase and sale of this

commodity and for intermediary operations between buyers and sellers. It tends to limit considerably the freedom of action which had hitherto been allowed, and which, in view of the situation resulting from the war, would have led to a considerable rise in the price of rice. The Government is also empowered to give the necessary orders to the persons concerned with regard to the purchase, sale, transfer, etc., of rice. The Japanese Rice Company, established under the Act, will monopolise exchange operations in rice within the maximum and minimum prices fixed by the other Acts and Regulations; it will perform, on the Government's behalf, the duties with which the latter will entrust it, more particularly the purchase and sale of rice and related operations. Rice exchanges conducted with a view to profit will gradually be abolished and bought up by the new company.

#### *Distribution of Fertilisers.*

The Act of 9 September 1937 "to issue temporary measures for the control of the distribution of fertilisers" supplements the provisions of the Act of 1936 relating to control of the manufacture of the principal fertilisers. This had become almost a dead letter, the prices obtaining on the market having moved too far away from the official rates. Under the new Act, the Government was authorised to establish an agency which would perform the necessary operations with a view to securing an equitable distribution of fertilisers and the establishment of fair prices. The agency in question is a committee composed of representatives of manufacturers, distributors, the National Federation of Co-operative Fertiliser Societies, the National Federation of Co-operative Purchasing Societies, etc. The guilds of fertiliser manufacturers, it is provided, are to be transformed into organisations responsible for the joint marketing of products, the whole of which will be handed over at the official prices to the new committee, which will deliver the products to the persons responsible for distribution. The new committee will undertake the task of fixing the quantities of fertilisers to be allotted and the prices. If advisable, the Government may even fix retail prices; it is also empowered to prescribe measures relating to the sale, use, consumption, transfer, export, and import, of fertilisers.

The Act of 1 April 1938 "to increase the production of ammonium sulphate and control its distribution" is intended to facilitate the supply of this product to the army and bring about an increase in the production of chemical fertilisers, which are indispensable to the execution of the Government's food policy. It exempts from the payment of certain taxes, for five years from the date of its coming into force, every commercial company producing ammonium sulphate which undertakes to instal new plant or expand that which it already possesses in accordance with conditions defined in regulations for the administration of the Act. Additional plant acquired thanks to Government aid may not be put out of operation without previous permission from the authorities. Any commercial company manufacturing ammonium sulphate may contract a loan by issuing bonds up

to a total value of twice its paid-up capital, and will be authorised to increase its capital even if this is not completely paid up.

The Act provides for the establishment of a Japanese Ammonium Sulphate Company with a capital of 10 million yen. This company will be authorised to contract a loan by issuing bonds to a value of 10 times its paid-up capital. The interest as well as the capital of the loan will be guaranteed by the Government, which may order the company to increase its production or to take any other measures considered necessary.

### *State Management of Electricity Undertakings.*

The Act of 5 April 1938 concerning the management of electric power undertakings is the most important of all the economic control measures recently issued in Japan. It places all work for the production and transmission of electric power under public management. Plans for the installation of plant, the distribution of power, etc., are prepared by the Government, which must first consult the Advisory Committee on Electric Power. The Japanese Company for the Production and Transfer of Electric Power, established by another Act of 5 April 1939, is responsible for the performance of this work.

### *Transport by Land.*

The Land Transport Adjustment Act of 1 April 1938 establishes control over the railways and undertakings engaged in motor transport. Its object is to rationalise their financial organisation and expenditure and to reduce imports of petrol, automobile accessories, etc. The Government is empowered to recommend, and if advisable to order, the persons concerned to bring about amalgamations of companies, transfers, joint management, etc. It is clear on thorough examination that the essential object of this Act is to secure economies in raw materials.

### *Transport by Sea.*

The issue of the Act of 9 September 1937 "to establish temporary measures for control of shipping" is due to the ever-growing shortage of ships. When the Act was adopted, freights and charges for hired ships were rising considerably, and this was a great hindrance to the transport of merchandise. To remedy this situation the persons concerned had already organised on a voluntary basis, but had not secured satisfactory results. Rigid public control had therefore become necessary, and was introduced by this Act.

Under its provisions, Japanese vessels may not be transferred, sold, hired, etc., to foreign nationals without an authorisation from the Government. A similar authorisation is also necessary before a foreign vessel may be bought. The Government may prohibit or restrict the placing of vessels in service on foreign lines. Maximum limits may be set to freights and charges for hired ships, and the Government is also entitled to appropriate shipbuilding yards and the materials required for shipbuilding.

The Shipbuilding Undertakings Act of 4 April 1939 makes the opening of any such undertaking subject to possession of a Government permit. The Government is empowered to fix charges for the construction of ships and their accessories, and for repairs, and to determine selling prices and terms of sale. It may order any shipbuilding undertaking to extend its plant and to take action for the training of able seamen. Work in the shipbuilding industry is carried out through the Shipbuilders' Guild established under the Act.

Another Act dated 4 April 1939, entitled "Act concerning subsidies to institutions making loans for shipbuilding and concerning compensation for their losses", simply approves schemes which had already become customary. Finally, the Maritime Transport Guilds Act, establishes guilds including middlemen in maritime transport, who will form the Central National Maritime Transport Guild. Public control over this industry will, in fact, be exercised by these guilds. Efforts will be directed mainly towards a reduction in freights and in charges for hired vessels. The new Act, like that concerning shipbuilding undertakings, empowers the Government to require outsiders to join the guilds.

## **Federal Programmes to Assist Unemployed Youth in the United States**

The economic depression which has extended over the past decade greatly aggravated the problems of youth in the United States. One of these problems is that of finding employment. In 1938 the National Youth Administration estimated that approximately 4,500,000 young people between 16 and 24 years of age were out of school and seeking work. On the basis of data from the 1937 Census of Unemployment and from the United States Office of Education, it was shown that about two-thirds as many young people were out of school and looking for employment as were in school or college.

Despite the suffering and wastage of human energy that these figures imply, at least one beneficial effect has accrued: the nation has become conscious of a problem of the greatest social and economic importance. This consciousness, in turn, has paved the way for dealing with the problem, and as a result the Federal Government has assumed in recent years a good deal of responsibility for assisting unemployed young people.

The youth programme of the Federal Government began with the establishment in April 1933 of the Civilian Conservation Corps. Later in the same year a programme of aid for college students was begun, and this was extended in February 1934 throughout the country, under the control of the Federal Emergency Relief Administration. In May 1934 a programme of resident camps and educational projects for unemployed women was set up under the F.E.R.A., and one year later, in June 1935, the National Youth Administration

was established as an autonomous division of the Works Progress Administration. The N.Y.A. has become the key Federal agency for the articulation of the needs of unemployed youth, and for their translation into practical programmes of Government assistance.

The Advisory Committee on Education, appointed by the President in 1936 to examine the general relationship of the Federal Government to education, has recently issued a Staff Study on the National Youth Administration, prepared for the use of the Committee by Palmer Johnson and Oswald Harvey.<sup>1</sup> The following material describing the measures taken by the Federal Government to assist unemployed youth is drawn largely from that study, supplemented by N.Y.A. press releases, the section on the N.Y.A. in the *Report on Progress of the W.P.A. Program, 30 June 1938*, and various publications of the Civilian Conservation Corps.

## THE NATIONAL YOUTH ADMINISTRATION

### *Principles and Objectives*

It is a basic principle of the Federal Government's N.Y.A. programme that whatever is done for youth must be in complete harmony with the tenets of living established by Western civilisation. These, according to the N.Y.A. Administrator, are (1) personal freedom, (2) political freedom, (3) free competition and free enterprise, (4) non-aggression and peaceful living, and (5) racial equality and religious freedom. Translated into basic principles for a programme of Government action for youth, this means, the Administrator added, that whatever form of action is taken must work in conjunction with those political and social units of society which are most directly under the control of and participated in by the people; that whatever is done must be supplementary to, but outside of, the going concern of industry, agriculture, and commerce; and that any action taken must further ideals of intelligent citizenship and democracy among young people.<sup>2</sup> In addition, President Roosevelt made it clear, when establishing the N.Y.A., that he wanted assistance given to youth in the form of socially useful work rather than in the form of a dole. These principles have conditioned the National Youth Administration's methods and the content of its projects.

The main objectives of the N.Y.A. are (a) to provide part-time employment for young people from relief families on work projects designed both to give them valuable working experience and to benefit communities in which they live, and (b) to provide part-time employment for needy school, college and graduate students so as to enable them to continue their education. The measures taken to implement the former objective comprise the work projects programme, and those in pursuit of the latter the student aid programme.

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<sup>1</sup> ADVISORY COMMITTEE ON EDUCATION: *The National Youth Administration*, by P. O. JOHNSON and O. L. HARVEY, Staff Study No. 13 (Washington, 1938).

<sup>2</sup> Aubrey WILLIAMS (National Youth Administrator): address at the World Youth Congress, 20 August 1938 (N.Y.A. Release 6-276, 20 August 1938).

*Organisation and Administration*

Until very recently the N.Y.A. has been an agency within the Works Progress Administration. It used the facilities of the W.P.A. in carrying out its programme, but for administrative purposes the two agencies were separate. In accordance with the Reorganization Plan submitted to Congress by the President on 25 April 1939 and put into effect on 1 July 1939, the National Youth Administration was transformed into an administration within the new Federal Security Agency. As yet, however, this transfer has not affected the general administrative structure of the N.Y.A.

The N.Y.A. has its own Federal, State and local administrative organisation which, within certain limits, determines policies and procedure in the conduct of its programme throughout the country. The National Office consists of an Administrator, an Assistant Administrator, an Executive Committee of six members drawn from various Federal agencies, and a National Advisory Committee of 35 members chosen to represent labour, youth, agriculture, business, and education.

The administration of the programme within the several States varies according to local needs and problems. Youth administrations have been established in each State, in the District of Columbia, and in New York City, and the programme for each of these areas is administered by a State Administrator and his staff, who, within limits fixed by the National Office, are permitted a great deal of latitude in adapting youth projects to State and local needs. State advisory committees are appointed by the national Administrator and are charged with advising as to the best types of projects and methods of conducting them and with promoting public co-operation with the programme.

Every State is subdivided into districts under the direction of a supervisor responsible to the State Administrator, and in charge of each project within a district are project supervisors, who report to the district supervisor. Local advisory committees are an important adjunct to the local organisation of the N.Y.A. They assist the local officials by sponsoring projects, obtaining contributions, planning projects, examining the needs of the youth in their community, etc.

The N.Y.A. has also worked in close co-operation with local, State and other Federal Government agencies, and with many varieties of local, State and national non-governmental agencies. Its administrative relations with these agencies have been successful, on the whole, and particularly good contacts have been established with private organisations.

*Work Projects Programme*

The work programme of the N.Y.A. gives part-time employment on work projects to needy young people between the ages of 18<sup>1</sup> and 24 who are out of school and seeking work. Employment preference is given to young persons certified as in need of relief by some public relief agency approved by the State Youth Administrator. Unless

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<sup>1</sup> The lower age limit was originally 16, but was later changed to 18.

special authorisation is obtained, at least 90 per cent. of the workers on each project must be certified as in need. In fact, over 95 per cent. of the project workers have always been so certified. Non-certified persons are engaged chiefly in a supervisory capacity.

The assignment of young people to N.Y.A. work projects is made by the State Youth Administrator. Youth project workers are required to be citizens of the United States, but no young person may be discriminated against on any other grounds whatever, such as race, religion, or political affiliation. N.Y.A. workers must maintain active registration at approved public employment exchanges, and must accept other public or private employment offered to them, provided that it conforms to certain standards of suitability defined by administrative regulations.

Most projects are sponsored by public, quasi-public or other non-profit-making agencies which volunteer to co-operate in a work project. These co-operating agencies are termed co-sponsors, in view of the fact that the State Youth Administrator is the official sponsor for all projects within the State. Generally speaking, the co-sponsors prepare project applications, and their contributions to a project usually take the form of supervision or of furnishing equipment, materials, or cash.

As a general rule, project applications are approved by the State Administrator, though certain types of projects must be approved by the National Office. The main criteria used in judging the value of a proposed project are (a) the number of young people it would employ, (b) the expected duration of the employment, (c) the types of employment experience that would be provided, and (d) the benefit that might be expected to accrue to the community and to the young people as a result of the project.

Approved projects comprise a variety of types, including construction projects of various sorts (road work, public buildings, and work on recreational facilities), clerical and stenographic work, resident agricultural training and work projects, school lunch service, sewing, library service, arts and research work, handicrafts, and recreational leadership. In conjunction with the employment on many projects, training courses, correlated with the work itself, have been developed.<sup>1</sup> These are given during or after working hours by project supervisors, adult education teachers, public health nurses, vocational agricultural teachers, etc.

Hours of work on all work projects are limited to 8 per day, 40 per week, and 100 per month, except in special emergencies. A schedule of maximum monthly earnings is established, in which the monthly wages vary from \$12 to \$21 in accordance with two categories of skill<sup>2</sup>, three geographical wage regions, and the degree of urbanisation of

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<sup>1</sup> Regulations issued after the passage of the Emergency Relief Appropriation Act of 1939 provide that youth project workers may be required to participate in a programme of related training.

<sup>2</sup> These are known as Class A and Class B; no more than 20 per cent. of the youth project workers in any one State may be paid at the rates established for Class A workers, which are slightly higher than those for Class B workers.

the county in which the project is carried out. Each State Youth Administrator is responsible for determining a schedule of assigned hours of work and monthly earnings for each class of workers in each county in which projects are operated.

The number of young people employed on work projects varies from month to month in accordance with two primary and related factors — the funds available for the N.Y.A. and the general economic situation. In each month from March 1936 to June 1937 between 160,000 and 192,000 young people were at work on N.Y.A. projects. In the latter part of 1937, the number employed was reduced to 123,000; but thereafter, just as general work relief expanded to meet the need created by the business recession, the N.Y.A. enlarged its programme, and during the year ending in October 1938 nearly 100,000 additional young people were provided with part-time project work. In June 1939, 227,238 young people were employed on N.Y.A. work projects.

