

# INDUSTRIAL AND LABOUR INFORMATION

## INTERNATIONAL LABOUR ORGANISATION

### THIRD UNITED STATES-CANADIAN TRIPARTITE MEETING.

The third of a series of United States-Canadian tripartite meetings held under the auspices of the International Labour Office took place on 13 September 1941 in the New York office of the State Department of Labor.<sup>1</sup> The meeting discussed the question of labour conditions in defence contracts on the basis of a report prepared by the Office.

The chair was taken by Mr. Carter Goodrich, Chairman of the Governing Body of the International Labour Office. Those attending included, for the United States: Dr. I. Lubin, Commissioner of Labor Statistics, Department of Labor, Special Assistant to the President of the United States; Mr. A. F. Hinrichs, Acting Commissioner of Labor Statistics, Department of Labor; Miss Frieda S. Miller, Industrial Commissioner, New York State; Mr. H. I. Harriman, Chairman of the New England Power Company; Mr. C. G. McDavitt, Vice-President of the New England Telephone and Telegraph Company (retired); and Mr. R. J. Watt, international representative of the American Federation of Labor; and for Canada: Dr. Bryce Stewart, Deputy Minister of Labour; Mr. A. Rive, First Secretary of the Department of External Affairs; Mr. A. R. Goldie, Vice-President and General Manager of the Goldie and McCulloch Company Ltd.; Mr. H. W. Macdonnell, Secretary, Industrial Relations Department, Canadian Manufacturer's Assn.; and Mr. Tom Moore, President of the Trades and Labour Congress of Canada. The meeting was also attended by Mr. Henry Angus, a Canadian member of the United States-Canadian Joint Economic Committee, and Mr. E. Dana Durand, a United States member of the Committee. In addition, Mr. George Thomson, a member of the General Council of the British Trades Union Congress, was present and described the experience of Great Britain in dealing with the various problems involved in determining labour conditions on Government work.

### EGYPT AND THE VOCATIONAL TRAINING RECOMMENDATION

The Egyptian Government has informed the International Labour Office of the view taken by the Government services concerned of the

<sup>1</sup> For an account of the second meeting in the series, see *International Labour Review*, Vol. XLIII, No. 5, May 1941, p. 552. No account was published of the first meeting of the series, which was of a preparatory nature.

*Vocational Training Recommendation (No. 57)*, which was adopted by the Twenty-fifth Session of the International Labour Conference in 1939.

The policy of the Egyptian Government is in general accord with the Recommendation, the provisions of which are given effect by the system of vocational training at present in force, with the necessary adaptations to local conditions and subject to the following reservations:

- (1) the majority of industrial schools are under Government management;
- (2) compulsory education is not yet general throughout Egypt; the Government services concerned are at present engaged in a reorganisation of the school system, and the plan of reorganisation takes account of the recommendations of the Conference as regards manual work and the training of hand and eye during the period of compulsory schooling so as to facilitate future vocational guidance;
- (3) there are in Egypt special industrial or vocational schools for the two sexes, in which training is given for the occupations ordinarily followed by each sex, girls not being allowed to enter the occupations followed by boys. This arrangement is appropriate to the conditions in Egypt.<sup>1</sup>

#### PUBLICATIONS OF THE OFFICE

##### THE I. L. O. AND RECONSTRUCTION

The Report of the Acting Director of the International Labour Office, Mr. Edward J. Phelan, which will be discussed at the Conference of the International Labour Organisation opening in New York on 27 October 1941, has been published under the above title.

##### *Economic and Social Changes.*

Prefacing the Report with a broad review of economic and social trends throughout the world, Mr. Phelan analyses in some detail the changes which the war has brought in economic controls, international finance, wages, hours of work employment, and a variety of other labour questions.

"The new character and implications of war as we know it," he says, "have made social policy a central preoccupation both because of its immediate relevance to defence and because it is ultimately at the core of the issues which the war will decide." And noting the growing extension of social security in the world, he writes: "We now recognise that social security is, like political security, indivisible and that the two are inseparable."

The outstanding conclusion suggested by the foregoing survey is that throughout the world there has been a great increase in organised public control of industry, including wages and conditions of work. The nature of this control has, however, varied widely. In the totalitarian countries and the countries influenced by them, the State has absorbed the functions of the industrial organisations, and the parties concerned no longer have a decisive voice in the determination of their conditions of work and standard of life. The democracies have preferred to enlist the free co-operation of the organised forces of management and labour in making the necessary social and economic adjustments without the sacrifice of fundamental liberties and without prejudice to the rights which the workers have so hardly earned . . . The delays involved in the democratic process involve an undeniable element of danger in the present world situation, but those delays can be reduced to a minimum by determined co-operation between the interested parties, and it is the development of such co-operation which affords the brightest hope for the future government of industry on democratic lines.

<sup>1</sup> Communication to the I.L.O.

*The Future.*

After depicting the life and activities of the International Labor Organisation during the crisis, Mr. Phelan turns to the future. Noting the emergence of the social objective as the most striking difference in to-day's situation as compared with that of 1917 or 1918, he states:

The conclusion which has steadily emerged from nearly twenty years' experience is that labour legislation is not enough, that labour legislation in the old narrow sense "is only a very partial remedy for the social evils which the International Labour Organisation was created to combat" . . . What the Governments of the Members of the Organisation are determined to seek is economic security for all citizens, achieved in a manner which respects individual dignity and liberty . . . The principle of political equality which lies at the basis of the democratic system loses its value and efficacy if it is not translated economically into the life of the individual citizen.

But, he continues:

Much will depend on the spirit in which the task is approached. There is a danger that an undue emphasis on the destruction wrought by the war may inspire a spirit of pessimism as to the possibilities of effective action . . . The task needs to be approached in a robust spirit of optimism, and that such a spirit does not lack the support of authoritative economic thinking is instanced by the hope of Mr. Keynes that "we shall have learnt some things about the conduct of currency and foreign trade, about central controls, and about the capacity of the country to produce, which will prevent us from ever relapsing into our pre-war economic morass. There is no reason why most people should not look forward to higher standards of life after the war than they have ever enjoyed yet."

*The I.L.O.'s Part in Reconstruction.*

In future reconstruction, the International Labour Organisation is prepared to play an important part. Its equipment of technical knowledge and experience will be available.

The International Labour Organisation exists as an official body with its constitutional provision for workers' representation, and with detailed knowledge of the international aspects of social questions at its command. It would seem natural, in the interest of both efficiency and simplicity, that any Reconstruction Conference should turn to the International Labour Organisation in connection with the consideration of social questions and should use the Organisation as part of its machinery.

But Mr. Phelan is not content with general suggestions. He calls for a concrete programme of action.

It would seem appropriate that at a turning point in the world's history when the general social objective of economic security based on social justice is to be the mainspring of concerted political effort, the I.L.O. should be solemnly charged with its share of the task and that thereby men and women throughout the world should be given the guarantee that their Governments will vigorously pursue the effective realisation of such a policy through its instrumentality.

Such a mandate would cover:

The elimination of unemployment; the establishment of machinery for placing, vocational training, and retraining; the improvement of social insurance in all its fields and in particular its extension to all classes of workers; the institution of a wage policy aimed at securing a just share of the fruits of progress for the worker; a minimum living wage for those too weak to secure it for themselves; measures to promote better nutrition, and to provide adequate housing and facilities for recreation and culture; greater equality of occupational opportunity; improved conditions

of work; an international public works policy for the development of the world's resources; the organisation of migration for employment and settlement under adequate guarantees for all concerned; the collaboration of employers and workers in the initiation and application of economic and social measures.

*Closer International Co-operation.*

If a serious attempt is to be made to organise and run a better post-war world "which will afford the assurance that all the men in all the lands may live out their lives in freedom from fear and want", Mr. Phelan points out that both Governments and public opinion must be prepared for far more international co-operation than in the past, and for the corresponding expenditure of time, energy, and money.

Mr. Phelan concludes his Report with a strong reaffirmation of the Organisation's determination to meet the challenge of this time.

The war has brought destruction and horror of an intensity and extent beyond any experience in history. But it has brought together the common people of the world: it has brought a keen realisation of their interdependence and of the interdependence of the four great freedoms. They know that so long as nations must arm against the menace of attack, the illimitable resources of the earth's bounty and the vast possibilities of science and invention must be turned from their true purpose. They are aware that as fear is removed from the lives of nations, the wealth of the world can be made available for the lives of men. They are conscious of the difficulties to be overcome, but they are equally conscious that though the challenge is formidable the opportunity is great. They are determined that when aggression and oppression have been driven from the earth, men must build better than men have built before. Already the social objectives have been set by countless authoritative pronouncements. Overwhelming opinion declares that they can and must be achieved. If that unity of aim and purpose is maintained and if it is inspired by a devotion and earnestness equal to those which the challenge of war has evoked, these objectives can be pursued with confident hope of ultimate success. The International Labour Organisation is, as Mr. Winant pointed out in his Resignation Report, the "instrument for orderly social change" of "the Governments, employers, and workers of the free democratic countries of the world", and is thus peculiarly fitted to initiate and guide the international action which is required. If the Organisation takes its responsibilities courageously, if it acts with faith and with energy, then, in the concluding words of Mr. Winant's message, "with God's will and a just cause" it will not fail.

WARTIME DEVELOPMENTS IN GOVERNMENT-EMPLOYER-WORKER COLLABORATION

Under the above title, the International Labour Office has published a report on the methods of collaboration between the public authorities, workers' organisations and employers' organisations, the subject which forms the second item on the agenda of the New York Conference of the International Labour Organisation. The report forms a supplement to that originally prepared as a basis for discussion for the regular session of the Conference which it had been proposed to hold in 1940.

The report describes the institutions and procedures which have been set up and developed during the war, for the furtherance of the war effort and national defence, in the field of collaboration between public authorities and employers' and workers' organisations. It contains a series of chapters covering the experience of some of the democratic countries which are bearing the brunt of the war effort in varying degree — Great Britain, Australia, Canada,

India, New Zealand, the Union of South Africa, and the United States of America. Reviewing events in continental Europe, the Report shows the developments in countries which have preserved their free institutions, occupied countries which have maintained something of the methods of free co-operation that existed before the war, and countries in which the institutions of free collaboration have been destroyed or reduced to impotence. In the concluding section an attempt is made to review the fields in which wartime collaboration has developed and some of the outstanding features of this collaboration.

In a separate volume, the International Labour Office has published a revised edition of Part V of the report on "Methods of Collaboration between the Public Authorities, Workers' Organisations and Employers' Organisations", which is entitled "Suggestions for Discussion by the Conference". In this volume it presents a small number of points which seem to be particularly appropriate for international discussion at the present time. The suggestions are preceded by short summaries of the essential elements of each problem and of the methods of collaboration actually applied or proposed; the suggestions take the form, according to the nature of the problem, of statements or questions.

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## ECONOMIC CONDITIONS

### RECENT INDUSTRIAL DEVELOPMENT IN INDIA

Indian industry is reported to have expanded considerably as a result of the war. In addition to substantial increases in production in branches that had already been established before the war, various types of articles not previously produced are being manufactured at the present time. Large deliveries are made from India of supplies to the British Empire countries east of Suez in accordance with the arrangements made as a result of the Eastern Group Conference which met at Delhi in October 1940. Reference has already been made in these pages<sup>1</sup> to the steps taken for the expansion of training facilities in order to secure an adequate supply of skilled workers for the production of war material. Detailed information on the present industrial development has not been published for obvious reasons, but some estimate of its extent may be formed from particulars given in recent press reports.<sup>2</sup> A summary of such information, together with a brief account of the organisation set up by the Government for the co-ordination of war supplies, is given below.

#### *The Eastern Group Conference.*

The object of this conference, it may be recalled, was to make the British Empire countries of the Eastern Group (India, Australia, New

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIV, No. 1, July 1941, pp. 72-74 and No. 3, Sept. 1941, p. 327.

<sup>2</sup> *Indian Information* (New Delhi), 15 Dec. 1940; *The Statesman* (Calcutta), 22 Aug. 1941; *The New York Times*, 15 Sept. 1941.

Zealand, the Union of South Africa, Southern Rhodesia, Burma, Malaya, Hong Kong, Ceylon, Palestine, and the East African territories represented in the East African Governors' Conference) as far as possible self-supporting for war supply purposes. The Conference led to the formulation of a joint policy, in accordance with which these countries might work together as a single block for the production of war materials by the co-ordination of their existing and potential productive capacity. It was assisted by a special mission sent out by the British Ministry of Supply with the object of enabling India not only to meet the needs of its own defence but to make an increasing contribution to the general war effort of the Empire, especially in respect of equipment and supply for the forces in the Middle East and east of Suez.

The Eastern Group Supply Council was established in February 1941 in India, that country being selected as the main base for co-ordinated operation on strategic and geographical grounds. Through a central provision office (a military organisation staffed from Great Britain, India, Australia, New Zealand, and South Africa) applications are made for those military requirements which the units of the Eastern Group cannot get for themselves.

In an article in *The Times* (London) of 1 August 1941 on war production in India it was observed:

India submitted for the Council's examination the demands which had been made for thousands of articles covered by the term "war supplies"; an indication was also given of Indian capacity in respect of each article; and the Council was asked for instructions on the allocation of demands . . . Already, in the short time since the Council was established, it has almost completed the allocation of existing demands, and is ready to deal with new demands now flowing in. Of future demands India is certain to secure an important share, for the Imperial Forces will certainly draw their supplies from the nearest market. Except in a very few instances, in which time is not the all-important factor, the Council will place in India orders which cannot be satisfied in group countries adjoining theatres of war. Not Palestine, East Africa, or Egypt on the western side, nor Burma and Malaya on the eastern, can produce the range of articles and the necessary quantities to the same extent as India . . . The same holds good more or less when India is related to Australia and South Africa. Like India, these two countries have the means for large munitions production, and at the same time demands so great as to absorb their totals.

As a measure of the scope of this undertaking it may be mentioned that from the beginning of the war up to the end of September 1940 the Government of India had already placed orders to the total value of approximately 565,000,000 rupees. Over 108,000 contracts were placed during the first fourteen months of the war for the United Kingdom, Empire countries, certain non-Empire countries, such as Iraq and Egypt, and India's own defence forces. The orders included aeroplane hangars, electric plant and machinery, X-ray apparatus, hospital furniture, boots and shoes, timber, foodstuffs, batteries and cells, lubricating oils, brushware, acids and heavy chemicals, cigarettes and tobacco, a large number of items of textiles and engineering stores, and soap.

