



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

A MESSAGE FROM THE BRITISH MINISTER OF LABOUR

On 16 November 1940 the Director of the International Labour Office addressed a message to Governments outlining the programme of activities and publications of the Office to be carried out from Montreal. Among the replies received was the following telegram from Mr. Ernest Bevin, Minister of Labour and National Service and member of the British War Cabinet:

I am glad to receive your cable and to know that the Office has been able by the generosity of the Canadian Government to maintain its activity. There is greater need than ever before of international co-operation for securing individual freedom and for raising the standard of life of workpeople throughout the world. Great Britain will continue to give all possible support to the International Labour Organisation in its work to this end.

SOCIAL POLICY

WAGE ADJUSTMENT AND ECONOMIC POLICY IN NEW ZEALAND

Representatives of New Zealand employers' and workers' organisations have recently met together in an Economic Stabilisation Conference and made joint recommendations as to the general economic policy which they consider best calculated to maximise the country's war effort and to safeguard living standards. The Conference was convened following decisions by the Arbitration Court and other authorities to grant a general increase of 5 per cent. in rates of wages.

GENERAL INCREASE IN MINIMUM WAGES

The decision of the Court of Arbitration, which is responsible directly or indirectly for fixing the minimum rates of wages payable to most of New Zealand's industrial workers, was made under the special wartime powers which enable it to vary such minimum rates from time to time by General

Order.¹ Previous to the grant of these powers (save during the years 1918-1923 and 1931-1932) the Court had no power to vary the terms of its awards during their currency; and the period for which such awards are made is frequently in excess of one year and may be as long as three years. Nor had it any power to vary the terms of industrial agreements registered under the Industrial Conciliation and Arbitration Act or under the Labour Disputes Investigation Act. Consequently, although it could and did from time to time announce changes in the minimum rates of wages it proposed to fix in cases which might be referred to it, it had no power to make simultaneous general adjustments in the rates of wages payable to workers under its jurisdiction.² The new regulations give the Court that power. In exercising it the Court must afford such opportunity as it thinks proper to representatives whom the parties bound by awards and industrial agreements appoint to be heard by the Court with respect to the amount by which any rates of remuneration should be increased or decreased. When a General Order has been made, at least six months must elapse before effect can be given to any subsequent General Order affecting rates of remuneration.

On 9 August 1940, after hearing representatives of workers and employers, the Court ordered a general increase as from 12 August of 5 per cent. in the minimum rates of remuneration, including time and piece wages and overtime and other special payments, provided for in its awards, in apprenticeship orders or in industrial agreements.³ This increase, the Court calculated, leaving out of account special war taxation and assuming "that the retail prices index will progressively increase in a manner comparable with the increase during the past six months" would "result in an effective wage index almost identical in value with the average level enjoyed by the workers over the past three to four years".⁴ The Court added, however, that "the war effort must be paid for, and a reduction in standard of living for the people of the Dominion as a whole is inevitable. The extent of that reduction so long as Britain is able to purchase our produce at present prices and our shipping facilities are maintained is principally influenced by our production".⁵ The decision of the Court represented the view of the judge and the workers' member, though the latter held that an increase of 7½ per cent. should have been awarded. The employers' member, in a dissenting opinion, held that the Court had taken an unduly optimistic view of the prospects of increased production in New Zealand and that the wage increase would therefore be bound to have an inflationary effect.

Shortly afterwards, following representations from the railway employees' organisations, the New Zealand Post and Telegraph Employees' Association, and the New Zealand Public Service Association⁶, the Minister of Finance announced that a flat allowance of 5s. a week or £13 a year would be made to all Government employees of 18 years and over who earned not more than £335 a year or its equivalent in weekly wages or hourly rates. The allowance, which was made retrospective to the date of the Arbitration Court's General Order, would cost the Government slightly more than the cost of an all-round increase of 5 per cent. in the wages and salaries of the workers concerned.⁷

On 16 October 1940 the Waterfront Control Commission, which now controls the operations of all New Zealand ports and is responsible for determining the wages and conditions of employment of waterside workers (i.e.

¹ These powers, to which a brief reference was made in the December 1940 issue of the *International Labour Review* (p. 386) are set out in the Rates of Wages Emergency Regulations, 1940) (New Zealand: *Statutory Regulations* 1940, Nos. 86 of 16 May, 116 of 12 June and 242 of 18 September made under the authority of the Emergency Regulations Act, 1939).

² For an account of the New Zealand arbitration system and its working, reference may be made to INTERNATIONAL LABOUR OFFICE: *The Minimum Wage: An International Survey* (Geneva, 1939), pp. 151-177.

³ General Order amending Awards, Industrial Agreements and Apprenticeship Orders (New Zealand DEPARTMENT OF LABOUR: *Awards, Agreements, Orders, etc. made under the Industrial Conciliation and Arbitration Act, the Apprentices Act and the Labour Disputes Investigation Act*, Vol. XL, 1940, pp. 1153-1175).

⁴ *Idem.*, p. 1158.

⁵ *Idem.*, p. 1163.

⁶ New Zealand *Parliamentary Debates*, Second Session, 1940, Vol. CCLVII, p. 891.

⁷ *The Standard*, Wellington, 19 Sept. 1940, p. 1.

workers engaged in the loading and unloading of ships and in the storage of cargo)⁸ decided to increase by 5 per cent. as from that date the rates of remuneration payable to waterside workers.⁹

ECONOMIC STABILISATION CONFERENCE

As increased wages meant higher costs of production, representations were made on behalf of farmers to the effect that the prices guaranteed by the Government for farm produce should be increased;¹⁰ and it was expected that applications would be made to the Price Investigation Tribunal for permission to raise the prices of goods and services the cost of which was affected by the wage increases.

Early in September, however, the Prime Minister summoned an Economic Stabilisation Conference, consisting of representatives of the principal organisations of employers and workers and of the commercial banks, "to survey the general economic position of the country under war conditions in order to consider the possibility of stabilising costs, prices, and wages, and to discuss expanding production so that the strain of war expenditure may be successfully borne and the standard of living be maintained as far as possible". The report¹¹ of the Conference, agreed on unanimously by a General Working Committee consisting of seven employers' representatives, seven workers' representatives, and the Chairman of Directors of the Bank of New Zealand as acting Chairman, and adopted by the Conference without change¹², surveys the general situation of New Zealand and the difficulties confronting the country and makes a series of 15 recommendations designed "to stabilise prices, wages and costs so that the cost of the war is not thrown unfairly on one group to the benefit of another" and "to increase all kinds of production and the efficiency of every type of service which will help, however indirectly, the national drive". The report was drawn up after evidence had been taken from the principal officers of Government Departments, the Governor of the Reserve Bank of New Zealand, and the Chairman of the Associated Banks.

In its preliminary survey of the situation the Conference observes that "the citizens of New Zealand engaged in a war of survival will understand and loyally accept the fact that the country cannot live in the same manner as in time of peace. It is imperative, therefore, that all sections of our people should work hard, and work wholeheartedly in co-operation, for the purpose of winning the war . . . The concentration of the people on this predominating and imperative aim necessarily places other aims and objects into relative and subordinate positions, since without victory all else becomes futile and meaningless." Over 50,000 men have been withdrawn for service in the armed forces and thousands are engaged in production for war purposes. "Unless the production lost can be made up by those remaining, the standards of living of all will be reduced. However, there must always be provided for every one enough food, clothing and shelter of the best possible quality in the greatest quantity the country can afford . . . Dominating the deliberations of the Conference has been the common opinion that each interest should ask what it can give for the common cause rather than what it can get for itself . . . The first charge on the production and income of the country must be the prosecution of the war . . . In addition, we must not merely maintain but must increase production of every kind, as goods, and not money, represent the real wealth on which our standard of living depends". Discussing the difficulties confronting the country, the Conference observes, *inter alia*, that "prices have risen, inevitably leading to a demand for wage increases. Higher rates have been granted, in some cases for special reasons, and there has been a general increase of 5 per cent. in the wage rates covered by awards and

⁸ Under the provisions of the Waterfront Control Commission Regulations, 1940, (*Statutory Regulations*, 1940, Nos. 59 of 9 April and 109 of 11 June).

⁹ *New Zealand Transport Worker*, 1 Nov. 1940, pp. 2-8.

¹⁰ Cf. *New Zealand Herald*, 31 Oct. 1940 and *Parliamentary Debates*, Second Session, 1940, Vol. CCLVII, p. 891.

¹¹ *New Zealand: Report of Economic Stabilisation Conference, 1940* (Wellington, Government Printer, 1940, pp. 12).

¹² And "with only one dissentient vote" (*The Standard*, 24 Oct. 1940, p. 7).

industrial agreements . . . The evidence indicates that there is a tendency for the purchasing power to exceed the value of the goods available for consumption, and such a position reveals an inflationary tendency. Currency inflation is the most cruel and least scientific method of making a levy on the people". It concludes that "the most effective method of overcoming these difficulties is to secure increased production".

The Conference recommends that "we should pay for the war as we go, firstly by taxation, and secondly by borrowing the savings of the people of New Zealand". With a view to increasing primary production, the Government should give serious attention to the difficulty of obtaining sufficient farm workers, a difficulty which "in the main, results from the disparity between the labour conditions on farms and those obtaining in other occupations". Increased industrial production should be ensured by "(i) an adequate supply of materials; (ii) the best possible use of available labour; (iii) additional hours of work, where found necessary. With the object of increasing production and of promoting good will and smooth working, the Conference recommends a greater measure of co-operation between employer and employee, and suggests that "voluntary committees of employers and employees be set up". The Conference also recommends the continuation of the policy of import control, more effective administration and policing of price control (including the appointment to the Price Tribunal of a representative of consumers), and the standardisation of essential commodities. On the subject of wage and price policy it recommends "that, in addition to wages, salaries, and rents, the prices of the following categories of essential commodities and services be stabilised: essential foodstuffs, essential standard articles of clothing, footwear and household necessities, public services, fuel and light".

Other recommendations deal with subsidies (which "should be resorted to only when these cannot be avoided, and then only under stringent control"), the control of rents and lodging prices, housing (which should have "as far as possible priority over other capital expenditure"), anomalies in road transport charges, the need for economy in public expenditure, the desirability of a popular national savings scheme, profit limitation ("no one shall profit out of the war"), family allowances (which "are helpful in assisting parents with large families"), and publicity designed to make clear the need for sacrifices.

ESTABLISHMENT OF AN INTER-DEPARTMENTAL COMMITTEE ON LABOUR CO-ORDINATION IN CANADA

In order to define the jurisdiction of several departments of the Dominion Government of Canada "in matters affecting labour as related to the war effort" and to facilitate unified planning and co-ordination in the work of these various agencies, an Order in Council (P.C. 5922) was issued on 25 October 1940 establishing an Inter-Departmental Committee on Labour Co-ordination.

The Order in Council—which was issued on the recommendation of the Minister of Labour and concurred in by the Minister of Munitions and Supply and the Minister of National Defence—stated "that unless unified planning and co-ordination in the work of the various agencies are secured, efforts to deal effectively with the matters affecting labour will be seriously hampered, especially as the problems involved become more acute."

The duties of the Committee (the Chairman of which is Dr. Bryce M. Stewart, Deputy Minister of Labour) are defined as follows:

(a) To promote co-ordination of the functions and activities of all Government agencies in relation to matters affecting labour and to obtain the co-operation of provincial Governments;

(b) To anticipate, as far as possible, the labour and man-power requirements of the war programme as a whole, and to recommend to the various departments having to do with these matters the most effective ways and means of meeting such requirements;

(c) To consider the needs of the war programme with respect to training employees in industry, in technical schools or otherwise, and to recommend such further provision as may be deemed advisable;

(d) To maintain close and direct contact with industries engaged on war contracts and, in co-operation with the Department of Munitions and Supply, to assist them in meeting their labour requirements;

(e) To refer questions to and consult with the National Labour Supply Council in order to secure the considered judgment of employers and employees on measures and practices proposed with a view to obtaining their co-operation in such measures and practices as may be adopted, and that the said Committee be charged with the responsibility of ensuring the carrying out of any approved plans in respect of the foregoing matters;

(f) To formulate a plan whereby competition between employers engaged on the war programme may be eliminated;

(g) To formulate a plan whereby employees and employers may be transferred from non-essential to essential war industries with the least possible disruption; and

(h) To report from time to time as may be necessary to a Committee of the Cabinet on Labour Supply, consisting of the Minister of Labour as Chairman, the Minister of Munitions and Supply, the Minister of National Defence, the Minister of Finance, and the Minister of National War Services.¹

CONDITIONS OF WORK

HOURS OF WORK AND LABOUR INSPECTION IN INDIA

The following particulars concerning hours of work and labour inspection in India are taken from the last annual reports on the working of the Indian Factories Act and of the Regulations governing hours of employment on the Indian railways, the first relating to the year 1938 and the second to the year 1938-39.