Most N.Y.A. workers are employed at clerical work, on construction or improvement of public buildings, and on sewing and workshop projects. In September 1938, for example, 18.4 per cent. of total N.Y.A. work project employment was on clerical projects, 16.7 per cent. on construction and improvement work on public buildings, 11.2 per cent. on recreational facilities (excluding buildings), 16.2 per cent. on sewing and workshop projects, 8.4 per cent. on educational projects, 4.9 per cent. on professional and technical work, etc.

A recent survey of 22,228 young people employed on N.Y.A. work projects in seven States showed that prior to N.Y.A. employment 90 per cent. of them either had no previous work experience or only a slight experience in occupations requiring little or no skill.<sup>1</sup> The extent to which the experience gained on N.Y.A. projects increases the employability of the youth so employed is difficult to determine; but, according to the report prepared for the Advisory Committee on Education, there is little question that the N.Y.A. work programme does help to compensate for lack of any work experience, and to a certain extent serves to develop skill and improve general employability among the project workers.

There is a substantial amount of turnover in project employment, a good deal of which is accounted for by absorption of young workers in private employment.<sup>2</sup> Much of the work thus provided is, however, of a seasonal or temporary character. Of those young people who leave the N.Y.A. for other public employment, the great majority have entered emergency agencies. The study made for the Advisory Committee on Education therefore suggests that it is open to question to what extent either of these types of employment means that the youth are removed permanently from the ranks of the unemployed.

Resident training centres, chiefly for unemployed youth living in sparsely populated rural areas, are set up to provide work experience

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<sup>1</sup> The average age of this group was 19 years and 9 months.

<sup>2</sup> In the year ended 30 June 1939, departures from N.Y.A. work projects averaged 9.3 per cent. of total employment on such projects per month; about one-fourth of those who left N.Y.A. employment did so to take private jobs.

and supplementary instruction in agriculture, shop work, construction, and home economics. These centres are frequently located at or near agricultural and mechanical colleges or vocational or industrial high schools and utilise the facilities of those institutions. The periods for which the resident project workers enrol vary from four to twelve months. Wages, paid on a monthly basis for the time actually spent by the youth at work, are set at a slightly higher level than for non-resident work projects so that the young people may pay the cost of their subsistence and have a small amount (not less than \$8 per month) remaining for their own use. As far as possible, the young people in a resident project are self-governing in all their activities aside from their actual work hours. By August 1939 there were nearly 600 resident projects in operation, with an estimated enrolment of about 30,000 young persons.

In addition to these projects, the N.Y.A. operated nine regional training centres in August 1939. The young people assigned to regional centres are those who have demonstrated special talents on N.Y.A. resident project work. While the resident project work is designed to discover a youth's ability, the training at regional centres is designed to permit the development of his skill along the lines in which he has shown aptitude. In other respects operation of the two types of projects is similar.

### *The Student Aid Programme*

The N.Y.A. student aid programme provides part-time employment to students between the ages of 16 and 24 who without this assistance would have to leave school or college. The programme is a continuation of the F.E.R.A. college aid programme, extended to include high school students and some elementary school pupils, provided they fulfil the age requirements.

Only "non-profit-making and tax-exempt *bona fide* educational institutions" may participate in the programme. For institutions in the school aid section, employment quotas are established for individual schools within any State, on the basis of relative relief needs of particular localities or regions of the State and school enrolments. The number of students receiving aid, however, was limited, in the 1938-39 academic year, to 10 per cent. of the previous year's regular enrolment, except in very unusual cases. For college aid, each institution's monthly quota amounts to 10 per cent. of the total number of resident students of 16 to 24 years of age enrolled in October 1938.<sup>1</sup> No special allotments are made for graduate aid, but each institution may pay allowances to needy graduate students, taking the money from its general fund quota.

Officials of participating institutions decide on the student's eligibility for aid in accordance with general N.Y.A. requirements. In order to qualify, an applicant must produce satisfactory evidence that he could not enter or remain in school without N.Y.A. aid, that he is a citizen of the United States, that he is of good character, and

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<sup>1</sup> Fixed for the 1939-40 academic year.

that he possesses ability to carry at least three-quarters of a normal course of study and to perform good academic work.

Work done in return for aid must be practical, useful, and adapted to the interests and abilities of the students, and must not have the effect of displacing workers normally employed and paid from other funds of the institution. Institutions wishing to participate in the student aid programme are required to submit to the State Youth Administrator for approval a description of the proposed institutional work plan. Types of work performed include clerical and library work, scientific and other research and laboratory work, home economics, and recreation work.

The total student aid enrolment in October 1938 was 312,893. High school students numbered 212,473 and college and graduate students 100,420. The total number of participating educational institutions was 22,395, of which 20,824 were secondary schools and 1,571 colleges and universities.

Secondary school students may earn from a minimum of \$3 up to a maximum of \$6 each month; college students may earn from \$10 up to \$20 in any month, and graduate students from \$20 up to \$30 a month. Hourly rates of pay are those prevailing in the respective institutions or localities for the same type of work, and hours of work are kept within certain daily limits, the monthly limit being fixed on the basis of the hourly rates of pay and the established schedule of maximum monthly earnings.

A study of applications for student aid approved up to the end of 1937 showed that the median annual family income of student aid recipients was only \$703 (\$563 for families of school aid recipients and \$1,163 for families of college aid recipients). Over two-thirds of the recipients were from families with incomes of \$1,000 or less. The same study disclosed that the largest group of student aid recipients (30 per cent.) came from families whose heads were farm workers or operators. About 13 per cent. of the family heads were skilled, 13 per cent. semi-skilled, and 13 per cent. unskilled workers, and about 9 per cent. were domestic and personal service workers. The difference in family occupational backgrounds between college aid and school aid recipients was quite pronounced, the former including many whose family heads were office or professional workers, proprietors, managers, etc., and the latter including very few whose family heads were in these occupational groups.

In addition to this programme, there is a special fund (\$100,000 in 1938-39) set aside for the assistance of Negro college and graduate students who live in States where there are limited opportunities of advanced study for Negroes.

The Staff Study of the Advisory Committee on Education draws particular attention to the importance of the school aid provisions of the student aid programme, and adds: "There are presumably at least a quarter of a million young men and women receiving aid to whom on the average less than \$5 a month makes all the difference between going to school and not going to school. Yet this quarter of a million constitutes only three-fourths of all applicants for school

aid, and there are probably many more youth whose circumstances would warrant aid although their need is not so great.”<sup>1</sup> The authors suggest that State responsibility might be extended to include the provision of food, clothing, medical services, and school supplies, necessary but lacking to so many schoolchildren who come from poverty-stricken homes. If the States are unable to cope with the added financial burden, says the report, “some degree of Federal assistance is warranted, and the cost fully justified”.

### *Miscellaneous Programmes*

Another N.Y.A. programme relates to the guidance and placement of young people, and is, of course, closely linked with the two programmes already described. This programme, known as the Junior Placement Service, is designed primarily to provide needed guidance and placement service for unemployed young people. It is not limited to those aided by the N.Y.A. in its major programmes. The group eligible for registration and placement consists of all young people 16 to 21 years of age and all young people 21 to 24 years of age who are without employment experience.

The Service was instituted in March 1936, in co-operation with the United States Employment Service, the N.Y.A. supplying a certain amount of money to provide personnel for a junior division for young applicants within the Employment Service. It was hoped that State Employment Services would thus become informed of the problems of placing young workers and that the States would eventually take over the financial responsibility for the junior division. In August 1939, special junior placement services were in operation in 144 cities of 41 States. In 30 of these cities the State Employment Services have assumed all or part of the costs. In addition, various State Employment Services have opened Junior Placement Divisions in 51 other cities, following N.Y.A. procedure but supplying their own funds. Records indicate that, by August 1939, 210,306 of the 527,081 young persons who had registered for jobs with the various junior employment services had been placed in private industry.

The methods used in dealing with the placement problems of young workers are (1) occupational classes, (2) occupational pamphlets, (3) informative radio programmes, (4) individual counselling, (5) the compilation of youth personnel records, (6) directories of opportunities for training and recreation, and (7) guidance manuals and the stimulation of interest in guidance in various ways.

Two other N.Y.A. activities might also be mentioned, although now their interest, as regards the N.Y.A., is primarily historical. The Federal Committee on Apprentice Training, which was originally created by Executive Order in June 1934 for the purpose of maintaining an apprentice training programme under the National Recovery Administration codes, was at one time under N.Y.A. supervision. Educational camps for unemployed women, first established under the F.E.R.A., were transferred to the N.Y.A. in 1936 as an official

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<sup>1</sup> ADVISORY COMMITTEE ON EDUCATION : *op. cit.*, p. 43.

work project for which special funds were supplied. The programme included training in health, education, home economics, workers' education, and group recreation, and the young women worked on simple jobs within the camps. For various reasons it was decided, late in 1937, to abandon these resident camps as no longer appropriate to the youth programme.

### *Financial Arrangements*

N.Y.A. activities are financed with general Treasury funds made available to the President by Congress under the various Federal Emergency Relief Appropriation Acts to finance the relief and work relief programme. The President allocates these funds to the various organisations carrying on relief projects in accordance with the "earmarking" provisions of the Appropriation Acts. From 1935 to 31 December 1938, a total sum of \$201,545,305 had been made available for the N.Y.A. Obligations incurred against this sum in carrying out the youth programme amounted to \$190,120,716 at the end of 1938.<sup>1</sup> For the fiscal year 1939-40, a sum of \$100,000,000 was appropriated for the N.Y.A. Practically all the Federal funds are expended on wage payments to student aid and work project workers. In the student aid programme, all non-labour costs are borne by the participating institutions. On work projects, co-sponsoring bodies have borne an average of nearly 12 per cent. of total project costs (in recent months, about 20 per cent.), largely in supplying supervisory services and in meeting various non-labour items of expense.

### THE CIVILIAN CONSERVATION CORPS

The C.C.C. was established as an emergency agency by Executive Order on 5 April 1933.<sup>2</sup> On 5 April 1937, however, the President recommended to Congress that the C.C.C. be made a permanent agency of the Government, and, although this was not done, on 28 June 1937 an Act was approved which, together with an amending Act of 1939, established the C.C.C. until 1 July 1943 as a regular Government agency.<sup>3</sup>

The chief purposes of the C.C.C. are the following : (a) to provide employment as well as vocational training for youthful unemployed citizens of the United States in need of relief (and to a limited number of war veterans and Indians) through the performance of useful public work in connection with the conservation and development of the natural resources of the United States ; (b) to provide assistance to thousands of families dependent upon public relief for support ; (c) to stimulate industry through the purchase of equipment and supplies ; and (d) to build up the morale and physical health of the

<sup>1</sup> *Report of the President of the United States to Congress, showing the status of funds and operations under the Emergency Relief Appropriation Acts of 1935, 1936, 1937 and 1938, as of 31 December 1938* (10 January 1939).

<sup>2</sup> Executive Order of 5 April 1933, implementing the Act of 31 March 1933 (Public No. 5, 73rd Congress).

<sup>3</sup> Public No. 163, 75th Congress, and Public No. 326, 76th Congress.

young men enrolled in the Corps and to develop better ideals of citizenship among them.

The C.C.C. is an independent Government agency within the Federal Security Agency, headed by a Director, who is assisted by an Advisory Committee consisting of official representatives of the Departments of War, Agriculture, the Interior, and Labor.

The Department of Labor is responsible for the selection of men for the C.C.C. in accordance with uniform national standards of eligibility, generally defined by the Act of 1937 and further defined by administrative regulations of the Department of Labor. Applicants must be young men between the ages of 17 and 23<sup>1</sup>, unmarried, and citizens of the United States. At the time of enrolment they must be unemployed and in need of assistance.<sup>2</sup> As a condition of enrolment, the young man must agree to send to a dependent relative a substantial portion of his monthly pay.

The authorised maximum strength of the Corps is 300,000.<sup>3</sup> Enrolments are for not less than six months, and re-enrolment is allowed, but the total period of enrolment may not exceed two years. The men are housed in camps, of which there are about 1,500, under the general organisation and administration of the War Department, but under the technical supervision of the various Departments responsible for the work projects (usually the Department of Agriculture or the Department of the Interior). As a general rule, the C.C.C. men are paid \$30 a month, but, as mentioned above, the greater part of this is sent directly from the Finance Officer to the man's family, to be used in meeting the family's living expenses.

The work to which the men are assigned comprises such types of projects as reforestation, forest fire protection systems, bridge and building construction, soil conservation measures, and park development. In addition to the actual work on the projects and practical training on the job site, each man must receive at least 10 hours a week of general education and vocational training.<sup>4</sup> In this connection it might be noted that many of those enrolled have never been employed, and have had very little opportunity for either general academic or vocational training courses. In 1938, the Educational Director reported that one-third of all the men enrolled in the C.C.C. during 1937 had found employment in private industry. He attributed this to the occupational training courses and the working experience acquired in the C.C.C. camps.

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<sup>1</sup> Five men in each company may be older than 23, and up to 30,000 may be war veterans, to whom, of course, the age limits do not apply.

<sup>2</sup> It is specified that, while applicants must be unemployed and in need of assistance, they may not be excluded because their families are not entirely dependent on public relief or welfare aid.

<sup>3</sup> In addition, camps may be established for not more than 10,000 Indians and 5,000 men in the territorial and insular possessions.

<sup>4</sup> Approximately one-half of the educational activities of the C.C.C. are directly vocational in their objective.

*Cost of the Programme*

The Federal Government has financed the C.C.C. programme through Congressional appropriations. Funds used by this agency amounted to over \$1,980,000,000 during the five and a half years ending 30 June 1938. It is estimated that the cost per man per year has been about \$1,140, and that about \$300 of this sum goes to the man's dependants.

## CONCLUSIONS

The Federal Government is thus meeting the problem of unemployed youth with two national programmes — the N.Y.A. and the C.C.C. Its first assumption of responsibility was mainly an emergency relief measure; gradually, however, both the N.Y.A. and the C.C.C. are being incorporated in the regular governmental structure. It is now generally recognised that the problem of unemployed youth is no more temporary than the general problem of unemployment. It is also being recognised that Federal action to assist unemployed young people is a reasonable extension of governmental responsibility. Thus, although there are widespread differences of opinion as to whether the N.Y.A. and the C.C.C. are the best ways of dealing with the problem, there is little difference of opinion now as to the long-term nature of the problem, and as to its importance.