#### *Organisation of Supply.*

The establishment of a Department of Supply as part of the responsibility of the Law Member of the Viceroy's Executive Council was announced by the Government on 26 August 1939. A War Supply Board was also set up, the functions of which were to take such steps as might be necessary to ensure that supplies of all kinds required for the prosecution of the war were available with the utmost speed, and to co-ordinate the activities of all Government departments and commercial firms or organisations to that end. The Board could, however, only make recommendations, but it was reorganised in November 1939 and empowered to take decisions. While neither the Department of Supply nor the Board was required to deal with supplies needed for normal trading purposes, arrangements were made to give priority assistance to Indian traders in order

to enable them to import goods essential for the war effort from the United Kingdom. Indian industrial interests were invited to nominate representatives to function as liaison officers in the Supply Department. By this means close contact was maintained between the Government and business and commercial interests.

In May 1940 a liaison officer was appointed in India for the British Ministry of Supply (Iron and Steel Control). In June the Supply Department was reorganised again and expanded, the responsibility for certain important sections of the Master General of the Ordnance Branch of Army Headquarters being transferred to the Member for Supply of the Viceroy's Council.

The pressure of demands was so great, however, that the Government decided to place, as from July 1940, the whole of the supply organisation under unified direction and control. This was done through a War Supply Board, with the Supply Member of the Viceroy's Council as president and the Director-General of Supply as vice-president. The organisation now functions through two main branches, one under a Director-General of Munitions Production responsible for armaments and ammunition, steel production, and all metals, and the other under a Director-General of Supply responsible for all other supplies, including textiles, leather, timber, and miscellaneous stores of all kinds. A panel of non-official industrialists has been associated with the Director-General of Munitions Production with a view to co-ordinating the maximum capacity of the country's steel and engineering potentialities and harnessing them to the war machine. The supply organisation has moreover been extended to six Provinces (Bengal, the Punjab, United Provinces, Sind, Bombay, and Madras), a Controller of Supplies, with an advisory committee of representatives of industry attached to him, being appointed in each of them for the planning procuring, and shipping or delivery of all types of supplies that can be secured or manufactured in his area in accordance with orders.

In July 1941, it may be added, when the Viceroy's Council was enlarged, a separate portfolio of supply was instituted and an industrialist of considerable experience appointed as Member for Supply. An advisory National Defence Council was also set up at the same time, including representatives of commerce, industry, and labour.<sup>1</sup>

#### *Extent of Present Production.*

*Munitions supply.* The small but highly organised ordnance factories have not only greatly increased the output of those articles which they used to produce before the war but have developed new lines with the assistance of 250 trade workshops and 23 railway workshops. These auxiliary establishments have undertaken the production of 700 different items of munitions supply, consisting of 20,000,000 individual articles. The manufacture of practice ammunition for anti-tank rifles has also been undertaken, and the problem of fabricating complete parachutes is under investigation. Rifles, machine-guns, small-arms ammunition, and guns up to six-inch howitzers are made in large quantities.

*Armoured vehicles.* Armour plate, not produced in India before, is now, after an exhaustive series of tests, being manufactured successfully. Thousands of motor vehicles of more than 50 types are to be delivered before the end of 1941, ranging from completely armoured vehicles to those with wooden bodies. A suitable type of chassis has been selected by experts and is being imported in the necessary quantities. The output has been planned of some 3,000 armoured fighting vehicles within a year for India's own requirements.

*Iron and steel.* In 1939-40 the output of pig iron was 1,838,000 tons, and that of finished steel 1,066,000 tons, showing an increase of nearly 300,000 tons of pig iron and over 100,000 tons of finished steel over the corresponding figures for 1938-39, the last complete year before the war. One firm alone is manufacturing every month 50,000 tools of varied types for the army in addition to structurals, rails, galvanised sheets, and a large tonnage of special

<sup>1</sup> The new Executive Council was to be constituted in October 1941 and the Advisory Council earlier.

bars for the production of shells. Development work has been in progress on the production of special alloy steel sheets for the manufacture of helmets for the Indian fighting forces, steels for armour-piercing bullets and shells, spring steels for machine-guns, and deep stamping steels for rifles and machine-gun magazines.

Electric cables for "degaussing" merchant ships are also being manufactured. Other items include wire and strand for the army and the Royal Air Force both in India and the Near East, and for ordnance factories; wire, nails, bars, etc. for the army and ordnance requirements, steel millrolls, which had previously been obtained almost exclusively from the United States and the Continent of Europe, and special grades of tin plates.

The steel industry is reported to be able to meet the whole requirements, in all but special steels, of India's defence forces with a substantial exportable surplus. The manufacture of steel buildings, engineering supplies, and many items of weapons and ammunition is now well under way by civil industry, as well as by Government factories.

The Member for Supply of the Viceroy's Council, in his account of the progress made during the last two years in producing war materials, stated that before the war gauges were required mainly by the ordnance factories, and almost all machine tools were imported. At the present time the railway tool rooms alone were producing 1,000 gauges weekly, and even with this production supply was inadequate. In the manufacture of machine tools a start had been made and 54 firms had been licensed to produce them. Lathes, drilling, shaping, planing, slotting, and hawk-saving machines, furnaces, power blowers, and sand-blasting plant were among the machine tools, plant, and equipment now being made in India for the first time, and the output was estimated at about 400 units per month.

*Other minerals, metals, ores, etc.* Over forty minerals, ores, etc. are produced in the country. The most important, in addition to iron and steel, are coal, manganese ore, gold, mica, petroleum, salt, and copper, produced to the total annual value, in each case, of over 4,000,000 rupees. Next in importance are saltpetre, chromite, clays, kyanite, ilmenite, magnesite, ferro-manganese, gypsum, monazite and steatite, followed by the group comprising diamonds, barytes, ochres, fullers' earth, asbestos, silver, graphite, zinc ore, bauxite, feldspar, apatite, bentonite, beryl, corundum, wolfram, tantalite, and others. The annual value of the production of the minerals in these two groups ranges from 1,000 to 1,500,000 rupees.

*Production of aircraft.* The Hindustan Aircraft Company has started production. This company was recently established at Bangalore in Mysore State with an issued capital of 7,000,000 rupees, the Government of India as well as the Government of Mysore being among the partners.<sup>1</sup>

*Construction of docks and small naval vessels.* Steps have been taken for the construction of floating docks for the use of the British Admiralty, and Indian shipyards are building large numbers of small craft, from mine sweepers to lifeboats. The manufacture of propelling machinery for warships has also been undertaken, and a project for the building of large merchant vessels is under consideration.

*Cotton and woollen textiles.* The cotton and woollen textile industries are producing in 1941 approximately 324,000,000 yards of cloth for garments, and the output of ordnance clothing factories is more than 4,000,000 garments a month. The whole woollen industry has been taken over to manufacture uniforms, blankets, etc. By December 1940 over 1,500,000 blankets, more than 10,000,000 yards of khaki drill, 1,200,000 cotton shirts, and 2,500,000 pairs of socks had been sent overseas. The production of military uniforms and made-up clothing, already 17 times the average pre-war production in 1940, is expected to be still further increased.

Many of the demands from abroad have already been met for medical dressings, including bandage, lint and field dressings, mosquito nets, and numerous other textile goods.

<sup>1</sup> *The Hindu* (Madras), 1 Apr. 1941.



Over 3,000,000 yards of an entirely new type of fabric known as cotton jute union fabric, produced in India, have been supplied to the United Kingdom. Indian mills are turning out over 400 items of cotton and woollen textiles.

*Electrical goods.* Rapid progress has been made in the last few years in the manufacture of electrical goods. Indian firms are producing induction motors, air-raid sirens, batteries and dry cells, lamps, heaters and immersion heaters, fans, reflectors, insulators, and bulbs.

*Chemicals and drugs.* Owing to extended indigenous production, a large number of drugs have been taken off the imported list, and additional factories are being built for producing more. Many chemicals and drugs, including chloroform, calcium lactate, carbolic acid, and extract *tara-xaci*, are being produced.

A plant has been set up for the manufacture of glycerine and bleaching powder, as well as a plant for the production of nitric acid from synthetic ammonia. A big plant for the manufacture of benzene and toluene from coal has been or is being put up at Tatanagar.

*Miscellaneous.* Considerable sources of antimony from local mines have been discovered. Some firms have been encouraged to set up refining plants, and it is hoped that in a short time the total supplies required will be assured from indigenous production. A Bombay firm has already made progress in the production of antimony.

Hides and skins, lac, hemp, and coir are also produced in important quantities. Over 1,300,000 pairs of boots had already been sent overseas by December 1940.

The manufacture of Portland cement was on a small scale in 1914, but at the present time over 1,000,000 tons are produced annually.

The rolling mill of an aluminium producing company is, or will shortly be, in production. The construction of a smelting plant to treat imported alumina is expected to be ready in the course of 1941. The construction of a Government plant for the manufacture of tropical and super-tropical bleaching powder has been sanctioned. Metal toes and heel tips, formerly imported from abroad, are at present being produced in the country.

A scheme for growing flax, costing 400,000 rupees, has been sanctioned by the Government and is to be proceeded with in Bengal and Bihar.

The canning of milk, cheese, and fish is to be undertaken in order to make the army in India independent of oversea supplies.

Burnt coconut shells for use in anti-gas respirators are produced in Mysore and Travancore. Buttons made of coconut shell are also produced in Mysore. Manufacturers are being encouraged to experiment in the production and use of khaki dyes from indigenous materials. The possibilities of manufacturing a glass substitute and of using sisal substitutes for cordage and rope manufacture from manilla hemp are under investigation. Paraffinum molle is being replaced by hydrogenated oil for medicinal purposes.

About 3,400,000 yards of waterproof packing paper are being manufactured by several firms in Madras, Bombay, and Calcutta, and various other goods, such as rubber buttons, canned products, tyres and tubes, hot-water bottles, numerous rubber products, fire pumps, typewriters, sewing machines, saddlery, surgical instruments, cutlery, gloves, etc., are also made.

Paints and varnishes from imported materials are manufactured, as well as several grades of road tars to the specifications of the British Ministry of Transport, pottery and refractories, cranes and simple machine tools, and raw abrasives and sulphuric acid. Factories planned before the war are producing railway equipment, barbed wire, ground-sheets, paper, glycerine, lanterns, and agricultural implements. About 500,000 tons of Indian timber are being used for war purposes.

Finally the pre-war annual export of 18,000,000 lbs. of rubber has been greatly increased. Oil seeds from which essential war materials (oils and fats) are extracted continue to be produced in large quantities, and also various forest products. In foodstuffs, in addition to large shipments of tea, barley and lentils are exported to Great Britain.

*Future Development.*

Assurances have been given by the Government of protection to new industries engaged on war production and to others not necessarily essential war industries but deserving of encouragement. Indian industries are fostered by the Government in many ways by the liberalisation of fiscal conditions, notably through the Indian Stores Department.

Reference may also be made in this connection to a debate which took place in the Council of State on 2 April 1941, when the Member for Commerce and Labour of the Viceroy's Council, referring to the question of post-war industrial readjustment<sup>1</sup>, observed that in his view the need for some sort of governmental intervention would not necessarily cease when the war was over. The debate was on a resolution submitted by a private member recommending a review of the industrial situation in the country in order to formulate a plan for future development. The resolution was amended in accordance with observations made on behalf of the Government and was then adopted without a division.<sup>2</sup>

## DEVELOPMENTS IN CHINA

Reference has previously been made in these pages<sup>3</sup> to recent industrial development in China. Further details are given below.

Up to the end of 1940 no less than 450 factories, including 168 for the manufacture of machines, equipped with machinery totalling 117,375 tons in weight<sup>4</sup>, had been removed to the interior from the coastal districts or towns on the Yangtze with assistance received from the Government, some of them owned and controlled by the State and others by private interests. The Government also paid for the travelling expenses of 12,000 skilled workers, while some 30,000 workers, in addition, were moved by means of aid received from other sources.

*Re-establishment of Industry in the Interior.*

The transfer of industry to the interior was attended with great difficulties, which were overcome by the united efforts of the management, the workers, and the public authorities. The larger motor vessels were requisitioned by the military authorities, and the machinery and equipment had to be conveyed along the Yangtze by small craft. Priority was accorded to factories producing machine tools, electrical goods, and chemicals, and to flour mills, cotton mills, and establishments engaged in the production of food and other essentials. The Government advanced considerable sums of money at low rates of interest to these factories, provided them with large consignments of raw materials and equipment obtained from abroad, and also made arrangements, as has been stated above, for the necessary supply of skilled labour to start production. Various other facilities were also given, such as the reduction of customs tariffs, the provision of special freight rates, subsidies, and bonuses, and the grant of loans to small industries and handicrafts. Chinese and foreigners were, moreover, authorised to invest in special Government companies with paid-up stocks and limited liabilities, and a part of the proceeds from the sale of savings certificates was set apart for industrial development.

<sup>1</sup> For a summary of his statement on this subject in the Legislative Assembly, see *International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 306. The proposed committee for dealing with problems of post-war industrial readjustment has now been appointed; for details see *International Labour Review*, Vol. XLIV, No. 4, Oct. 1941, p. 418.

<sup>2</sup> *The Statesman*, Delhi, 3 Apr. 1941.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLIV, No. 1, July 1941, p. 70.

<sup>4</sup> Distributed among the different industries as follows: coal, 7,457; iron and steel, 37,242 tons; mechanical, 18,587; hydraulic power, 5,375 tons; spinning and weaving, 33,116 tons; chemical, 9,756 tons; and miscellaneous, 5,842 tons.

*State Enterprise.*

The Government industrial and mining enterprises are mainly operated by the National Resources Commission, which has so far established 71 industrial and mining blocks or "units" in the interior (29 industrial, 22 mining, and 20 electrical engineering). Preference is given to the mechanical, chemical, smelting, and electrical appliances industries and to coal, iron, petroleum, and copper mining, and the extraction of minerals important for the export trade, such as antimony, tin, mercury, and tungsten. Hydraulic power is used wherever possible for supplying the new industries with current. The Gold Mining Administration was recently set up in order to increase the production of gold.

The value of the total output in 1940 of the principal industrial and mining establishments under the direct control of the Government (i.e., leaving the smaller factories and mines out of account) was estimated at 4,693,700,000 dollars (including 1,763,000,000 dollars from textiles, 1,438,000,000 from chemicals, and 280,000,000 from gold mining).

