

CONTENTS

| | Page |
|--|------|
| Social Legislation in Wartime | |
| The Problem of Agricultural Labour | 95 |
| Compensation for War Victims in Italy | 107 |
| Military Service and Contracts of Employment (Italy; Rumania; Greece) | 114 |
| Industrial and Labour Information | |
| International Labour Organisation | 119 |
| Social Policy | 121 |
| Conditions of Work | 125 |
| Labour Law | 134 |
| Social Insurance | 140 |
| Employment, Unemployment and Vocational Training . . | 146 |
| Agriculture. | 149 |
| Navigation | 150 |
| Public Servants | 151 |
| Native and Colonial Labour | 152 |
| Social Assistance Measures due to War or Mobilisation . | 152 |
| Statistics | |
| Unemployment | 158 |
| Bibliography | |
| Book Notes | 163 |

The contents of the *International Labour Review* are indexed in the *Industrial Arts Index* and the *International Index to Periodicals*, which may be found in many libraries in the United States and other countries.

INTERNATIONAL LABOUR REVIEW

VOL. XLII, Nos. 2-3.

AUGUST-SEPTEMBER 1940

SOCIAL LEGISLATION IN WARTIME

The Problem of Agricultural Labour

The Review has already published analyses of the principal measures adopted in France, Great Britain and Germany to regulate employment during the war,¹ as well as a study of the legislative measures which in several countries determine the conditions under which labour may be requisitioned.² To supplement the account of these general measures we give below a summary of the steps taken up to May 1940 in different countries for the special purpose of combating the shortage of agricultural labour.

INTRODUCTION

Even before the war, agriculture in several countries had for some years been suffering more and more from a shortage of labour. Employers were finding it increasingly difficult to engage workers on the terms and at the wages that they found they could offer. The shortage varied in extent, of course, from one country to another with the density of the rural population and the stage of development and degree of activity of industry. Some countries had already adopted measures to counteract this trend, but the usual remedy to which they had recourse was the engagement of foreign labour.

When hostilities broke out in September 1939, the problem of securing the necessary labour power for agriculture became very much more serious. The total or partial mobilisation that took place in most European countries deprived the farms not only of large numbers of paid workers and of members of the farmers' families ordinarily engaging in agricultural work, but also of many heads of undertakings and independent farmers. Furthermore, in the belligerent countries, as well as in other countries in the areas affected by economic warfare, it became a matter of necessity to maintain, if not to increase, agricultural production.

The result is that in all these countries a variety of strict measures have been adopted to overcome the difficulties caused by the shortage of agricultural labour. What these measures are like may

¹ Cf. *International Labour Review*, Vol. XL, No. 5, November 1939, pp. 642-653 : "Regulation of Employment during the War in France and Great Britain"; Vol. XLI, No. 4, April 1940 : "Regulation of Employment in Germany".

² *Ibid.*, Vol. XLI, No. 6, June 1940, p. 582 : *Requisitioning of Labour*.

be judged from the description in the following pages of the provisions — taken in chronological order — in force in certain countries up to May 1940.

In general, the measures may be divided into three classes: (1) those intended to keep labour in agriculture and to make better use of the available labour power, such as measures prohibiting industry from engaging agricultural workers, prohibiting persons in agricultural employment from leaving it, requisitioning all persons employed in agriculture, organising mutual aid between agricultural undertakings, etc.; (2) measures for bringing into agriculture, either voluntarily or compulsorily, available outside labour, such as the unemployed, persons employed on public works, or persons not ordinarily engaged in physical work, in particular women and schoolchildren and students of both sexes; (3) measures taken by the military authorities in aid of agriculture, such as the granting of leave for shorter or longer periods to soldiers belonging to agricultural occupations, the demobilisation or postponement of the calling up of certain classes, and, in the army zones, the direct performance of agricultural work by parties of soldiers.

FRANCE

In France the agricultural labour shortage had been felt for several years, and agriculture had had to have recourse to migrant workers from abroad; this was more particularly the case in the north of the country where industrial crops are grown on a large scale (Belgian, Polish, Czechoslovak, Yugoslav, etc., workers), and in the wine-growing districts of the south (Spanish workers).