It should be pointed out that the N.Y.A. and the C.C.C. are not adequate to meet the relief problem of unemployed youth in the United States. In May 1938, for example, the number of young persons between the ages of 16 and 24 who were unemployed was estimated at 4,500,000. In the same month only 807,918 were being assisted by Federal youth programmes — 302,000 in C.C.C. camps<sup>1</sup>, 179,274 on N.Y.A. work projects, and 326,644 under the N.Y.A. student aid programme. If those under the student aid programme are subtracted, since relief is not the only criterion for student aid, the number would be only 481,274. These figures indicate clearly the inadequacy of the Federal programmes in meeting the relief needs of unemployed youth. They do not, however, indicate the ways in which, within these numerical limits, the Federal youth programmes have benefited unemployed young people.

The Staff Study prepared for the Advisory Committee on Education, in evaluating the contributions of the N.Y.A., concluded that the Youth Administration has reduced pressure on the employment market while at the same time it has provided young people with useful vocational training and guidance and working experience. Through the extension of educational opportunities to under-privileged youth, the Youth Administration uncovered a new field of need for which inadequate provision had been made in the past. The combination of work with schooling (the report adds) has on the whole been carried out successfully, and has served to emphasise the inadequacy of the conventional school and college curriculum and vocational guidance

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<sup>1</sup> This figure includes veterans and a small number of other persons not necessarily in the 16-24 age group.

policies. Furthermore, there is no doubt that the N.Y.A., by clarifying the needs of youth and by acting as a direct agent in meeting them, has done much to improve the morale of young people and their general health.<sup>1</sup>

One further important contribution of the N.Y.A. has been the stimulation of public interest in youth problems, and the consequent furtherance of State and local programmes to train, direct, and usefully employ, their young people.

In summarising the achievements of the C.C.C. on its fifth anniversary (April 1938), the Director said : " As an agency for aiding youth, the C.C.C. has furnished jobs, work experience, character building influences, healthful outdoor exercise, a wholesome environment, and broad educational and training programmes, to more than 1,750,000 young men . . . . As a result, thousands of boys who entered the camps discouraged, without work experience, under-developed physically . . . , and with little ambition or interest in either their own or their country's future, have been restored to their homes with high ideals of citizenship, in fine physical condition, and able and fitted to do an honest day's work . . . . Its record demonstrates that the C.C.C. is a sound national institution for conserving youth and natural resources. "

As to the effectiveness of the Federal youth programmes in meeting the real youth problem, it is clear that this whole problem is, as the N.Y.A. Administrator has pointed out, far too complex to be solved by a public works and student aid programme. " What we have to realise more fully than we now realise ", he stated, " is that youth's chance is not any longer something automatically created by our economic situation, nor something conjured into existence by youth's enterprise, but something that we have to create socially if it is to exist at all for the masses of American youth. " <sup>2</sup>

The root causes of the youth problem are inextricably linked with those of the other larger economic and social problems of the country. In the opinion of the National Youth Administrator, these problems arise primarily from (1) the concentration of ownership of wealth, (2) the inequitable distribution of the national income, (3) monopolistic practices of the industrial and commercial enterprises of the nation, and (4) technological developments, including the mechanisation of both industry and agriculture.<sup>3</sup> The final answer to the youth problem depends on the solution of these broader problems so that young people may find their places in the regular functioning of the national economic and social life. The Federal programmes for youth, however, fulfil an unquestionably useful and necessary function in the present situation, and their expansion to meet more nearly the needs of the unemployed youth of the country is to be desired. As the report on the N.Y.A.

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<sup>1</sup> ADVISORY COMMITTEE ON EDUCATION : *op. cit.*, chapter VI.

<sup>2</sup> Aubrey WILLIAMS (National Youth Administrator) : address before the student body of Cornell University, 6 December 1938 (N.Y.A. Release 6-298, 7 Dec. 1938).

<sup>3</sup> Aubrey WILLIAMS (National Youth Administrator) : address at the World Youth Congress, 20 August 1938 (N.Y.A. Release 6-276, 20 Aug. 1938).

prepared for the Advisory Committee on Education very justly points out, the fact that actual achievement under the youth programme has not equalled the demand for service is a criticism "not of inadequacy in function so much as of limitations in application".

The general importance of expanding youth programmes to meet youth needs and a warning against complacency in the face of large-scale youth unemployment were clearly brought out in a recent message of President Roosevelt in which he declared: "The greatest single resource of this country is its youth, and no progressive Government can afford to ignore the needs of its future citizens for adequate schooling and for that useful work which establishes them as a part of its economy. To ignore this need is to undermine the very basis of democracy, which requires the constant renewal of its vitality through the absorption of its young people".<sup>1</sup>

## Labour Problems on European Farms in South Africa

The report has recently been issued of a Committee appointed by the Government of the Union of South Africa to enquire into certain questions relating to Native labour in the South African farming industry.<sup>2</sup> At almost the same time a short report was published of an investigation into African farm labour in the Orange Free State, which was undertaken under the auspices of the South African Institute of Race Relations.<sup>3</sup>

The following note is primarily based on the report of the official Committee. Additional information and comments are added, where relevant, from the Institute's investigation and other recent sources.

Before examining the report, however, it may be of value to indicate with the help of a few figures the structure of South African agriculture. According to the latest available complete agricultural census, that of 1930,<sup>4</sup> the number of European holdings was 96,940, with a total area of 205,000,000 acres, or 2,110 acres per holding. The following table shows the number and area of European holdings and their distribution according to size:

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<sup>1</sup> *Relief Message of President Roosevelt to the Congress of the United States*, 27 April 1939.

<sup>2</sup> UNION OF SOUTH AFRICA: *Report of the Native Farm Labour Committee, 1937-39* (typescript).

<sup>3</sup> SOUTH AFRICAN INSTITUTE OF RACE RELATIONS: *Farm Labour in the Orange Free State* (Johannesburg, 1939).

<sup>4</sup> Here quoted from INTERNATIONAL INSTITUTE OF AGRICULTURE: *First World Agricultural Census*, Bulletin No. 5, Union of South Africa, 1936.

Size (acres)	Holdings		Area		
	Number	Per cent.	Acres	Average acres per holding <sup>1</sup>	Per cent. of the total
Under 10.6	3,687	3.8	18,506	5.0	0.0
10.6— 43.2	8,210	8.5	177,489	21.6	0.1
43.3— 212.5	8,976	9.2	1,085,624	120.9	0.5
212.6— 1,059.1	30,334	31.3	19,254,985	634.8	9.4
1,059.2— 2,117.4	19,535	20.2	30,569,012	1,564.8	14.9
2,117.5— 4,233.9	13,252	13.7	40,318,858	3,042.5	19.8
4,234.0— 6,350.5	4,474	4.6	23,753,839	5,309.3	11.6
6,350.6—10,583.5	3,571	3.7	29,337,465	8,215.5	14.4
10,583.6—21,166.2	2,078	2.1	30,568,589	14,710.6	14.9
21,166.3 and over	832	0.8	29,529,988	35,492.8	14.4
Undivided farms	1,991	2.1	—	—	—
Total	96,940	100.0	204,614,355	2,110.7	100.0

<sup>1</sup> In calculating the average area per holding, the area of undivided farms has been included in each category, but their number has been included only in calculating the total.

About two-thirds of the holdings are farmed by the owners themselves. One-fifth are tenant farms, and 6 per cent. are occupied on a share system, while the remaining 6 per cent. are managed for other persons. The size of the owner-occupied farm corresponds to the average size of all farms. The tenant farms, and especially the holdings occupied on the share system, are smaller, while the holdings managed for other persons are about one and a half times the size of the average South African farm.

However, of the total area belonging to European holdings, only 6 per cent. is agricultural land proper. In these circumstances the number of persons, including occupiers, who are regularly employed on the holdings gives a better idea of the size of the South African farm than the figures indicating its total area. The number of employed persons averages 7.7 per holding, of whom two are Europeans, as shown by the table below. Nearly all the Indians indicated in this table are found in the province of Natal and nearly all the "other coloured" in the Cape Province.

PERSONS, INCLUDING OCCUPIERS, REGULARLY EMPLOYED IN FARM  
WORK ON EUROPEAN HOLDINGS ON 31 AUGUST 1930

Classification	Sex		Total		
	Male	Female	Number	Average per holding	Per cent. of the total
Europeans	149,363	35,448	184,811	1.9	24.7
Indians	12,544	2,320	14,864	0.2	2.0
Natives	361,269	114,640	475,909	4.9	63.5
Other coloured	59,154	14,459	73,613	0.7	9.8
Total	582,330	166,867	749,197	7.7	100.0

## NATIVE LABOUR SHORTAGE

The official Native Farm Labour Committee (1937-39) makes an estimate of the number of Natives available for all employments in South Africa on the basis of the number of recorded taxpayers (male Natives between 18 and 65 years of age, subject to a few exemptions). These are found to number 1,404,000. In addition, alien Natives working in the Union are estimated to number 228,000 and juveniles from 16 to 17 years of age 132,000. This gives a total potential labour supply of 1,764,000 units.

Of these, it is estimated that 1,145,000 are employed in industry, mines, railways, commerce, public administration, and domestic service. With regard to the balance, approaching 620,000, the official Committee makes only a cursory reference to the work performed by Native peasants but states that it is a fair assumption that no more than 320,000 units are available for employment on European farms. "If this number continued in service for twelve months every year, it might be sufficient to meet the situation. Owing, however, to the fact that . . . in a number of districts . . . farm labour is as yet based to a very large extent on the wasteful and uneconomic labour tenant system, under which a Native is usually required to work on a farm for three, four, six or nine months in the year, according to what is customary in the locality, it is reasonable to accept that no more than from 60 to 70 per cent. of that number of Native labourers, i.e. some 200,000, is available at any one time for the agricultural industry."

In the light of these figures, the Committee comes to the conclusion that the present demand for Native labour substantially exceeds the developed supply.

The Institute investigation adds to the above analysis of the supply information concerning the employment of women and children. In the Orange Free State, as a rule, one or two women are employed as domestic servants, the head of the family being required in most contracts to provide domestic labour when needed. Moreover, those women who are not employed as domestic servants are called out periodically for weeding or for reaping. Children of about eight years of age and upwards are employed as herd boys, for leading the oxen at the plough, and for lighter seasonal labour. That children may at times be of considerable use in farm labour is illustrated by a photograph of young children supplied to an agricultural paper in South Africa by a farmer who stated: "These four little Natives were the only labour I could get to cut 2 morgen (4.233 acres) and pack it away in a shed about 400 yards distant from the lands. This work they accomplished without any other assistance in fourteen days."<sup>1</sup>

The official Committee sums up the reasons for the farm labour shortage as follows: (1) a disinclination among present-day Natives to work on farms; (2) the tendency among Natives, especially the young Natives, to move into urban areas, to avail themselves of the

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<sup>1</sup> *Farmer's Weekly*, 3 May 1939.

opportunity of improving their cash earnings and enjoying the attractions offered by town life ; (3) a reduction of the Native labour supply available owing to the operation of the labour tenant system, a decrease in the Natives from Basutoland and Bechuanaland offering for employment in agriculture in certain areas, and a special lack of development of the labour resources of Natal ; (4) the custom in parts of employing Native males instead of females in domestic service ; (5) a growing tendency on the part of younger Natives to display lack of interest in their work ; (6) the economic inability of farmers to compete with the cash wages offered by other concerns ; (7) the restricted opportunity of many Natives on the land to earn a sufficient cash wage to meet their financial obligations ; (8) the lack of appreciation by Natives of the value of payments received in kind ; (9) the absence of any uniformity in the payment of wages ; (10) the lack of sympathetic practical interest by some farmers and farm organisations in the wellbeing of their servants and of their dependants ; (11) the effect on the Native mind of the existence of unredressed grievances ; (12) the indifferent housing and poor, insufficient or inappropriate food provided on many farms ; and (13) the loss of former parental control over young Natives.

#### THE ECONOMIC POSITION OF THE FARM WORKER

The official Committee, so as to place the position of the African farm worker in proper perspective, makes a short examination of labour conditions in other spheres of employment.

The average annual wage of Natives employed in private industry (excluding mines) was found to be £42.13 a year and for Government undertakings and railway workshops £42.57. The figure arrived at for Natives employed on the gold mines is very similar. The Native Economic Commission (1930-32) estimated that the net cash wage of the mine worker (cash wages minus travelling expenses and mine boots) ranged in certain sample cases from just over £20 to nearly £25 for 270 shifts. Food, accommodation, and amenities, supplied by the employers were estimated to be worth £18 12s. 6d. to each Native. The average value of wages to the mine Native would thus range between £38 and £43 a year. As the gold-mining industry now pays the travelling expenses of Natives proceeding for employment to the mines, this means in many cases an appreciable addition to the cash wage received by the mine workers.

The mine labourer is either single or living away from his family, the subsistence of which is provided for by the land. Those Natives employed in industry who have become urbanised have to support their families. With regard to their wages, the official Committee considers that it is "clear that it is the earnings of the family collectively that allow of the maintenance of the household, and that the great mass are on or below a subsistence level". To compare the above conditions with those of Natives employed on farms appears both difficult and of limited value. There are not only the usual imponderable features to be found in any comparison of industrial and agricultural wages. In addition, there are in South Africa special

complications resulting from the special systems of agricultural employment by which all members of the worker's family may in part be covered by the contract of employment and by which remuneration largely takes the form of rations and other issues and of the grant of land to be worked by the Native for his own benefit.

The position in the Orange Free State may, however, be taken as an approximate example of the remuneration of the farm worker reduced to a cash basis.

The official Committee gives the following as an illustration of the economic position of a typical industrious family of four persons in the service of a normally considerate farmer. Cash wages would be paid to the head of the family at 10s. a month, to one son at 7s. 6d. a month, and to one daughter at 6s. a month, throughout the year, while the wife would obtain cash wages at 10s. a month for about four months. This would give a cash income to the family from wages of £16 2s. for the year. In addition, rations issued by the farmer might be valued at £12 18s. and other issues at £2 10s. The official report then adds the value of crops grown by the labourer or land put at his disposal at £8 a year, grazing on such land at £4 15s. a year, and the natural increase of stock at £4 2s. 6d. The total family income in terms of cash would thus amount to £48 7s. 6d.