Undertakings covered by the Factories Act

According to the *Statistics of Factories subject to the Factories Act, 1934, for the Year ending December 31st, 1938, together with a Note on the Working of the Factories Act during the Year*, the total number of registered factories during the year was 10,782, being 919 more than in the previous year, and the largest so far recorded. The number actually working was 9,743, of which 6,086 were perennial factories and 3,657 seasonal factories (working less than 180 days in the year). The number of new factories registered was 1,421, and the number struck off the registers 502.

The number of factories inspected during the year was 8,709 or 89.3 per cent. of working factories. The percentage of perennial and seasonal factories inspected was 91.6 and 85.5 respectively, as against 91.5 and 84.2 in the preceding year.

The number of convictions obtained under the Act was 1,270, as against 1,182 in 1937.

¹ *The Labour Gazette*, Nov. 1940.

Hours of Work.

The following table gives the percentage distribution of factories by the number of hours worked in the week, separate figures being given for perennial and seasonal factories, and for men and women.

	Not above 42 hours	Between 42 and 48 hours	Above 48 hours
Perennial factories:			
For men	5	24	71
For women	12	19	69
Seasonal factories:			
For men	25	11	64
For women	34	9	57

As regards the application of the Act, it is stated that the Bengal report mentions the difficulty of regulating the labour employed through contractors. In the United Provinces and Bengal overlapping shifts in some establishments continued, and detection of irregularities in respect of periods of employment was almost impossible. Both these questions were receiving the attention of the Bengal Government. Reports of illegal employment were received in respect of jute and cotton mills in Bengal, in which machinery hours were not restricted to the worker's legal day and week, and in respect of rice mills situated in the up-country districts in the same province. In the Central Provinces and Berar, the owners of the cotton ginning and pressing factories in some cases forced the managements to work beyond the specified hours by insisting on an impossible output from their gins. In Sind some of the seasonal factories were found to be working during prohibited hours as well as on weekly holidays. In Bombay the Inspector of Factories has been successful in obtaining regular working hours and weekly holidays in a large number of small concerns and it is being realised by those concerned that the application of the limiting provisions of the Act has not been detrimental to them.

Working of the Hours of Employment Regulations on the Railways, 1938-39

The Hours of Employment Regulations, which provide that a railway servant whose employment is not essentially intermittent shall not be employed for more than 60 hours a week on the average in any month, and that one whose employment is essentially intermittent shall not be employed for more than 84 hours in any week, are now in force on all the four State-managed railways and three important company-managed railways. The total number of non-managerial employees on all the Class I railways in India on 31 March 1938 was 652,256, and of these 497,906, or 76 per cent., were employed on the railways referred to above (the number of staff employed on all Class II and III railways, which are not covered by the Hours of Employment Regulations, was only 35,936). Moreover, the principles of the Regulations have in many cases been applied to the staffs of those railways on which the Regulations themselves have not yet been introduced.

The *Annual Report on the Working of the Hours of Employment Regulations on Indian Railways during the Year 1938-39* declares that all the seven railways on which the regulations are now in force generally maintained a satisfactory standard in their application and took prompt measures to rectify the irregularities that were brought to their notice. It is stated that the most important matter on which there is likely to be a difference of opinion between the Supervisor of Railway Labour and the railway administrations is the classification of staff. "In their natural desire to keep the expenditure low,

railway administrations are sometimes inclined to take a less liberal view and classify the staff as 'essentially intermittent' when they should be 'continuous', or exclude them altogether from the scope of the regulations when this should not be the case. Accordingly, a large number of cases in which it was considered that the duties of the staff warranted a change in their classification was brought to the notice of the railway administrations, and it is gratifying to note that in the majority of them the suggestions were adopted." Only one railway was often found difficult to convince. (In recent years the percentage of workers classified as "continuous" has been gradually increasing. In 1937-38 it was 71.6, and in 1938-39 it was 71.8 of the total staff.)

Apart from the classification of staff, other irregularities in connection with the application of the regulations, such as the non-existence of rosters, non-display of rosters, and defective rosters, were also noticed in greater or smaller degree on all the railways. These were brought to the notice of the railway administrations concerned and the necessary action was taken by them.

As in previous years, the categories of staff which were mainly responsible for the breaches of the Hours of Employment Regulations were the goods staff and the transportation staff, particularly the inferior staff utilised for loading and unloading of "smalls" at roadside stations outside their roster hours. There are indications that the position is improving in respect of the keeping of goods clerks on duty when they should be enjoying their rest, though "the evil is so deep-rooted that it will take some time and require a more determined effort on the part of the railway administrations before it is finally eradicated."

Although there is no statutory prohibition against employing railway servants continually on night duty, it has been laid down in an instruction that "in preparing duty rosters, care should be taken to avoid as far as possible rosters which require employees to perform continual night duty." The grade of assistant station-master is mentioned as one to which this instruction is particularly relevant. The report records that "there is no doubt that the position has considerably improved during the last two years, but cases still come to notice in which the staff perform continual night duty." One railway has devised a scheme under which assistant station-masters of those stations where continual night duty has to be performed are transferred every year to stations where conditions are different and it is not necessary for them to work continually at night.

The regulations also lay down that "a railway servant shall be granted each week commencing on Sunday a rest of not less than 24 consecutive hours," except in the case of those whose work is essentially intermittent. The report records that during the year under review fewer cases of the infringement of the regulations under this head were detected by the inspectors.

Inspection of Railway Labour.

The number of inspectors of railway labour, which was raised from 10 to 17 in 1937 to enable them to carry out inspection in connection with the Payment of Wages Act in addition to inspection under the Hours of Employment Regulations, was reduced during the year 1938-39 to 16, in the interests of economy. In April 1938 a two days' Conference of the inspectors of railway labour was held at New Delhi and was presided over on both days by the Supervisor of Railway Labour. Questions of general interest in connection with the work of the inspectors and particularly those concerning the Payment of Wages Act were discussed, and inspectors were given detailed instructions on points in doubt.

The policy adopted by the labour inspectorate since the introduction of the Regulations, of rectifying minor irregularities in consultation with the local supervisory officials, was continued, and a number of minor irregularities were rectified on the spot. The registers maintained at stations or with subordinate officials for recording the results of inspections or making suggestions for the better application of the regulations were fully made use of by the inspectors. The infringements reported by the inspectors or detected by the Supervisor of Railway Labour during his tours were brought to the notice of the railway administrations concerned with a request that suitable action might be taken to prevent their recurrence in future. During the year 1938-39, a number of

representations in connection with the infringement of the Hours of Employment Regulations and the Payment of Wages Act were received from the railway employees and railway unions. All these were thoroughly investigated and suitable action was taken in each case. The report of the Supervisor of Railway Labour indicates that in some cases employees presented complaints on matters which were outside the scope of his duties. Complaints received from the unions were mostly well presented and to the point. The following table shows the actual number of establishments inspected by inspectors of railway labour during the year 1938-39, with the branches of railway service to which they belong:

Branch of railway service	No. of establishments
Transportation (i. e. stations)	3,437
Way and works	749
Power and carriage	676
Miscellaneous	790
	<hr/> 5,652

The average number of establishments inspected per inspector was 353. This number was somewhat lower than the figures for previous years, and the drop is ascribed to two main reasons: the withdrawal of the duty card passes since 1 January 1939, which restricted the movement of inspectors; and inspection under the Payment of Wages Act, which means not only inspecting stations and other establishments in connection with both the Acts, but also devoting at least one week exclusively in every month for the inspection of the paymasters' offices.

Enlargement of Sind Factory Inspectorate

In order to place the factories in the Province of Sind on a better footing and provide healthy conditions for the workmen, the Provincial Government has recently appointed 25 factory inspectors to secure the rigid enforcement of the Factory Act. Besides these inspectors, 25 medical officers have been appointed to act as certifying surgeons for factories.¹

PROTECTION OF COMMERCIAL EMPLOYEES IN THE PUNJAB

The Punjab Trade Employees Act, 1940, was passed by the local Legislative Assembly and received the assent of the Governor on 3 June 1940. The Act applies to commercial establishments and shops, and its main provisions are as follows:

1. Persons under fourteen years of age (except certified apprentices) are not to be employed in any shops or commercial establishments.
2. Maximum hours of employment are fixed at 10 in the day and 54 in the week.
3. A daily rest period of not less than one hour must be allowed.
4. The following opening and closing hours are fixed (with specified exceptions): in summer, 7 a.m. to 10 p.m.; in winter, 8.30 a.m. to 9 p.m.
5. Leave with full pay is to be granted for a maximum period of 14 days in each year.
6. Wages are to be given for days on which establishments are closed to workers paid daily, provided that they have been employed for 15 or more consecutive working days.

¹ Communication to the I.L.O.

7. The period over which wages are calculated is fixed at a fortnight.
8. A maximum limit proportionate to the monthly wages earned is fixed for fines.¹

CONDITIONS OF EMPLOYMENT IN THE UNITED STATES

EMPLOYMENT OF WOMEN IN DEFENCE INDUSTRIES

Increasing employment opportunities as a result of large-scale defence activities in the United States have turned attention towards the participation of women in defence industries. Conclusions have been drawn from the experience gained by the United States Women's Bureau in studying the employment of women during the last World War and during the following twenty years; and these have been summarised in a recent bulletin, *Effective Industrial Use of Women in the Defense Program*.² The Bulletin outlines general standards which have been found to be of the greatest importance in securing successful production in part through the employment of women workers. "Though women have proved themselves able to do almost any type of work", it states, "careful consideration should be given, in planning the defence programme, to their employment on processes where they have been found to be most efficient. Altogether, women workers have an important part to play in such a programme."

Physical Characteristics of the Job.

The physical characteristics of the job must be suited to women's physique. Experience has shown that women do certain types of work particularly well. For example, they are considered to excel: (a) in work requiring care and constant alertness, good eyesight and the use of light instruments (such jobs as inspection of castings and finished parts, routine powder analysis, and testing electrical equipment); (b) in work requiring manipulative dexterity and speed, but permitting the worker to set her own tempo and to work in a sitting position (such jobs as bench work calling for laying out of work for machine operators, assembling delicate instruments and machines, loading shells, and filling powder bags); (c) in work requiring skill and little strength, either in handling parts or in setting up machines (such jobs as work at drilling machines and lathes, milling machines, and grinding and polishing machines, operating on small parts); and they can also operate large machines successfully on heavy work when the work, whether done by men or women, requires the use of lifting devices and pneumatic chucks.

Safety Measures.

All possible safety measures should be used to prevent injuries to women workers employed on processes new to them, and so to avoid the consequent interruptions in production and high compensation costs. Machinery should be carefully guarded; over-speeding of work and muscular strain should be avoided; and minors should not be employed on hazardous processes. Practical working clothes, efficient plant organisation, good working conditions, the prohibition of home work—all these help to promote safety and to prevent injuries.

Protection against Industrial Poisons.

Women are likely to be more seriously affected than men by some poisons, certain of which are used in connection with processes well adapted to

¹ Communication to the I.L.O.

² Special Bulletin, No. 1. Prepared in co-operation with the Labour Advisory Committee on Standards for the Employment of Women in the Defence Programme. (Washington, 1940).

women's powers. Although no easy remedy exists to protect workers from all poisons, methods of protection known to be effective should be used, and there should be continual study and research on the use of new substances, the methods of their use, and the employment of better-known materials in new processes.

Lighting and Sanitation.