*Private Enterprise.*

At the end of 1940 the factories in the interior operated by machine power with capital of over 10,000 dollars and employing more than 30 workers numbered 1,454, comprising mechanical, 312; mining and metallurgical, 93; electrical, 47; chemical, 361; textile, 382; and miscellaneous, 259.<sup>1</sup>

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## SOCIAL POLICY

### THE REGULATION OF WAGES AND CONDITIONS OF WORK IN BELGIUM

Some account has been given in these pages of the measures taken in Belgium to ensure the stability of wages and salaries.<sup>2</sup> These regulations have been supplemented by two Orders, one dated 21 June 1941, relating to the regulation of conditions of work in general, and the other, dated 29 May 1941, which deals with wages and salaries. The new system is modelled on the German regulations respecting wages and conditions of work.

*The Regulation of Conditions of Employment.*

The Order of 21 June 1941 provides for the appointment of a General Labour Regulation Officer, whose duty it will be "to establish in the different branches of economic activity a rational system of regulation of conditions of employment and to secure the maintenance of social peace". This Officer will be assisted by committees of social experts, set up for each branch of activity, group of branches of activity, or occupation.

The Order provides in the first place that the Head of the Ministry of Labour and Social Welfare shall have power to regulate conditions of employment other than the rates of wages and salaries, the fixing of which is entrusted to the Wages and Prices Commissioner and the Head of the Ministry of Labour and Social Welfare acting in conjunction.

The Head of the Ministry, in agreement with the Wages and Prices Commissioner, is to appoint a General Labour Regulation Officer, who in the

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<sup>1</sup> *The China Weekly Review* (Shanghai) Vol. 97, No. 8, 26 July 1941.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No. 3, Mar. 1941, p. 335.

name of the Head of the Ministry and the Commissioner has authority to issue regulations and give instructions concerning conditions of employment as a whole. He also acts as chairman of the committees of social experts.

The General Labour Regulation Officer must comply with the instructions and principles prescribed for him by the Head of the Ministry of Labour and Social Welfare and the Wages and Prices Commissioner respectively. He is assisted in his work by an assistant general officer, labour regulation officers, and committees of social experts.

The duties of the General Labour Regulation Officer include the following:

- (a) To watch over the maintenance of social peace;
- (b) In conformity with the provisions of existing Acts and Royal Orders, to regulate conditions of employment for specified branches of activity, groups of branches of activity, or occupations (in particular he must take any action needed to secure the stability and normal evolution of wages and salaries and conditions of employment in general);
- (c) To give instructions concerning the clauses of the rules of employment of undertakings and individual contracts of employment or apprenticeship;
- (d) To exercise the powers delegated to him by the Wages and Prices Commissioner;
- (e) To preside over the committees of social experts either in person or through the assistant general officer or a labour regulation officer;
- (f) To assist in securing the observance of Acts, Orders, and Regulations respecting work and the workers;
- (g) To report regularly to the Head of the Ministry of Labour and Social Welfare on the situation and social requirements of the various branches of activity, and to supply the Wages and Prices Commissioner with any information required in this respect.

*Committees of social experts.* The General Labour Regulation Officer is to set up committees of social experts for particular branches of activity, groups of such branches, or occupations, taking into account any instructions issued by the Head of the Ministry of Labour and Social Welfare. The Orders setting up these committees will define their composition and competence.

The members of the committees will be appointed by the General Labour Regulation Officer, who will select them from the lists of candidates submitted by the union of wage-earning and salaried employees and the groups of employers consulted for this purpose. If the list is not submitted within ten days of the request made for it, the General Officer may *ex officio* appoint the members of the committees.

The members of the committees are consulted as experts and not as representatives of a particular group or interest.

*Supervision and penalties.* The General Labour Regulation Officer, in agreement with the Head of the Ministry or the Wages and Prices Commissioner, as the case may be, will appoint officials to ensure the observance of measures taken in pursuance of the Order. These officials will be subordinate to the Head of the Ministry or the Commissioner. They will have access to the workplaces covered by these measures, and employers and their representatives and workers must supply any information and submit any documents the officials may require for the purpose of securing observance of the regulations. In the event of a contravention, the official will draw up a report, which will be accepted as evidence in default of proof to the contrary.

Lastly, the Order fixes penalties in the case of employers who cause or allow their workers or apprentices to work in contravention of the regulations.<sup>1</sup>

#### *The Regulation of Wages and Salaries.*

The Order of 29 May 1941, which came into force on 1 June 1941, was issued jointly by the Minister of Economic Affairs, the Minister of Agriculture and Supply, the Minister of Labour and Social Welfare, the Minister of Com-

<sup>1</sup> *Moniteur belge*, Brussels, No. 185, 4 July 1941, p. 4749.

munications, and the Wages and Prices Commissioner. It applies to workers engaged under a contract of employment, to the exclusion of domestic servants and public administrative staff.

Minimum gross rates of pay have been fixed for industrial workers, agricultural workers, and salaried employees respectively, as follows: industrial workers, 5 Belgian francs per hour for adult men, 3.50 francs for adult women; agricultural workers, in cash, 3.80 francs per hour for adult men and 2.70 francs for adult women; salaried employees, 1,000 francs per month for men and 800 francs for women.

In calculating the minimum rates, reasonable account will be taken of any payments made in kind under the contract, such as board and lodging granted free of charge or on reduced terms.

The gross earnings of all workers and salaried employees are to be increased by 8 per cent., except in the case of those who received an increase in wages or salaries after 10 May 1940. The percentage increase does not apply to payments in kind. Any increase in wages and salaries beyond this limit is prohibited.

The Wages and Prices Commissioner has authority to allow exceptions. Similarly, he may fix rates of wages and salaries in general, and cancel existing contracts if he considers this necessary for economic or social reasons. His decisions are binding.

The settlement of disputes arising out of the application of the Order is entrusted to the Wages and Prices Commissioner.<sup>1</sup>

## POST-WAR RECONSTRUCTION IN INDIA

### NON-OFFICIAL PARTICIPATION IN THE WORK OF THE INTER-DEPARTMENTAL COMMITTEE

At the first meeting, held in June 1941, of the inter-departmental committee to deal with post-war industrial reconstruction in India, to which reference has already been made in these pages<sup>2</sup>, the scope of the work of the different sub-committees was determined, and it was also decided to secure the co-operation in their deliberations of non-official industrial and commercial bodies in the country and of labour. Four such sub-committees were set up, to deal respectively with labour and demobilisation, disposal of stocks and contracts, public works policy, and trade, international trade policy and agricultural development; their work will be co-ordinated by the main committee.

#### *Non-official Participation.*

The four planning committees, which will be presided over by the Secretaries of the Departments of Defence, Supply, Labour, and Commerce respectively, will consist of representatives of the central, provincial, and State Governments and non-official representatives of commercial and industrial interests and of labour, the exact composition of each committee being determined by the nature of the work involved. A proposal was also approved that a consultative committee of economists drawn from the different universities in the country and presided over by the Economic Adviser to the Government should be set up. The main committee will receive the reports of the other committees and will guide their deliberations, when necessary, but their recommendations will be considered by the Governor-General in Council for necessary action.

<sup>1</sup> *Idem*, No. 152, 1 June 1941, p. 3990.

<sup>2</sup> *Cf. International Labour Review*, Vol. XLIV, No. 4, Oct. 1941, p. 418.

*Labour and Demobilisation.*

As regards labour and demobilisation, it was stated that it would be necessary: (a) to set up at once a proper statistical service for ascertaining the increase in the volume of employment in the industries primarily affected by war demands, *e.g.*, ordnance and clothing factories, engineering, textiles, etc.; (b) to consider the extent to which labour which was at present employed but might be thrown out of employment when peace returned could be absorbed back into employment without retraining, the scale on which retraining would have to be undertaken, as well as the arrangements therefor, should retraining be found necessary, and the desirability of making provision for relief works, together with the conditions of employment on such works; (c) to keep in close touch with the military authorities so that demobilisation might be regulated with due regard for the requirements of employment; and (d) to consider the adequacy of the existing placing arrangements for dealing with the post-war situation.

*Public Works Policy.*

As regards public works and Government purchasing policies, it was stated:

It is not necessary to labour the point that acceleration, or contrariwise, the decline of public works expenditure and/or expenditure by Government departments generally can powerfully influence the labour market and the economic situation generally. It is, therefore, a matter of great importance to arrive at an agreed public works policy, the object of which would be to accelerate public works as the various demands for war purposes taper off. It will be obvious that different types of public works will give very different degrees of employment, direct and indirect, according to the types of labour, materials, etc., involved, and investigations of these aspects of the matter will be required before any policy can be evolved. It will also be necessary to take into account the possible acceleration of housing projects, etc., and of considering ways and means of stimulating private capital construction as fully as possible.

Of the other two planning committees, one will deal with the disposal of stocks and the regulation of production of war material on the cessation of hostilities in such a way as to avoid economic dislocation, and the other with the formulation of trade policies and the regulation of agricultural production, which will have to be determined in accordance with the international situation and the tariff policies of other countries.<sup>1</sup>

## NATIVE HOUSING POLICY IN SOUTH AFRICAN MUNICIPALITIES

On 12 June 1941 a conference was held in Johannesburg of representatives of the municipalities of the Witwatersrand, and proposals were made which indicate the possibility of a significant development in urban policy. In the past this has largely been governed by the theory that South African Natives should remain in European urban areas only for purposes of employment.

The conference met to consider the position regarding Native townships in the adjacent to towns in the Witwatersrand area, the question of the influx of Natives, and the control of this influx. The conference recommended that the municipalities should form a co-ordinating Native affairs advisory committee for the purpose of considering Native housing and administration. It agreed in principle to the establishment of "Native villages", in which Natives might purchase land freehold and build their own houses, subject to all necessary control by the local authorities. The conference recommended to the municipalities the endorsement of the resolution concerning

<sup>1</sup> *The Hindu* (Madras), 26 June 1941.

the establishment of these "villages", and also urged that the Government department concerned should be asked to give the matter early and favourable consideration.

The chairman of the conference said that there had arisen a class of Native in the towns who had thrown aside Native ideas and taken to European ones. Many Natives in the Johannesburg municipality were prepared to buy their own houses. The case frequently arose of Natives who were growing too old to work. They had paid rent for their dwelling places for many years, and had nothing to show for that money. They contended that if they had homes of their own, their children could live with them and support them, but otherwise they had nobody to live with and nobody to look after them, and they became pauperised. The pleas of such Natives to be allowed to buy homes could not be thrown aside. It was for this reason that the Johannesburg City Council had suggested the purchase of a site for a location where Natives would be able to own plots of land. The proposed site consisted of 6,000 acres, and if the Government's permission could be obtained for the establishment of a Native "village", it would be a boon to the Natives of Johannesburg.

Senator J. D. Rheinallt Jones welcomed the action of the municipalities in accepting responsibility for the proper housing of their Native population. He suggested that the conference should ask the Native Affairs Department to consider the possibility of forming a system of labour exchanges for Natives, in which the present pass system would be merged and in which the Government and municipalities would collaborate. It was agreed that this suggestion should be submitted to the co-ordinating committee.<sup>1</sup>

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## INDUSTRIAL RELATIONS

### INDUSTRIAL RELATIONS IN SWEDEN

#### BIPARTITE AND TRIPARTITE COLLABORATION

The Joint Employment Market Committee which was appointed in the spring of 1936 by the Swedish Employers' Federation and the Swedish Confederation of Trade Unions to discuss the settlement of certain industrial peace questions by way of collective agreement, and whose work led to the conclusion of the so-called General Agreement of 20 December 1938<sup>2</sup>, has continued its activities since that date. According to the programme of work agreed on, the following questions are to be examined by the Committee: apprenticeship, workers' protection, workers' pensions, standardisation of the general clauses of collective agreements, preliminary negotiations (entered into before notice is due to terminate existing agreements), longer periods of validity for agreements, more general adoption of national agreements, and arbitration in minor disputes arising out of the conclusion of new agreements. The central organisations of employers and workers have set up special committees to enquire into the questions of apprenticeship and the organisation of local safety services; the latter committee has practically completed its work and its report is expected shortly.

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<sup>1</sup> *The Star* (Johannesburg), 12 June 1941.

<sup>2</sup> Cf. *Industrial and Labour Information*, Vol. LXIX, No. 12, 20 Mar. 1939, p. 354.

The General Agreement has been adopted by most of the larger trade union federations, and the executive committees of several others have been authorised by the congresses of the federations concerned to conclude agreements with the corresponding associations on the employers' side.

Detailed negotiations have also taken place between the central organisations of employers and workers concerning the interpretation and application of the Holidays with Pay Act, which was passed in 1938, and the Act has been supplemented during the current year by a special Act on holidays in respect of military service. For the current year most of the wage agreements reached have again been based on the agreement concluded between the central organisations concerning the adjustment of wages to the cost-of-living index number.<sup>1</sup>

The occupational organisations of employers and workers have their own representatives on both the central and the local institutions set up for emergency administration purposes, such as the Central Employment Market Commission and its local bodies, the provincial labour boards, the Industrial Commission, the Fuel Commission, the Price Control Board, etc. The organisations have also taken an active part in voluntary defence work since the outbreak of war.

The National Service Act adopted in 1939<sup>2</sup> has been put into operation only as regards the sections dealing with the reorganisation (nationalisation) of the placing system and the military service of medical staff. In this connection reference may be made to an Act<sup>3</sup> concerning the extended application of the Act on conciliation in labour disputes under which conciliation officers are empowered to intervene also in wage disputes arising out of national service conditions, although militant action by the organisations is not allowed in this respect.

#### TRADE UNION POLICY

Interesting information on the policy of the Swedish trade union movement is contained in a recently published report, prepared for the September meeting of the quinquennial Congress of the Confederation of Trade Unions. This report, which deals with the trade union movement and economic life and is accompanied by proposals for new rules for the Confederation and its affiliated federations, was prepared by a special committee appointed in pursuance of a decision taken by the previous Congress, in 1936<sup>4</sup>, and consisting of representatives of the Confederation of Trade Unions and the larger trade union federations. In particular, the report defines trade union policy in regard to rationalisation, the State and the trade union movement, industrial democracy, wage policy, and trade union constitutional problems.