The Institute's investigation for one district in the Orange Free State takes the same average cash wage for men in permanent employment (10s. a month) but somewhat lower figures for other members of the family. It states that, taking into account all the sources of cash wage of all the members of the family, the income from cash wages per head of Native population in this district is probably not more than 2d. per day. With, however, the family of four, of whom three are whole-time workers, mentioned in the official report, it would seem that the Institute's investigation would show a cash income from wages of about £15 a year. As regards wages in the form of the provision of land, the Institute's investigation estimates that such land supplied to the worker for crops might be worth £5 a year to him and his family and represent a cost of £2 to the farmer. Land supplied for grazing is taken as being worth £4 to the worker and as costing nothing to the farmer. The cost of rations and other issues to the farmer is taken to be roughly £3 a year. It would seem that the Institute's investigation leads to an income, translated into terms of cash, of about £34 a year for a family similar to that examined in the official report.

The value of these figures, however, is clearly small. The general position which emerges from all information on the economic position of farm labour in South Africa may be taken as more truly reflected in the following general conclusions reached by the official Committee :

There are many Natives in each of the four provinces who are in good economic circumstances and who possess stock and assets far in excess of those shown in the various tabulations. In such cases the needs and aspirations of the Natives are recognised with sympathy and understanding, and they are assisted in innumerable ways to make the most of their resources. Farmers of this type, who appeared before us, frankly stated that they were not short of labour, and it

was clear that they had little grounds for complaint in regard to the diligence or disposition of their employees. On the other hand, when the employers are not so sympathetic towards the workers on the farms, the analyses that have been made show that, judged from the standard of real wages, cash or possessions, they are economically on a low level. Judged from their possessions they are in worse circumstances than those in the reserves or those employed in urban or industrial areas (excepting only the urbanised Natives). During times of drought or stress, the position of the farm Native becomes critical, and his ability to withstand the strain without jeopardy to the well-being of his family is dependent on the goodwill and sympathy of his employer.

### RATIONS AND HOUSING

Rations, consisting mostly of mealie meal, are usually supplied by farmers. Meat and milk are given at irregular intervals by some farmers. Vegetables are seldom supplied; the labour tenant is expected to grow his own. The Native who lives on the farm with his family is able to supplement his rations by the produce of his land and stock. Workers employed singly on a cash basis have no such opportunity. The official report states that the present system of giving the same rations to this second class of workers is essentially wrong.

The general position as regards rations is summed up as follows by the official Committee: "Farmers fail to realise the importance of appropriate diet to the human body, particularly when hard work has to be performed. Many complaints were heard as to the lack of zeal, energy, intelligence or initiative of Natives in the performance of their work. According to the medical evidence it is probable that this is due to impaired vitality owing to malnutrition." The Institute's investigation reaches similar conclusions: "The diet of Free State farm labourers almost completely lacks lime. It does not include the protective foods, such as milk, fruit and vegetables and meat. The vitality of the farm labourer is sapped by such an exclusively starch diet, while the lack of milk is responsible for the increase of tuberculosis. Altogether, the health of the Natives has considerably deteriorated owing to defective diet and malnutrition."

As regards housing, the usual practice of a farmer when he engages a Native with a family is to allow a certain period before work commences to be utilised in the building of huts on a site indicated by the farmer. Some assistance in the way of materials is usually afforded, but the practice varies considerably. On some farms, where such intensified cultivation as sugar, wattle and maize growing is carried on, barrack-room accommodation is provided.

The official Committee appears to consider that not sufficient attention has been paid to housing conditions, and makes certain recommendations to impress the importance of good housing on all farmers.

This position and the difficulties of many farmers are illustrated in the following letter to a South African paper :

I know of instances where the Natives have to sit up all night when it rains, because the hut leaks so that there isn't a dry place to lie down. And when they complain, they have to satisfy themselves with promises. I am guilty of this offence myself. In these days of droughts and overstocking, grass and reeds suitable for thatching purposes are practically unobtainable, and we cannot afford to buy corrugated iron and build the Natives a decent house. They have to be satisfied with any old tumble-down shelter, covered with anything on earth to keep the rain and cold out ; and they are expected to do the repairing themselves, for which they are not allowed any other time but Sundays. There just simply never is time—too much work.

And this is where I come to the aim of my letter, viz., that the Government help the farmers to buy the necessary materials to build houses for, say, two or three Native families. Or, better still, supply them ....<sup>1</sup>

### RECRUITING AND EMPLOYMENT EXCHANGES

The official Committee makes certain recommendations to extend facilities for the recruiting of farm workers, notably through the operations of organisations set up by farming interests. Between 1933 and 1937, such organisations supplied 52,208 workers to farmers. The Committee also suggests that the present system, by which the legal prohibition of the recruiting of juveniles under 18 years of age has been relaxed in the case of juveniles over 16, is unsatisfactory. The Committee holds that : " There is no reason why juveniles should not, in certain instances, take up useful employment and learn habits of industry. " It suggests that the law should be amended to permit the recruiting of such juveniles but under regulations providing carefully for their welfare.

It does not seem that the above measure is expected to have a very large effect on the labour situation. The Institute's investigation comes to a similarly negative conclusion as regards the likely effects of recruiting. It recommends, however, that, if recruiting is found necessary, it should be done under strict Governmental control.

On the possibility of importing labour from abroad, the Institute's investigation is also hostile : " To import labour at a cheap rate . . . will depress wage rates in the Union and aggravate the economic position that has arisen through a so-called cheap labour policy. Economic considerations apart, the importation of labour invariably introduces social problems that further complicate the position. "

The official Committee to a certain extent confirms this argument. It states that : " The importation of alien labour for employment in comparatively isolated agricultural areas would introduce sociological problems which might have far-reaching repercussions. " For these reasons, for reasons of the cost to the employers, and for reasons of health, the official Committee concludes that the importation of tropical Natives for employment on farms is not a practical proposition. It nevertheless recommends that in certain cases steps should be taken to encourage alien non-tropical Natives who have in the past been accustomed to seek farm employment.

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<sup>1</sup> *Farmer's Weekly*, 29 December 1937.

This leads to the following passage in the official report :

The International Convention in regard to the Recruiting of Labour, circulated from Geneva in 1936, although deprecating recruiting by Government, emphasised the desirability of Governments establishing, or co-operating in the creation of labour exchanges. This Convention was not subscribed to by the Union Government, but the policy indicated therein has hitherto conformed with its views.

We consider that the establishment of some special Government agency to arrange for the collection and reception of all foreign Natives ; to provide them with employment at the earliest possible moment to prevent the present loss of time involved in the search for work ; to register and provide them with the prescribed documents ; and to keep contact with them during the period and at the places of employment through welfare officers in order to place the Government in a position to carry out its obligations to the Governments of the neighbouring territories concerned, is a prime necessity.

A scheme is outlined including the establishment of reception depots, medical examination, the approval of contracts by a Government authority, and the inauguration of some form of deferred pay. Some of the advantages which the Committee considers may be expected to emerge from this organisation are : (1) an increased confidence on the part of neighbouring Governments as to the treatment and security of their nationals ; (2) added control over the influx of immigrants, particularly as regards health conditions ; and (3) a better distribution and conservation of labour.

The official Committee also recommends the establishment of employment exchanges for Union Natives in certain centres of population.

#### SUPERVISION OF LABOUR CONDITIONS

The Delegation of the Governing Body of the International Labour Office which recently visited the Union of South Africa made reference to the possibility of the development of Government employment exchanges for Native workers. Its report contains the following passage :

The difficulties of establishing Government rural employment exchanges were made clear to the Delegation, which however was also impressed by (1) the success of the Native Recruiting Corporation, and (2) the waste of labour in the often haphazard search for work far from his home on the part of the Native worker.

The Native Recruiting Corporation may be said to act as an employment exchange system for the mines. For other industries the inauguration of Government employment exchanges would clearly be difficult, especially as unpopular employments might be the first to try and use any such system. The whole system might indeed fail unless the employments to which the exchanges give access are subject to close Government control as regards conditions of employment. The Delegation, however, is under the impression that there will be some organisation of this nature required in the near future.<sup>1</sup>

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<sup>1</sup> Cf. *International Labour Review*, Vol. XXXIX, No. 6, June 1939, p. 788.

As regards conditions of recruiting and control over the terms of contracts, the proposals of the official Committee take account of the above considerations. As regards the application of protective provisions by labour inspection the report is less clear. It refers to the possibility of appointing welfare officers for the protection of alien workers, and, while agreeing that "any system of wage determination or kindred State interference with the rights of farmers would not at present be practicable or desirable", considers that there is room for special measures designed to correct obvious abuses, to ensure some degree of uniformity in similar circumstances, and to afford advice and information on matters related to employment and the supply of labour. To foster developments of this nature, the official Committee suggested that consultations should take place between employers, the local Native chiefs, and Government officers, "but it was impossible to overcome the deep-rooted conservatism and traditional sentiment of farmers". This being the case, the Committee limits its recommendations to the creation of labour advisory boards composed of farmers, together with the local representatives of the Native administration of the Government.

While it appears that these bodies might on occasion serve to improve conditions of employment, the system is clearly different from that of regular Governmental inspection, which appears to be recommended by the official Committee only in the case of the alien Natives mentioned above and in the particular case of the Natal sugar industry.

The Institute's investigation, on the other hand, advocates increased Governmental action. It recommends that an attempt should be made to secure a minimum cash wage by legislation, that such legislation should provide for minimum wage fixing machinery, for the appointment of labour advisers with certain executive powers, and for the prevention of possible abuses such as compounding cash wages for privileges.

#### OTHER QUESTIONS

The Contracts of Employment (Indigenous Workers) Convention, adopted by the International Labour Conference in 1939, provides that contracts for a period of six months or more are to be made in writing.

In the Union of South Africa, while written contracts are required in the case of labour recruited by labour agents and in the case of labour employed on mines and works whatever may be the term of the contract, verbal contracts are permissible for ordinary agricultural labour for periods of twelve months or less. In practice, written contracts in agricultural employment are exceptional.

This question of the value of written contracts is examined in the official report. It is stated that the bulk of the evidence heard by the Committee from both farmers and Natives was in favour of making written contracts obligatory. The farmers who gave such evidence usually doubted whether this would be acceptable to the Natives, while

the Native witnesses were afraid that farmers would not agree. The Committee adds that the establishment of an obligation to enter into written contracts would avoid much unnecessary friction between employers and workers, would save judicial officers from the invidious position of having to choose between the word of a European employer and his Native worker, and would engender greater confidence among the Natives in the administration of justice. Nevertheless, the Committee states that it has "reluctantly come to the conclusion that the time is not yet ripe for the general adoption of so revolutionary a practice".

The Institute's investigation examines the same question and recommends that the Government be urged to try the experiment of compulsory written contracts in one or two areas for a period of five years.

Other points which arise from both reports have reference largely to particular conditions in South Africa and are therefore of limited international interest.

The whole picture which is given by both reports and by public discussion in South Africa is that of an industry in a period of transition. To overcome the labour shortage, the obvious alternatives are measures of compulsion or new methods of labour organisation. Methods of compulsion appear to be opposed by authoritative opinion. This being so, the situation is well described in a recent popular account of the African in South Africa :

At present the Bantu, although he can work hard and continuously is a very leisurely worker, and there is not much incentive to him to work more rapidly. This does not matter to the farmer as long as he can get plenty of labour cheaply ; but with the increasing wages that the urban industries are beginning to pay, the farmers will, in self-defence, have to alter their labour policy to one of fewer workers, more pay, and greater efficiency.<sup>1</sup>

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<sup>1</sup> L. MARQUARD and T. G. STANDING : *The Southern Bantu* (Oxford University Press, 1939).

# 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

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(a) *Indexes of numbers employed*(1929 = 100<sup>1</sup>)

Date	GERMANY <sup>2</sup>		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 <sup>3</sup>	Salari. empl. <sup>4</sup>	Wage earn., salari. empl. <sup>5</sup>	Wage earn., salari. empl. <sup>5</sup>	Wage earners <sup>6</sup>	Wage earners <sup>6</sup>	Wage earners <sup>6</sup>	Wage earners <sup>6</sup>	Wage earners <sup>6</sup>
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	78.0
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	93.4	101.8	73.0
1937	110.8 <sup>4</sup>	97.9	116.3	97.7	138.1	144.5	102.5	108.8	77.5
1938	117.4	105.4	124.3	94.8	—	146.8	84.6	109.0	80.7
1938: Oct.	120.7	107.7	124.0	94.7	—	146.1	87	107.7	79.2
Nov.	121.3	108.3	124.2	94.0	—	148.0	88	*	81.5
Dec.	120.1	108.6	123.6	89.1	—	142.4	89	*	80.3
1939: Jan.	118.7	109.0	118.4	90.5	—	146.2	87	103.6	81.6
Febr.	120.9	109.8	121.9	91.4	—	147.6	89	*	80.9
March	122.0	110.6	123.3	91.5	—	150.7	89	*	81.1
April	123.6	112.8	123.2	92.6	—	152.0	88.8	103.5	81.3
May	124.6	113.8	122.5	95.1	—	162.0	87.7	*	81.5
June	125.1	114.9	121.0	95.0	—	161.0	88.1	*	—
July	125.1 <sup>†</sup>	115.1 <sup>†</sup>	119.5	96.3	—	155.6	88.2	109.0	—
Aug.	—	—	120.2	98.5	—	—	90.9 <sup>†</sup>	*	—
Sept.	—	—	—	—	—	—	—	*	—
Oct.	—	—	—	—	—	—	—	—	—
Persons covered (thousands)	3,500 <sup>†</sup>	*	450/225 <sup>†</sup>	532	166	45	7,223/4,238 <sup>†</sup>	63	1,810

Date	GREAT BRITAIN and N. IRELAND	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., salari. empl. <sup>3</sup>	Wage earners	M.C. Wage earners	F.C.I. Wage earners	M.C.I. Wage earners	B.J. Wage earners	Wage earn., salari. empl. <sup>3</sup>	Wage earners <sup>3</sup>	Wage earn., salari. empl. <sup>3</sup>
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	84.3 <sup>2</sup>	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	142.9 <sup>2</sup>	128.8	135.1	124.9	122.9
1938	104.1	112.3	141.0	110.7	157.3 <sup>2</sup>	141.8	144.0	121.5 <sup>2</sup>	—
1938: Oct.	*	120.5	143.0	112.3	160.6	144.8	148.5	*	*
Nov.	*	121.6	144.8	109.9	161.7	145.8	149.5	*	*
Dec.	*	117.5	143.6	107.3	162.5	146.5	140.8	122.0	*
1939: Jan.	*	112.6	142.4	102.3	163.3	147.2	135.7	*	*
Febr.	*	115.4	145.4	106.4	164.4	148.2	136.9	*	*
March	*	116.8	146.2	111.6	166.9	150.5	139.0	116.4	*
April	*	117.8	144.9	112.0 <sup>†</sup>	174.0	156.9	142.8	*	*
May	*	125.4	145.4	123.3 <sup>†</sup>	174.7	157.5	145.9	*	*
June	*	125.3	145.0	124.2 <sup>†</sup>	175.3	158.0	146.3	128.8	*
July	*	—	—	—	—	—	145.2	*	*
Aug.	*	—	—	—	—	—	145.4	*	*
Sept.	*	—	—	—	—	—	—	*	*
Oct.	*	—	—	—	—	—	—	*	*
Persons covered (thousands)	5,637	721	1,156	2,850/1,494	2,995/1,503	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 *International Labour Review*, Oct. 1939, p. 537, par. 3 (types of establishment statistics).