Minimum requirements for lighting should be carefully observed, and, in addition, special lighting should be provided for the fine work on which many women are employed. Arrangements should be made for comfortable seating and for providing for a change from a standing to a sitting position. Well-ordered plant sanitation facilities are necessary, both for the health of workers and for their greatest production. These include convenient and clean washing facilities; a well equipped lunch room, dressing room, and rest room; good drinking facilities; scientific ventilation; and careful general plant housekeeping and cleaning.

Hours of Work.

Moderate hours of work result in increased and better quality production. Standards which have been established in the course of the past few years should be maintained. Such a policy is possible and essential in connection with the defence programme. Experience during the last war showed that the adoption of long hours and overtime was a short-sighted policy and did not in the long run mean a high degree of efficiency in the labour force and therefore in production standards, whereas reasonable and regular hours meant more efficient workers.

The basic schedule should not exceed 8 hours a day and 40 hours a week. At least one and a half, and probably two, days of rest should be allowed in every seven-day period. A regular time, varying from 30 to 60 minutes according to circumstances, should be set for any meal eaten at the plant. It is essential, also, to provide for a rest of at least 10 minutes in the middle of each 4-hour period, without lengthening the working day or charging the worker for the rest period. Overtime should be avoided whenever possible; when it is necessary, it should be spread among all available workers.

Wages.

Wages paid should be sufficient to enable women workers to buy the necessities of life and, in addition, should be commensurate with the value of the services rendered by them. The standard of wages prevailing for men should not be lowered where women are employed, and rates should be based on occupation and not on sex or race. Federal and State minimum wage standards should be met. Wage rates should be periodically revised and adjusted to any increase in living costs. Overtime should be paid at time-and-a-half rates.

Training and Employment Policies.

Employment policies should be carefully worked out and adjusted to women's needs. "Otherwise," the bulletin states, "discontent among workers and dislocation among industries may result, and retard and cripple the programme unduly. On the other hand, elimination of causes of friction will make for a satisfied and satisfactory labour force and greater output". Efforts should be made to prevent future dislocation in industry such as is apt to arise from the influx of workers into expanding defence industries. Personnel management should include a person charged with supervising conditions and policies affecting women workers. Women should be free to participate in trade union organisations and collective bargaining, established by law as fundamental rights of all workers.

Since the Women's Bureau has made special investigation of employment opportunities for women in defence activity, it has a knowledge of the type of vocational training necessary and the specific occupations in which such training should be provided. Although training in the plant is usually essential, in many instances women require more extensive training than men,

owing to their more general lack of vocational training and of background in industrial and mechanical work. Women should be trained in a special section before assignment to the production room. Intra-plant training should be at the expense of the employer, and women trainees should be paid an hourly rate until they are ready to go on regular production work.

Experience during the Last War

Experience in regard to women workers during the last war is summarised in some detail in bulletin No. 12 of the Women's Bureau, entitled *The New Position of Women in Industry* (1924). This report contains the following statement:

The popular belief that women in industry rendered real service to the Nation during the war is sustained by the figures showing the numbers of women employed both in war agent and implement industries and in war food and fabric industries, by the preponderance of evidence from employers holding important Government contracts, and by the official statement of the Assistant Secretary of War, acting as Director of Munitions.

The labour shortage and excessive demands on industries essential to the production of implements and agents of warfare resulted during the war in (a) a sharp increase in the number of women workers in these industries during the war; (b) a marked decrease in the number of women in the traditional woman-employing industries, resulting in a relief of the long-standing congestion of woman labour in these pursuits and in part contributing to a marked increase in the wage scales of the women remaining in these industries; (c) the employment of woman labour in other skilled crafts from which women had been practically debarred before the war.

MINIMUM AGE FIXED FOR EMPLOYMENT IN COAL MINES

The United States Fair Labour Standards Act of 1938, whilst in effect establishing a basic minimum age of sixteen years for employment in all industries subject to its child labour provisions, sets up machinery for establishing a minimum age of eighteen years for employment in hazardous occupations, which are defined as "any occupation which the Chief of the Children's Bureau in the Department of Labour shall find and by Order declare to be particularly hazardous for the employment of children between such ages (sixteen to eighteen years) or detrimental to their health or well-being." In pursuance of this clause Orders have already been issued regarding work in manufacturing explosives and the occupations of motor vehicle driver and helper. An Order which has now been issued regarding employment in coal mines constitutes the first application of the 18-year minimum age standard for hazardous occupations to a major national industry.

The Order was issued only after careful investigations had been carried out. In the past the coal-mining industry had used large numbers of boys (approximately 16,000 coal-mine workers were under eighteen years of age, according to the census of 1930), and it has been customary in some sections of the industry for boys of about sixteen years to start under the supervision of an experienced miner at the underground work of removing coal from the face and to perform other tasks involving risk of accident. In carrying out its investigations the Industrial Division of the Children's Bureau, acting on the advice of its Advisory Committee on Occupations Hazardous for Minors co-operated closely with groups in the coal-mining field, seeking technical assistance and welcoming advice. Those consulted included representatives of mine operators, of labour groups and of State mine and labour departments, and

other persons interested in mine safety and employment of minors in the industry. Valuable technical assistance was also received from the United States Bureau of Mines.

The investigations led to the following conclusions:

1. Work in or about coal mines involves an exceptionally high degree of accident risk, in comparison not only with manufacturing as a whole but also with most other industries for which adequate injury statistics are available.
2. In risk of fatal injury, coal-mine work exceeds manufacturing to an even greater degree than it does in the risk of disabling injuries in general.
3. The high accident risk in coal-mine work extends to both the anthracite and bituminous industries and involves all types of coal-mine operations—underground, open-cut, and surface work.
4. All underground occupations, all occupations in open-cut operations, and all surface occupations, with the apparent exception of slate picking and work in offices and in repair and maintenance shops located on the surface, involve exposure to serious accident hazards.
5. The accident risk in coal-mine work is probably particularly high for young persons, who are characteristically lacking in the experience and caution needed for work in or about coal mines.
6. State legislation, which reflects public recognition of the particular hazards of coal-mine work for young people, has established higher minimum-age standards for work in or about coal mines than for general employment in the majority of the coal-producing States.
7. Employment policies, as developed by operators and through union agreements in the coal-mining industry, frequently recognize a minimum age for coal-mine work that is higher than that established by law.
8. Many safety engineers, mine inspectors, and other experts consulted have expressed the opinion that, in view of the hazards of coal-mine work, minors under eighteen should not be employed at either underground or surface work. Many others who were of the same opinion with regard to underground work believed that certain surface occupations were not particularly hazardous and should be permitted for minors between sixteen and eighteen years of age.

On the basis of these conclusions Miss Katharine Lenroot, Chief of the Children's Bureau found "that all occupations in or about any coal mine, except the occupation of slate or other refuse picking at a picking table in a tippie or breaker, or occupations requiring the performance of duties solely in offices or in repair or maintenance shops located in the surface part of any coal-mining plant, are particularly hazardous for the employment of minors between 16 and 18 years of age". She therefore published a draft Order to this effect on 7 June 1940, with the following definitions:

1. The term 'coal' shall mean any rank of coal including lignite, bituminous and anthracite coals.
2. The term 'all occupations in or about any coal mine' shall mean all types of work performed in any underground working, open pit, or surface part of any coal-mining plant that contribute to the extraction, grading, cleaning or other handling of coal.

At the same time it was announced that a public hearing would be held on 28 June at which interested parties would be given opportunity to appear and be heard with respect to the report and proposed finding and Order. This hearing duly took place, and as a result of suggestions presented at it, a minor revision in the proposed Order was made, namely, to include as an exempted surface occupation slate picking at chutes as well as at picking tables. Subject to this minor amendment, the final Order was issued in the form quoted above on 1 August 1940, to become effective on 1 September 1940.¹

¹ UNITED STATES DEPARTMENT OF LABOUR, CHILDREN'S BUREAU: *The Child*, Vol. V, No. 3, Sept. 1940; and *The Wage and Hour Reporter*, Vol. III, No. 25, 17 June 1940.

A SURVEY OF THE CONDITIONS OF EMPLOYMENT OF CANNERY WORKERS

The Women's Bureau of the United States Department of Labour has recently issued a bulletin (No. 176) on the *Application of Labor Legislation to the Fruit and Vegetable Canning and Preserving Industries*, embodying the results of a study carried out in 1938 and 1939 in sixteen States of the Union by Miss B. M. Nienburg, Chief Economist of the Bureau. The number of men and women employed in the undertakings covered by the survey was 153,328 at the time of maximum employment during the period covered.

The bulletin records that "the canners are in a better position today as far as labour supply is concerned than in the World War. Today much of the labour employed in rural canneries is local—men and women from the town in which the cannery is located or from the nearby countryside. In 1918 rural canneries were dependent largely on a city labour supply, which preferred to stay in the city where munition plants paid higher wages. Today the Fair Labour Standards' Act guarantees the same minimum to both grades of workers."

In the canning of vegetables and deciduous fruits 52.6 per cent. of the workers are women, and 65 per cent. of all fruit canning employees are women. While women are employed in all the processes they far outnumber the men wherever the work is done by hand.

Hours of Work.

It is noted that employers in the industries concerned have usually asked for special privileges under the legislation governing hours of work in the various States. In some States outright exemption has been granted, whilst in others the canners have been allowed a schedule longer than the basic hours for other manufactures, provided an overtime rate is paid for the additional hours. In still others, the canneries are allowed during certain periods of work considerably longer hours than the maximum for other manufacturing processes, and overtime rates are not required. The study indicates that the requirements of overtime pay after 48 or 54 hours in the week is more effectual in reducing hours of work than a definite restriction of hours to 60. In the packing of dried fruits the Federal Fair Labour Standards Act requires that work beyond 12 hours a day and 56 hours a week shall be compensated as overtime. In comparing the number of employees who worked specific hours in 1938 and 1939 the study shows a considerable reduction in the hours worked in the latter year, after the Act came into force. The proportion working for 56 hours declined from 12 per cent. to 3 per cent. in California plants, from 15 per cent. to 8 per cent. in Washington plants, and from 20 per cent. to 11 per cent. in New York plants.

Wages.

As regards wages, ten of the States included in the study have minimum wage laws for women, but only five have issued wage orders covering women employed in canning and only two for women employed in dried-fruit packing. These minimum wage orders are stated to have raised the level of women's earnings above those of women employed in States without such regulation. Thus, in Wisconsin the prevailing rates in pea canneries were 22½ and 25 cents an hour and in Minnesota they ranged from 25 to 35 cents an hour, whereas by contrast in New York and Maryland (where there are no minimum wage regulations for the workers concerned) 17 per cent. and 78 per cent. respectively of the women were receiving 20 cents or less an hour.

Unemployment Compensation.

In view of the seasonal character of the industry, particular interest attaches to data concerning employment and unemployment. The bulletin indicates that unemployment compensation laws vary widely in the thirteen canning States surveyed in 1938. The inclusion of employers is based either on the number of weeks in which a specific number of workers are employed or on the numbers employed. Under these laws all the canners were covered in six States only. The eligibility of the individual worker for unemployment benefits also varies: only 7 per cent. of the workers in Illinois canneries were eligible, although 83 per cent. of the employers had been covered. In the plants packing evaporated fruit the State law in New York covers all employers, in California almost all employers, and in Washington two-thirds of them. The eligibility of the individual worker, however, is not determined alike in the three States. The result is that if all California dried-fruit packing plants were included under the law, only 31 per cent. of the workers employed in them had sufficient earnings to entitle them to be covered. Had all the employers in Washington been covered, only 38 per cent. of the workers would have benefited by the unemployment compensation provisions.

LONGER HOURS ALLOWED IN CERTAIN CANADIAN DEFENCE PROJECTS

In order to provide accommodation and training facilities for men called up in pursuance of the Canadian National Resources Mobilisation Act, the construction of a large number of buildings at each of the training centres became urgently necessary. To meet this requirement an Order in Council (P.C. 3947) was issued providing that the working hours of the persons employed on such construction should not be subject to "the limitations set out in paragraph (b) subsection (1) of section 3 of the Fair Wages and Hours of Labour Act, 1934".