Before the war no measures were taken to limit the movement of agricultural workers of French nationality to other occupations. By the important Family Code introduced in a Decree of 29 July 1939¹, however, the Government had inaugurated a widespread campaign intended among other things to counteract the depopulation of the countryside. This Decree very much improved the system of family allowances for agricultural workers and independent farmers. It also provided for marriage loans for young couples to facilitate their establishment as small farmers or in rural handicrafts. Lastly, the Decree introduced a new system, that of contracts of employment for deferred pay, for the purpose of encouraging farmers' children to stay on the farm. Boys and girls who remain at work on the farm after the age of 18 may conclude a deferred-pay contract with their father, giving them the right to receive at his death a sum in cash or in kind equal to half the customary pay in the area for agricultural workers or women farm servants (boarded and lodged by the farmer) for each year of service up to a maximum of ten years.

As soon as the war broke out, measures were taken to organise the employment market and secure the maintenance of agricultural

¹ *Journal officiel*, 30 July 1939. (Decree respecting the French family and the birth rate).

production. Under an Order issued by the Minister of Agriculture on 3 September 1939¹, departmental and local committees for agricultural production in wartime were set up. Their task was to ensure that existing means of labour were used to the best possible account in the general interest, and that agricultural production was directed into channels which would satisfy the general needs of the food supply of the country. The departmental committees drew up, adopted, and administered, any measures likely to facilitate the supply of labour, draught animals, fertiliser, seed, fodder, etc., for farms, and they also co-ordinated the activities of the local committees.

A Legislative Decree of 15 September 1939² concerning the utilisation, distribution, and supervision of labour, which was issued under Section 54 of the Act of 11 July 1938 concerning the general organisation of the nation in time of war, placed in the hands of the Minister of Labour the whole regulation of the employment market and the vocational training of all labour that could be utilised in economic life in wartime. The general supervision of labour was carried out under the authority of the Minister of Labour. The technical supervision of agricultural labour was entrusted to officials and agents of the Ministry of Agriculture and specialised military formations.

Under a Decree and an Order of 16 September 1939, supplemented by a Decree of 19 September 1939,³ a National Labour Co-ordination Committee was attached to the Minister of Labour, on which the Ministry of Agriculture was also represented. The Committee was responsible for the collection of information concerning the needs of the various public and private services, and it studied the distribution of the available labour among employers.

A Decree published on 20 September 1939 prohibited any person from employing an alien without first obtaining a permit from the departmental employment exchange, but it excluded agricultural employers from these provisions in order not to hamper the recruiting and engaging of foreign agricultural labour.⁴ During the autumn of 1939 a service was organised, in agreement with the Minister of Labour, for making use of any Spanish agriculturists still available in French internment camps. In addition, Berber labour was introduced for lifting the beetroot crop.

An Order of 5 September 1939⁵ set up at the Ministry of Agriculture, for the duration of hostilities, a Mechanised Farming Service, with power to deal with all questions concerning agricultural machinery as a whole or organisations for mechanised farming. Under a Legislative Decree of 26 September 1939⁶, subsidies might

¹ *Journal officiel*, 4 Sept. 1939.

² *Ibid.*, 16 Sept. 1939.

³ *Ibid.*, 17 and 20 Sept. 1939.

⁴ The Decree is dated 20 January 1939, but was not published in the *Journal officiel* until 20 September 1939.

⁵ *Journal officiel*, 8 Sept. 1939.

⁶ *Ibid.*, 3 Oct. 1939.

be granted during the period of hostilities to agricultural societies for mechanised farming and any other bodies for the co-operative use of means of cultivation. Another Legislative Decree of the same date¹ exempted all kinds of documents relating to agricultural co-operative societies for mechanised farming from registration and stamp duties, except the duty on receipts. Lastly, the Ministry of Agriculture took steps to facilitate the importation and construction of agricultural tractors.

As early as 15 May 1939, a Decree,² concerning special assignments in the event of mobilisation of soldiers and sailors in the reserve, provided for agriculture that the heads of large farms which were designated by the prefects as indispensable for the general supply of the country might be given such a special assignment. Important measures for placing mobilised men at the disposal of agriculture came into force on 1 November 1939. They introduced a system of temporary releases and of agricultural detachments from the second reserve (classes of 1911 to 1919), and a system of agricultural leave for the active army and the first reserve.