<sup>1</sup> Except for series in italics. <sup>2</sup> Old territory. <sup>3</sup> Including mines. <sup>4</sup> Since 1937, including the Saar territory. <sup>5</sup> Excluding building. <sup>6</sup> Including part of transport, but excluding a large part of building. <sup>†</sup> 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 = 100<sup>1</sup>)

Date	NETHER- LANDS	POLAND	RUMANIA	SWEDEN	SWITZERLAND		UNION OF SOUTH AFRICA	U.S.S.R.	YUGO- SLAVIA
	Accident unempl. insurance statist. <sup>2</sup>	Statist. of establ. (A)	Statist. of establ. (A)	Statist. of establ. (B)	Statist. of establ. (A)	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. <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners	Wage earn., sal. empl. <sup>4</sup>	Wage earn., sal. empl. <sup>4</sup>	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	129.9	102.1	76.4	70.2	160.3	224.1†	124.6
1937	88.4	84.1	138.8	109.1	88.0	78.1	170.8	—	141.5
1938	93.4 <sup>2</sup>	101.6	—	107.2 <sup>4</sup>	86.3	77.9	167.1	—	160.7
1938: Oct.	98.3	114.1	*	*	*	*	*	*	157.4
Nov.	96.0	109.8	*	*	*	*	*	*	153.6
Dec.	90.4	96.3	*	106.7	*	77.7	*	*	140.4
1939: Jan.	89.3	94.5 <sup>2</sup>	*	*	*	*	*	*	128.4
Febr.	93.2	97.3	*	*	*	*	*	*	139.0
March	99.4	100.6	*	103.3	*	78.6	*	*	146.0
April	101.7	104.8	*	*	*	*	*	*	148.8
May	105.1	106.7	*	*	*	*	*	*	160.2
June	105.1	108.3	*	107.1	*	82.1	*	*	160.2
July	105.1	—	*	*	*	*	*	*	167.4
Aug.	—	—	*	*	*	*	*	*	—
Sept.	—	—	*	*	*	67.1	*	*	—
Oct.	—	—	*	*	*	*	*	*	—
Persons covered (thousands)	782/367	612	279	372/344	353	223	—/56	10.225†	422

(b) *Indexes of total hours worked*  
(1929 = 100<sup>1</sup>)

Date	GER- MANY <sup>2</sup>	DEN- MARK	ESTO- NIA	UNITED STATES	FIN- LAND	FRANCE	HUNGARY	ITALY	JAPAN	NOR- WAY	POLAND	SWE- DEN
	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) <sup>12</sup>	Statist. of establ. (A/B)	Statist. of establ. (A/B) <sup>12</sup>	Statist. of establ. (A/B)	Statist. of establ. (A)	Statist. of establ. (B)
	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners <sup>11</sup>	Wage earners <sup>4</sup>	Wage earners	Wage earners <sup>4</sup>	Wage earners <sup>4</sup>	Wage earners	Wage earners <sup>4</sup>
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	*	99.6	82.9	98.6
1931	66.4	100.0	84.4	68.0	71.1	89.1	79.8	83.5	*	79.9	69.3	85.8
1932	53.8	91.6	75.6	53.7	71.9	71.9	69.4	72.4	85.9	90.6	56.9	77.8
1933	61.5	102.4	77.9	58.0	77.6	73.6	70.5	75.1	97.1	90.3	58.3	78.4
1934	80.6	113.5	95.0	62.8	88.0	70.5	78.2	77.8	109.2	96.9	67.1	89.5
1935	88.4	123.2	105.4	69.7	97.6	66.8	84.5	81.0	115.8	104.9	72.6	96.2
1936	99.4	128.9	120.0	79.8	98.2	69.5	91.2	81.0	126.6	115.1	77.9	102.2
1937	110.8 <sup>2</sup>	134.6	139.6	85.7	105.5	64.9	99.6	91.7	144.0	119.4 <sup>13</sup>	89.8	109.8
1938	118.8	133.8	141.4	63.8	103.4	65.0	105.1†	95.5	159.0 <sup>13</sup>	117.3	97.8	105.0 <sup>4</sup>
1938: Oct.	123.8	138.0 <sup>10</sup>	146.7	69.7	101.7	64.0	*	98.0	162.2	*	107.1	*
Nov.	127.6	137.0	153.7	69.3	*	66.0	*	94.5	164.0	*	109.4	*
Dec.	123.2	133.0	136.8	70.9	*	65.6	*	91.2	166.4	120.7	102.0	103.3
1939: Jan.	118.8	124.0	140.6	—	98.5	67.2	*	85.3	164.0	*	88.1 <sup>14</sup>	*
Febr.	120.8	127.4	133.2	—	*	67.4	*	88.1	166.9	*	94.4	*
March	124.6	133.8	155.9	—	*	67.7	*	100.2	168.9	111.1	98.3	100.4
April	127.0	137.1	130.4	—	97.6	68.6	*	92.9†	177.0	*	101.3	*
May	129.0	144.4	152.8	—	*	69.1	*	109.8†	177.1	*	101.1	*
June	126.4	146.7	144.4	—	*	—	*	110.1†	177.8	126.1	102.9	102.5
July	122.2†	144.7	150.1	—	101.0	*	*	*	176.8	*	—	*
Aug.	—	148.4	158.8	—	*	—	*	—	—	*	—	*
Sept.	—	148.8	—	—	*	—	*	—	—	—	—	*
Oct.	—	147.4	—	—	—	—	*	—	—	*	—	*
Persons covered (thousands)	3,500†	90†	45	7,223/ 4,238†	63	1,810	721/275	2,850/ 1,464	2,995/ 1,503	176/102	612	372/344

<sup>1</sup> Except for series in italics.<sup>2</sup> Since January 1939, including the territory of Silesia beyond the Olza.<sup>3</sup> Excluding building. <sup>4</sup> Including mines.<sup>5</sup> Quarterly statistics linked up with the annual statistics of the preceding period (both of type B).<sup>6</sup> Factories as defined by Factory Act.<sup>7</sup> Old territory.<sup>8</sup> Since 1937, including the Saar territory.<sup>9</sup> Monthly figures are of a smaller scope than the annual figures.<sup>10</sup> Including part of transport, but excluding a large part of building.<sup>11</sup> Calculated by the I.L.O. by multiplying index of numbers employed by an index of hours worked per worker.<sup>12</sup> See note <sup>1</sup> to table I (a).

TABLE II. STATISTICS OF GENERAL EMPLOYMENT

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*Indexes of numbers employed*  
(1929 = 100<sup>1</sup>)

Date	GERMANY <sup>2</sup>	CANADA	UNITED STATES			FRANCE	GREAT BRITAIN		HUNGARY	JAPAN
	Sickness insur. statistics	Statist. of establ. (A)	B.L.S.	N.I.C.B.	A.F.L.	Statist. of establ. (A)	Compulsory unempl. ins. stat.		Sickness insur. statist.	Estimate
	A.M.I.T.C. <sup>3</sup>	M.I.T.C. <sup>4</sup>	Estimate			M.I.T.C. <sup>5</sup>	M.I.T.C. <sup>6</sup>	A.M.I.T.C. <sup>7</sup>	M.I.T.C. <sup>8</sup>	M.I.T.
	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earn., salar. empl.	Wage earn., salar. empl.	Wage earn., salar. empl.	Wage earners, salaried empl.	Wage earn., salar. empl.	Wage earn., salar. empl.	—	Wage earners
1929	100.0	100.0	100.0	100.0	100.0	*	100.0	*	100.0	100.0
1930	93.3	95.3	91.4	94.3	95.2	100.0	95.8	*	94.3	97.8
1931	81.5	86.1	79.9	86.7	88.1†	92.5	92.2	*	89.2	96.9
1932	71.1	73.5	68.6	78.7	79.8†	80.9	91.4	*	82.0	97.7
1933	74.0	70.1	69.6	79.5	80.0†	72.4	94.7	*	81.2	103.1
1934	85.5	80.7	77.8	85.4	84.8†	76.9	99.2	*	86.9	115.5
1935	90.6*	83.5	81.1	88.1	87.8	73.5	101.5	*	91.2	121.6
1936	97.2	87.1	87.1	93.0	91.7	74.1	106.7	*	97.7	123.8
1937	104.3	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	100.0 <sup>4</sup>	110.6	135.9†
1938: 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	81.4 <sup>5</sup>	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	—	91.9	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	—	93.2†	93.5	81.8	—	105.4	—	*
Aug.	—	100.5	—	94.5†	93.9†	—	—	105.3	—	*
Sept.	—	—	—	96.0†	—	—	—	—	—	*
Oct.	—	—	—	—	—	—	—	—	—	*
Persons covered (thousands)	19,267	1,042	20,250	44,331	42,808	2,359	11,452	12,263	1,160	6,600†

Date	LATVIA	LUXEMBURG <sup>2</sup>	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. *	Statist. of establ. (B)	Sickness insur. statist.	Statist. of establ. (A/B)		Statist. of establ. (A)	Sickness and accident insur. statist.
	I.T.C. <sup>3</sup>	M.I.T.	M.I.T.C. <sup>4</sup>	M.I.T.C. <sup>5</sup>	M.I.T.C. <sup>6</sup>	A.I.T.C. <sup>7</sup>	M.I.T. <sup>8</sup>		M.I.T.C. <sup>9</sup>	I.T.C. <sup>10</sup>
	Wage earners, sal. empl.	Wage earners	Wage earners, salaried empl.	Wage earners, sal. empl.	Wage earners	Wage earners	Wage earners, salaried empl.	Wage earners, sal. empl.	Wage earners, sal. empl.	Wage earners, sal. empl.
1929	100.0	100.0	*	100.0	* <sup>7</sup>	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 <sup>5</sup>	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 <sup>6</sup>	117.4	91.0	146.2	148.1	—	118.2
1938: Oct.	126.0	76.7	*	99.9	*	52.0 <sup>9</sup>	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 <sup>10</sup>	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	113.9 <sup>8</sup>	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	120.1	55.0	148.0	149.9	*	124.2
July	—	76.4	*	106.3	*	55.1	148.1	149.4	*	123.4
Aug.	—	75.6	*	—	*	50.6	—	—	*	126.9
Sept.	—	72.2	—	—	—	—	—	—	*	—
Oct.	—	71.0	*	—	*	—	—	—	*	—
Persons covered (thousands)	212	33	201	1,275/504	250/339	1,363	—/176	—/706	21,108†	689

Abbreviations: A = Agriculture; M = Mines; I = Industries; T = Transport; C = Commerce and 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 *International Labour Review*, Oct. 1939, p. 537, par. 3 (types of establishment statistics).

<sup>1</sup> Except for series in italics.

<sup>2</sup> Old territory.

<sup>3</sup> Since November 1935 including the Saar territory.

18th July 1938 = 100.

<sup>4</sup> September 1935=100.

<sup>5</sup> See note <sup>1</sup> to table I (a).

<sup>6</sup> 1926-1930=100.

New series enlarged, linked up with the preceding one (both of type B).

<sup>7</sup> Since September 1938, excluding the territories incorporated in neighbouring States.

<sup>8</sup> 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		Unemployed	
	Number	Per cent.	Unemployed registered		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 <sup>1</sup>	14.9 <sup>1</sup>	370,210	*	86,865	20.5
1935	2,151,039 <sup>2</sup>	11.6 <sup>2</sup>	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 <sup>3</sup>	*	40,526	8.7
1938: 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 <sup>†</sup>	29,692	5,834	*	*
Aug.	—	—	—	—	—	—
Sept.	—	—	—	—	*	*
Oct.	—	—	—	—	*	*
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. <sup>5</sup>	Number	Per cent.		
1929	13,000 <sup>4</sup>	1.9	107,000	4.2	14,996	*
1930	36,000 <sup>4</sup>	5.4	341,000	12.8	33,008	*
1931	110,000 <sup>4</sup>	14.5	442,000	17.4	69,719	29,345
1932	211,000 <sup>4</sup>	23.5	639,000	26.0	75,140	107,296
1933	210,000 <sup>4</sup>	20.5	646,000	26.5	81,809	71,805
1934	235,000 <sup>4</sup>	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	8,474
1937	125,929	13.1	337,000	12.5	88,516	3,215
1938	173,913	17.6	407,000	15.1	105,236	4,578
1938: 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	9,484
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	352,000	12.7	99,842	—
Aug.	176,033	17.0	—	—	92,612	9,757
Sept.	222,884	—	—	—	93,623	10,245
Oct.	—	—	—	—	—	—
Persons covered (thousands)	*	987	2,697		*	*

<sup>1</sup> Since 31 July 1933, not including persons employed in labour camps. the Saar Territory. <sup>2</sup> Before April 1938, applicants for work registered, tage of total possible working days of insured workers during the month.

<sup>3</sup> Since March 1935, including <sup>4</sup> Estimates. <sup>5</sup> Percent.