The paragraph in question which is thus made inapplicable provides that "the working hours of persons while so employed shall not exceed 8 hours per day nor 44 hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister".¹

INAUGURATION OF THE MAXIMUM WORKING WEEK OF 44 HOURS IN CUBA

The new Cuban Constitution which came into force on 10 October 1940 provides among other things that the maximum working week shall consist of 44 hours, to be remunerated at the rate due for 48 hours.²

In pursuance of this provision a Presidential Decree was issued on 9 November 1940. The Decree lays down the following rules:

The maximum working week of 44 hours is to be regarded as equivalent to a week of 48 hours in the case of work that is not of an intermittent character.

The wages due for 48 hours are to be paid for the reduced working week of 44 hours, except in the case of industries which owing to their nature are obliged during a certain season of the year to carry on their work without interruption, pending the adoption of special legislation in regard to such industries.

¹ *The Labour Gazette*, Nov. 1940.

² Cf. *International Labour Review*, Vol. XLII No. 6 Dec. 1940, p. 382.

Workers who have worked for less than 44 hours in the week are to be paid the amount of wages due for the uninterrupted work that they have performed, plus a sum proportionate to the amount to which they would have been entitled if they had worked a full 44-hour week in the following cases:

(a) where the undertaking concerned, without indicating a reasonable cause such as a fall in the consumption of its products or in the utilisation of its services, fixes time-tables reducing the working week below 44 hours;

(b) where an employer in order to evade fulfilment of his obligations reduces, by whatsoever means or in whatsoever form, the number of hours of work which he would normally have utilised, even though at the same time he increases the number of workers whom he employs, or where a worker in permanent employment fails to work the full weekly maximum of 44 hours for causes outside his own control;

(c) where in a particular industry production to full capacity can be carried out in less than the maximum working week whilst other industries in identical conditions work the full weekly maximum although the amount of additional production does not compensate them for the additional payment of 4 hours' wages for each 44 hours of work.¹

HOURS OF WORK OF STATE EMPLOYEES IN BRAZIL

An Order has been issued recently in Brazil concerning the hours of work of State employees, which contains the following provisions:

(1) All such employees are required to work not less than 33 hours per week; (2) the above provision does not apply to employees working special time-tables by virtue of provisions contained in existing legislation; (3) State employees performing work of an industrial or agricultural character are required to work not less than 44 hours per week; the hours fixed for the beginning and end of the day's work must be strictly respected; (4) any State employee who reports for work during the first hour of the daily working period or leaves work one hour before the close of such period forfeits one-third of his daily salary or wage; he loses his entire daily salary or wage if he reports for work later or quits earlier; (5) the bodies responsible for staff matters must organise strict inspection to secure the application of the above provisions and it is their duty to inflict penalties in all cases of non-compliance.²

PERUVIAN SHIP'S OFFICERS BROUGHT WITHIN THE SCOPE OF LEGISLATION FOR THE PROTECTION OF SALARIED EMPLOYEES

By Act No. 9169 of 5 September 1940 the effects of Peruvian legislation for the protection of salaried employees (Act No. 4916 and subsidiary legislation) have been extended to cover masters and skippers, pilots, engineers, wireless operators, and doctors, pursers and supercargoes employed on any vessel of whatever registered tonnage belonging to the Peruvian mercantile marine or to the mercantile marine of a foreign country signing on members of the crew in Peruvian territory. In consequence of this legislation the beneficiaries will in future be entitled to notice of discharge, indemnity for discharge and compensation for the period of time served, and a private insurance policy after four years' service.

¹ *Hoy*, Havana, 10 Nov. 1940.

² Communication to the I.L.O.

SOCIAL INSURANCE AND ASSISTANCE

INTER-AMERICAN SOCIAL SECURITY COLLABORATION

An Inter-American Committee to Forward Social Security was established on 12 December 1940. Leading administrators of American social security institutions and diplomatic representatives, who were attending the inauguration of the Workers' Hospital in Lima, met under the chairmanship of the Peruvian Minister of Health, Labour and Social Welfare to consider the institution of a permanent organ of collaboration among American countries in the field of social security, operating in relation with the International Labour Office.

The result of their deliberations is embodied in a series of resolutions, which received the unanimous support of the representatives of the national social security institutions of Bolivia, Chile, Ecuador, Peru, and the United States, and of the diplomatic representatives of Argentina, Brazil, Colombia, Mexico, and Venezuela.

The social security standards adopted by the international labour conferences organised by the International Labour Office have been taken as the bases for the future action of the new Committee.

The Committee has asked the International Labour Office to secure the collaboration of the social security institutions which were not represented at Lima. All the countries concerned are members of the International Labour Organisation. The Committee has further requested the International Labour Office to undertake the preparation of a handbook of social security standards and the presentation of an analysis of the various approaches to social security which have been and are being developed in the different countries.

The Pan-American Sanitary Bureau has offered its co-operation to further the Committee's work.

The text of these important resolutions and declarations of support is as follows:

INTER-AMERICAN COMMITTEE TO FORWARD SOCIAL SECURITY

The undersigned, whose qualifications and representations are stated opposite their signatures here below, assembled in the Auditorium of the Workers' Hospital of the National Social Insurance Fund of Peru, in Lima, the twelfth day of December of the year one thousand nine hundred and forty, invited by the Chairman of the Board of Directors of the said Fund, Minister of Public Health, Labour and Social Welfare of the Republic of Peru, adopted the following resolutions:

Resolution I.

That there be constituted an Inter-American Committee to Forward Social Security to make possible a systematic and continuous exchange of information among the social security institutions of the American countries, which might serve as a basis for the future organisation of an Inter-American Conference on Social Security.

That this Committee operate in relation with the International Labour Office.

Resolution II.

That the Committee adopt the principles underlying the resolutions on social security approved by the Labour Conferences of the American Countries which are members of the International Labour Organisation, held in Santiago de Chile in January 1936 and in Havana in December 1939.

Resolution III.

That the Committee request the International Labour Office to secure the collaboration of the social security institutions which are not represented at this meeting.

That the Committee also request the International Labour Office to consider the establishment of a General Secretariat and the location of headquarters.

Resolution IV.

That the Committee make arrangements with the International Labour Office to prepare, in co-operation with the social security institutions of the American countries, first, a manual of information covering actuarial, statistical, administrative, and all other standards involved in the most efficient application of social security, and, second, an analysis of the various approaches to social security which have developed and are developing in the various nations of the world.

Transient Resolution.

That a provisional Secretariat to the Committee be appointed in Lima to deal with all matters which should be submitted to it, pending the creation of the General Secretariat as provided for by Resolution III.

CONSTANTINO J. CARVALLO,
Minister of Public Health, Labour
and Social Welfare of the Republic
of Peru, Chairman of the Board of
Directors of the National Social
Insurance Fund of Peru.

CARLOS QUINTANA,
Ambassador of the Argentine Re-
public, specially appointed.

PEDRO HIDALGO GONZÁLES,
Manager of the Private Employees'
and Workers' Insurance Fund of the
Republic of Ecuador.

MANUEL MANDUJANO,
Counsellor of the Workers' Insurance
Fund of the Republic of Chile.

JORGE FERNANDEZ STOLL,
Director of Labour and Social Wel-
fare, Vice-President of the National
Social Insurance Fund of Peru.

SALVADOR ALLENDE,
Minister of Health of the Republic of
Chile, Chairman of the Board of
Directors of the Workers' Insurance
Fund of Chile.

ARTHUR J. ALTMAYER,
Chairman of the United States Social
Security Board.

VICTOR ANDRADE,
Manager of the Workers' Insurance
and Savings Fund of Bolivia.

JOSE VIZCARRA,
Chief of the Valparaiso Polyclinic of
the Workers' Insurance Fund of
Chile.

EDGARDO REBAGLIATI,
Managing Director of the National
Social Insurance Fund of Peru.

Declaration I.

The International Labour Office, represented by its Director, Mr. John G. Winant, assisted by Mr. Osvald Stein, Chief of the Social Security Section of the said Office, endorses the establishment of the Inter-American Committee to Forward Social Security and will provide its facilities for the accomplishment of the Committee purposes.

JOHN G. WINANT,
Director of the International
Labour Office

OSVALD STEIN,
Chief of the Social Security Section
of the International Labour Office

Declaration II.

The diplomatic representatives of the Republics of the United States of Brazil, of Colombia, of the United States of Mexico, and of the United States

of Venezuela, attending on behalf of their Governments the inauguration of the services of the Workers' Hospital of Lima and invited to this meeting, note with pleasure the establishment of the Inter-American Committee to Forward Social Security and express their willingness to report and recommend these resolutions to their respective Governments.

LUIZ LEIVAS BASTIAN PINTO,
Chargé d'Affaires of the United
States of Brazil.

MOISÉS SAENZ
Ambassador Extraordinary and Pleni-
potentiary of the United States of
Mexico.

EDUARDO RESTREPO SAENZ,
Ambassador Extraordinary and Pleni-
potentiary of Colombia.

FRANCISCO VETANCOURT ARISTIGUIETA,
Envoy Extraordinary and Minister
Plenipotentiary of the United States
of Venezuela.

Declaration III.

The Pan-American Sanitary Bureau, represented by its special delegate, Dr. Anthony Donovan, expresses its congratulation for the work which the Inter-American Committee to Forward Social Security intends to accomplish and offers its co-operation to facilitate the achievement of its high purposes.

ANTHONY DONOVAN,
Special Delegate of the Pan-American
Sanitary Bureau.

OPENING OF A WORKERS' HOSPITAL IN PERU

The formal opening of the Workers' Hospital, built by the Peruvian National Social Insurance Fund, took place in Lima on 8 December 1940. The new hospital constitutes both a great practical achievement and a symbol of a modern programme of health security. The occasion had therefore not only a national, but also an inter-American significance, and accordingly the leading social security administrators of American countries were among those invited to join in the ceremony, which was held under the joint auspices of the Peruvian Government and the International Labour Office.

The Lima hospital is the first and largest of a network of 13 hospitals which the Social Insurance Fund is constructing at strategic points throughout Peru for the treatment of insured persons and their families. This network will be supplemented by 29 clinics, 55 rural first-aid posts, and 10 travelling dispensaries. It is intended that the medical benefits of the insurance system shall be provided, as far as possible, at the clinics, which will be served by groups of specialists, with adequate facilities for diagnosis and treatment. Periodical medical examinations of the insured population will be a feature of the preventive work of the Social Security Fund.

The hospital network represents an investment of 18 million gold soles. The difficult problem of furnishing this large sum has been solved in a novel manner, within the finances of the Social Security Fund. The scheme will be put into force, region by region, as soon as the preparations for providing medical and hospital treatment have been completed. In the meantime the State pays its subsidy, amounting to about 2 per cent. of the wages of the insured population, and the employers pay a contribution which is likewise equal to 2 per cent. of wages, these resources being applied to the building and equipment of hospitals and clinics; but the workers do not begin to contribute until the scheme is ready to grant benefits. With the opening of the Lima hospital, the scheme will go into effect immediately for the insured population of Lima and Callao, and month by month in 1941 for successive departments and provinces.

At the ceremony by which the hospital was formally handed over to the workers of Lima and Callao, Dr. Edgardo REBAGLIATI, General Manager of

the National Social Insurance Fund, traced the historical development of social insurance, and showed how it had come to be recognised that health insurance, in order to fulfil its purpose of bringing modern preventive and curative medicine to the workers, must supplement and enrich the country's equipment in hospitals. Dr. Salvador ALLENDE, Chilean Minister of Health, after conveying the greetings of the President and people of Chile, recalled the solidarity of spirit and action which permeated the struggles for American independence, and demanded that the American countries should now take the lead in "raising the banner of human solidarity as the symbol and goal of a new civilisation".

Mr. John G. WINANT, Director of the International Labour Office, stressed the need for friendly co-operation among the American countries in order to achieve a more constructive social order, and especially the value of sharing one another's experience of social insurance, still something of a novelty for the Western Hemisphere. In this connection he referred to the American Labour Conferences arranged at Santiago de Chile and Havana by the International Labour Office in its capacity as "the only official international agency through which Governments, employers, and workers are organised and implemented to work towards a greater realisation of social justice".