Temporary release for a period of ten days to two months, which might be renewed several times in the year, was granted to farmer-owners, tenant farmers, and share farmers, on condition that they devoted themselves entirely to agricultural work. The grant was made on the recommendation of the departmental committee for agricultural production, which also fixed the period covered, in accordance with the size and the type of the farm. The system of agricultural detachments included both simple and mobile detachments. The former consisted as a rule of agricultural workers who were released for service with farmers during a period of 15 to 30 days. They might consist of only one man. The mobile detachments, on the contrary, consisted of soldiers drawn from all occupations, with non-commissioned officers drawn from among agriculturists. They were composed as a rule of 40 to 50 men, and were intended to meet the urgent requirements of agriculture, being placed temporarily at the disposal of farmers for the performance of specified tasks such as hay-making, harvesting, etc. Applications for agricultural detachments were made by the farmers and submitted to the prefects, who transmitted them to the military authorities.

Apart from ordinary army leave, agricultural leave for 14 days in the year, excluding travelling time, might be granted in one or two spells at the request of the person concerned to mobilised men who at the date when they were mobilised had been engaged for not less than six months as farmer-owners, share farmers, tenant farmers, farm bailiffs, wine-growers, market gardeners, nurserymen, shepherds, cowmen, carters, farm servants, agricultural workers, etc.

Apart from these measures, the army provided direct assistance to agriculture at the request of farmers, in the form of fatigue duty

done by units near their stations and in the form of the loan of horses and means of transport.

In November 1939, the Directorate of the Agricultural Service informed workers that they were not to leave the farm on which they were working at the date of mobilisation. Similarly, employers were informed that measures would be taken against farmers or manufacturers who enticed French or foreign agricultural labour from other farmers. A farmer or industrial employer who engaged an agricultural worker must require the worker to submit a certificate from the mayor of the place (acting as chairman of the local committee for agricultural production), attesting that the worker had left his employment with the employer's consent.¹ In this connection it may also be noted that the Permanent Assembly of Presidents of Chambers of Agriculture received a letter from the Minister of Agriculture on 4 January 1940, stating that the Minister had taken action in order that the labour inspectors might counteract the exodus of agricultural labour to industrial occupations.²

The demobilisation of the classes of 1909 to 1911, which took place a few months after the war began, did not relieve the labour shortage in agriculture, since most of the workers set free went into industry. The Government therefore decided to create a sort of land army, and without demobilising men in the ordinary way released agriculturists in the classes of 1912 to 1915 for service in agriculture. Farmers belonging to these classes were sent back to their farms on leave for two months, which could be renewed automatically. Agricultural workers in the same classes were placed at the disposal of the departmental committees for agricultural production for an indefinite period, the committees then placing them with their former employers or instructing the mayor of the place to assign them to some employment. Rural handicraftsmen in the same classes were assigned to special duty. In addition, agriculturists of these classes who had not yet been mobilised were later made subject to the same rules. This system of releases was put into operation between 10 February and 1 March 1940. It is estimated that over 100,000 men were thus restored to agriculture.

A second measure adopted by the Government at the same time was the decision that farmers belonging to territorial units should be given special leave for the spring sowing. Such leave, lasting 30 days, was granted during the period 25 February to 30 April, in two spells, to all soldiers belonging to agricultural occupations. During this period the normal system of temporary releases and agricultural detachments, as also that of agricultural leave, was suspended. Nevertheless, persons on special leave, after spending a month on their land, could be given additional leave under the normal system. The number of cases in which special leave for one month was granted for the spring sowing was about 400,000.

At the same time as the largest possible number of mobilised men was thus placed at the disposal of agricultural production,

¹ *Journal officiel*, 6 Oct. 1939.

² *Ibid.*, 31 May 1939.

¹ *Revue des agriculteurs de France*, Nov. 1939, p. 486.

² *L'Agriculture en temps de guerre*, 20 Jan. 1940, p. 4.

other far-reaching measures were passed in order to put a final stop to the rural exodus. By a Decree of 23 February 1940¹, the Government ordered a general and permanent civil requisitioning of the agricultural population. Every farm was declared indispensable for the food supply of the country, and in consequence all agriculturists, men, women, and children, whether farmers, wage earners, or handicraftsmen, whether French or alien, were requisitioned and placed, in each department, at the disposal of the departmental committee for agricultural production. They were to devote their principal activities to the needs of agricultural and forestry undertakings. Although they might change the farm on which they worked, they might not leave farming. Similarly, heads of industrial and commercial undertakings, whether public or private, and public services, were forbidden to engage persons covered by the requisition. Requisitioning gave no right to special compensation. The workers continued to be covered by labour legislation. The prefect might cancel the requisition order on the recommendation of the departmental committee for agricultural production; such cancellation was automatic in the case of minors who decided to take a course of general or agricultural training. Requisitioning did not exempt a person from compliance with military orders or from military service.