##### *Rationalisation.*

The report takes the view that the trade union movement cannot oppose rationalisation, but that the effects of some rationalisation schemes on employment must be watched and such measures as may be expedient and practicable taken to protect the interests of union members. The workers have a legitimate claim to reasonable compensation in the shape of better wages, shorter hours of work, and an uninterrupted annual holiday.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIII, No. 5, May 1941, p. 564.

<sup>2</sup> Cf. *Industrial and Labour Information*, Vol. LXXIII, No. 13, 25 Mar. 1940, p. 299.

<sup>3</sup> Cf. *Svensk Författningssamling*, 1939, No. 935.

<sup>4</sup> Cf. *Industrial and Labour Information*, Vol. LXII, No. 8, 24 May 1937.



*The State and the Trade Union Movement.*

On this subject the report lays down that in a democratic community no movement or association, whatever its basic conditions or aims, can claim to be placed outside the supervision of the public authority. The trade union movement in its relations with the State cannot claim for reasons of principle to be judged and treated in any other way than other organisations in the community. While an attitude of opposition to State regulation — beyond the field of social legislation — was defensible before the labour movement had secured an influence in national life corresponding to its strength, the same cannot be said now that the democratisation of society has led to a change in the political balance of power and that the working class has been given full opportunity to exert an influence on the measures taken by the public authorities and has itself been required to assume responsibility for the government of the State.

Nevertheless, the trade union movement is in some respects opposed to statutory regulation of conditions within the field of activity of the movement itself. But this attitude is not one of principle: the decisive factor is whether legislation is needed and what form it is to take. Two conditions must be placed on restrictions of freedom of this kind: in the first place, the restrictions must not go further than is absolutely necessary from the point of view of the community: secondly, they must not be directed one-sidedly against the system of organisation and activities of the trade union movement.

The report maintains that the problem of industrial peace, and therefore the problem of the relations between the State and the trade union movement, will vary according as the question is one of justiciable disputes (disputes concerning the interpretation and application of existing agreements) or of disputes concerning the conclusion of new agreements. Justiciable disputes are matters for the administration of justice. The Acts passed in 1928 concerning collective agreements and the Labour Court were vigorously opposed at the time by the Swedish trade union movement, but the report shows that the fears of the trade unions have not been realised. In practice the legislation has been no obstacle to an unparalleled advance in trade union organisation: since the Acts were passed the membership of the Confederation of Trade Unions has risen to nearly one million and thus more than doubled. The number of collective agreements has increased threefold during the same period. The Confederation was accordingly opposed to the adoption of a motion introduced in the Riksdag in 1939 to repeal the Acts.

Disputes concerning the conclusion of new agreements, the report maintains, are most effectively settled by free agreement, from the point of view both of the parties and of the community. This attitude on the question of principle is shared by employers and workers — being given its most representative expression in the General Agreement of 1938 — and by the Legislature. As a matter of fact there has been no suggestion in any quarter for the general introduction of compulsory arbitration in disputes concerning the conclusion of new agreements, and when demands for such arbitration procedure have been made they have always been limited to certain disputes of special danger to the community. With regard to these, however, the General Agreement provides for a procedure which is also considered satisfactory from the point of view of the community. Similarly, the General Agreement contains detailed provisions on the regulation of what was formerly a very controversial question in Sweden, namely, that of the right of third parties to remain neutral in industrial disputes. The report unreservedly recognises this right of neutrality and the need of safeguards for it.

On the question of trade union organisation — on which subject, as on that of non-economic associations in general, there is no general legislation in Sweden — the report adopts the attitude that the demand for statutory regulation of trade union organisation can no longer be based on grounds of industrial peace policy, now that the General Agreement has been adopted, and that the trade union federations are more and more generally reserving the right to decide on militant action to the central federation executives alone. It is held that the interests of trade union organisations and of non-economic associations

in general are best served if the associations are allowed to develop organically as hitherto in a state of freedom regulated only by the provisions of their rules.

Summing up, the report states that just as freedom of association is conditional on a democratic order of society, so, too, that order determines its content and scope. But the trade union movement is opposed to any restriction of freedom which is not socially indispensable. It definitely rejects the idea of fitting industrial life into the framework of a corporative or similar system in which the organisations are converted into public bodies, without any independence, are incorporated with the State machinery of administration, and are directed or completely controlled by the State authorities. When the trade union movement recognises the supreme authority of the State over the organisations, its recognition relates only to the democratic State, and only in so far as the latter considers it to be its task to maintain a system of organisation of work on the basis of the principles of freedom of association, freedom of negotiation, and freedom of agreement.

#### *Relations with Employers.*

In this connection, the report stresses the importance of continued negotiations in the spirit of the General Agreement for the purpose of establishing an agreed order, which will ensure for the workers security of employment without thereby setting aside the equally legitimate claim of production to responsibility and efficiency.

#### *Industrial Democracy.*

The organisation of work and output, says the report, cannot and must not be treated as the private interest of the owners of the means of production. The general process of democratisation must not come to a stop outside the factory gates. Industry can be reorganised in more democratic and less autocratic forms by a continuous development of collective bargaining. Agreements between the parties can secure that the workers will have an influence in matters of joint interest. Social and economic developments give increasing force to the demand of the trade union movement that the workers shall be secured a right to share in the charting and solving of the internal problems of the undertaking which are technical, economic, or administrative in character.

#### *Economic Development.*

The expansion and healthy development of economic life are described as the basic condition for the raising of the workers' economic, social, and cultural standards, and therefore for successful trade union activity. But production must not be for private profit alone. If private enterprise is not capable of securing the maintenance of the population, the State must step in and see to it that production is maintained and effectively organised.

#### *Wage Policy.*

In a chapter on a common wage policy emphasis is laid on the importance of not widening the wage gap between different groups of workers and of the adoption by the trade union movement of the guiding principle that a better standard must be established for the lowest paid groups of workers. This problem cannot always be mastered by trade union action alone; such action must be supplemented by a rational social policy.

#### *Trade Union Constitutional Problems.*

The primary characteristic of the proposed revision of trade union rules is the tendency to centralisation, which is marked in particular by the suggestion that the leadership of the Confederation of Trade Unions should be given increased influence over collective bargaining. Under the present system the chief task of the Confederation is to give financial assistance to the affiliated

federations in the event of lockouts whereas it has little or no influence on the organisation of wage movements. In addition, it acts as a general advisory body for the trade union movement in questions of legislation, and engages in educational work, propaganda, etc. In recent years, however — in connection with the adjustment of wages to the cost-of-living index number — the leaders of the Confederation of Trade Unions have come to take a more dominant position also with regard to collective bargaining. The experience gained in this respect is described in the report as indicating more clearly the need of increased co-ordination, planning, and discipline in trade union policy. The great internal problem of the trade union movement is to combine such organisation, which is necessary both in the general interests of the workers and on account of their social responsibility, with the greatest possible measure of that individual freedom and right of self-determination which is the basic condition of democracy. But in balancing these interests it must not be forgotten that for the workers individual freedom rests essentially on their trade union solidarity, and that centralisation is only an expression for such solidarity, comprising not only the particular trade or occupation but the whole working class.

In the proposed rules this tendency towards centralisation is expressed among other things by a provision prohibiting the affiliated federations from organising large-scale strikes without the permission of the leaders of the Confederation of Trade Unions or any strike which may be expected to lead to a large-scale lock-out. The Confederation is also to supervise the trade union policy of the federations and see that this is pursued on uniform lines and in collaboration, with due regard for common interests, the rights of private individuals, and the legitimate demands of the community. The leaders of the Confederation will, among other things, be entitled to submit proposals to an affiliated organisation for the settlement of a collective dispute. If the proposal is rejected, the Executive of the Confederation may withdraw strike benefit. On the other hand, the obligation of the Confederation to give assistance in disputes is extended to cover not only lockouts but also strikes. Furthermore, it is proposed that one of the conditions for membership of the Confederation should be that the federation in question shall in its rules give its executive the right to take the final decision in questions of the termination of collective agreements, the adoption or rejection of proposed agreements, and the adoption of militant action; ballots of the members will thus become purely advisory in effect.

Among the more noteworthy provisions of the proposed model rules for the federations, there is one which empowers the executive of a federation to decide to exclude a member who engages in or supports an activity which is incompatible with the aims of the organisation, and similarly to refuse the admission of such a person. This provision has been included with direct reference to anti-democratic parties and organisations. It is further proposed that the rules both of the Confederation and of the affiliated federations should include among the organisation's aims collaboration in social evolution on the basis of political, social, and economic democracy.

Apart from this special case, however, the proposed rules allow any worker employed in an occupation covered by the federation an unconditional right of admission, and an equally unconditional right to transfer his membership to another federation if he changes his occupation to one covered by the latter. Affiliation with the Confederation of Trade Unions is made conditional on the inclusion of such a provision in the rules of the federation concerned.<sup>1</sup>

### THE PREVENTION OF STRIKES IN CANADA

New regulations have been issued by a Canadian Order in Council of 19 September 1941, which supplemented previous Orders in

<sup>1</sup> Communication to the I.L.O. According to a press release of the American-Swedish News Exchange (No. 147, 15 Sept. 1941), the report was adopted, with minor amendments, by 320 votes to 17.

Council extending the provisions of the Industrial Disputes Investigation Act to disputes between employers and employees engaged in the production of munitions of war and supplies and in the execution of defence projects.<sup>1</sup> Under that Act no strike is authorised until the dispute has been submitted to a board of conciliation and investigation and the parties have been given an opportunity to accept or reject the decision of the board.

The new regulations lay down that once the findings of a board have been reported to the Minister of Labour and certified copies of the report have been delivered to the parties to the dispute, no strike shall be lawful unless the employees first notify the Minister of Labour of their desire to strike or to take a strike vote; if the Minister is of the opinion that a cessation of work would interfere with the efficient prosecution of the war, he may direct that a strike vote shall be taken under the supervision of the Department of Labour, subject to such conditions, restrictions, or stipulations as he may determine. All employees who in the opinion of the Minister are affected by the dispute or whose employment might be affected by the proposed strike shall be entitled to vote. The voting must take place within five days from the date upon which the Minister received notice of the employees' desire to strike. It is expressly stipulated that unless a majority of the votes are cast in favour of a strike, it shall be unlawful for any employee to go on strike.

A fine not exceeding \$500 or imprisonment for a term not exceeding twelve months, or both penalties, may be imposed by the courts on any employee who goes on strike contrary to the new provisions, and on any person who fails to comply with the new regulations or any order issued thereunder by the Minister of Labour. This penalty may likewise be imposed on anyone who in any manner incites, encourages, or aids any employee to go or continue on strike, or incites, encourages, or aids any person to contravene the new regulations or any order issued thereunder by the Minister of Labour.<sup>2</sup>

#### APPLICATION OF PENAL SANCTIONS IN SOUTH AFRICAN INDUSTRIAL DISPUTES

In the Union of South Africa an important administrative decision has been taken which will limit prosecutions for breach of contract by Africans in cases of industrial dispute.

As the result of a strike among coal distributive workers, 366 Africans were prosecuted for failure to obey lawful orders, and penalties of a fine of £1 or imprisonment for 10 days were imposed, the sentences being suspended, however, on condition of good behaviour.<sup>3</sup> Later a deputation representing the South African Institute of Race Relations and The Friends of Africa made representations to the Departments of Labour, Native Affairs, and Justice. One of the requests made by the deputation was that in future the criminal law should not be invoked against African workers who strike except in circumstances where the law would also be invoked against other workers. It was urged that in any case no police action should be taken before an official of the Department of Labour had made a full investigation.

Subsequently the Secretary for Justice issued a circular to the police authorities in the following terms:

Recent disputes between employers and Native employees engaged in industrial undertakings have indicated that there is a possibility of an employer on occasion seeking to take advantage of the provisions of the criminal law to the detriment of Native workmen.

<sup>1</sup> Cf. *Industrial and Labour Information*, Vol. LXXIII, No. 7, 12 Feb. 1940, p. 147.

<sup>2</sup> *The Canada Gazette*, Vol. LXXV, No. 13, 27 Sept. 1941, p. 995.

<sup>3</sup> *The Star* (Johannesburg), 15 May 1941.

In cases therefore where complaints are made to the Police that Natives engaged in industries have refused to go to work, in other words have gone on strike, the Minister directs that no steps by way of arrest or prosecution are to be taken against such Native employees for such refusal to work until the matter has been reported to the local representatives of both the Native Affairs Department and the Department of Labour, in order to give such representatives an opportunity of settling the dispute if possible without invoking the criminal law.<sup>1</sup>

### THE GROWTH OF TRADE ORGANISATIONS IN PORTUGAL

Statistics recently published by the Ministry of Corporations are evidence of the progress made by the trade organisations and corporations in Portugal in recent years.

By 1 January 1941, 78 employers' associations had been formed on Government initiative and 234 on the initiative of the employers, 148 of the latter by commercial and industrial employers and 86 by agricultural employers. There were, in addition, 13 federations or unions of employers' associations. At the same date there were 283 trade unions and 2 federations of trade unions.

These associations, that is to say, both the employers' associations and the trade unions, are given the monopoly of organisation for their respective occupations and areas. They have legal personality and represent all the employers or all the salaried employees or workers, as the case may be, belonging to the same branch of industry or commerce or the same occupation, whether members or not of the association or union.

The number of collective agreements in operation at the beginning of 1941 was about 110, covering 140,000 workers, of whom 130,000 had had their wages raised by the fixing of minimum wage rates. The collective agreements contracted by the employers' associations and trade unions cover all undertakings and persons belonging to the occupation or industry for which the agreement was concluded.

Provision was made for the establishment of corporations by a Legislative Decree of 10 November 1938, but they have not yet been formed. On the other hand, the Government has set up several bodies for purposes of economic co-ordination, namely, 8 regulating committees to control the imports of certain raw materials or products, 8 national boards to co-ordinate production and commerce with a view to increasing the exports of certain national products, and 3 national institutes to co-ordinate and direct the production of and trade in national products which are intended for export on a scale necessitating an official guarantee of their quality.

At the end of 1940 there were in all 1,011 corporative bodies and institutions for economic co-ordination.<sup>2</sup>

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## EMPLOYMENT

### UNEMPLOYMENT INSURANCE AND ASSISTANCE IN IRELAND

The effects on the economy of Ireland of the blockade resulting from the war are becoming increasingly serious, and the full oper-

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<sup>1</sup> *Race Relations News* (Johannesburg), July 1941.