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	
							Percentage unemployed				
	Unemployed		Applicants for work registered	Unem- ployed registered	Applicants for work registered	Unem- ployed registered	N.I.C.B. *	A.F.L.*	Weighted	Appli- cants for work registered	
Number	Per cent.										
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*	19.1	*	
1932	99,508	31.7	126,039	33,244	7,121	17,351	24.9	26.3*	23.8	*	
1933	97,478	28.8	121,115	31,408	8,284	17,139	25.1	27.1*	24.3	*	
1934	81,756	22.1	97,595	20,326	2,970	10,011	20.5	23.6*	20.9	*	
1935	76,195	19.7	92,406	17,983	1,779 <sup>1</sup>	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: 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	1,896	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	18.3†	19.3	10.5	6,100,925	
Aug.	46,097	9.5	56,327	*	502	2,299	17.2†	18.9	10.1	5,766,073	
Sept.	60,805	12.5	71,922	*	758	4,862	16.1†	17.7	9.6	—	
Oct.	78,367	16.0	90,103†	*	—	—	—	—	9.3†	—	
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	
			Wholly unempl. (incl. casuals)	Un. owing to temporary stoppages	Total	Applicants for work registered	
		Unemployed in receipt of relief				Applications for work	Wholly unempl. (incl. casuals)
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: 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.	—	—	7.4	1.6	9.0	1,103,829	227,099
Oct.	—	—	—	—	—	1,284,187	146,451
Persons covered (thousands)	*	*	14,840			*	

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

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

Date	HUNGARY	NETHERLANDS INDIES	IRELAND		JAPAN *		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 <sup>1</sup>	*	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 <sup>2</sup>	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: 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	44,876	17,063	17,280	70,784	—	—	638
Aug.	—	17,527	16,953	70,961	—	—	446
Sept.	—	—	21,774	77,888	—	—	491
Oct.	—	—	—	—	—	—	—
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		Unemployed (males) Registered	Unemployed registered
			Number	Per cent.		
1929	*	*	5,902	15.4	19,089	2,895
1930	*	75,695 <sup>3</sup>	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
1933	*	275,774	16,588	33.4	35,591	46,944
1934	*	234,538	15,963	30.7	35,121	39,235
1935	3,780	191,371	14,783	25.3	36,103	38,234
1936	3,533	186,904	13,267	18.8	32,643	36,890
1937	3,112	174,351	16,532	20.0	28,520	*
1938	2,811	204,702	19,230	22.0	28,923	4,757 <sup>4</sup>
1938: 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 <sup>5</sup>	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	4,915 <sup>6</sup>
May	1,263	—	14,050	15.5	25,037	5,565
June	1,660	—	12,108	13.1	20,802	8,465
July	1,112	—	10,996	11.8	17,643	8,009
Aug.	—	—	—	—	18,009	—
Sept.	—	—	—	—	22,672	—
Oct.	—	—	—	—	26,283	—
Persons covered (thousands)	*	*	89	*	*	*

<sup>1</sup> Since January 1930, including non-fee-charging private employment agencies.

<sup>2</sup> Series enlarged.

<sup>3</sup> The figures relate to the 1st of the following month.

<sup>4</sup> Figure for the month of May.

<sup>5</sup> The figures relate to the 15th of the month.

<sup>6</sup> Excluding the territory of Klaipeda (Memel).

<sup>7</sup> Excluding persons totally unfit for employment for health or other reasons (approximately 8,000 at the end of 1937).

<sup>8</sup> Numbers of unemployment benefits current.

TABLE III. STATISTICS OF UNEMPLOYMENT (*concluded*)

Date	NETHERLANDS				POLAND		SWEDEN			
	Voluntary unemployment insurance statistics <sup>1</sup>			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. <sup>2</sup>		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 <sup>4</sup>	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: 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	122,357	19.1	22,099	
1939: Jan.	158,085	31.3	28.9	405,927	541,482 <sup>5</sup>	18.9 <sup>5</sup>	105,074 <sup>6</sup>	15.3 <sup>6</sup>	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 <sup>7</sup>	88,414	12.6	25,290	
April	115,299	22.4	20.5	240,001 <sup>8</sup>	380,525	12.8 <sup>7</sup>	71,749	10.3	22,790	
May	103,598	20.0	18.5	212,661	293,999	9.9 <sup>7</sup>	51,832	7.4	15,310	
June	98,247	18.9	17.5	196,166	241,464	8.1 <sup>7</sup>	46,056	6.6	9,917	
July	97,873	18.8	17.2	192,344	—	—	40,638	5.8	6,634	
Aug.	95,790	18.4	16.8	191,308	—	—	40,106 <sup>7</sup>	5.8 <sup>7</sup>	6,071	
Sept.	110,221 <sup>7</sup>	19.6 <sup>7</sup>	17.7 <sup>7</sup>	203,823	—	—	49,569 <sup>7</sup>	7.0 <sup>7</sup>	7,063	
Oct.	100,320 <sup>7</sup>	19.5 <sup>7</sup>	—	—	—	—	—	—	—	
Persons covered (thousands)	504			*	2,766		642		219 <sup>7</sup>	

Date	RUMANIA <sup>a</sup>	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	161,391 <sup>11</sup>	9.1 <sup>11</sup>	335,518 <sup>11</sup>	22,517
1938: Oct.	5,290	6.8	4.1	57,405	—	—	77,331 <sup>*</sup>	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 <sup>10</sup>	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	4,532	4.2	2.4	29,105	—	—	10,924	17,509
Aug.	—	4.2	2.1	27,939	—	—	9,077	15,952
Sept.	—	—	—	25,275	—	—	9,686	17,027
Oct.	—	—	—	—	—	—	—	—
Persons covered (thousands)	*	512		*	1,793†		*	*

<sup>1</sup> Excluding agriculture. <sup>2</sup> Percentage of total possible working days of insured workers during the month. <sup>3</sup> Excluding persons employed on special relief works. <sup>4</sup> Since 1935, percentage based on the number of persons covered by compulsory social insurance schemes. <sup>5</sup> Since January 1939, including the territory of Silesia beyond the Olza. <sup>6</sup> From January 1939, including agricultural workers. <sup>7</sup> Number of relief funds. <sup>8</sup> The figures relate to the 1st of the following month. <sup>9</sup> Since Sept. 1938 excluding the territories incorporated in neighbouring States. <sup>10</sup> Since Jan. 1939: Bohemia-Moravia. <sup>11</sup> Average for 8 months.

# BIBLIOGRAPHY

## Book Notes

### INTERNATIONAL PUBLICATIONS

**International Labour Office.** *International Survey of Legal Decisions on Labour Law 1937-38.* Thirteenth year. Geneva, 1939. LVI + 297 pp. 10s.; \$2.50.

The thirteenth issue of this *Survey* contains a selection of legal decisions given in England, France, Germany, and the United States, during 1937 and 1938, an introductory note on the competent authorities having jurisdiction in labour matters in these countries, and a subject index. The cases are arranged under the following headings : International Labour Law ; General Principles of Labour Law ; Occupational Organisation ; Organisation of Industrial Undertakings ; Conditions of Employment and Protection of the Individual Worker ; and Social Welfare and Insurance.

**World Power Conference.** *Conférence mondiale de l'énergie. Third World Power Conference. Transactions. Troisième Conférence mondiale de l'énergie. Comptes Rendus.* Vols. I-X. Washington, Govt. Printing Office, 1938.

In these ten volumes are given the complete records of the Third World Power Conference and the Second Congress of the International Commission on Large Dams, which were held jointly in Washington, 7 to 12 September 1936. Fifty-two countries were represented at the Congress, and 259 papers were presented.

The subject on the agenda of the Conference was " National Power Economy " : its physical and statistical basis ; its technical, economic and social trends ; the relation thereto of the fuel producing, processing and distributing industries, and of electric and gas utilities ; practices and policies respecting organisation, control, and public regulation ; national and regional planning of power development and use ; conservation of fuel and water resources ; rationalisation of the distribution of gas and electricity ; and national power and resources policies.

These volumes include not only a complete record of the general sessions themselves but also of the study tours made in the United States, the round table discussions, and all the speeches and discussions of the technical meetings. The volumes are amply documented and the extensive material submitted to the technical round tables has been edited and included. All papers and reports contain summaries in English, French, German, and Spanish, and the addresses and discussions at the several sessions are given in the language of the speaker and summarised in the four languages.

### NON-OFFICIAL PUBLICATIONS

**Berrios, Alfredo Gaete.** *Código del Trabajo (concordado y anotado). Leyes Anexas y Convenciones Internacionales Ratificadas por Chile.* Foreword by Francisco Walker LINARES. Santiago, Ercilla, 1939. 622 pp.

Perusal of this new annotated edition of the Labour Code of Chile will give the reader some idea of the remarkable development of labour legislation in Chile during the last decade. As is pointed out in the foreword, this work will be of the greatest practical value to students, lawyers, and officials of labour departments, as well as to employers and employees, by reason of the fact that it contains not only the entire body of labour laws in force in Chile but also a very judicious

summary of the decisions of the courts interpreting various sections of the Code. This is doubtless the most useful and valuable feature of the work. Where the legal interpretation of certain sections of the Code has been clarified by administrative decisions of the General Labour Inspectorate, a summary of these decisions is also given. Useful cross-references are made to other sections of the Labour Code and to relevant sections of the Civil Code. Separate bibliographies are given at the beginning of the various parts of the Code dealing with matters which have been the subject of special studies or articles. This is in addition to a bibliography of works on labour legislation placed at the end of the book, which includes a list of the official publications of the Chilean Government and of the International Labour Office, as well as non-official publications.

An innovation to which it is well worth calling attention is the inclusion in the new edition of the Code not only of the national decrees and orders having the force of laws but also of the text of the international labour Conventions which were adopted by the International Labour Conference and ratified by Chile. Their incorporation in the Code shows that they now form part of the national labour laws of Chile, just as any international labour Convention becomes part of the national laws of the State which by its adhesion thereto has accepted to abide by all the principles contained in the international regulations.

It should be added that Mr. Berrios' edition of the Labour Code of Chile is made complete by a separate index to the various national decrees and orders, and by an alphabetical subject index for the different sections of the Code.

*Codul Muncii* (Labour Code). 1939 edition. Compiled by D. CONSTANTINESCO. Bucarest, Monitorul Oficial și Imprimeriile Statului, Imprimeria Centrală. 750 pp.

This "labour code" contains the texts of the Acts, regulations, and decrees, in force, the decisions of the Council of Ministers and ministerial decisions, treaties, and international labour Conventions and Recommendations, relating to the regulation, organisation, and protection, of labour in Rumania. The value of the code is enhanced by cross references and by an alphabetical index.

**Coutela, C.** *L'œil et les maladies professionnelles (maladies du travail)*. Rapport présenté à la Société française d'ophtalmologie, le 9 mai 1939. Paris, Masson, 1939. 613 pp. 140 frs.

In this work, which is published under the auspices of the French Ophthalmological Society (*Société française d'ophtalmologie*), the author begins with a historical survey and, after defining the scope of his study, proceeds to examine eye diseases having an occupational origin. The book is in five parts, which deal in turn with the following subjects: harmful agents directly affecting the eye (industrial dusts, gases, or vapours); diseases of the eye due to physical agents (radiant energy, electricity, variations in atmospheric pressure, and variations of temperature); the eye and industrial poisoning; eye complications in occupational diseases due to noxious agents or parasites; and ocular fatigue and eye strain in industry. The last chapter ends with some medico-legal considerations relating to notification and compensation in cases of occupational disease. A full bibliography is given at the end of nearly every chapter.

**Cruz-Coke L., Eduardo.** *Medicina Preventiva y Medicina Dirigida. Con un apéndice que incluye la Ley y Reglamento de Medicina Preventiva*. Santiago de Chile, Editorial Nascimento, 1938. 160 pp.

Dr. Cruz-Coke, during his recent tenure of the Chilean Ministry of Health, planned and carried into effect the Preventive Medicine Act, 1938. In the present work he sets forth the facts and arguments which determined the design of the Act, analyses its provisions, and explains how it should operate. An examination of 18,000 persons actually at work in factories had revealed that 20 per cent. were suffering from syphilis, tuberculosis, or cardiovascular disease, and another 15 per cent. from other diseases requiring treatment. The premises of the Act are that the greater part of Chilean invalidity is due to three diseases, the principal causes of permanent invalidity and the most serious diseases from the standpoint of the national economy, that each is capable of detection by simple diagnostic tests, and that, when administered in good time, treatment of these diseases can effect a great saving of productive life. The limited financial resources of the State can thus most economically be applied to the early detection and rehabilitation of per-

sons suffering from these diseases. The Act makes provision for periodical examination of the insured population and for the treatment of these diseases when detected. Furthermore, it recognises that the success of treatment will be prejudiced unless the patient and his family are assured of their maintenance, and accordingly a benefit equal to the full wage loss is payable during abstention from work. Finally, in order to prevent waste of productive power, employers can be obliged to continue the employment on a part-time basis of persons who do not need to abstain entirely from their work because of their treatment. The text of the Act and the regulations and instructions for its application are given as appendices.

**De Leener, Georges.** *Parts des profits et des salaires dans l'industrie belge.* Preface by Gustave L. GÉRARD. Brussels, Comité central industriel de Belgique, 1939. 85 pp., tables. 15 frs.

The author, who is Professor in the University of Brussels, attempts to determine the respective shares of labour and capital in the exploitation of industrial undertakings in Belgium during the period 1921 to 1937. In a previous publication, in 1921, Mr. De Leener put forward the conclusions of a similar enquiry undertaken with the object of collecting precise data on the apportionment of the industrial income between profits and wages. That enquiry covered the period 1904 to 1913; replies were received from 88 undertakings. In the present study, the author shows that the margin of profit is shrinking, that prices are less remunerative because competition is keener, and that costs are steadily increasing under the growing burdens of higher wages, reduction in hours of work, and fiscal and social charges. This continuous reduction in the return on capital, he says, threatens to exhaust the sources on which depend the improvement and development of the means of production. The data furnished by the enquiry are condensed in a number of tables, some of which give figures for each branch of industry, while others show the results according to years and to industries. The author reaches the conclusion that the addition of the profits to wages would bring but a small supplement to the worker's income, and that the facts he sets out show the industrial situation to have become extremely disquieting.

*Die Praxis des Arbeitsamtes. Eine Gemeinschaftsarbeit von Angehörigen der Reichsanstalt für Arbeitsvermittlung und Arbeitslosenversicherung.* Herausgegeben von Dr. W. SOMMER. Berlin, Vienna, Spaeth and Linde, 1939. 442 pp. 7.90 marks.