The requisitioning of agricultural labour, a measure adopted solely for the period of hostilities, constituted a general economic mobilisation of agriculture, intended to counteract the marked decline in the agricultural population and to protect agricultural production.

GERMANY

As soon as it came to power, the National-Socialist Government tackled the problem of securing the needful number of workers for agricultural production.² An Order of 3 March 1933 introduced a rural aid scheme, which at first consisted only in placing on the land young people who belonged to other than agricultural occupations. Later, this scheme was supplemented by the organisation of groups or parties of auxiliary land workers and by the encouragement of the settlement of agricultural workers' families on the land. An Act of 29 March 1934 made a year's work on the land compulsory for schoolchildren. As, however, the movement to the towns was depriving agriculture of more and more of the labour it needed, regulations were issued under the Allocation of Employment Act of 15 May 1934 to prohibit non-agricultural undertakings from engaging former agricultural workers without the previous consent of the employment office; in addition, these regulations, together with the Act of 26 February 1935, empowered the President of the National Institution for Employment Exchanges and Unemploy-

¹ *Journal officiel*, 27 Feb. 1940.

² For a more detailed account of the agricultural labour policy pursued by the National-Socialist Government until the middle of 1938, cf. H. VOLLWEILER: "The Mobilisation of Labour Reserves in Germany", in *International Labour Review*, Vol. XXXVIII, No. 4, Oct. 1938, pp. 450-458.

ment Insurance to order the dismissal of any such workers who were engaged in other activities, so that they might be sent back to agriculture. In order to make it easier for the employment offices to supervise the engagement of labour, especially from the point of view of agricultural requirements, an Order of 10 August 1934 regulating the allocation of employment made the engagement of any worker under 25 years of age, whether man or woman, subject to the previous consent of the employment office. But these provisions, which restricted the employment and called for the dismissal of workers coming from agriculture, were found to have undesirable psychological effects, and were repealed by a decision of 27 November 1936. Another measure, however, issued in application of the Four-Year Plan on 22 December 1936, prevented the unjustified termination of contracts of employment in agriculture. Several steps were taken, especially from 1938 onwards, to meet the urgent demand for female labour in agriculture. Under an Order concerning the employment of women issued in application of the Four-Year Plan on 15 February 1938, which was followed by other regulations, unmarried women under the age of 25 years are required to spend not less than one year working in agriculture or in domestic service before they can be engaged in private or public undertakings or administrative offices.

For many years German agriculture had had to have recourse to foreign labour. Although at the worst of the depression this practice was abandoned in 1932, it was resumed a few years later. For the purpose of regulating and organising the engagement of foreign labour, an Order of 30 December 1935 made the engagement of migrant workers from abroad subject to authorisation by the competent employment exchange. The number of such workers, who came chiefly from Poland, Hungary, and Italy, was about 58,000 in 1937 and 120,000 in the following year. In 1939 there was practically no immigration from Poland, but nearly 112,000 seasonal workers were recruited in Italy, Hungary, Yugoslavia, Slovakia, the Netherlands, and Belgium.

Recourse was also had to the National Labour Service, and also to the army and the Party organisations in the form of auxiliary national labour service, for carrying out agricultural work during the busy spring and autumn seasons. In addition, older schoolboys were employed, especially for the potato and beetroot harvests.¹

All these efforts having proved insufficient, however, the Minister of Labour found it necessary to resort to more far-reaching measures. An Order of 13 February 1939 and the second set of regulations issued for its application on 10 March 1939² made the right to change one's employment in various branches of activity, including agriculture in particular, conditional on the previous consent of the competent employment office. This obligation affected both agricultural workers and the members of the farmer's family. At

¹ For the period 1933 to 1938, cf. Konrad MEYER: *Gefüge und Ordnung der deutschen Landwirtschaft*, pp. 326-338 (Berlin, 1939).