<sup>2</sup> Communication to the I.L.O.

ation of industries dependent upon imported materials, fuel, and other supplies, increasingly difficult. The situation was foreshadowed by the Minister for Industry and Commerce in February 1941, in an address to the Federation of Irish Manufactures in which he said:

This problem of raw materials, plant and fuel lies at the very heart of a social problem which may soon confront us: the problem of aggravated unemployment. If our supplies of imported and irreplaceable raw materials fail, if we cannot obtain plant, replacements or our full requirements of fuel, we shall have an unemployment problem to face which may be very difficult to alleviate by the provision of alternative forms of work. If, for instance, men and women are thrown out of employment because of a shortage of cotton, or in the woollen industries because of a shortage of yarns or wool tops, and in other industries because there is not sufficient iron or steel or copper or timber to keep going, obviously we cannot find for these displaced workers work requiring any of these materials. Furthermore, if stocks of raw materials are consumed, and cannot be replaced, the volume of manufactures available to the community will diminish.<sup>1</sup>

In the months following February 1941, the situation appears to have developed along the lines suggested by the Minister. The threatened shortages of raw materials, supplies, and fuel have become actual in many instances, and consequent dislocations of employment have arisen. Unemployment, as a whole, has remained at a relatively high level. The total number of unemployed applicants for work registered with the employment offices stood at 56,000 in June 1941, as compared with 59,000 in June 1940 and 106,500 in January 1941. The Government has been promoting various schemes for providing work relief for the unemployed through the Turf Development Board and the Construction Corps.<sup>2</sup> In addition, the unemployment insurance scheme has been amended and a new system of food allowances has come into effect.

#### *Amendment of the Unemployment Insurance and Assistance Acts.*

Several amendments to the Unemployment Insurance and Assistance Acts, issued in the form of Emergency Powers Orders, have been made by the Government at the instance of the Minister for Industry and Commerce. An Order dated 10 June 1941,<sup>3</sup> increases the allowances payable to recipients of unemployment benefit under the Unemployment Insurance Acts 1920-1941, in respect of adult and child dependants<sup>4</sup>, and effects similar increases in the corresponding allowances for dependants payable to recipients of out-of-work benefit under the special scheme of unemployment insurance applicable to the insurance industry. By the provisions of the Order, the allowances for adult dependants were increased by 50 per cent., while the allowances for child dependants were increased by 150 per cent.

Two further amendments, incorporated in Emergency Powers Orders which were issued in July and effective in August 1941, were adopted in order to encourage the spreading of employment over the maximum number of workers.<sup>5</sup> The amendments facilitate the payment of benefit and assistance to persons employed on a short-term basis. It is now possible to pay benefit or assistance for the days of unemployment that occur in the following sequences: (1) alternate days of employment and unemployment; (2) 3-day periods of employment alternating with 3-day periods of unemployment; (3) any 3 or more days of unemployment in a week of 6 consecutive days, alternating with as

<sup>1</sup> Address of the Minister of Industry and Commerce, reprinted in *Irish Industry*, Mar. 1941, pp. 45. *et seq.*

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No. 6, June 1941, pp. 710-711.

<sup>3</sup> *Emergency Powers (No. 93) Order, 1941.*

<sup>4</sup> The increases are from 5s. to 7s. 6d. per week and from 1s. to 2s. 6d. per week respectively.

<sup>5</sup> *Emergency Powers (103) Order, 1941*, and *Emergency Powers (No 104) Order, 1941*, both dated 22 July 1941.

many as 20 weeks' employment. Before these amendments became effective, the legislation provided that no payment could be made for the first 6 days of unemployment after a period of employment exceeding 6 weeks.

These amendments were introduced largely as a result of war conditions, under which it was feared that many industrial and transport firms might not be able to replace duplicate stocks of raw material or fuel or to renew essential machinery. The Minister had therefore examined, in conference with representatives of manufacturers and of labour, measures that might be necessary and possible to prolong to the greatest possible extent the employment of the workers whose livelihood was threatened for these reasons.

In a statement issued in connection with the amendments to the unemployment insurance scheme, the Minister stated that he felt that the rationing among the workers of such employment as was available by systems of short time, so arranged as to involve a minimum of interference with their domestic arrangements, would preserve their contact with their employers and with one another, and would be preferable to a short spell of full-time employment which would be followed by a long period of full-time unemployment. He added that the elasticity in the short-time arrangements made possible by the new Orders would leave employers free to secure, by systems of short-time working, a rationing of employment suited both to the needs of industry and to the best interests of workers during the present difficult situation.<sup>1</sup>

#### *Introduction of Food Vouchers.*

On 22 July 1941, the Minister for Finance moved in the Dail an estimate of £325,000 for the Food Allowance Scheme, which was agreed to, and the Scheme came into effect early in September. The introduction of such a system had been foreshadowed in the budget speech of the Minister for Finance, in which he announced that increased allowances in the shape of milk, bread, and butter vouchers would be made to dependants of unemployment assistance recipients and to those in receipt of old-age, blind, and widows' pensions in urban areas and in towns.

The Food Allowance Scheme entitles the dependants of persons in receipt of unemployment assistance, national health insurance, and various forms of pensions to receive  $3\frac{1}{2}$  pints of milk,  $\frac{1}{4}$  lb. of butter, and 2 lbs. of bread per week at the cost of 1s. 9d. each per week. The plan is not intended to supersede cash relief, but merely to provide additional food allowances to the people concerned (about 119,000 in all) at a time when food is scarce.<sup>2</sup>

#### THE UTILISATION OF SKILLED WORKERS IN THE ARMED FORCES IN GREAT BRITAIN

Growing concern over the adequacy of the skilled labour supply in Great Britain, coupled with a certain amount of resentment among trade unions over alleged misuse of skilled labour in the armed forces, led in June 1941 to the appointment by the Minister of Labour and National Service of a committee to examine, in consultation with the three Service Departments, the use made in the Royal Navy, the Army, and the Royal Air Force, of skilled men, and to advise in the light of the operational and maintenance commitments of the three Services:

(a) whether skilled man-power was being used with "due economy and effect";

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<sup>1</sup> *The Irish Press*, 24 July 1941.

<sup>2</sup> *Idem*, 8 May, 23 July, and 5 Sept. 1941.

(b) whether Service arrangements for training skilled men were such "as to meet to the greatest practicable extent" the Service requirements for skilled men;

(c) whether Service demands for skilled men as recruits for Service trades, during the period ending in March 1942, should be modified in any way.

In late August 1941, the Committee made public an interim report<sup>1</sup> "as a guide to immediate action, without prejudice to our final recommendations."

*Reservation of Skilled Men for Industry and Service Trades.*

The report called attention to the arrangements made before the outbreak of the hostilities to reserve skilled men for industry, or for their appropriate Service trades, and pointed out that these arrangements did not affect the calling-up of reservists or militia at or before the outbreak of war or the enlistment of men in the Territorial Forces before the beginning of 1939. Skilled men had therefore been drawn from industry into the armed forces in one way or another; and as a result each Service Department had agreed systematically to scan its ranks for men of scarce skill "with a view to transferring to skilled work in Service trades, immediately, or after a course of training, any men suitable for such work, who were not already engaged on it or on other tasks of greater importance". In the Army, Instructions were issued asking for applications from men apparently capable of more skilled work.<sup>2</sup> More than 38,000 men had been transferred or earmarked for training, while another 34,000 registrants were still under examination. In the Navy, an examination of the personnel had been carried out by the commanding officers. In the Air Force, any man could be trade-tested at any time or put on a training course for upgrading into a trade requiring higher skill. The examinations had been conducted in all three Services both to correct mistakes and discover skilled men who had been called without regard to occupation, and also to find men who, though not already qualified for direct entry into Service trades, might be suitable for training.

*Technical Training in the Services and Dilution.*

Each Service Department had established "extensive arrangements" for technical training, according to the Committee. The Royal Navy had its own established schools for training highly skilled men, and also had special courses for training less skilled men (mechanics and wiremen for example); and it had made arrangements to train about 1,000 men in Government training centres, with a subsequent course in Admiralty schools. The Army now had the capacity for training 5,000 men in engineering and allied trades in military schools, and 20,000 men could be trained in the technical colleges, in training centres of the Ministry of Labour, and in private establishments. The Royal Air Force had its own training establishments for developing technicians, and training within them had been conducted, according to the Committee, with great efficiency.

The number of skilled men in the Services "who would be regarded as really skilled men in industry" was, however, "relatively small". The Committee found that the servicing, maintenance, repair, and modifications work being done by the Service Departments was carried on with "a high degree of dilution of skilled men with men of little or no engineering experience in

<sup>1</sup> *Committee on Skilled Men in the Services. Interim Report* (Cmd. 6307, London, 1941). The chairman of the Committee was Sir William Beveridge; neither the Trades Union Congress nor the British Employers' Confederation was directly represented on the Committee.

<sup>2</sup> Army Council Instructions, No. 1298, in October 1940, and No. 424, in March 1941. A further Instruction dealing with radio mechanics is proposed.



civil life".<sup>1</sup> This had been possible because the main obstacles to dilution in civilian employment, whether from the labour or management side, had not arisen in the Services. As the Committee pointed out, "the Service Departments have not the same temptation as private employers to use skilled men where less skilled men would suffice and there are no demarcation or wage difficulties to prevent men in uniform from being used to the utmost of their capacity."

Up to the present time, the Services had been able to meet their needs from the stock of skilled men who had been trained before the war, but the Committee pointed out that this stock was limited and that the training of men to such a level of skill covered a long period. The important fact in facing the future was "not that an excessive proportion of skilled men in relation to unskilled men may be used by the Services on repair and maintenance", but that equipment and machines "on which the lives of fighting men and the safety of the country depend" might have to be entrusted to insufficiently skilled men, working under inadequate supervision.

#### *Avoidable and Unavoidable Waste of Skills.*

At the same time, however, there had been a certain amount of unavoidable discontinuity in the employment of men at their full level of skill and there was some unavoidable waste necessitated by "standing by" in time of preparations for more active combat. Moreover, the Committee admitted that doubtless some real waste of scarce types of skill had existed and might still exist despite efforts to reduce it. "It is impossible to keep the numbers called up in each trade everywhere in exact relation to the demand", the Committee pointed out. In addition to ignorance of the opportunities for training and upgrading, both departmental and personal frictions caused opposition to readjustments: in some cases men did not wish to leave their present work and in others they were not willing to undergo training. Employers' and workers' organisations had been invited to bring to the notice of the Committee any evidence of alleged misuse of skilled men but, as yet, the Committee could not judge "how much avoidable waste of scarce skills still survives", that is, precisely how much of the Service demands for additional skilled men could be met by transfers within each Service.

#### *Interim Recommendations of the Committee.*

Recapitulating, the Committee thus found: (a) a notable economy in the use of skilled men in the Forces, secured through a high degree of dilution, training, and upgrading; (b) vigorous effort to discover men capable of more skilled work; and (c) the necessity for a large increase of men engaged on skilled work, "exceeding the numbers who can be obtained within the Services by training or transfer".

In the light of these findings, the Committee found that a further substantial withdrawal of skilled men from industry would be necessary in the near future to meet the needs of the Services, and strongly recommended that this withdrawal should be facilitated by a corresponding extension of dilution in industry.

Finally, the Committee drew attention to one further type of waste — that of physical strength, education, experience, and ability. There were thousands of men of military age doing clerical work, storekeeping, and other light work, "which could be done by women or by older men, but for which women or older men, for one reason or another, have not yet been made available". The Committee stated that extensive plans had been made by the Service Departments for substituting women for men in all suitable kinds of work, but added: "Until these plans are realised, and so long as men of military age are used on work within the capacity of others, whether with or against the will of the Service Departments, the Government will not escape criticism for waste of man-power".

<sup>1</sup> Military operational conditions have prevented the dilution of skills being carried to the extreme technical limit.

*Trade Union Attitude.*

Without committing the General Council of the Trades Union Congress to any position on the report, Sir Walter Citrine, the General Secretary, pointed out that the Trades Union Congress and the British Employers' Confederation had been refused participation on the committee, despite their insistence that "it was almost impossible for the subject to be adequately surveyed and for sound conclusions to be reached unless the trade unions and the employers had access to the information before the committee".<sup>1</sup>

## CANADIAN LABOUR SUPPLY POLICY

## TRANSFERENCE OF WORKERS

Growing discrepancies between the supply of labour available and the demand for it in important industrial areas in Canada have led to Government action to facilitate the transference of defence workers from one place of work to another. An Order in Council P.C. 10/6172, dated 13 August 1941, provides that the Employment Service of the Unemployment Insurance Commission may, under certain conditions, defray the cost of moving defence workers, their families, and their effects where transfer is necessary to meet the demands of defence industries.

The Order, which was passed with the concurrence of the Interdepartmental Committee on Labour Co-ordination, stipulates that these expenses shall be paid only to workers engaged through the Employment Service for employment in war industries and agricultural work. Moreover, assistance may be granted only where it is deemed necessary by the local officers of the Employment Service.

Part or all of the following expenses may be paid to transferred workers:

(a) Travelling expenses where the worker alone is moved more than 100 miles to employment which is not expected to last longer than six months;

(b) Travelling and moving expenses where it is considered necessary to move the worker's family;

(c) An allowance for meals and incidental expenses (not to exceed \$3 per day) while the worker is going to his new job;

(d) A supplementary living allowance (not to exceed \$5 per week) where the worker is moved away from his family and his earning capacity on the new job is not sufficient to offset the increased cost of maintaining two separate establishments;

(e) A loan (not to exceed \$10) to defray living expenses during the first week of employment, to be repaid in full out of the first full pay for the regular pay period.

A sum of \$50,000 to cover the expenses of transferring defence workers is provided by the Order in Council and is to be administered by the Unemployment Insurance Commission.<sup>2</sup>

## THE CONTROL OF EMPLOYMENT

The Order in Council of 7 November 1940, which was intended to prevent employers from enticing to their service persons already engaged in war industries, was amended on 25 June 1941 by a further Order in Council, No. 4642, which extends the coverage of

<sup>1</sup> *Daily Herald*, 29 Aug. 1941.

<sup>2</sup> *The Labour Gazette* (Ottawa), Sept. 1941.

the earlier Order to include the civilian employees of the companies engaged in the British Commonwealth Air Training Plan and authorises the Minister of Labour to issue regulations to prevent the employment of persons in certain designated skilled trades except through employment offices in accordance with a system of employment priorities.