Mr. Arthur ALTMAYER, Chairman of the United States Social Security Board, showed how social security, by raising the level of health and welfare, diminishes internal tensions and strengthens national stability and unity. Moreover, social security makes better neighbours of the American countries, both in the economic sphere, by increased trade resulting from the greater purchasing power of the workers, and in the spiritual sphere, as the expression of a common desire to work for the life, liberty, and happiness of mankind. The representatives of the social security institutions of Ecuador and Bolivia, Messrs. Pedro HIDALGO GONZALEZ and Victor ANDRADE also spoke and expressed their admiration for the achievement and policy symbolised by the new Workers' Hospital.

Dr. Manuel PRADO, President of the Republic of Peru, in the course of his reply, outlined, and illustrated with examples, the social policy which his Government is pursuing, and which comprises, besides social insurance, the raising of the level of wages, a wide variety of public health measures, and steps to improve nutrition and housing. In his peroration he declared that he drew strength for carrying out this policy from his faith in the democratic creed, and from "the voice and thought of America, which points to social justice as the goal and watchword of its peoples".

THE PERUVIAN SOCIAL INSURANCE SCHEME

It may be convenient to recall very briefly the main features of the Peruvian social insurance scheme as established by the principal Act, No. 8433 of 12 August 1936, and the amending Act, No. 8509 of 23 February 1937.¹

Scope.

Insurance is compulsory for all wage earners under 60 years who earn under 3,000 gold soles a year; it is voluntary for domestic workers and independent workers. Salaried employees who are affiliated to a provident fund are exempt.

Compulsorily insured persons may, by paying a supplementary contribution, secure medical benefits for their dependants.

Benefits.

(1) *Sickness*.— Benefits in kind: general and special medical care, hospital care, medicine for 26 weeks. Cash benefit: from third day of incapacity, 50 per cent. of wages for first 4 weeks, then 40 per cent. for next 22 weeks; benefit may be prolonged up to 52 weeks in all in special cases.

¹ For further details, see *Industrial and Labour Information*, Vol. LXII, No. 10, 7 June 1937, p. 421 and Vol. LXXI, No. 9, 28 Aug. 1939, p. 286.

(2) *Maternity*.—Benefits in kind: as for sickness. Cash benefit: 50 per cent. of wages for 6 weeks before and 6 weeks after childbirth; milk allowance, or free milk, for 8 months.

(3) *Invalidity*.—Benefits in kind: at discretion of Fund. Benefits in cash: pension of 40 per cent. of wages to insured persons who have lost two-thirds of their working capacity and have paid 260 weekly contributions, with higher rates, up to 60 per cent., if more contributions are paid; supplements for wife and children.

(4) *Old age*.—Pension of 40 per cent. of wages at 60 years to insured persons who have paid 1040 weekly contributions, with higher rates, up to 60 per cent., if more contributions are paid, and lower rates for persons entering insurance at over 40 years of age and so paying fewer contributions; supplements for wife and children.

(5) *Death*.—Lump sum equal to 50 per cent. of one year's wages, divided among widow and dependent children.

Contributions.

Worker: $1\frac{1}{2}$ per cent. of wages; employer: $3\frac{1}{2}$ per cent. of wages; State: 1 per cent. of wages.

The State assigns, in addition, the produce of certain taxes on drink, tobacco, etc., worth about 0.8 per cent. of wages. The employer pays his own and the worker's contributions weekly, using stamps. Insured persons are divided into 10 wage classes for purposes of contribution and benefit rates.

Investment of Reserves.

Provided the conditions as to safety and adequate yield are satisfied, the reserves of the Social Insurance Fund are to be employed preferably in investments which promote in some way the health of the insured population, such as medical equipment (hospitals, etc.), workers' dwellings, farm land settlements, etc.

Administration.

The National Social Insurance Fund is managed by a Governing Body comprising: the Minister of Health, Labour and Social Welfare with the Directors of the Divisions of Health and Social Insurance; two employers' representatives; two workers' representatives; one representative of the medical profession; and the Manager of the Fund.

WORKERS' ORGANISATIONS

TRADE UNION COLLABORATION IN SOUTH AFRICA

In a broadcast delivered on 22 August 1940, Mr. W. B. Madeley, South African Minister of Labour, made the following statement on the collaboration which has been established between the South African Government and the South African trade unions.

One of my first thoughts upon accepting office in the present Government, as a representative of the labour movement, was to ensure that the Government should take the trade unions into its confidence and should afford them every opportunity of giving practical expression to their determination to assist in conducting the war to a successful conclusion.

In pursuing this object, I am happy to say that I have enjoyed the greatest possible degree of co-operation from my colleagues in the Cabinet. One of the first official acts of the Prime Minister was to meet a deputation representing the South African Trades and Labour Council. At that inter-

view pledges of co-operation were exchanged, and it was made quite clear that the Government could rely on active support from the Labour movement.

The Government on its side has been careful to honour the undertakings given by the Prime Minister at the interview to which I have just referred. No step which might affect the workers' interests has been taken without consulting their representatives.

When the first set of national emergency regulations was issued provision was made to protect the livelihood of the workers who go on active service by requiring their employers to give them leave of absence, to re-engage them on the termination of hostilities. I am happy to say that the great majority of employers have signified their willing acquiescence in this decision.

As the country's war machine was put into operation, use was made of the accumulated knowledge and experience of leading trade unionists, who willingly gave their services without remuneration to the various committees formed by the Director-General of War Supplies.

Realising the paramount need to speed up war production, the workers have agreed to innovations which in times of peace would have evoked the strongest opposition. They do not do things by halves. Having pledged themselves to the maximum war effort, they have loyally assisted the Government in putting South African industry on a war footing.

The Minister referred to the provision made in the engineering industry for the introduction of semi-skilled workers, known as emergency workers, to speed up munitions and armament production.

The public should realise what it means to the labour movement to agree to these emergency measures. In ordinary circumstances they would feel bound to resist any scheme so fraught with danger to existing wage standards and conditions of employment. The fact that, instead of opposing, they have co-operated is a measure of their determination to allow nothing to stand in the way of ensuring the final defeat of the enemy. They realise that if democracy fails the trade unions fall, and the world would enter a dark age.

In recognition of the workers' readiness to co-operate, the Government is prepared to take special steps to protect wage standards and employment conditions.

When hostilities cease the demobilisation of specially trained technical workers will be arranged, in consultation with the officials of the Labour Department and the trade unions, to ensure that the reabsorption of these workers into civil life is effected without dislocating established standards.

The end of the war will doubtless bring with it many other labour problems. I am confident that when the time comes these problems will be solved in the same spirit of mutual understanding and co-operation which is such an outstanding feature of the present-day relations between the Government and organised industry.

I am hoping that, as a result of our experiences in this war, all sections of the community will realise the necessity for the establishment of a new social order and a new relation between human and human, and that the conditions of life of the people must be the first consideration of any Government.¹

¹ *Cape Times*, 23 Aug. 1940.

STATISTICS

Explanatory Notes

Periodical Statistics of Cost of Living, Wages, Unemployment, Employment and Hours of Work

In accordance with the plan adopted in January 1940, the periodical statistics on the subjects of unemployment, employment, hours actually worked, wages and cost of living will be presented in rotation, one set every three months. Thus the first month in each quarter, January, April, July and October, the tables on cost of living and food prices will be shown; the second month in each quarter the tables on wages; and for the third month in each quarter the tables on unemployment, employment, and the hours actually worked. This arrangement, however, is naturally subject to the condition that significant additions to the tables as previously published can be made from the statistical sources available.

The introductory texts to these tables which give the principal points in the method of compilation of the different statistics are published all together in the present number; these texts will be repeated in the first number of each volume (in January and July).

* * * *

The data given in the periodical tables of the *Review* have been compiled by the International Labour Office from figures published or communicated by the statistical authorities of the various countries; in a few cases, statistics compiled by non-official bodies have been used. Most of the series given in the form of index numbers have been computed by the Office on the base 1929=100.¹ There are many differences in the methods of compilation of these statistics in different countries, the more important of which are indicated as far as possible in the table headings. Account of these must be taken in interpreting the figures, but, on the whole, the statistics give a reliable picture of fluctuations in time, and it is between these that international comparisons can most usefully be made.

In the tables referring to employment, unemployment, hours actually worked, and average wages, an essential distinction has

¹ In the case of series not dating back to that year, the index figures have been computed on the base of the year nearest to 1929, and printed in italics.

been made between the different kinds (or sources) of statistics. Each kind constitutes a more or less appropriate measure of the phenomenon dealt with, and is subject to special qualifications, which are mentioned in the following notes. The *economic scope* of each series² is indicated by mention of the main economic groups (agriculture, mines, industries, transport, commerce and services, and administration) covered, in accordance with the classification used by the Office.³ The mention of one of these groups does not necessarily mean that the statistics cover all the branches of which it is composed, but that they cover at least the most important of them; when a group is represented only by one or two branches of small importance (for example, "mines" by quarries, or "transport" by tramways), it is not mentioned in the heading. In some tables, these indications are completed by mention of the *categories of employees* covered (wage earners and salaried employees; skilled and unskilled workers; men and women). These distinctions should not be taken in too strict a sense; some of them are based on conceptions capable of rather widely differing interpretation from country to country. Finally, the mention at the foot of the columns of the *number of persons* covered by the statistics at a recent date makes it possible to estimate approximately the extent to which the series is representative, by comparing the figure given with the total number of workers in the category or economic group in question.

Except where otherwise stated, monthly and quarterly figures relate to the middle or end of the month; the figures relating to the first day of the month or quarter are quoted in the Office tables as referring to the previous month; figures covering the average of a quarter are given against one of the months of the quarter, with supplementary explanations in a footnote.

Separate figures for the different economic branches (expenditure groups in the case of cost-of-living indexes) are published in the *Year-Book of Labour Statistics*.

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 figures".

The sign ° signifies: "covering men only".

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

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

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

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

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

Figures in *brackets*: series subject to certain reservations.

² This is not indicated in the unemployment table, on account of the technical difficulties involved in certain cases.

³ Cf. *Year-Book of Labour Statistics*, 1939, p. VII, for details.

COST OF LIVING AND FOOD PRICES

The tables published periodically in the *Review* include:

- (a) Index numbers of the cost of living in general;
- (b) Index numbers of retail food prices.⁴

The object of cost of living index numbers is to show the fluctuations in the purchasing power of money or in average retail prices, calculated with reference to the expenditure necessary to maintain a given standard of living or type of consumption; they are usually compiled by weighting the prices, absolute or relative, of a certain number of articles of common consumption according to their relative importance. Average prices are recorded regularly (in a more or less large number of towns in each country), and the weights are based either on the results of family budget enquiries, on theoretical budgets, or on estimates of the total consumption of, or total expenditure on, the items in question in the whole country during a given period.

As a result of the many variations which are found in the methods of computing cost-of-living index numbers (for example, in regard to geographical scope, the groups of expenditure represented in the general index and the items included in each group, etc.), the indexes are far from being equally reliable and representative of price movement. In any case, the indexes can be used only to measure *fluctuations* in time of the cost of living in a given country, and not to compare the *levels* of the cost of living in different countries at any given time.

The series of index numbers in the table have been recalculated for the most part by the International Labour Office on the uniform base 1929=100. This change of base has been effected by dividing the index for each date by the corresponding index for 1929 (annual average) and multiplying the quotient by 100. This procedure may perhaps give rise to some slight inaccuracies, owing to the methods by which many of the indexes are compiled, but these errors are at most very slight, except when the fluctuations of the indexes reach a certain amplitude.

The headings of the table show the original base period of the indexes, the main groups of expenditure covered in the general indexes—food, heating and lighting, clothing, rent, and miscellaneous—and the number of towns in which prices are recorded (in some cases this number varies according to the expenditure group).