² *Reichsgesetzblatt*, 1939, I, pp. 206 and 444.

the same time, although undertakings in any other branch of economic activity could not engage workers without the consent of the employment office, agriculture was exempted in order that the engagement of agricultural labour might not be hampered.

During the harvest season of 1939, a compulsory assistance service for the grain harvest was established for students of both sexes in all faculties. Men students helped in the harvest work itself, while women students assisted peasant women or looked after the harvest workers' children.

The scale on which measures had already been adopted before 1 September 1939 to combat the shortage of labour in German agriculture meant that when war broke out there was occasion only for supplementary action. Thus the situation in agriculture remained unaffected by the Decree of 1 September 1939¹, which took the place of the above-mentioned administrative regulations of 10 March 1939 and extended to all occupations the obligation to obtain the consent of the employment office for any change of employment.

An Order of 22 September 1939² provides that pupils of secondary and intermediate schools who have reached the age of 16 years shall be employed during school holidays as agricultural helpers. The holiday period is fixed in such a way as to facilitate the best possible use of the labour of schoolchildren in agriculture. School-girls are required to do domestic work in country households during their holidays.

Another Order, issued on 25 September 1939³, which contained guiding principles for the vocational guidance and training of young people leaving school in 1940, emphasises the need for directing young people to agriculture in particular, provided that the sources of labour supply for other skilled occupations are not affected.

The German agricultural labour supply has obtained a considerable contribution in consequence of the military campaign in Poland. Last autumn about 250,000 prisoners of war were employed on agricultural work in Germany. Further, a large number of Polish agricultural workers have been sent from the occupied areas to work on the land in Germany. It is estimated that in the 1940 season the number of these workers will rise to 800,000 or even a million. Apart from Polish agricultural workers, Germany also employs Italian workers on a scale equal to that of preceding years, as well as migrant workers from Slovakia, etc. Collective rules were issued and put into operation in January 1940⁴ which fix the conditions of employment and wages of foreign workers coming from countries with which Germany has not concluded agreements to regulate the exchange of migrant workers.

¹ *Ibid.*, p. 1685.

² *Reichsarbeitsblatt*, 5 Oct. 1939, I, p. 451.

³ *Ibid.*, 15 Oct. 1939, I, p. 468.

⁴ *Reichsgesetzblatt*, 1940, No. 2, IV, p. 38.

GREAT BRITAIN

In Great Britain, the problem of agricultural labour in wartime is somewhat different in nature from that in France and Germany.

When war broke out there was no general mobilisation. For some time the number of workers employed in agriculture had been declining steadily, and there was a simultaneous reduction in the area under cultivation. The agricultural labour market appeared to be in a state of equilibrium. Unemployment among agricultural workers in recent years was less than the average unemployment calculated when unemployment insurance was introduced in agriculture in 1935.

Even before the war, the Government had drawn up a scheme for promoting agricultural production, which necessarily raised a problem of labour supply. The Agricultural Development Act of 28 July 1939 provided for the ploughing up of two million additional acres of land for the production of grain, beetroot, potatoes, etc., in 1940.

On the day war was declared, the Minister of Agriculture appointed a county war agricultural executive committee for each county. The principal duty of these committees is to conduct the campaign for the development of agricultural production. They work through district sub-committees and are advised by specialised sub-committees for various questions, such as labour, machinery, etc. Each county committee has been informed of the minimum area it should aim at getting as an addition to the existing tillage area in the county. In support of the campaign, 60,000 tractors have been placed at the disposal of agriculture through the committees.

With a view to the most efficient organisation of the national employment market, the Government introduced the National Registration Act, passed on 5 September 1939, and the Control of Employment Act, passed on 21 September 1939¹, and in addition took steps to ensure that workpeople required for the maintenance of necessary production or essential services are not accepted for service in which their skill and experience will not be used. To this end, the Ministry of Labour issued a schedule of reserved occupations, which includes most agricultural occupations. Agriculture thus being recognised as a reserved occupation, persons engaged therein, whether as employees or employers or working on their own account, cannot be accepted for whole-time service in any of the services of national defence if they are over a specified age. This age has so far been fixed at 21 years for men engaged in agriculture, from which it may be concluded that calling up has not yet made serious gaps in the ranks of the agricultural population. Further, the Government has authorised the calling up of young people on reaching the age of 20 years to be postponed by not more than six months if they are considered indispensable for agriculture.