The "Enticement Order" of November 1940 now applies, therefore, to all civilian companies which are engaged in the Air Training Plan and are covered by the Industrial Disputes Investigation Act. The phrase in the earlier Order which makes an exception for workers not actually employed in their usual trade or occupation has been amended to limit the exception only to skilled tradesmen not actually employed in their own trades. The authorisation to the Minister of Labour to issue regulations restricting the engagement of specified classes of war workers is as yet merely a grant of additional powers. The amending Order declares that "the Minister of Labour may, with the concurrence of the Unemployment Insurance Commission, make all such orders or regulations as he deems necessary to achieve the purposes and intentions of this Order"; that such Orders will have the force of law; and that offenders are liable to penalty as provided in the original Order.<sup>1</sup> The authorisation is said to be only a precautionary move; and there has been no intimation that it will affect any particular skilled trades in the near future.

#### WAR VOCATIONAL TRAINING IN NEW ZEALAND

In late June 1941, the New Zealand Minister of Labour described the progress which had so far been made in setting into motion vocational training programmes under the Dominion Auxiliary Workers Training Regulations, 1941<sup>2</sup>. He expressed the opinion that the scheme was capable of expansion to meet any anticipated demand for workers in the occupations for which classes had been begun and that "other trades where the lack of skilled workers is being felt or is likely to be felt have received careful attention".

During the month that the Dominion Auxiliary Workers Training Council (a tripartite agency) has been in existence, classes have been established in each of the chief centres in New Zealand for training workers for the munitions and engineering industries. Moreover, classes for training clickers for the boot and shoe industry have been organised in Wellington, Christchurch, and Auckland. The total number of workers who had been trained and placed in the engineering industry was something under 100, and in addition, another 100 workers were undergoing training, the majority of them completing their courses before the end of September. In all, 20 workers were in training as clickers in the footwear industry, with another 40 entering into training in July. The organiser of emergency training in Christchurch reported in August 1941 that the work of the trainees who had been placed with employers had been carefully followed up and had been found highly satisfactory in about 90 per cent. of the cases in the first group of fitters and turners trained. No worker with less than 16 weeks' training was recommended to an employer, and trainees in the first batch had had from 22 to 26 weeks' courses. Those who had been placed had been taken on as second-class machinists but some were skilled enough to obtain employment on turning and fitting at full award rates of pay.<sup>3</sup>

<sup>1</sup> *The Canada Gazette*, Vol. LXXV, No. 3, 19 July 1941, p. 172.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No. 5, May 1941, pp. 578-9.

<sup>3</sup> *The Press* (Christchurch), 8 Aug. 1941.

The men selected for training must be over 21 years of age and either ineligible for military service or married and with one or more children. A number of men who had returned from overseas service had entered into training, and the Minister of Labour anticipated that the schemes already established would form a valuable basis for the rehabilitation of returned soldiers, well in advance of the main influx of returning men.

The Minister suggested that the scheme could be expanded in its present form to cope with any anticipated increase in the demand for auxiliary workers in the industries already covered and stated that plans were already well forward for training men for the building trades, in particular, carpenters and joiners. Part of the training scheme for carpenters includes the erection of groups of houses by the Housing Department, where, under the control of competent instructors, men will be given a period of concentrated training in building construction. Training will be extended to other trades and industries as the need for additional trained workers becomes apparent.<sup>1</sup>

### MACHINERY FOR THE ORGANISATION OF EMPLOYMENT IN THE UNITED STATES

A significant reorganisation of the machinery for mobilising labour supply for defence in the United States took place in July 1941, with the establishment of a new Labor Supply Branch in the Labor Division of the Office of Production Management. The function of the Branch is to direct and to co-ordinate the work of the twelve Government agencies which deal in one way or another with questions of labour supply for defence industries.

The establishment of the Labor Supply Branch was foreshadowed in a letter written by the President of the United States to the Associate Director-General of the Office of Production Management. The President, declaring that he was worried over the growing volume of complaints about the supply of qualified workers for production, urged the Labor Division to assume full responsibility for getting the necessary workers into essential defence plants. The Labor Supply Branch of the Division has been established as an operating agency to carry out this task. Associated with the work of the Branch will be the United States Employment Service, the United States Bureau of Labor Statistics, the Work Projects Administration (Division of Training and Re-employment), the Federal Committee on Apprenticeship, the Bureau of Employment Security (Division of Research and Statistics), the Civil Service Commission, and the other Branches of the Labor Division (Training within Industry, Defence Training, Labor Relations, Priorities, Negro Employment and Training, and the Minorities Adviser of the Division).

The outstanding feature of the structure of the new Branch, however, is its regional organisation. The field work of the agencies associated in the activities of the Branch is to be integrated through regional labour supply committees, which will include representatives of each of the twelve Government agencies working on labour supply questions and representatives of labour and of management in each area. The increasingly widespread recognition of the central role which must be played by the employment service in employment organisation is indicated by the fact that the acting chairman of each committee will be the regional representative of the Bureau of Employment Security. According to the official bulletin of the Office for Production Management:

This arrangement derives from the fact that the State Employment Services, affiliated with this Bureau, have been designated by O.P.M.'s. Labor Division as the official points of contact with industry for all phases of defence employment. By this means, defence industries in every locality of the United States will be provided with a simplified and effective ma-

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<sup>1</sup> *Idem*, 28 June 1941.

chinery for hiring and training workers, and for the orderly transfer of workers who are unemployed or whose skills are not fully utilised in their present posts, and for all related purposes.

The new organisation, which is said to be functioning already, was described by the Associate Director General of the O.P.M. as "unquestionably one of the most significant poolings of labour, management, and Government resources that has thus far taken place in the national defence programme."

### THE ORGANISATION OF EMPLOYMENT IN THE NETHERLANDS

Following the occupation of the Netherlands by the German armies, unemployment became very widespread. The number of unemployed registered with the employment exchanges at the middle of June 1940 was 322,000, including 300,000 men and 22,000 women. To this figure should be added some 70,000 soldiers who had been demobilised by that date, bringing the total number of persons who were out of work to about 400,000, or 220,000 more than at the eve of hostilities.<sup>2</sup> In order that this figure might not be increased even more by thoughtless dismissals of workers, an Order was issued as early as 11 June 1940 by the German Commissioner for the Occupied Territory of the Netherlands, which empowered the Secretary-General of the Ministry of Social Affairs to regulate the closing of undertakings, the application of short time, and the dismissal of workers. This measure was followed on 24 September 1940 by an Order of the Secretary-General of the Ministry of Social Affairs to reorganise the public placing service. At the same time an effort was made to expedite the absorption of the unemployed, either by placing them in the Netherlands itself, on the urgent work for reconstruction or for the extension of cultivation, or by transferring them to Germany for employment in industries where there was a shortage of labour, or, to France or Belgium for employment on military defence works.

In consequence of these measures the number of unemployed gradually declined. While the total was still 125,000 in March, 1941<sup>3</sup>, a shortage of labour was beginning to be felt in the case of certain categories. In order to meet the situation the German Commissioner issued an Order on 3 March 1941, empowering the Secretary-General of the Ministry of Social Affairs to control changes of employment and requisition persons for compulsory labour service. Lastly, the labour service for young people which had been organised on a voluntary basis in the autumn of 1940 was made compulsory, by an Order of 26 May 1941. These various measures are briefly analysed below.

#### *Control of Reductions of Employment.*

In virtue of his powers under the above-mentioned Order of 11 June 1940<sup>4</sup>, the Secretary-General of the Ministry of Social Affairs issued an Order on 13 June 1940 which in principle prohibited all heads of undertakings and their

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<sup>2</sup> *Defense* (Washington), 15 July 1941, p. 4

<sup>3</sup> *Reichsarbeitsblatt*, 5 Mar. 1941, Part V, 128.

<sup>4</sup> *Deutsche Bergwerks-Zeitung*, 29 Mar. 1941.

<sup>5</sup> Order No. 8, 1940.

representatives: (1) from stopping work in their undertakings, whether temporarily or permanently; (2) from reducing hours of work in their undertakings to less than 36 in the week; (3) from dismissing their workers, except when under the Civil Code the contract of employment could be terminated without notice on account of the worker's misconduct. Any dismissal dating from after 9 May 1940 was declared null and void unless it had been authorised by the Director-General of Labour.

The Director-General of Labour and the bodies designated by him were given the right to grant exceptions to these prohibitions and, if necessary, to make the grant depend on the fulfilment of certain conditions. Applications for a permit were to be addressed to the chief district labour inspector and had to state the number of workers who had been dismissed or whom it was proposed to dismiss.<sup>1</sup>

### *Reorganisation of Public Placing.*

The Order of the Secretary-General of the Ministry of Social Affairs dated 24 September 1940 made two important changes in the public placing system. In the first place, it withdrew from the local authorities the functions they had hitherto performed in this connection; secondly, it extended the competence of the placing authorities.

The Act of 1930 concerning placing<sup>2</sup> had provided that every municipality or commune with a population of over 15,000 must set up an employment exchange, while in the smaller communes there were to be employment agencies. Several communes could combine to set up a joint exchange. At the beginning of 1940 there were thus 43 employment exchanges, grouping from 4 to 42 communes each. Only the directors of the employment exchanges were appointed by the central authorities. The national control and co-ordination of the placing system was entrusted to the State Unemployment Insurance and Placing Department (*Rijksdienst der Werkloosheidsverzekering en Arbeidsbemiddeling*).

For this system, which was based on a division of functions between the central and the local authorities, the Order of 24 September 1940 substituted a purely national system. It created a State Employment Office (*Rijksarbeidsbureau*), which acts as a division of the Ministry of Social Affairs and is now the sole public placing authority, possessing all the powers and duties formerly attaching to the State Unemployment Insurance and Placing Department. In addition, the new Office is responsible for vocational guidance and for placing for vocational training purposes.

The State Employment Office comprises a central office and regional offices, the number and jurisdiction of which are determined by the Secretary-General of the Ministry of Social Affairs. A vocational guidance section must be attached to each regional office.

Pending the organisation of the regional offices, the Order provides that the existing placing institution shall continue to operate but shall be subject to the instructions of the Director-General of the State Employment Office. Similarly, until a regional office has been able to set up its vocational guidance section it may have recourse to the local exchange or any other suitable vocational guidance institutions existing in its area.

Private placing operations which are not conducted for profit must be authorised by the Secretary-General or the Ministry of Social Affairs. The Order empowers the Secretary-General to cancel the permits issued to fee-charging employment agencies, in which case compensation is granted.<sup>3</sup>

### *Requisitioning for Labour Service; Control of Employment.*

The Order issued by the German Commissioner on 3 March 1941 empowers the regional employment offices to require any person living in Netherlands territory to serve for a specified period in an employment assigned to him

<sup>1</sup> *Staatsblad van het Koninkrijk der Nederlanden* (The Hague) No. S. 800, 1940.

<sup>2</sup> Cf. INTERNATIONAL LABOUR OFFICE: *Legislative Series*, (1930) Neth. 5.

<sup>3</sup> *Staatsblad van het Koninkrijk der Nederlanden*, No. S. 805, 1940.

within the limits of Netherlands territory; similarly, they have power to order private or public employers to release members of their staff who are requisitioned. Any person who is requisitioned for compulsory labour service and who held a paid employment is deemed to be on leave from his former employment and can be dismissed only with the consent of the employment office.

Even in cases other than those mentioned above, the Secretary-General of the Ministry of Social Affairs may provide that the consent of the employment office shall be obtained before a contract of employment can be dissolved. He may also provide that such consent shall be obtained for the engagement and employment of workers or particular categories of workers.<sup>1</sup>

#### *Compulsory Labour Service for Young Persons.*

The system of labour service for young persons, which had previously been organised on a voluntary basis, was made compulsory by an Order of the German Commissioner dated 26 May 1941. According to section 7, any Netherlands national, irrespective of sex, between the ages of 18 and 25 years who lives in the territory of the Netherlands must complete a period of compulsory labour service lasting six months. The object in view is "to imbue young people with the spirit of work in general and to stimulate respect for manual work in particular". The Secretary-General of the Ministry of Social Affairs may make admission to certain forms of occupational activity depend on the performance of this service. Jews and persons who have undergone certain sentences are excluded from the service.

### UNEMPLOYMENT AND EMPLOYMENT IN BELGIUM

The number of unemployed workers in Belgium, which immediately after the invasion was estimated at about 600,000, has fallen substantially since then in consequence of a partial economic recovery and of the transfer to Germany of a growing number of the unemployed. This decline in unemployment has, however, differed widely according to industry. Whereas in some industries, such as coal mining, the subordination of the Belgian economy to the economy of Germany has stimulated production and by the beginning of 1941 led to a shortage of labour aggravated by the departure of some of the foreign workers who used to be employed in Belgian mines before the war, in other industries, such as the textile industry, unemployment is chronic, chiefly owing to the shortage of raw materials. In order to reduce the number of unemployed workers in receipt of relief, measures have therefore been taken, on the one hand, to encourage those who do not belong to the mining industry to accept employment in the coal mines and, on the other, to spread the available work in the depressed industries over as many workers as possible by the organisation of short time.

#### *Unemployment Statistics.*

According to the figures published by the National Employment and Supervision Office<sup>2</sup>, the number of unemployed workers during the first months of 1941 was as follows compared with the corresponding months of 1940<sup>3</sup>:

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<sup>1</sup> *Verordeningenblad*, 3 Mar. 1941.

<sup>2</sup> Now called the "National Employment Office"; cf. *International Labour Review*, Vol XLIV, No. 2, Aug. 1941, p. 212.

<sup>3</sup> *Bulletin d'information et de documentation* (Brussels), May 1941.

Month	1940	1941
January	241,336	244,844
February	213,616	202,796
March	163,462	173,224
April	151,112	150,959

Although the number of unemployed was thus brought down to the 1940 level early in 1941, this was only partly due to the resumption of economic activity. It must be remembered that from January to March 1941 the number of Belgian workers employed in Germany rose steadily, and reached the figure of 120,000 by the beginning of April.<sup>1</sup> Further, a certain number of Belgian workers were still prisoners of war in Germany.