WAGES

The statistics of wages given in the periodical tables of the *Review* are intended to show the nominal value of wages per worker as well as the fluctuations in wages both nominal and real (that is, account being taken of changes in the cost of living or the purchas-

⁴ In some countries the index given under food prices includes also certain articles of lighting and heating which it has not been possible to exclude; moreover in two of these countries, no general index being available, the index of food and fuel and lighting appears also under the heading cost of living. Index numbers of the groups "heating and lighting", "clothing", and "rent", not covered in these tables, are given in the *Year-Book of Labour Statistics*.

ing power of money); they are given under three different headings:

- (a) Wages per hour—that is, for a fixed unit of time;
- (b) Wages for a normal period of work—the week—as fixed by legislation, collective agreements, or custom;
- (c) Wages for a certain period of time—day, week, or month—based on hours or days actually worked on the average by the workers employed during this period.

Thus, under (a) hourly wages only are considered, while under (b) differences in the normal duration of work between countries and from year to year are taken into account, and under (c) the influence of overtime and of short time are also taken into consideration. •

Different kinds of statistics have been used in order to obtain these different series, each kind lending itself more or less appropriately to this purpose.

The *statistics of rates* enable wages per hour and wages per normal week to be compiled—tables (a) and (b). They are based on the conditions laid down in collective agreements or decisions of arbitration courts or other authorities, or fixed unilaterally by the employers, or are merely the wages recognised by custom. As a rule these standard rates apply only to adult time workers and normal hours of work; the degree in which they are representative of wages paid to all workers in the occupation in question is limited, and varies from one country to another. In countries in which the collective regulation of wages is widespread and the rates fixed are generally applied, the data may be considered to be representative of actual wages. In some countries the rates are described as “minimum” rates, but this expression cannot always be taken in its strict sense. The general averages are usually weighted according to the numerical importance of the occupations covered, and in some cases according to the region concerned, at a specified date.

(b) *Statistics of earnings* furnish data on wages per hour as well as wages per working day, week, or month—tables (a) and (c). The data are usually based upon the payrolls of a number of representative establishments⁵; they express the average wages per worker actually paid (including bonuses, allowances, etc.) to all time and piece workers in the establishments covered for hours actually worked. As the number of establishments covered by the statistics is not usually complete, and may include an undue proportion of those which offer more favourable conditions of remuneration, the averages obtained may not be always fully representative of the wage level of the whole body of workers in the branches in question. Average earnings per hour or per day are generally obtained by dividing the total wages paid during a given period by the number of man-hours or man-days worked during that period, and earnings per week by dividing the total wages paid in a given week by the number of workers employed during that week. Fluctuations in average earnings are therefore due not only to changes in rates of remuneration, indicated in the statistics of rates, but also

⁵ These statistics correspond to what are termed *statistics of establishments* in the other tables.

to changes in the structure of the samples upon which they are based. In some countries, the general averages are weighted according to the numerical importance of the various branches at a specified date, in order to eliminate, to some extent, the influence of structural changes. Sometimes also the chain method has been used in order to eliminate the effect of variations in the number of establishments covered.

(c) *Statistics of insured wages* furnish data on wages per day or per working week—table (c)—and are compiled from social insurance statistics, either by dividing the total amount of insured wages by the number of days worked, or from the numbers of persons insured whose wages fall within certain ranges, from which an average wage can be computed. These statistics usually give lower averages than the statistics of rates or earnings, because insurance schemes generally set an upper limit above which the wage is not taken into consideration, and also because the total number of insured persons includes certain classes of lower-paid workers which are often neglected in other statistics.

From the above statement it follows that the data on hourly wages given by the statistics of rates are not exactly comparable with those given by statistics of earnings. The same applies to the data on wages per day or per week given by the statistics of earnings and by those of social insurance. Comparisons between these different kinds of statistics must therefore be made with certain reservations. It should also be noted that the category of workers covered by the statistics of rates and of earnings is as a general rule wage earners only, while certain statistics based on social insurance cover, at least in part, salaried employees.

The *index numbers* which appear in the middle and lower sections of the tables have mostly been calculated by the Office. Those of *money wages* are either directly computed from the absolute amounts given in the upper part of the tables, or obtained by converting published index numbers to the common base.

A number of new indexes compiled by the Office have been added in order to obtain series which are more comparable internationally. Thus, certain series have been obtained by combining into one general series separate series limited to certain categories of workers—e.g. men and women; skilled and unskilled; etc. — by applying to the component series a weight representing their importance in the base period; other series have been calculated by converting the original data into another unit of time, with the help of statistics of hours actually worked, either, for example, by dividing earnings per day by hours worked per day, to obtain an index of hourly earnings, or by multiplying hourly rates by hours actually worked per week, to obtain an approximate index of weekly earnings. As these calculations are to a certain degree approximate, it has not been considered appropriate to give here the absolute amounts on which these indexes have been based.

The index numbers of *real wages* (showing the purchasing power of wages) are obtained by applying the cost-of-living index numbers (given in another table) to the index numbers of money

wages. On account of the differences in the methods of calculating cost-of-living indexes, and the consequent variation in their reliability and sensitivity, the index numbers of real wages must be regarded as less exact than those of money wages. It should be noted also that too great importance should not be attached to slight fluctuations which they may undergo as a result of seasonal movements of prices reflected in the cost-of-living indexes. In some cases, the cost-of-living index numbers relate to a single town, while the statistics of money wages cover the whole country or certain areas; in such cases the index numbers of real wages are given in brackets.

UNEMPLOYMENT

The statistics of unemployment given in the periodical tables of the *Review* are intended to show two aspects of the fluctuations in unemployment:

(a) The *number* of persons seeking work or registered as unemployed in certain occupations. Fluctuations in this number are determined—like the fluctuations in the number of employed persons—by many factors: on the one hand, those connected with cyclical and seasonal fluctuations of economic activity; on the other hand, general population movements and changes in the social structure.

(b) The *percentage* unemployed — that is, the number unemployed in relation to the total number of employable persons in the branches of economic activity under consideration. This measures the “degree” of unemployment and eliminates the effects of general population movements and changes in social structure.

These statistics generally relate only to wholly unemployed persons; the few series referring to partial unemployment offer only a very imperfect measure of that phenomenon.⁶ Even within this limit, however, the figures available vary considerably as to completeness and reliability. Their validity depends chiefly on their scope, which in turn is determined by the degree of development and competence of the institutions providing the data, and on the definition of “unemployed” adopted by these institutions. Six main *types of statistics* may be distinguished:

(a) *Compulsory unemployment insurance statistics.* The scope of these statistics is laid down by the insurance legislation; an unemployed person is generally—as in the statistics mentioned under (b) and (c)—a person registered at the insurance institution in accordance with administrative regulations, usually with a view to the acquisition, in due course, of benefit. The percentage is obtained by comparing the number of unemployed with the number of insured persons. Subject to the observation that the legislation and administrative regulations governing the insurance scheme may be amended from time to time, these statistics may be regarded as generally the most complete and reliable.

⁶ Some information on partial unemployment is contained in the statistics of actual hours of work, particularly in the figures relating to the distribution of workers according to the number of hours worked.

(b) *Voluntary unemployment insurance statistics.* With regard to these statistics it must also be borne in mind that as the insurance is voluntary its scope may change gradually in the course of time, particularly during periods of depression and as a result of changes in the conditions of insurance. Absolute numbers may therefore be without great significance, and changes in the numbers of workers covered, if large, may influence the significance of percentages. Further, conditions for registration and receipt of benefit may differ, and this may influence the statistics.

(c) *Trade union fund statistics.* The remarks made under (b) apply with greater force to statistics of this type. The scope of these figures depends on the development of the trade union funds and the widely varying conditions governing the recording of unemployed workers and the payment of benefits to them. The statistics may thus be fairly satisfactory in some countries, and incomplete and somewhat unreliable in others.

(d) *Trade union statistics.* These series are based on reports compiled by trade unions of the numbers of unemployed among their members, irrespective of whether they are in receipt of benefits or not; they give the percentage of the total trade union membership so recorded. Their scope varies with the extent of the trade union movement; the definition and degree of accuracy of the term "unemployed" may also vary widely.

(e) *Employment exchange statistics.* These data are obtained from the number of applicants or of applications for employment registered at the exchanges. When registration at the employment exchanges is entirely voluntary, the scope of the figures obtained is determined partly by the manner in which the system of exchanges is organised, and partly by the extent to which workers are accustomed to register and the advantages which registration brings them. As these factors vary widely, the statistics are often unreliable. Where registration is one of the conditions for acquisition of the right to unemployment benefit, under a compulsory or a voluntary system, the figures are comparable in reliability with insurance figures. This applies also, in practically the same degree, to exchanges operating in connection with large unemployment relief schemes, as long as the conditions for the granting of relief are not subjected to important changes. When the statistics are such that they can be compared with the corresponding number of employable workers, obtained from some other source, particularly from social insurance statistics, the percentage of unemployment can be computed.

(f) *Estimates.* These statistics, compiled by official or industrial organisations, are generally based on one or more of the series discussed above, corrected, if necessary, by taking account of certain factors.

The *economic scope* of these different statistics is somewhat difficult to ascertain. In general, mining and industry are the most fully represented, transport and commerce often less fully, and agriculture still less. Most of the statistics are also limited, in the main, to wage earners, and refer to a less extent to salaried employees.

EMPLOYMENT

The index numbers of employment given in the periodical tables of the *Review* are intended to show changes in the level of employment on the one hand in *industry* (generally manufacturing industries, including building and construction) and, on the other, in *economic activity* as a whole (usually excluding agriculture). The series limited to industry are the most homogeneous in scope⁷, and consequently the most comparable internationally. These series give in many cases two measures of employment: numbers employed and total hours worked. The series of a general character vary in scope from country to country⁸ and are therefore comparable only with important reservations. These series relate only to numbers employed.

The index numbers of *numbers employed*—tables II and III (a)—show the fluctuations in the total number of persons employed, generally represented by the total recorded at a specified date, or sometimes by the average number during a given period, no distinction being made between persons working full time and those working more or less than full time. Fluctuations in these numbers are due principally to cyclical and seasonal fluctuations in economic activity (including action by the public authorities) and to general movements of the population and changes in its structure; the last two factors may raise the indexes considerably in the course of a few years. These series do not as a rule throw any light on the proportion of employable workers actually in employment (degree of employment).

The indexes of *total number of hours worked* in industrial employment—table III (b)—show changes in total hours during a specified period—for example, a month, a quarter, or some other period falling within a month or a quarter. These series thus indicate the changes in the “volume of employment”, taking account not only of the number of persons employed, but also of fluctuations in their hours of work.

Most of the index figures in these three tables have been computed by the Office either from the absolute figures or by transferring the base of the original series.

The data are obtained from statistics of different types:

(1) *Compulsory social insurance statistics* (generally sickness or accident insurance). These give the number of insured persons or of contributions paid, and thus constitute a measure of the number of persons in employment (unemployed persons being exempt from the obligations to pay contributions). The statistics constitute a

⁷ The chief difference in scope in these series is that in certain ones (indicated by a note) building and construction is not covered; owing to the importance of this industry and the fact that changes in employment in this branch are often different from those in manufacturing industries, its exclusion may have a marked effect on the employment index.

⁸ The difference in scope of these series is indicated in the headings to the table. It will be seen that most of these series cover industry, mining, and, to a varying degree, transport and commerce; agriculture is included only in a few series.

kind of complete and continuous census, but their scope is determined by the provisions which regulate the insurance scheme and by any changes that may be made in it.

(2) *Unemployment insurance statistics.* Where the insurance is compulsory, the numbers employed are obtained by deducting the number of unemployed from the total number of insured workers. The scope of the figures is subject to the same limitations as that of data derived from other branches of compulsory insurance; further, the significance of the number of unemployed depends on the provisions relating to registration, which is generally connected with the acquisition of the right to unemployment benefit; in many cases, also, figures of the total number of insured persons are not regularly kept up to date. Where the insurance is voluntary, its scope is liable to fairly wide variations, and indexes can be calculated only from the percentages unemployed; they then indicate fluctuations in the *degree*, not changes in the level, of *employment*.

(3) *Statistics of establishments.* These are based on the numbers of workers on the payrolls of certain establishments at a given date in each month or quarter, and sometimes also on the total number of hours worked during a specific pay period. Two different types of statistics are to be distinguished:

Type A: Statistics covering all industrial establishments which fulfil certain conditions (e.g. having more than 5 or 10 employees; using motive power; having an annual output of more than a certain value): these data are taken either from *ad hoc* statistics or from statistics of industrial production which give also the numbers employed. These indexes closely reflect fluctuations in employment, subject to small errors due to the exclusion of certain small establishments.