¹ No Orders or regulations directly affecting agriculture have as yet been issued under these two Acts.

The Government also decided to release a certain number of mobilised men considered indispensable in their former occupations (key men).

To facilitate the harvest work last autumn, the Ministry of Agriculture made arrangements with the War Office for army assistance. In accordance with the provisions adopted in this respect, farmers in need of labour had to submit their applications to the agricultural executive committee for their district.

Even before the war had broken out, a Women's Land Army had been created by private initiative on the lines of that formed during the war of 1914-1918, and had been placed at the disposal of the Ministry of Agriculture. The women in the Land Army undergo training for various agricultural trades and occupations and are then sent to work on the land. Farmers in need of labour are required to make their applications to the county committees of the Women's Land Army. The women are employed chiefly on dairy farms, in horticulture and market gardening, and as tractor drivers. The demand for the services of the Women's Land Army, has steadily increased since the beginning of 1940.

With the spring of 1940, the assistance given to agriculture by schoolchildren has begun on a considerable scale. Various organisations and local education authorities have taken steps to encourage schoolchildren to work on the land during their school holidays and on Sundays and half-holidays. Plans have been worked out by which schoolboys and boys who have left school but have not yet been called up for military service will take the place of agricultural workers. According to these plans, schoolboys between the ages of 16 and 18 will help during the holidays with the harvest and will be given only pocket money; they will live in camps organised by their schools or other responsible authorities. Lads of 18 and over will be billeted on farms and live with the farmers' families, and will be paid a regular weekly wage.¹

Lastly, the Ministry of Labour has taken steps, in collaboration with the other Ministries concerned and the agricultural executive committees, for placing unemployed farm workers back on the land. Although there was a considerable decline in the number of these workers during 1939, there were still 20,000 at the beginning of March 1940.²

SWITZERLAND

Even before the general mobilisation of September 1939, a shortage of labour had been experienced in Swiss agriculture. It is estimated that mobilisation deprived agriculture of about 100,000 workers, or a quarter of the total number regularly employed. Further, the state of war in Europe has raised for Switzerland too the problem of increasing agricultural production to the extent required at a time when the difficulties of importation are growing.

¹ *News Chronicle*, 19 April 1940.

² *Parliamentary Debates, House of Commons*, 4 April 1940, c.291.

To remedy the situation, measures were adopted in September 1939 by the Federal and cantonal authorities, the military authorities, and farmers themselves. In the first place, the Federal Council decided to empower the cantons to require persons who are registered with the employment exchanges as applicants for employment and are in receipt of unemployment benefit to do urgent work in agriculture. At the same time, a system of mutual aid among neighbours has sprung up in rural districts. The Swiss Farmers' Union, in conjunction with the Federal Employment Office, has organised relief action for keeping farms going which had lost their labour. Agricultural experts have been sent to areas where special difficulties have arisen, in order to organise this mutual aid.

Assistance by the army was provided in the autumn of 1939. Leave for 10 to 15 days was granted to mobilised peasants in order that they might go back to help in the work of their farms. Such leave could be extended for persons responsible for working a farm and indispensable for that work. In February 1940 the remedies for the agricultural labour shortage were re-examined. As a result, the Federal Wartime Office for Food Supply issued a Circular in March 1940 to the Cantonal Wartime Economy Offices concerning agricultural labour, in which it drew attention to the measures for preventing the rural exodus to other occupations, employing unemployed persons with a knowledge of agricultural work in agriculture, getting into touch with the military authorities to obtain the release of indispensable labour from the army and the loan of horses, etc. The Circular also recommended that school holidays should be arranged in such a way as to enable schoolchildren to help in urgent work on the land. Further, it proposed that the workers still available on the farms should be taught various kinds of agricultural work with which they were hitherto unacquainted, that mutual aid between neighbours, relatives, and acquaintances, should be strengthened, and that draught animals and machinery should be used in common.

An Order of the Federal Department of National Economy, which was issued on 1 March 1940 to organise the allocation of labour for the purpose of ensuring the continuance of agricultural production, and which came into force on 6 March 1940¹, established in each Canton an agricultural labour service to place at the disposal of agriculture, in conjunction with the Central Office for the Allocation of Labour, the workers required to maintain production. These services will also organise the utilisation of draught animals, tractors, and agricultural machinery. They are made responsible in particular for such tasks as studying the allocation of labour capable of taking the place of farmers and mobilised workers, organising its distribution, organising agricultural service with the help of assistance from the non-rural classes of the population, examining applications for alien labour, and making applications to the cantonal authorities for leave and exemptions from military service.