The industries in which the improvement was most marked were the coal mining industry, where unemployment had practically disappeared by the end of 1940 (the number of unemployed at the beginning of November was only 2,317, while the number of persons employed in the industry was 125,882, or 98 per cent. of the pre-war figure<sup>2</sup>), and the heavy iron and steel industry. The largest group of unemployed workers was that of unskilled workers, who numbered 33,842 in the week 3-8 February 1941; unemployment was also substantial among textile workers, for whom the corresponding figure was 23,736, metal workers—17,760, workers in building and public works—about 23,000, workers in the wood and cabinet making industries—8,066, dockers and transport workers—12,309, and commercial and office employees—11,109.<sup>3</sup> In Antwerp unemployment was particularly severe owing to the cessation of activity in the port.

#### *Employment in the Coal Mining Industry.*

In order to procure the labour needed for the maintenance and increase of production in the coal mining industry, an Order was issued on 13 November 1940 to promote the recruiting and training of new underground workers for coal mines both in Belgium and elsewhere. Another Order, dated 12 June 1941, regulates employment in coal mines for the purpose of stabilising and regularising production.

The Order of 30 November 1940 authorised the National Employment and Supervision Office to grant a bonus of 1,000 francs to those unemployed workers in receipt of relief who had been engaged through it for underground work in Belgian coal mines and who had never previously been employed on such work. Half the bonus is payable after regular employment for three months, and the second half after six months. The funds for financing these bonuses are drawn from the budget appropriation for the payment of relief allowances.

If workers are recruited in the same conditions for underground work in coal mines in other countries, their families may be granted unemployment relief allowances for a period of thirteen weeks, at a rate calculated after deducting any earnings of the family members.<sup>4</sup>

The Order of 12 June 1941, which was issued jointly by the Ministry of Labour and Social Welfare and the Ministry of Economic Affairs and came into force on the same date, repeals the provisions of an Act of 10 March 1900 and defines the special conditions for the engagement of workers in coal mining undertakings, the object being to stabilise production and make it more regular.

When a worker is engaged for employment in a coal mining undertaking, the contract of employment must be concluded for a period of not less than three months. Neither party can terminate the contract without giving three

<sup>1</sup> *De Arbeidsmarkt* (organ of the Netherlands Unemployment Council), Apr. 1941, p. 49.

<sup>2</sup> *Arbeitseinsatz und Arbeitslosenhilfe* (Berlin), 10-25 Jan. 1941, p. 11.

<sup>3</sup> *De Arbeidsmarkt*, Mar. 1941, pp. 33 and 34.

<sup>4</sup> *Moniteur belge* (Brussels), 3-4 Feb. 1941, pp. 779-780.



months' notice reckoned from the end of the month in which the notice is given. At the request of the persons concerned the employment office may reduce the period of notice if valid reasons are present.

The managers of coal mining undertakings must notify the employment office of the dismissal of any of their staff. If they fail to do so, the dismissal is considered to be invalid, unless the worker himself has notified the employment office thereof in writing within three days.

Supervision of the observance of these provisions is entrusted to the officials designated by the Head of the Ministry of Labour and Social Welfare. They have free right of access to the workplace, and employers and their representatives and workers must supply any information and submit any documents that may be asked for by the officials. In the event of failure to observe the prescribed conditions of engagement, a penalty of a fine of 26 to 200 francs or imprisonment for eight days to one month is imposed on the head of the undertaking and the workers.

#### *Short Time Allowances.*

An Order of 7 May 1941, which came into force on 31 May 1941, provides for the payment of special allowances to workers in certain private industries which have introduced short time in order that workers may not have to be dismissed on account of lack of work in the undertaking, or that such dismissals may be limited to cases of absolute necessity.

The scope of the Order will be defined by the Head of the Ministry of Labour and Social Welfare on the recommendation of the National Employment Office and in agreement with the Head of the Ministry of Economic Affairs. The Order provides, however, that as soon as it comes into force and until otherwise decided by the Head of the Ministry of Labour and Social Welfare, its provisions shall apply to the textile industry, the clothing industry, and the diamond industry, with the exception of commercial and handicraft undertakings in these branches of activity.

In order that workers on short time in these industries may be able to claim the new allowances, the employer must have obtained the consent of the employment office to the reduction of hours and, within three days of receiving such consent, have made an application for the grant of the allowances in question. If these conditions have been fulfilled, allowances will be granted to workers whose hours during two consecutive weeks, two ten-day periods, or one month have been not less than 30 per cent, and not more than 75 per cent, of the normal hours in their occupation, provided that their earnings have been less than 700 francs for the two weeks, 1,000 francs for the two ten-day periods, or 1,500 francs for the month.

The allowance is calculated with reference to a scale which takes into account the classification of the worker's place of residence, his family responsibilities, and his actual earnings. Thus the worker is credited with a sum of 7 to 10 francs a day, according to locality, on his own account, 3.25 to 4.50 francs for his wife, housekeeper and any other dependant over 15 years, and from 2.00 to 2.50 francs for each dependent child of under 15 years. A daily supplement is granted towards the payment of the rent, amounting to 1.25 to 2.50 francs for households with two to four children of under 15 years and from 1.50 to 3.50 francs for those with more than four children of under 15 years. The short time allowance due to the worker at the end of each period is calculated by deducting 60 per cent. of his actual earnings from the amount credited to him on the basis of the above scale.

Workers who engage in paid work outside their ordinary occupation are excluded from the right to the allowance in so far as their earnings from such work are equal to or greater than the loss of wages caused by working short time. In the opposite case, 50 per cent. of the earnings are taken into account in calculating the allowance.

Workers who refuse suitable employment are excluded from the right to the allowance during a period of one to six months.

The short time allowances are to be financed out of a credit of 50 million francs, charged to the budget estimates for the relief of necessitous persons.

A special Order concerning unemployment relief will deal with the subsequent financing of the system.<sup>1</sup>

### RECRUITING OF SPANISH WORKERS FOR GERMANY

In consequence of arrangements made by the Spanish National Trade Union Office, the German Labour Front, through the medium of the National-Syndicalist Community<sup>2</sup>, has invited 100,000 Spanish workers to go to work in Germany. Individual contracts for a minimum period of six months will be offered.

Workers who accept the offer will be under the direction of Spanish technicians and will have the same rights as German workers. The contract provides for the payment to the worker in Germany of a remuneration corresponding to the cost of living, and to the members of his family still living in Spain of an allowance at a rate at least equal to that of the wages payable in Spain.<sup>3</sup>

### LABOUR REGULATION IN RUMANIA

#### NATIONAL LABOUR SERVICE

A Rumanian Legislative Decree of 14 May 1941 concerning the national organisation of labour states that "only those persons who work shall be entitled to the protection of the State". Work is declared to be a national duty, every citizen being required to serve the general interests of the State, by performing work whether within the sphere of a private occupation or activity or within that of work of public utility. Principles for the fulfilment of this obligation are laid down in the Decree and will be further defined and expanded in a series of regulations.

The main purposes of the Decree are the following: the education of young people in a national and Christian spirit; the promotion of a sense of national community and social justice, by according equal esteem to manual and to intellectual work; the planned and disciplined working of the labour service; the technical improvement of national work; the expansion of production in every field; the training of a body of skilled workers; the re-education of delinquents and of anti-social and parasitic elements.

The Decree lays down the general principle that persons who are capable of work and are not engaged in any actual occupation may be required to perform labour service. Supervision of the performance of labour service will be facilitated by the establishment of the compulsory work card, to be held by every member of the population.

Labour service, whether for work of national or of local utility, will be used for the construction of roads and railways, the rectification of water-courses, irrigation, land drainage, defence works, agriculture, etc.

The following persons will be liable to labour service:

(a) Men and women between 20 and 57 years of age who cannot prove that they are ordinarily engaged in an occupation or that they are permanently occupied in managing their own property from which they derive a livelihood;

<sup>1</sup> *Moniteur belge*, 11 May 1941, p. 3305.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No. 4, Apr. 1941, p. 416.

<sup>3</sup> *La Vanguardia Española* (Barcelona), 18 June 1941.

- (b) Men between 18 and 25 years of age who are enrolled in the Pre-military Youth Labour Organisation (*Organizația Muncă Tineretului Pre-militar*) under the statutory conditions governing this Organisation;
- (c) Persons who are detained in a concentration camp for any reason;
- (d) Persons who have been sentenced to imprisonment;
- (e) Jews subject to Act No. 873 of 5 December 1940.

In addition young persons in primary, secondary, vocational, and higher educational institutions will perform work in accordance with a plan and under conditions to be fixed in regulations which will be issued by the Ministry of Education, Ecclesiastical Affairs, and the Fine Arts. Those of 12 to 20 years who are not attending school will be required to do work of an educational character entailing technical training.

Exemption will be granted in cases of sickness or invalidity or for other valid reasons.

The organisation of the labour service will be entrusted to the ministries concerned under special regulations. Labour camps and columns will be created by ministerial decisions.

The Decree sets up a National Labour Council under the chairmanship of the Head of the State or his representative. It consists of representatives of most of the ministries, the Army General Staff, the Rumanian Railways Administration, and the Pre-military Youth Labour Organisation. The Council will give its opinion on the drafting of the regulations provided for in the Decree. It will fix the quota of workers to be called up each year, the date on which the work is to begin, the order of priority, and the expenditure necessary for carrying out the work. Work of local importance will be prescribed by the prefectures, subject to approval by the Ministry of the Interior.

The workers in the labour camps and columns will be under the orders of officers and non-commissioned officers in the reserve or on the retired list. With the exception of delinquents and Jews, they will be paid a cash wage equal to the difference between the cost of their maintenance and the remuneration usually paid for work performed in the locality where they are employed; bonuses will be granted to those who distinguish themselves by special zeal. The performance of work of local importance will not give a right to remuneration or to maintenance. The statutory provisions in force relating to the protection of labour will apply to the workers in the labour camps and columns.

Contraventions will be dealt with by the justices of the peace, and will be punished by a fine of 1,000 to 10,000 lei or imprisonment from six months to two years.<sup>1</sup>

#### CIVILIAN MOBILISATION FOR AGRICULTURE

The Rumanian Minister of Agriculture issued an Order on 9 June 1941 for the immediate application of agricultural mobilisation in order to meet "the exceptional situation in which the country is placed and the shortage of labour in certain regions".

Each local agricultural committee is to prepare a harvesting plan, fixing the number of working days needed for each kind of crop and indicating the shortage or surplus of labour in its area, leaving out of account men who are eligible for military service. Any such shortage or surplus must be notified to the head of the agricultural district, who will be responsible for balancing the shortages against the surpluses in the area under his jurisdiction and informing the regional chamber of agriculture of any remaining shortages and surpluses. The chambers in turn will draw up lists of all large and medium landowners whose demand for labour cannot be met from the supply in their area. The Directorate for Agricultural Mobilisation in the Ministry of Agriculture will issue instructions concerning the number of workers they are to receive from or send to other regions.

<sup>1</sup> Communication to the I.L.O.

Working squads will be formed, as a rule one in each commune, and will be placed under the orders of a non-commissioned officer who is ineligible for military service. He will supervise them and bring them to their work. Officers in the reserve will be called up to organise the working squads and labour camps.

The workers' travelling and removal expenses will be met by the landowner. Workers brought from other regions must be boarded by the landowner, who must give them three meals a day comprising a fixed minimum diet.

The hours worked will be those customary in the area. The pay will be on the basis of rates fixed by the authorities. In the case of workers employed outside their own region, the wages will be paid at the end of the agricultural season.<sup>1</sup>

### UNEMPLOYMENT INSURANCE AND PLACING IN BULGARIA

Two Bulgarian Acts, one of 12 November 1940 and the other of 30 April 1941, made certain changes in and additions to the basic Act of 1925 concerning placing and unemployment insurance<sup>2</sup>, the object being to relax the conditions on which the right to benefit depends and to tighten the obligation of the unemployed worker to accept the employment offered to him. In addition the second of the two Acts gave the Minister of Labour certain powers with regard to the organisation of the employment market. An Act of 9 November 1940 introduced a special system of assistance for tobacco workers, whose seasonal unemployment is not adequately covered by insurance.

#### *Unemployment Insurance.*

The Act of 12 November 1940 made it easier for insured persons to claim benefit by reducing the qualifying period from 52 contribution weeks during the two years preceding the beginning of unemployment to 32 weeks. The period was reduced still further, from 32 to 16 weeks, by the Act of 30 April 1941 in cases where unemployment is due to the closing of undertakings on account of a shortage of raw materials; in all other cases it remains fixed at 32 contribution weeks.

The Act of 12 November 1940 also reduced the waiting period, reckoned from the date on which the unemployed worker presents himself at the employment office for registration, from 16 to 8 days.

Under the Act of 30 April 1941 an unemployed worker who refuses to accept an employment which is offered to him or to attend a course of training becomes liable to the exclusion of his name from the unemployment register, and therefore to the loss of his claim to unemployment benefit and to any other relief.

#### *Organisation of the Employment Market.*

Under the Act of 30 April 1941 the Minister of Labour has power to make it compulsory for such undertakings as he may specify to have recourse to the public placing services for the engagement of staff. He may further regulate the methods of engagement and dismissal of workers and, if he considers it necessary, prohibit the engagement of workers until recourse has been had to the list of registered unemployed.<sup>3</sup>

<sup>1</sup> Communication to the I.L.O. Rumanian Press, 9 June 1941.

<sup>2</sup> Cf. INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1925, Bulg. 2, for the text of this Act.

<sup>3</sup> *Drzhaven Vestnik*, 12 Nov. 1940, 30 Apr. 1941.

*Assistance for Seasonally Unemployed Workers in the Tobacco Industry.*

The seasonal character of the tobacco industry, and especially of the handling of raw tobacco, results in a form of unemployment which is not covered by the insurance scheme since, under the Unemployment Insurance Act of 1925, seasonal workers are entitled to unemployment benefit only in respect of days lost during the working season and not during the slack season. In order to remedy the situation, an Order was issued on 9 November 1940 which set up a special assistance fund for seasonally unemployed workers in the tobacco industry. This fund is attached to the Social Insurance Fund and is financed out of the proceeds of a tax of 1 lev on each kilogramme of tobacco sold. According to the preliminary estimates the tax will yield 30 million leva a year.