Type B: Statistics relating to a sample of selected establishments, which sample may be large or small and more or less constant. In order to allow for variations in the number of returns received, the indexes are compiled either by relating the figures at each date to those of the same establishments at the basic date, or by means of chain indexes (comparing the figures received for each date with those of the same establishments at the preceding date, and then compiling a chain of ratios). It is difficult, in any case, to ensure that the sample of establishments is always equally representative of the trends resulting from general population movements and structural changes; usually the series in question take only a part of these factors into account, and they may for this reason be subject to a small bias which, being cumulative, may become appreciable after several years.

Type A/B: In certain cases in which statistics of *Type A* are available only at long intervals and with a certain delay in publication, the Office has combined them with statistics of *Type B*, which are available more frequently and more rapidly; the combination has been made either by chaining or by interpolation. Series of this type are shown in the table as *Type A/B*.

HOURS ACTUALLY WORKED

Statistics of hours actually worked given in the periodical tables of the *Review* show either:

Table (a) the average number of hours worked per worker (per day, week, fortnight, or month), or

Table (b) the percentage distribution of workers working a certain range of hours.

These statistics all refer to *industry* (excluding building in certain cases and including mining in two cases). They are based on reports from selected establishments and vary in their degree of representativeness from country to country.

Statistics of the *average number of hours worked per worker* are generally obtained by dividing the total number of man-hours worked in the establishments covered during a certain period by the total number of man-days worked during this period (in the case of data expressed in hours per day), or by dividing the total number of man-hours worked during the week, fortnight, or month, by the total number of workers on the payroll during the same period (in the case of data expressed in terms of these time units). In a few cases, approximate data on average hours per worker have been computed by the Office from the data of *table (b)* by taking for each range of hours two representative figures, one based on a relatively low average and the other on a relatively high average; by weighting these figures an average duration falling within two limits is obtained (figures shown in brackets). The lower half of *table (a)* gives index numbers of average hours worked computed by the Office on the basis $1929=100$; in two cases the figures for 1929 have been estimated from other sources in order to give index numbers on this base.

Statistics of the *percentage distribution of workers by hours worked* are based either upon the hours worked by each worker during a specified period or upon estimates of the time during which the establishments or their branches, shops, or groups of workers, have been at work. The ranges of hours adopted vary from country to country, but the Office has regrouped the figures so as to give three or four ranges as uniform as possible.

Finally, it should be noted that the series expressed in different periods of time (day, week, etc.), both those of average hours and those of distribution by hours worked, cannot be transformed into a uniform period owing to such circumstances as the varying number of days in different months, the Saturday half-holiday, the method of compiling the number of workers on the payroll, and fluctuations in the labour turnover; similarly, the amplitude of the fluctuations in the index numbers given in *table (a)* depends to a certain extent on the unit of time in which they are expressed.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES

(Base : 1929 = 100)

Country	Argentina	Australia	Belgium	Brazil	Bulgaria	Burma	Canada	Chile	China
Towns & localities	Buenos Aires	30	59	Rio de Janeiro	12-67 ¹	Rangoon	69	Santiago	Shanghai
Original base (= 100)	X. 1933	1923-1927	1921	1928-1929	1914	1931	1935-1939	III. 1928	1936
(a) Cost of living									
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	*	100	100	100
1930	101	95	104	91	92	*	99	99	115
1931	87	85	93	88	80	100	90	98	112
1932	78	81	84	88	74	98	81	104	106
1933	83	78	83	87	68	90	78	130	95
1934	78	80	79	94	64	87	79	130	95
1935	83	81	80	99	60	89	79	132	97
1936	91	83	85	114	57	88	81	144	103
1937	93	85	92	123	58	89	83	162	122
1938	92	87	94	128	60	88	84	169	157
1939	93	89	93	—	62	86	84	171	209
1939: Nov.	94	89 ²	96	—	63	86	85	180	262
Dec.	98	*	97	—	63	88	85	180	313
1940: Jan.	98	*	99	—	64	88	85	177	335
Feb.	96	90 ²	101	—	65	90	85	178	389
March	96	*	101	—	65	92	86	181	379
April	97	*	103	—	65	—	86	186	376
May	97	93 ²	—	—	65	—	86	189	394
June	97	*	—	—	65	—	87	195	—
July	97	*	—	—	66	—	87	194	463
Aug.	—	—	—	—	67	—	87	197	456
Sept.	—	—	—	—	—	—	88	207	496
Oct.	—	—	—	—	—	—	89	—	—
Nov.	—	—	—	—	—	—	—	—	—
(b) Food									
1929	100	100 ³	100	100	100	*	100	100	100
1930	102	90	96	88	82	*	98	96	118
1931	89	79	81	84	64	100	77	87	107
1932	73	77	69	90	59	97	64	97	99
1933	81	72	69	88	56	87	63	124	86
1934	73	75	65	98	56	84	69	125	87
1935	81	77	67	102	55	88	70	130	91
1936	94	79	73	115	56	87	73	144	99
1937	96	82	80	128	59	91	77	172	120
1938	91	85	82	128	64	88	77	180	133
1939	92	89	80	—	67	86	75	177	190
1939: Nov.	94	89	83	—	67	85	78	192	247
Dec.	98	87	84	—	68	87	78	192	315
1940: Jan.	96	87	87	—	68	88	78	187	335
Feb.	93	88	90	—	69	91	78	190	390
March	94	89	88	—	69	—	78	195	362
April	95	91	91	—	68	—	78	201	354
May	95	90	—	—	69	—	77	204	380
June	95	90	—	—	69	—	78	208	—
July	95	90	—	—	70	—	78	202	481
Aug.	—	90	—	—	71	—	78	206	469
Sept.	—	—	—	—	—	—	79	224	527
Oct.	—	—	—	—	—	—	81	—	—
Nov.	—	—	—	—	—	—	—	—	—

Composition of the indexes: a= Food; b=Heating and lighting; c= Clothing; d= Rent; e= Miscellaneous.

¹ 1929-1930: 65 towns. Monthly indexes: 12 towns.² Quarterly averages.³ Including heating.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (*cont.*)

(Base : 1929 = 100)

Country	Colombia	Costa Rica	Czecho-Slovakia	Denmark	Egypt	Estonia	Finland	France	Germany ¹
Towns & localities	Bogota	San José	Prague	Whole country	Cairo	Tallinn	36 ²	45 dep.	72
Original base (= 100)	II. 1937	1936	VII. 1914	1935	I. 1913-VII. 1914	1913	1935	1930	1913-1914
(a) <i>Cost of living</i>									
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	*	*	100	100	100	100	100	*	100
1930	*	*	98	96	98	89	92	100	96
1931	*	*	93	90	91	86	85	97	88
1932	*	*	92	90	87	80	84	91	78
1933	*	*	91	92	83	75	82	87	77
1934	*	*	90	96	84	74	80	83	79
1935	*	*	92	99	86	75	81	78	80
1936	*	100	93	101	86	84	81	86	81
1937	100	106	94	104	85	89	86	102	81
1938	113	107	99	106	87	93	88	117	82
1939	118	108	—	109	87	95	90	—	82
1939: Nov.	116	107	—	*	90	97	*	—	82
Dec.	115	107	—	118	91	99	*	*	82
1940: Jan.	115	106	—	*	90	107	98	*	82
Feb.	116	106	—	*	91	109	*	—	83
March	119	106	—	129r	91	112	*	*	84
April	119	106	—	*	91	112	106r	*	84
May	118	106	—	*	—	113	*	—	85
June	117	106	—	136	—	—	*	*	85
July	115	106	—	*	—	—	108	*	86
Aug.	112	106	—	*	—	—	*	—	86
Sept.	113	106	—	—	—	—	*	*	85
Oct.	112	—	—	*	—	—	*	*	85
Nov.	—	—	—	*	—	—	—	—	—
(b) <i>Food</i>									
1929	*	*	100	100	³ 100	100	100	*	100
1930	*	*	94	92	94	82	86	100	94
1931	*	*	86	79	85	71	77	97	84
1932	*	*	82	76	79	64	80	89	74
1933	*	*	79	79	72	61	80	84	73
1934	*	*	76	85	80	60	78	79	76
1935	*	*	79	91	84	62	81	72	77
1936	*	100	81	92	80	71	80	82	79
1937	100	107	81	95	79	76	87	99	79
1938	112	105	83	98	82	80	88	113	78
1939	120	105	—	100	80	82	91	—	79
1939: Nov.	116	100	—	*	82	83	98	—	79r
Dec.	114	100	—	107	82	85	98	*	79
1940: Jan.	114	98	—	*	82	91	101	*	80r
Feb.	117	97	—	*	84	96	105	—	80r
March	121	97	—	112	83	98	109	*	83r
April	120	97	—	*	84	98	112	*	82
May	119	96	—	*	—	97	113	—	83
June	118	96	—	117	—	—	109	*	84
July	115	98	—	*	—	—	109	*	85
Aug.	111	97	—	*	—	—	112	—	86
Sept.	111	97	—	—	—	—	113	*	84
Oct.	109	—	—	*	—	—	—	*	82
Nov.	—	—	—	*	—	—	—	—	—

Composition of the indexes: a=Food; b=Heating and lighting; c=Clothing; d=Rent; e=Miscellaneous.

¹ Territory before 1938.² Until 1936, 21 towns.³ Including heating and soap.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (*cont.*)

(Base : 1929 = 100)

Country	Gr. Britain & N. Ireland	Greece	Hungary	India		Indo- China	Iran N.B. ¹	Ireland	Italy
Towns and localities	24-509	44 ²	Budapest	Bom- bay	Ahmed- abad	Saigon	7	105	50
Original base (= 100)	VII. 1914	XII. 1914	1913	VII. 1933- VI. 1934	VII. 1926- VII. 1927	1925	21. III. 1936- 20. III. 1937	VII. 1914	VI. 1928
(a) Cost of living									
Composition of the index	a-e	a-e	a-d	a-d	a-e	a, d, e	a-e	a-e	a-e
1929	100	100	100	*	100	100	*	100	100
1930	96	87	91	*	90	107	*	97	97
1931	90	100	86	*	77	93	*	91	87
1932	88	106	83	*	78	81	*	89	83
1933	85	114	77	*	74	75	*	86	80
1934	86	116	76	100	73	69	*	87	76
1935	87	117	78	100	73	69	*	89	77
1936	90	121	82	101	73	70	100	91	83
1937	94	131	87	106	78	83	116	97	91
1938	95	130	88	106	73	95	131	98	98
1939	96	130	87	106	75	97	140	101	—
1939: Nov.	105	132	87	109	84	100 ³	141	109	—
Dec.	106	133	87	113	87	*	145	*	—
1940: Jan.	108	134	89	114	84	*	146	*	—
Feb.	109	134	90	112	81	—	149	112	—
March	109	135	90	110	80	*	150	*	—
April	110	138	90	110	80	*	—	*	—
May	110	140	92	111	79	—	—	116	—
June	114	144	92	111	82	*	—	*	—
July	113	144	94	113	—	*	—	*	—
Aug.	114	145	94	—	—	—	—	117	—
Sept.	115	—	—	—	—	*	—	*	—
Oct.	117	—	—	—	—	*	—	*	—
Nov.	—	—	—	—	—	—	—	—	—
(b) Food									
1929	100	100	100	*	100	100	*	100	100
1930	94	87	85	*	83	105	*	95	94
1931	85	100	78	*	67	82	*	87	82
1932	82	108	74	*	69	68	*	83	78
1933	78	118	65	*	65	62	*	78	73
1934	79	120	62	100	63	54	*	80	70
1935	81	122	66	103	64	57	*	83	72
1936	84	129	70	107	63	60	100	87	77
1937	90	141	76	114	70	78	116	92	85
1938	91	138	77	113	64	97	123	94	92
1939	92	137	75	114	67	97	131	96	—
1939: Nov.	102	139	76	119	78	96 ³	130	105	—
Dec.	102	140	76	126	82	*	134	*	—
1940: Jan.	105	141	78	123	77	*	140	*	—
Feb.	105	141	78	124	74	—	139	105	—
March	103	141	79	121	74	*	142	*	—
April	103	145	80	121	74	*	—	*	—
May	103	150	82 ²	122	73	—	—	107	—
June	109	157	83	124	76	*	—	*	—
July	106	158	84	127	—	*	—	108	—
Aug.	107	160	—	—	—	—	—	*	—
Sept.	110	—	—	—	—	*	—	*	—
Oct.	112	—	—	—	—	*	—	*	—
Nov.	—	—	—	—	—	—	—	—	—