¹ *Recueil des lois fédérales*, No. 11, 6 March 1940.

The cantonal services are also required to administer the Compulsory Labour Service Order, but that Order will not take effect until all sources of voluntary supply have been exhausted. Moreover, this measure can be taken only with the approval of the Wartime Office for Industry and Labour.

Under the cantonal services, local services with similar functions have been set up in each area.

The placing of needy workers in agricultural employment may be facilitated by the grant of subsidies for travelling expenses and the payment of supplements to wages when the local wage does not allow them to fulfil their family obligations. The cantonal service may decide among other things that such persons shall take up or retain a specified job in agriculture. The labour so assigned to agriculture must be paid at the customary rates for the locality.

Lastly, appeals and propaganda have been made to encourage young people in towns to work on the land. The Swiss "Pro Juventute" Society has opened a Central Youth Office, which is intended especially to serve as a link between young people wishing to take up agricultural work and peasant families in need of labour.

OTHER COUNTRIES

Similar measures have been adopted in many other European countries. For lack of space, only a few particularly interesting examples can be given here.

In Hungary an Order of 15 October 1938 introduced compulsory assistance for agriculture in areas where, owing to the calling up of men for an exceptional period of military training, this is the only means of ensuring the continuity of agricultural production. On 2 September 1939 the Government decided that the provisions of this Order, which apply to farmers as well as agricultural workers, should be kept in force until further notice. Farmers are required to supply vehicles, agricultural implements, and draught animals, while male agricultural workers are required above all to provide their labour.

In Sweden the National Food Supply Board began in December 1939 to organise "team work" in agriculture in view of a possible general mobilisation. This innovation provides for co-operation between neighbouring farms, and the use in common of the labour, tractors, horses, etc., that remain available in the event of mobilisation. The local emergency committees were made responsible for organising these groups before 20 January 1940 and for asking the head of each to supply information on the measures adopted to make the co-operation effective.

Averaged over the whole of Sweden, each group comprises five farms, and the system covers no less than 98 per cent. of the cultivated area of the country. The corresponding figures for particular regions are very little different from the averages for the whole country. Interesting calculations have been made showing that these measures will make it possible to replace about 61 per

cent. of the labour of which agriculture would be deprived in the event of mobilisation. In this respect, however, there are considerable differences between the different regions. In some districts of southern Sweden, for example, the "team work" system will result in replacing only one-sixth to one-fourth of the mobilised men. In the plains of southern and central Sweden, only 45 per cent. of the mobilised men can be replaced, in the forest regions and valleys up to 69 per cent., and in northern Sweden as much as 79 per cent.¹

Compensation for War Victims²

Italy

Compensation for war victims is governed in Italy by the body of laws which has been promulgated since 1917 to regulate either military pensions (Decree of 12 July 1923 representing the fundamental law, which is still in force) or occupational retraining, placing in employment and supplementary assistance to disabled men and survivors (Acts of 25 March 1917 and 27 March 1919 concerning the protection and relief of disabled men, and of 21 August 1921 concerning compulsory employment in public or private undertakings, etc.).

The amendments made to these measures for the purpose of adjusting the rate of compensation to the purchasing power of the currency, among other things, have not in general affected the principles on which the legislation is based, and, generally speaking, the compensation of disabled men, widows, orphans and relatives is still based on the system of legislation drawn up after the war of 1914-1918.

An analysis of the essential provisions governing the right to pensions will be found below.

SCOPE AND RISKS COVERED

War pensions, allowances or indemnities are granted to officers and soldiers of the army, navy, air force and the national volunteer militia, as well as to individuals belonging to auxiliary corps or services who have received wounds or hurts of any kind or who have contracted illnesses involving the loss or considerable reduction of their capacity for work, and also to their families when such

¹ *Från Departement och Nämnder*, March 1940.

² Previous articles in this series have appeared in the *International Labour Review*, Vol. XLI, No. 1, January 1940 (Germany); No. 2, February 1940 (France); No. 3, March 1940 (Great Britain); Nos. 4 and 5, April and May 1940 (general principles of compensation).