This work, by several members of the German National Institution for Employment Exchanges and Unemployment Insurance, prepared under the direction of Dr. W. SOMMER, gives a comprehensive survey of the tasks incumbent on the German employment exchanges and an analysis of the laws and regulations which they are called upon to enforce. Primarily designed to help the officials of the employment exchanges in their daily activities, it contains chapters devoted to placing, the provision of employment, unemployment insurance, and statistics of employment and unemployment, relief, etc.

**Field, Oliver P.** *Civil Service Law.* Minneapolis, University of Minnesota Press, 1939. ix + 286 pp. \$5.

Study of the constitutionality and scope of civil service laws in the United States. The detailed effects of a statutory law of civil service upon the general rules of public employment and upon the status of public employees and officials are considered in succeeding chapters under the following heads: establishment of the civil service; classification; examination; appointment; promotion, transfer, and leave of absence; juridical review of suspension and removal. The arrangement follows as nearly as practicable the various stages in the establishment and administration of a civil service system. The book ends with a long "table of cases and administrative decisions".

**Ford, P.** *Incomes, Means Tests and Personal Responsibility.* London, P. S. King, 1939. ix + 86 pp.

The benefits of the various forms of public assistance and those of unemployment assistance in Great Britain are granted subject to means tests, the conditions of which, so far as public assistance is concerned, are far from uniform. In these

tests, for the purpose of assessing the means of an applicant for assistance, account may be taken of the income of other members of his household. Professor Ford has carried out an investigation of 8,000 households in twelve towns, in order to ascertain the character of the family relationships within the household, the proportion of the family income derived from the head, children, and other members, how far economic responsibility for necessitous persons is undertaken by their relatives, and how far that responsibility is extended by the application of a household means test. While the chief aim of the investigation was to make available a substantial basis of statistics for any discussions of means tests and their working, the author has himself formulated some interesting conclusions concerning the principles which should govern the enforcement of personal liability for relatives.

**Godoy Bravo, Isidoro.** *En Defensa del Trabajo Diurno en las Panaderías.* Santiago de Chile, 1939. 75 pp.

The author describes the legal provisions relating to the prohibition of night work in bakeries in Chile, and the efforts of the workers to secure not only effective enforcement of the regulations but the introduction of a system of day work only in the industry. The author considers that nothing less than this will make it possible to improve the situation of 20,000 workers, whose present living and working conditions he briefly describes.

**Harris, Sir John.** *Native Labour. Success after Thirty Years.* London, Anti-Slavery and Aborigines Protection Society, Denison House, Vauxhall Bridge Road, S.W.1. 10 pp. 3d.

In this pamphlet, which is a reprint of an article published in the *Contemporary Review* for September 1939, Sir John Harris summarises the history of the movement for the protection of Native labour and briefly describes the work of the International Labour Organisation in this field. In the indigenous labour Conventions adopted by the International Labour Conference, and particularly those of 1939 relating to contracts and penal sanctions, the author sees the "triumphant success" of the struggle begun thirty-five years ago. Copies of the pamphlet can, it is understood, be obtained on application to the offices of the Anti-Slavery and Aborigines Protection Society at the above address.

**Hart, P. d'Arcy, and Wright, G. Payling.** *Tuberculosis and Social Conditions in England with Special Reference to Young Adults. A Statistical Study.* Foreword by the Marchioness of TITCHFIELD. Preface by Sir Arthur S. MACNALT, K.C.B., M.D., F.R.C.P. London, National Association for the Prevention of Tuberculosis 1939. vii + 165 pp. 3s.

The authors bring into prominence in this report the adverse effect of certain social and economic conditions in favouring the onset of tuberculosis. After a historical survey of mortality from respiratory tuberculosis in England and Wales from 1860 to 1936, and in English county boroughs from 1911 to 1933, they deal with the following topics: the history of the standard of living in the United Kingdom from 1850 to 1936, in relation to respiratory tuberculosis mortality; mortality from respiratory tuberculosis in the different English county boroughs between 1911 and 1933 in relation to certain local social conditions; the history of housing conditions in the different English county boroughs from 1891 to 1931, in relation to respiratory tuberculosis mortality; mortality from diseases other than respiratory tuberculosis in England and Wales and in different English county boroughs, in comparison with respiratory tuberculosis mortality; the effect of internal migration upon the relations between respiratory tuberculosis mortality of young women and certain social conditions in the different English county boroughs; the influence of the volume of occupation upon the recent respiratory tuberculosis mortality of young adults; and respiratory tuberculosis mortality in the different London boroughs in 1928-1933, in relation to certain local social conditions. This general survey is followed by a general discussion and a short synthesis of the conclusions and suggestions in relation to the problem as a whole. Appendices on materials, sources, and methods, are included.

**Pineaux, Charles.** *Assurance et placement.* Collection d'études sur le droit des assurances sous la direction de Maurice PICARD. XVII. Paris, Librairie générale de droit et de jurisprudence, 1939. 354 pp.

Mr. Pineaux, Controller of Insurance Companies in the French Ministry of Labour, examines the fundamental questions connected with the investment of the funds of private insurance institutions. He considers in turn the nature and rôle of the different categories of reserves, the characteristic features of the principal types of securities suitable when reserves are being invested, and the regulation of investment in France and in other countries. His conclusions show the absolute necessity of a clear distinction, in the rules of private companies and the penalties they provide, between insurance operations (consisting in the compensation of risks) and operations relating to the investment or management of the funds. The author suggests, for example, that separate administration by insurance companies of the "insurance" capital—representing short-term investments—and of the capital allocated to long-term investments should be made compulsory. He considers the possibility of instituting special penalties applicable to insurance companies in their capacity as administrators of the latter, which would not necessarily preclude their engaging in insurance operations; moreover, he advocates the compulsory creation, by companies wishing to manage the capital for investment, of a special fund designed to make good the depreciation of capital resulting from fluctuations in stock-exchange prices, etc. "Perhaps", he says, "it would thus be possible to avoid a certain number of errors due to the frequent confusion which occurs in the minds of insured persons and in the practice of insurance companies between insurance operations, which should be the principal object of the insurance companies, and investment operations, which should be merely subordinate activities."

Although the problem of the investment of the funds of private insurance companies differs from that of the investment of compulsory social insurance funds, since private insurance companies, in the majority of cases, need only consider the coverage of the nominal total amount of the obligations incurred and the maintaining of the nominal value of the assets invested, Mr. Pineaux's work will not fail to interest all who may be called upon in any capacity to secure a return on collective savings.

**Prokitch, Lazare D.** *Le droit syndical de fonctionnaires. Etude de droit comparé.* Liège, Imprimerie des Invalides, 1939. 249 pp. 60 frs.

The first part of this work is a theoretical analysis of the development of trade unionism among civil servants, the nature of public service, and the *de jure* and *de facto* situation of the civil servant and the manual worker. The second part deals with the legal and political aspects of the problem of civil servants' right of association in France. The third part contains a comparative study of trade union legislation in different countries. Mr. Prokitch's work, which includes a comprehensive bibliography, is an important contribution to the study of civil servants' right of association.

**Rackham, Clara D.** *Factory Law.* Discussion Books. General Editors: Richard Wilson, D. Litt., and A. J. J. RATCLIFF, M.A. London, Edinburgh, Paris, Melbourne, Toronto, New York, Thomas Nelson, 1938. 160 pp.

The author of this book is a former inspector of factories and was a member of the Departmental Committee on the Factory Inspectorate which was set up in 1930. The object of the book is to describe and discuss the chief provisions of the Factories Act of 1937. The author does not attempt to give a complete summary of the Act. The discussion of the law as it now stands is preceded by a brief sketch of the history of British factory legislation and followed by a description of the methods by which the observance of the law is promoted and enforced and of the provisions contained in other Acts of Parliament relating to factory workers. Some account is also given of the relation between factory legislation in Great Britain and that of other countries. The result is a very clear and concise account of British legislation for the protection of industrial workers, to which is added a brief chapter mainly concerned with the work of the International Labour Organisation.

**Redfern, Percy.** *The New History of the C.W.S.* London, J. M. Dent; Manchester, Co-operative Wholesale Society, 1938. xiv + 624 pp., illustr. 7s. 6d.

This history of the British Co-operative Wholesale Society is a revision and an extension of an earlier volume by the same author, *The Story of the C.W.S.*, which

was published in 1913 in connection with the fiftieth anniversary of the Society. Since then enormous progress has been made by the co-operative movement in Great Britain, and the C.W.S. has more than trebled its membership and turnover. The history of the C.W.S. from its humble beginnings 75 years ago to its present position as the keystone of a movement grouping in membership about eight million households is of great interest. It is the story of an organisation which has proved that even the biggest economic enterprises can successfully be founded and directed on purely democratic principles.

**Restrepo, Felix.** *Corporativismo*. Bogota, Ediciones de "Revista Javeriana", 1939. 94 pp.

**Reuss, C. F., Landis, P. H., and Wakefield, R.** *Migratory Farm Labor and the Hop Industry on the Pacific Coast. With special application to Problems of the Yakima Valley, Washington*. Rural Sociology Series in Farm Labor, No. 3. Bulletin No. 363. State College of Washington Agricultural Experiment Station. Pullman, 1938. 63 pp., illustr.

**Rieger, Dr. Vilko.** *Das landwirtschaftliche Genossenschaftswesen in den kroatischen Ländern*. Berlin, Rudolph Pfau, 1939. 116 pp., map.

**Rougier, Louis.** *Les mystiques économiques. Comment l'on passe des démocraties libérales aux états totalitaires*. Paris, Librairie de Médicis, 1938. 198 pp. 32 frs.

Contains an interesting analysis of the different economic systems—liberalism, planned economy, corporatism, and Marxism. Mr. Rougier, who is an advocate of liberalism, or what is known to-day as neo-liberalism, attempts to show that "the more a system discards free competition based on the automatic movements of prices, the more will the interests of the consumer be sacrificed to extra-economic ends; the greater the recourse to economic planning, the more pronounced the tendency to arbitrariness and oppression". He also thinks that a democratic system is incompatible with authoritarian economic planning, and that it would be vain to attempt to safeguard democratic institutions by recourse to authoritarian methods.

**Rowntree, H. Seebohm.** *The Human Factor in Business. Further Experiments in Industrial Democracy*. Third edition. London, New York, Toronto, Longmans Green, 1938. xx + 244 pp., illustr.

This is the third edition, almost completely rewritten, of a book which aroused considerable interest in 1921. In the preface Mr. Rowntree emphasises the profound changes which have taken place since then in the labour policy of his own and many other firms, as well as in the workers' attitude to industrial conditions. Their wish, he states, is now to be considered as co-operators, and this wish meets with complete sympathy and response at the Cocoa Works at Leeds. The management makes it a rule to consult the trade unions beforehand on any important change, and works out matters of detail with the joint council or with departmental committees. This procedure has been adopted by the firm for the handling of matters of great importance, such as the revision of all works rules and the introduction of shorter working hours. A sub-committee of workers has been set up to co-operate with the management to reduce production costs, improve the product, suggest new designs, increase sales, and economise in packing. An Appeal Committee, consisting of two workers and two representatives of the management, with its own Chairman, decides all cases of appeal against rulings which the workers regard as unfair; the decision of the committee is final. Shop stewards operate in all the departments, and the chief shop steward has a post in the Labour Department. These and many other features—such as profit-sharing, unemployment supplements, and dismissal wages—characterise the Rowntree system of dealing with industrial relations. This book should be of practical value to every undertaking which desires to give labour fair and humane treatment.

**Royal Institute of International Affairs, Information Department, and London and Cambridge Economic Service.** *South-Eastern Europe. A Political and Economic Survey*. Special Memorandum No. 48. London, 1939. xv + 203 pp., maps, tables.

**Rusche, Georg and Kirchheimer, Otto.** *Punishment and Social Structure.* Foreword by Thorsten SELLIN. New York, Columbia University Press, 1939. xiv + 268 pp. \$3.

**Sappington, C. O.** *Medico-legal Phases of Occupational Diseases. An Outline of Theory and Practice.* Chicago, Industrial Health Book Company, 1939. x + 405 pp.

The author has attempted to present the material collected for his analysis of the medico-legal problem of occupational diseases in a non-technical form, as far as possible, and thus to make it comprehensible not only to persons with medical, technical or legal training, but also to the general reader. The work, he says, should not be considered a textbook on occupational diseases; for more extensive information reference should be made to standard works on the subject. The volume is in four parts. The first is devoted to consideration of the causes of occupational diseases (dusts, gases, vapours, etc.); the second deals with compensation and prevention; the third with the medical aspect of occupational diseases and poisoning (diagnosis, estimation of disability, treatment, and prevention); and the fourth with the legal aspects of occupational diseases (compensation, procedure, legal decisions, etc.).

**Schell, Erwin H., and Gilmore, Frank F.** *Manual for Executives and Foremen.* New York, London, McGraw-Hill, 1939. ix + 185 pp. \$ 2.

The authors are members of the staff of the Massachusetts Institute of Technology. During seven years their studies of methods of manufacturing analysis have brought together nearly a thousand different procedures. From these they have selected for publication those which combine simplicity, practicability, and unusual effectiveness in revealing opportunities for improvement. The book starts with a very useful general chapter on "The Technique of Departmental Improvement", followed by special chapters on the process, the workplace, the work, the worker; quantity, quality, equipment, and storage. The chapter on "the Worker" describes methods of discovering and improving "departmental attitudes", "group attitudes", "job attitudes", and "wage attitudes". Executives and foremen, according to the intention of the authors, are not meant to read this manual from cover to cover, but to work with it from chapter to chapter.

**Seczyk, Karol.** *Ochrona zdrowia górnika. Zagadnienie higieny i bezpieczeństwa pracy w górnictwie slaskim. The Protection of the Miners' Health. The Problem of the Hygiene and Industrial Safety in the Silesian Coal-Mines.* Industrial Accidents and Hygiene Series, No. 40. Warsaw, Institute for Social Problems, 1939. xv + 188 pp., illustr.