Composition of the indexes: a=Food; b=Heating and lighting; c=Clothing; d=Rent; e=Miscellaneous

¹ National Bank.² Until end of 1930: 106 towns, excluding clothing and rent.³ Quarterly averages.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (*cont.*)

(Base : 1929 = 100)

Country	Japan			Latvia	Lithuania	Luxemburg	Mexico	Netherlands	Netherlands Indies	New Zealand
	I. C. ¹	O.A.S. ²	B.J. ³							
Towns and localities	24	13	Tokyo	Riga	104	9	Mexico	Amsterdam	Batavia	4-25
Original base (= 100)	VII. 1937	VII. 1914	VII. 1914	1930	1913	1914	1934	X. 1923-IX. 1924	I. 1929	1926-1930
(a) Cost of living										
Composition of the index	a-e	a-e	a-c, e	a-e	a-e	a-c	a-c	a-e	a-e	a-e
1929	*	*	100	r *	100	100	*	100	100	100
1930	*	*	86	100	89	102	*	96	*	98
1931	*	98 ⁴	75	94	83	91	*	90	*	90
1932	*	100	75	86	71	79	*	84	62 ⁴	84
1933	*	103	80	79	61	79	*	83	*	79
1934	*	106	82	77	57	76	100	83	*	81
1935	*	110	84	76	50	74	108	81	52 ⁴	83
1936	*	113	88	77	51	75	114	79	49 ⁴	86
1937	100	118	96	84	56	79	139	82	52	92
1938	110	126	110	90	57	81	153	83	53	95
1939	121	135	123	94	60	81	155	84	53	98
1939: Nov.	129	142	130	96	65	82	159	86	53	102
Dec.	131	142	132	96	68	82	155	87	54	101
1940: Jan.	133	144	136	97	70	83	157	87	54	100
Feb.	137	—	138	99	73	83	160	88	55	101
March	139	—	140	100	76	82	161	89	55	101
April	143	—	143	99	76	83	158	—	54	101
May	144	—	145	101	77	—	157	—	55	102
June	146	—	145	101	77	—	157	—	55	102
July	—	—	147	—	78	—	158	—	55	102
Aug.	—	—	146r	—	—	—	155	—	—	104
Sept.	—	—	—	—	—	—	—	—	—	105
Oct.	—	—	—	—	—	—	—	—	—	—
Nov.	—	—	—	—	—	—	—	—	—	—
(b) Food										
1929	*	*	100	r *	100	100	*	100	100	100
1930	*	*	85	100	80	100	*	93	*	96
1931	*	94 ⁴	74	88	71	85	*	84	*	83
1932	*	100	78	74	58	69	*	73	46 ⁴	77
1933	*	103	79	71	49	70	*	74	*	72
1934	*	110	81	68	46	66	100	76	*	76
1935	*	120	84	66	38	65	107	73	41 ⁴	82
1936	*	125	91	66	41	66	114	74	38 ⁴	86
1937	100	131	95	74	48	71	137	78	42	94
1938	110	140	103	78	48	74	158	80	44	98
1939	123	153	—	80	49	74	156	80	44	104
1939: Nov.	136	168	126	82	51	73	157	84	44	111
Dec.	133	168	130	83	53	73	152	85	45	109
1940: Jan.	—	171	137	85	55	73	154	85	45r	106
Feb.	—	—	137	88	58	74	157	86	46	105
March	—	—	137	90	63	72	156	87	46	105
April	—	—	138	88	63	74	154	—	45r	106
May	—	—	139	88	64	—	152	—	45	106
June	—	—	138	87	64	—	154	—	44	106
July	—	—	143r	—	65	—	151	—	—	106
Aug.	—	—	141	—	—	—	151	—	—	106
Sept.	—	—	—	—	—	—	—	—	—	108
Oct.	—	—	—	—	—	—	—	—	—	—
Nov.	—	—	—	—	—	—	—	—	—	—

Composition of the indexes: a=Food; b=Heating and lighting; c=Clothing; d=Rent; e=Miscellaneous.

¹ Imperial Cabinet.² Osaka Asahi Shimbun Co.³ Bank of Japan.⁴ Average calculated for a period of less than one year.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (*cont.*)

(Base: 1929=100)

Country	Norway	Palestine	Peru	Poland	Portugal	Rumania I.E.R. ¹	Southern Rhodesia	Spain	Sweden Soc. ²
Towns and localities	31	3	Lima	Warsaw	Whole country	Bucharest	6	Madrid	49
Original base (=100)	VII. 1914	I. 1922	1913	1928	VI. 1914	1936	1914	VII. 1939	1935
(a) Cost of living									
Composition of the index	a-e	a, b, e	a-e	a-e	a, b, e	a-e	a, b, d	a-e	a-e
1929	100	100	100 ³	100	100	*	100	*	100
1930	97	89	96	92	95	*	100	*	97
1931	92	80	90	82	84	*	96	*	94
1932	90	82	86	74	83	*	92	*	92
1933	89	79	83	67	83	*	87	*	91
1934	89	80	85	62	83	*	86	*	91
1935	91	79	86	60	84	*	85	*	92
1936	93	84	90	58	86	100	85	71 ⁴	93
1937	100	88	96	62	89	108	88	*	95
1938	103	85	97	61	86	114	90	*	98
1939	104	86	96	—	81	131	90	—	99
1939: Nov.	108	94	98	—	82	147	91	102	*
Dec.	110	94	99	—	83	149	91	107	105 ⁵
1940: Jan.	110	95	100	—	83	153	91	113	*
Feb.	113	92	100	—	83	159	91	111	*
March	117	91	101	—	82	166	92	112	109
April	118	88	101	—	83	174	92	113	*
May	119	90	102	—	84	177	92	—	*
June	119	—	103	—	84	180	92	—	114
July	120	—	104	—	84	185	91	—	*
Aug.	120	—	106	—	85	189	91	—	*
Sept.	129	—	106	—	87	—	—	—	116
Oct.	—	—	105	—	88	—	—	—	*
Nov.	—	—	—	—	—	—	—	—	*
(b) Food									
1929	100	100 ⁶	100	100	100 ⁶	*	100 ⁶	*	100
1930	96	89	99	86	95	*	95	*	93
1931	88	80	93	76	84	*	89	*	86
1932	85	82	90	67	83	*	87	*	83
1933	83	79	87	60	83	*	84	*	81
1934	84	80	93	54	83	*	83	*	81
1935	87	79	93	51	84	*	82	*	85
1936	91	84	99	50	86	100	81	61 ⁴	89
1937	100	88	109	56	89	112	83	*	91
1938	104	85	106	54	86	119	85	*	95
1939	106	86	100	—	81	141	84	—	99
1939: Nov.	112	94	101	—	82	163	83	104	101 ⁵
Dec.	113	94	103	—	83	165	84	112	103
1940: Jan.	113	95	104	—	83	172	84	114	104
Feb.	116	92	103	—	83	182	85	111	107
March	121	91	104	—	82	187	85	117	109
April	123	88	104	—	83	195	86	118	110
May	125	90	106	—	84	202	86	—	113
June	124	—	109	—	84	207	85	—	114
July	125	—	110	—	84	219	84	—	115
Aug.	126	—	113	—	85	227	84	—	113
Sept.	—	—	113	—	87	—	—	—	115
Oct.	—	—	112	—	88	—	—	—	—
Nov.	—	—	—	—	—	—	—	—	—

Composition of the indexes: a=Food; b=Heating and lighting; c=Clothing; d=Rent; e=Miscellaneous.

¹ New index based on a family budget for 6 persons (1934 study of the Central Statistical Institute) Institute of Economic Research. ² Socialstyrelsen. ³ Up to September 1933, excluding heating. ⁴ VII. 1936.⁵ New index based on a family living study of 1933 and linked up with the old index. ⁶ Including heating and lighting.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (concl.)

(Base : 1929 = 100)

Country	Switzer- land	Tunisia	Turkey	Union of South Africa	United States		Uru- guay	Vene- zuela	Yugoslavia	
					B.L.S. ¹	N.I.C.B. ²			N.B. ³	C.L. ⁴
Towns and localities	34	Tunis	Istanbul	9	32-51	51-174	Monte- video	Cara- cas	Bel- grade	3 (Croatia & Slavonia)
Original base (= 100)	VI. 1914	VII. 1914	I-VI. 1914	1938	1923- 1925	1923	1929	1933	1926	VII. 1914

(a) Cost of living										
Composition of the index	a-d	a-e	a-e	a-e	a-e	a-e	a-e	*	a-c, e	a-e
1929	100	100	100	100	100	100	100	*	100	100
1930	98	100	92	98	97	97	100	*	92	92
1931	93	96	87	94	89	87	100	*	87	85
1932	86	83	85	90	80	78	99	*	81	77
1933	81	76	76	87	76	75	93	*	79	68
1934	80	73	75	89	79	79	93	*	75	61
1935	80	69	69	88	81	82r	96	*	74	60
1936	81	79	70	88	82	84r	96	*	74	61
1937	85	96	71	91	85	88	98	*	78	65
1938	85	111	70	94	83	86	98	*	87	69
1939	86	—	—	94	83	85	103	*	90	70
1939: Nov.	88	—	72	94	*	85r	105	*	96	78
Dec.	88	*	—	94	83	107	100	*	97	78
1940: Jan.	90	*	75	95	*	85	107	*	100	80
Feb.	90	—	77	96	*	85r	107	*	101	85
March	90	*	—	96	83	85	108	*	106	87
April	91	*	—	96	*	85r	107	*	108	89
May	92	—	—	97	*	85r	107	*	109	92
June	93	*	—	97	83	86	—	*	112	91
July	94	*	—	97	*	85r	—	*	113	94
Aug.	94	—	—	97	*	85r	—	*	118	93
Sept.	—	*	—	—	—	86	—	*	124	—
Oct.	—	*	—	—	*	86	—	*	129	—
Nov.	—	—	—	—	*	86	—	*	—	—

(b) Food										
							5			
1929	100	100	100	100	100	100	*	100	100	
1930	97	—	83	96	95	98	*	90	91	
1931	90	93	72	91	78	96	*	85	83	
1932	80	77	66	83	65	97	*	77	76	
1933	75	72	55	86	63	91	100	73	64	
1934	74	70	59	90	71	91	91	69	60	
1935	73	64	57	88	77	96	89	69	60	
1936	77	74	60	88	78	95	91	70	62	
1937	83	92	61	89	81	96	94	74	67	
1938	83	108	59	93	75	92	96	83	74	
1939	85	—	—	93	74	97	—	85	74	
1939: Nov.	88	—	64	92	74	100	—	88	85	
Dec.	88	*	—	93	73	102	—	88	85	
1940: Jan.	89	*	68	93	74	102	—	90	88	
Feb.	89	—	70	94	75	102	—	90	95	
March	89	*	—	95	74	103	—	93	95	
April	91	*	—	96	75	102	—	96	98	
May	92	—	—	97	75	102	—	97	103	
June	93	*	—	96	76	—	—	98	100	
July	93	*	—	96	76r	—	—	100	102	
Aug.	93	—	—	95	75	—	—	105	102	
Sept.	—	*	—	—	75	—	—	112	—	
Oct.	—	*	—	—	75	—	—	119	—	
Nov.	—	—	—	—	—	—	—	—	—	

Composition of the indexes: a=Food; b=Heating and lighting; c=Clothing; d=Rent; e=Miscellaneous.

¹ Bureau of Labour Statistics. ² National Industrial Conference Board. ³ National Bank.⁴ Chamber of Labour. ⁵ Incl. coal and soap.