This study of the protection of miners' health in the Silesian coal mines, which includes a summary in English, describes the mining operations and the risks involved from the moment of entering the cage for the descent to the moment of return to the surface, injuries due to pneumatic tools, silicosis, tuberculosis, nystagmus, hours of work and output, the general living conditions of miners, the selection of miners, safety and health education and propaganda, supervision of mines, ventilation and prevention of explosions (use of stone dust), legal measures relating to industrial hygiene in mines, and statistics of miners' occupational diseases.

**Simons, Konrad H.** *Der Arbeitsschutz der Jugend. Das Recht des Jugendarbeitsschutzes in den verschiedenen Staaten. Eine Rechtsvergleichung.* Inaugural-Dissertation zur Erlangung der Doktorwürde einer Hoben Rechtswissenschaftlichen Fakultät der Universität Köln. Würzburg, Richard Mayr, 1938. 58 pp.

The author analyses the statutory provisions in different countries relating to the protection of young persons (the age of admission to employment, hours of work, health, education, and vocational training) and considers how they are applied. Reference is also made to the relevant international labour Conventions.

**Smallholdings Studies.** Reports of Surveys undertaken by some Agricultural Economists. London, New York, Toronto, Calcutta, 1938. 189 pp., tables.

**Social Service in India.** *An Introduction to some Social and Economic problems of the Indian People.* Written by six contributors. Edited by Sir Edward BLUNT, K.C.I.E., O.B.E., I.C.S. (Retd). London, H.M. Stationery Office, 1938. xxiii + 447 pp. illustr., maps, diagrams, 10s. 6d.

This work is the result of efforts for organising the curriculum for probationers in the Indian Civil Service, and is published in its present form not only to serve as a text book but also for the information of a wider public than the fifty or sixty young men who join that service every year. Its aim is to describe present conditions in India and how they came about, and the steps taken by the State and by private agency to better them, and to suggest the main lines of further improvement. A great deal of statistical and other information is given in a condensed form concerning the following subjects: the environment, distribution, and structure, of the Indian people; agriculture (crops, farmers, and departments and their work and achievements); medicine and public health, including the important diseases of India; education; industrial labour; co-operation; local government and social administration; and voluntary effort and social welfare. Each subject is treated by a retired high officer of the Government of India.

**Some Social Services of the Government of Bombay.** *A Symposium.* Edited by Clifford MANSHARDT. Bombay, D.B. Taraporevala. 141 pp.

Reproduces a number of lectures by different authorities on the subject describing briefly the activities of the Government of Bombay which relate to the social welfare of the people. The topics discussed are as follows: the public health programme, the medical department, the work of the Labour Office, factory law and its administration, workmen's compensation, the work of the Labour Officer, industrial housing in Bombay city, village improvement in the Nasik district, co-operative societies, and work under the Bombay Children Act, 1927-1937.

**Spoerer, Jerman C.** *Simbiosis del Capital y el Trabajo. La Función Armónica del Capital y el Trabajo como Solución del Problema Social.* Santiago, Imprenta Chile, 1938. 173 pp., tables. \$8.

**Spohr, Dr. Werner.** *Die Verwendung der Mittel der Krankenkasse. Eine Sammlung der zu § 363 der Reichsversicherungsordnung ergangenen Gesetze, Verordnungen, Erlasse, Bescheide und Entscheidungen.* Stuttgart, Berlin, W. Kohlhammer, 1938. 136 pp.

Section 363 of the German Insurance Code provides that the resources of the sickness funds may be used only for the payment of benefits as fixed by the rules and regulations, for the constitution of a reserve, for expenses of administration, and for purposes of special or general sickness prevention. The main problem in connection with this section is the interpretation of the term "special or general sickness prevention". Numerous laws, regulations, administrative and legal decisions, etc., have been issued in the course of the fifteen years since the enactment of Section 363 in its present form in 1923. The systematic collection and arrangement of this material in the present volume should greatly facilitate not only the work of the sickness funds and other institutions concerned but also that of the research worker.

**Stewart, Bryce M., and others.** *Planning and Administration of Unemployment Compensation in the United States. A Sampling of Beginnings.* New York, Industrial Relations Counselors, 1938. xiii + 665 pp., tables, diagrams, maps.

A study of the administrative structure of unemployment compensation in the United States, and of the Employment Service as it relates to unemployment insurance, from the Federal point of view and in five jurisdictions chosen as a sample because of their geographical distribution and the early enactment and diversity of their laws—California, District of Columbia, New Hampshire, New York, and Wisconsin. The last section examines the Federal-State system of unemployment insurance as a whole and suggests certain changes in the law and administration. The study concludes that the most serious defects of the American system are inherent in its Federal-State organisation and that real progress cannot be expected until a national system supported by Federal taxes is instituted.

Immediate changes suggested as necessary to make the system continue to function include more adequate provision for administrative expenses, revision of the Federal tax base, centralisation of administrative machinery, and the appointment of an advisory committee on actuarial matters. Other proposed changes which should come more gradually include Government aid for extended benefit, workers' contributions to provide longer duration of ordinary benefit, reduction in employers' contributions if feasible, and stronger Federal control over State standards and administration.

**Stewart, Maxwell S.** *Social Security*. Revised and enlarged edition. New York, W.W. Morton, 1939. 398 pp.

The first edition of this book, which appeared in 1937 (Cf. *International Labour Review*, Vol. XXXVI, No. 5, November 1937, page 715), has been brought up to date by the inclusion of the most recent statistics and of particulars of the latest proposals for the amendment of the Social Security Act. It may be recalled that the work covers a wide range of topics, and includes not only an analysis and criticism of the Social Security Act, but also a description of the social conditions which necessitated that measure, some account of European legislation, and a forecast of future developments.

*The Church Faces the World*. Studies in preparation for the Madras Conference of the International Missionary Council. Edited by Samuel McCrea CAVERT. New York, Round Table Press, 1939. ix + 133 pp. \$1.50.

In preparation for the meeting of the International Missionary Council held in Madras, India, in December 1938, a commission of Protestant Christians in the United States made a special investigation of the relations of the Church to the changing economic and social order. A summary of this survey is embodied in the present volume in the form of a collection of studies prepared by some of the members of the group and published under the responsibility of the authors, beginning with an analysis of some of the changes which are taking place to-day in the Christian social outlook. There follows an interpretation of the social significance of Christianity. The function of the Church in relation to contemporary society and to the local community in which it is set is next examined. Against this general background the relation of the Church to some of the concrete social problems—education, the family, race relations, and current political and economic movements—and to the consumers' co-operative movement is discussed.

All the material presented in these chapters concerns the Church mainly in its American environment, but a concluding chapter points out the bearing of this national experience upon the Church in countries where the missionary movement is at work.

**Thélin, Georges.** "... pratique la justice". *Le christianisme social et l'Organisation internationale du Travail*. Genève, Editions Labor, 1939. 135 pp. 2.40 frs.

In the first part of this small book, the author defines the general social principles of the Christian religion and compares them with those underlying the aims and activities of the International Labour Organisation, pointing out their similarity. The second part contains, on the one hand, documents concerning the protection of labour (Charter of the International Labour Organisation; list of States Members; summary of the Conventions and Recommendations adopted by the International Labour Conference from 1919 to 1938; and table of ratifications of Conventions) and, on the other, the social programme of the Churches and of Protestant œcumenical movements (International Missionary Council, Young Men's and Young Women's Christian Associations, and Quakers). The volume, which ends with a short bibliography, is devoted mainly to Protestant principles and social activities, but also outlines the social doctrine of the Catholic Church.

**University of Michigan. Bureau of Industrial Relations.** *Collective Bargaining and Co-operation*. Bulletin No. 8. Ann Arbor, 1938. 65 pp., typescript. \$1.

**Vranckx, A. W., and Wauters, A.** *Les encycliques et le socialisme*. Paris, Brussels, "Labor", 1939. 116 pp. 15 frs.

States the socialist point of view on several questions treated in the encyclicals: materialism, the class war, property, the wage system, and freedom.

**Wadham, S. M., and Wood, G. L.** *Land Utilization in Australia.* Melbourne, Melbourne University Press, Oxford University Press, 1939. xix + 359 pp., illustr. 21s.

This book is issued by the Australian Institute of International Affairs under the auspices of the Institute of Pacific Relations. In the absence of accurate information as to the possibilities and limitations of development in Australia, ill-founded opinions are, in the words of the authors, "persistent and pervasive". The general purpose of the book is, therefore, to outline the present position in Australia with regard to land utilisation, to venture a reasonable forecast of what future developments are likely, and to indicate the factors which will accelerate or retard them. After a historical review of the successive phases of land utilisation and a study of the natural factors controlling the use of land, the authors describe, in a series of chapters containing much factual material, the major rural industries of the Commonwealth. In the last two chapters consideration is given to sociological, political and world-economic factors which affect the problem. The authors' conclusion as to the future of settlement in Australia is that the problem must be regarded essentially as one of investment. Seasons, soils, and sales—rather than men, money, and markets—must be studied and understood as the basis of maintaining the present position or planning advance for the future. From an international point of view, Australian development will be affected by trends of world population and by the economic policies of self-sufficiency which are being pursued. The margins for expansion now existing for Australia in either the home or the oversea markets are, it is contended, demonstrably very narrow. "Expanding markets in the future, especially for primary products, will be found only in Asiatic countries, where, however, both purchasing power per head and comparative prices are relatively low." As regards social conditions in country districts, after pointing out the absence of amenities in the early days of Australian settlement, the authors observe that the position is slowly improving as a result of better means of communication, improved housing, etc., and this improvement they regard as likely to continue. The intensification of production which can be foreseen will demand better accommodation for farm labourers as well as for farmers and their families. The authors' general conclusion is that, apart from control by climate and soil, the main motive force of rural expansion and intensification must be sought in world conditions. "Advance and retreat at the Australian frontier of settlement, whether that frontier be an extensive or intensive one, is determined by price levels which reflect the whole complex of world economy in relation to producers' costs; and these, in turn, reflect every condition in the domestic economy."

**Wenzel, J.** *Gefahren beim Umgang mit organischen Lösemitteln und ihre Bekämpfung.* Beihefte zum Zentralblatt für Gewerbehygiene und Unfallverhütung. Herausgegeben von der Deutschen Gesellschaft für Arbeitsschutz. Beiheft 29. Berlin, Julius Springer, 1939. 95 pp., illustr. 4.80 marks.

A practical study of the principal industrial solvents, designed for managers of undertakings, factory inspectors, safety engineers, and factory doctors. The following questions are dealt with: classification of solvents; manufacture of solvents; risks of fire and explosion; risks to health connected with the use of solvents; use of solvents (preparation of oils, fats, and waxes; removal of grease; solution of rubber; cellulose solvents; solvents used in the manufacture of explosives, plastic substances, lacquers and varnishes, etc.; use of solvents in the manufacture of lubricants, polishing products, products for impregnation, glue, and solutions used for dressing; solvents used in medicine, chemistry, and the destruction of vermin); recovery of solvents; and safety measures (individual protection and technical measures).

**Whitaker, John T.** *Americas to the South.* New York, Macmillan, 1939. 300 pp. \$2.50.

**White, R. Clyde.** *Administering Unemployment Compensation. A Comparison and a Critique.* University of Chicago. Social Service Monographs. Edited by the Faculty of the School of Social Service Administration. Chicago, University of Chicago Press, 1939. xi + 312 pp. \$2.

A comparative analysis of unemployment compensation in the United States, Great Britain, and Germany, written with the purpose of indicating methods by

which the American administrative procedure now in process of establishment can be made most effective.

**Wilson, Sir Arnold, and Levy, Hermann.** *Workmen's Compensation*. Vol. 1. *Social and Political Development*. London, New York, Toronto, Oxford University Press, 1939. xxi + 328 pp. 10s.

This is the first of two volumes on workmen's compensation in Great Britain; the second volume will deal with "the need for reform".

The present volume is a history, tracing the development of workmen's compensation from the antecedents of the Employers' Liability Act of 1880 down to 1938. The authors have taken most of their material from the evidence submitted to the Departmental Committees of enquiry of 1903 and 1919, and selected the data most significant for their purpose. This study is also a critique, and it is apparent that the authors start from the premise that the only standard whereby a workmen's compensation system should be judged is its efficacy as a preventive and remedial measure for the benefit of workmen. Although the formulation of proposals for reform is reserved for the second volume, the reader can already guess, from the orientation of the first, what their general tenor will be. It is certain meanwhile that the authors desire to see remedied at last defects which have been complained of for the past forty years, even if a radical transformation of the present law should be required. In this connection they criticise the rather timid attitude of the committees of enquiry and their failure to acquaint themselves at first hand with the real situation of injured workmen.

**Winant, John G.** *Naeringslivet og Arbeidets Verden 1938*. Særtrykk av *Socialt Arbeid*, Nr. 6, 1939. Oslo, Nicolai Olsens Boktrykkeri, 1939. 69 pp.

A slightly abridged Norwegian edition of the Report of the Director to the Twenty-fifth Session of the International Labour Conference, published by the Norwegian Association for Social Reform (*Norsk Forening for Socialt Arbeide*).

**Woytinsky, W. S.** *Seasonal Variations in Employment in the United States*. Washington, Committee on Social Security, Social Science Research Council. 1939. x + 154 pp., diagrams, tables.

Presents the results of an analysis of statistical material pertaining to the problem of seasonal unemployment, undertaken with a view to providing a basis for determining its effect on unemployment insurance benefit payments and the solvency of State unemployment insurance funds. The first chapter discusses problems of method; the second examines seasonal patterns in different industrial groups and individual industries, and indexes of seasonality in percentages of workers employed in a fixed base period are worked out to express employment fluctuations in the principal groups of manufacturing and non-manufacturing industries; chapter III converts these indexes into absolute numbers; and chapter IV presents a tentative "Calendar of the American Labor Market", in which all downward and upward variations in the demand for labour characteristic of each month of the year are brought together. The last chapter comprises a brief discussion of seasonal rhythm in hours of work, in the course of which it is shown that some industries attain considerable employment stabilisation by making seasonal adjustments in their hours of work schedules.

**Yoder, Dale.** *Labor Economics and Labor Problems*. Second edition. London, McGraw-Hill Publishing Company, 1939. xii + 669 pp. 21s.

The first edition of this work, which has now been enlarged and brought up to date, was analysed in the *International Labour Review*, Vol. XXIX, No. 6, June 1934, page 912.