The fund will be used to pay allowances to all workers in the tobacco industry who are liable to unemployment insurance, are seasonally unemployed, and have not acquired a claim to benefit or have exhausted it, provided that the total additional income of the members of their family does not exceed 10,000 leva a year. The rate of the allowance, which ranges from 10 to 40 leva a day, varies in accordance with the size of the family, for which purpose the workers are divided into four classes, and with the amount of the family's additional income (two classes). Foreigners receive only the minimum of 10 leva whatever their circumstances.<sup>1</sup>

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## CONDITIONS OF WORK

### ENFORCEMENT OF THE FAIR LABOR STANDARDS ACT IN THE UNITED STATES

A divergence of views has appeared between General Fleming, Administrator of the Wage and Hour Division of the United States Department of Labor, and Congress, with regard to the basic system of inspection for the enforcement of the Fair Labor Standards Act, 1938.

According to General Fleming:

The theory upon which we have been proceeding is that in order to make sure that every one of some 15 million workers entitled to the benefits of the law actually receive them, it will be necessary to inspect virtually every one of the 300,000 establishments in which they are employed. This is what employers themselves generally want. Only these routine, systematic inspections give the conscientious, complying employer assurance that he will be protected against the unfair competition of those who will not obey unless they are forced to.

In conformity with this view the frequency of inspection has been increased gradually since the Division began to operate. "Two years ago", said General Fleming, "we were making around 150 to 200 inspections a month. A year ago we averaged around 2,000 inspections a month. Today we are doing better than 5,000 a month and in May the number rose above 6,000."

The estimates submitted to Congress this year for covering the cost of the Wage and Hour Division's activities for the fiscal year beginning 1 July 1941 were accordingly based on plans for the routine inspection of every plant covered by the Act at 18-month intervals. The House of Representatives,

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<sup>1</sup> *Idem*, 9 Nov. 1940. For other recent measures for the relief of unemployment among tobacco workers in Bulgaria, cf. *Industrial and Labour Information*, Vol. LXXIV, No. 3, 15 Apr. 1940, p. 62.

however, approved a recommendation of its Appropriations Committee to reduce the Division's budget on the ground that routine inspections on such a scale were unnecessary. In its report to the House the Committee said:

As a matter of policy the Committee is unable to find any justification for placing the inspection on a basis of inspecting each and every plant that might be covered by the Act. There are many enforcement statutes of all kinds being administered by various agencies of the Government. If the Government were to adopt a policy of inspecting every unit of production or every individual that might be covered by these Acts, the cost would be staggering and out of all proportion to the benefits to be obtained thereby.

The Committee cited the example of the Division of Public Contracts, whose Director "is unable, with the limited force of inspectors at his command, to make more than an approximate 25 per cent. inspection of the firms coming within the provisions of the Act." The Committee concluded, and the House agreed that effective enforcement of the Act could be secured by "spot checks" of 25 per cent. of all establishments covered by the Act, together with investigation of all complaints of violations.

General Fleming took issue with the attitude adopted by the Committee. In a letter to its chairman he stated:

For the first nine months of the fiscal year 1941, violations involving restitution minimum wage or overtime violations were found in one-third of all establishments found to be covered on routine inspection. Furthermore, restitution was found owing to one-fifth of all the employees in the establishments in which routine inspection showed restitution to be due. In other words, the violations do not affect merely isolated employees, but, rather, a substantial proportion of all the employees in the establishments, none of whom filed complaints. Half of all legal actions by the Division involved establishments against which no complaint had been received.

Dealing in turn with the Wage and Hour Division's budget, the Senate Appropriations Committee found itself in agreement with General Fleming. Its report states: "The Committee feels that to assure effective and uniform compliance with the Fair Labor Standards Act inspection of every one of the more than 300,000 establishments in which workers subject to the Act are employed is essential." The Senate accordingly approved full restoration of the cuts made by the House of Representatives in the Division's budget.

Subsequently, however, in the face of solid opposition from the House of Representatives, the Senate withdrew its amendment, and, as finally passed by both Houses of Congress, the appropriation for the Wage and Hour Division of the Department of Labor is subject to the reduction proposed by the House. Representative Tarver, voicing the opinion of the House Appropriations Committee, declared:

We conceive that in many industries, such as the automobile industry, where there is no question but that the minimum wage is being paid and where, if there were any violations of the maximum hours provisions of the Fair Labor Standards Act, those industries being highly organized, the attention of the authorities of the Wage and Hour Division would certainly be promptly called to the dereliction, there is no necessity for periodical and repeated field investigations of those particular industries. We also felt that it was never contemplated by the Congress that this administration, going further than any other similar administrative organization of the Federal Government, should undertake to investigate the plant and books of every possible law violator, which would include every person, firm, or corporation in the United States employing persons engaged in the production of goods for interstate commerce.

It may also be noted that the Appropriations Committee of the House of Representatives submitted a proposal (which would require congressional action to be made effective) for the consolidation of enforcement activities

under the Fair Labor Standards Act and the Walsh-Healey Act, at present divided among three distinct bureaux in the Department of Labor. Attention was drawn to the fact that the Children's Bureau, the Wage and Hour Division, and the Public Contracts Division of the Department all have their own inspectors in the field and separate central headquarters in Washington. The Committee pointed out, however, that legislation would be necessary to combine the work of the three bureaux, since the Fair Labor Standards Act specifically provides for separate administration of its wage—hour and child labour provisions.<sup>1</sup>

#### PROHIBITION OF HOME WORK IN JEWELLERY UNDERTAKINGS

Under an order issued at the end of July 1941 by the Administrator of the wage and hour provisions of the Fair Labor Standards Act, home work, except by *bona fide* handicapped workers, will become illegal after 1 November 1941 in that part of the jewellery industry which is subject to the Act.

The order was issued in pursuance of the provision of the Act which empowers the Administrator to include in wage orders "such terms and conditions as the Administrator finds necessary to carry out the purposes of such orders, to prevent the circumvention or evasion thereof, and to safeguard the minimum wage rates established therein". In issuing a wage order fixing a 40-cent hourly minimum wage for the industry, the Administrator declared:

In order to prevent circumvention of the minimum wage, the wage order will ban home work except in the case of *bona fide* handicapped workers. The question of what regulation of home work was necessary to prevent circumvention of the minimum wage was the subject of extensive testimony at two public hearings. Employee representatives were unanimously for its abolition. There was a division among employer representatives on this question. One of the employer groups represented testified in favour of continuing home work. Other employer groups represented were for its abolition, or took no position on this question.<sup>2</sup>

#### A JUDICIAL DEFINITION OF MINERS' HOURS OF WORK

In an opinion handed down in three suits for declaratory judgment on the validity of the determination of working time in metal mines by the Federal Wage and Hour Administrator, the Federal District Court at Birmingham, Ala., sustaining the Administrator's interpretation, has held that time spent by miners travelling between the mine entrance and their place of work, together with the aggregate of time spent on the surface obtaining and returning equipment and checking in and out, constitutes "hours worked" within the meaning of the Fair Labor Standards Act, 1938.

In his opinion, the Judge, after reviewing the conditions under which employees travelled underground, concluded that their travelling time "bears in a substantial degree every indicia of worktime; supervision by the employer, physical and mental exertion, activity necessary to be performed for the employer's benefit and conditions peculiar to the occupation of mining."<sup>3</sup>

<sup>1</sup> *Wage and Hour Reporter*, 9 and 23 June and 7 and 21 July 1941.

<sup>2</sup> *Idem*, 4 Aug. 1941, p. 414.

<sup>3</sup> *Idem*, 18 Aug. 1941, p. 437.

## LABOUR CONDITIONS IN SIERRA LEONE

The Government of the British West African dependency of Sierra Leone has published a report on labour conditions, which covers the period from the outbreak of war to the end of 1940.

The war first resulted in a reduction of employment in the interior, and, although on the coast labour was required for special war work, the seafaring population was badly affected by shipping reductions. In the last months of 1940, however, there was a marked increase in employment, the average number of workers in employment rising from 10,000 during the first six months of the year to 13,000 in July, 19,800 in September, and 25,700 in December. The nature of the work undertaken created an unprecedented demand for artisans, and, as in normal times facilities for training were meagre, difficulties were being experienced in obtaining this type of labour by the end of the year.

The rates paid to artisans rose sharply. Otherwise there was very little change in wages. The cost of local produce rose considerably during the latter half of 1940, rents increased, and the cost of clothes and other imported articles rose steadily from the outbreak of war. Several abortive attempts were made to obtain statistics regarding the cost of living, and in December 1940 the Government appointed a committee to undertake a survey.

Strikes were not frequent. It is noted, however, that there was undoubtedly an undercurrent of discontent amongst workers generally, largely due to the fact that they considered that they had no direct means of bringing their grievances to the notice of the Government. This was remedied by the appointment of a Labour Secretary in 1939, and provision has been made for the appointment of a Chief Labour Officer (to replace the Labour Secretary) and one Labour Officer. Seven trade unions had been registered by the end of 1940. The report records rivalries and initial difficulties, but states that definite progress has been made.

There was much legislative activity in the period under review, as has already been noted in the more important cases.<sup>1</sup> The enactments include the general prohibition of the employment of children under 12 years of age, trade union and trade disputes legislation, the Workmen's Compensation Ordinance (which came into force on 1 April 1941), and rules for the safety of workers on wharves.<sup>2</sup>

REVISED RULES CONCERNING THE REGISTRATION OF  
FACORIES IN CHINA

The Chinese Ministry of Economics has revised the Rules governing factory registration. According to these Rules, any industrial undertaking or its branch may apply to the Ministry for registration if it has a capital of \$10,000 or more, or if it regularly employs 30 or more workers, or if it manufactures goods by employing machines driven by motor power.

After registration, an industrial undertaking is entitled to the privileges of loans and certain guaranteed rates of interest, and also to various other forms of assistance and encouragement granted by the Government in accordance with the provisions of the existing laws. The undertaking is required, how-

<sup>1</sup> Cf. *Industrial and Labour Information*, Vol. LXXI, No. 3, 17 July 1939, p. 130; *International Labour Review*, Vol. XLIII, No. 3, Mar. 1941, p. 305.

<sup>2</sup> Sierra Leone, *Labour Report 1939-1940* (Freetown, Government Printer, 1941).



ever, to report to the Ministry any change made after its registration, and to submit an annual report to the Ministry on its activities and progress during the year.<sup>1</sup>

### CAUSES OF ABSENTEEISM IN BRITISH FILLING FACTORIES

In Great Britain the Select Committee on National Expenditure has endorsed a report from its Sub-Committee on Supply Services concerning labour problems in filling factories. A summary of this report is given below.

The Sub-Committee recently paid visits to two filling factories, where it found several labour problems, which, although they are common to all types of factory, are accentuated by the special conditions in which this particular work has to be done. By reason of the nature of some of the work, filling factories have to be built in a comparatively rural area, covering a large acreage, with many small separated buildings, in each of which from 10 to 20 operatives, largely performing hand work, are employed.

Absenteeism, whether avoidable or unavoidable, is causing considerable dislocation of work. The Sub-Committee was shown weekly figures and graphs covering the period since September 1940. Up to the middle of March, the two-shift system was worked, and during the winter months absenteeism varied between 15 and 20 per cent. On the adoption of the three-shift system, it fell at once to 10 per cent, but has shown a tendency to rise again lately, to about 12 per cent. Female absenteeism was shown to be between 60 and 90 per cent. higher than the male, and in every case the morning shift was the worst. Taking a week, day by day, Saturday afternoon and Sunday morning were clearly the times at which more people absented themselves than any other, the figure in a given week for female absenteeism rising to 26 per cent. and for males to 16.8 per cent. on the Saturday afternoon, and to 22 per cent. and 18.4 per cent. respectively on Sunday morning. By way of contrast to these figures, a neighbouring engineering factory, where the employees were the same as those working in peace time and lived in the immediate neighbourhood, showed only 0.75 per cent. absenteeism over a given period of four weeks.

After making careful enquiries the Sub-Committee came to the conclusion that there were four main reasons for this excessive absenteeism:

(1) *The difficulties of transport over the long distances which workers have to travel.* Workers have to come long distances, sometimes as far as 30 miles and rarely less than 3 or 4. At one factory complaints were made that, in order to get there, an unreasonable time had to be spent in travelling, owing to lack of transport facilities. The Sub-Committee found that adequate arrangements did not seem to have been made for the provision of special trains and buses at the right times; and stated that it was unfair to expect workers to be punctual or regular in their attendance in such circumstances. It accordingly recommended that it should be regarded as a primary duty of the Ministry of Supply to make effective arrangements either with the railway and omnibus companies or otherwise for the provision of adequate transport facilities.

(2) *The absence of adequate accommodation near the factories.* At one factory provision in the way of hostels was being planned for only about 12 per cent. of the numbers which were expected to be employed. Some of the hostels were too far away — a matter of great importance, seeing that some of the employees in the factories concerned may have to walk a mile inside the gates in order to reach their shops. The scale of charges in the hostels did not always compare favourably with the cost of lodgings in the locality. The Sub-Committee therefore recommended that the provision of hostels should be increased and speeded up as a matter of urgency; and that consider-

<sup>1</sup> *Sin Wan Pao*, 24 Apr. 1941.

ation should be given to the desirability of arranging that the hostels should charge a rent for room space and payment only for such meals as are actually taken.

(3) *The conditions of work in the factories, particularly the canteen arrangements.* The size and character of the factories visited made canteen arrangements difficult. In both the factories visited by the Sub-Committee there were several canteens, but in each case only two were fitted with cooking apparatus. In consequence food had to be carried long distances in hot boxes and was not in a good condition when it arrived. This problem was a source of considerable grievance and one which it was urgently necessary for the authorities on the spot to solve at the earliest possible moment. There also appeared to be a lack of proper equipment in some cases, resulting in delays. Some complaints were also made as to the prices charged. The Sub-Committee hoped that a continual watch would be kept on the canteen arrangements and that every opportunity would be taken to reduce prices. It also urged that the supply of food to the factories should always be given reasonable priority.

(4) *The seven-day week.* The hours of work were recently established on the basis of three shifts. Under this system every worker has a rest at the week-end of 23½ hours during his change-over from one shift to another, but except for the night shift seven shifts a week are worked. The average time actually worked during the week is 56 hours, but to this must be added the time taken to travel to and from the factories, which in many cases adds considerably to the time spent away from home. The Sub-Committee found that all these factors taken together enhanced industrial fatigue. No man could work for seven days a week for any length of time and maintain his output, and this was even more true of women. The Sub-Committee supported the previous recommendations of the Committee that Sunday work should be abolished, except for maintenance of plant and in real emergencies.<sup>1</sup> (Some adjustment of time rates would be necessary in order to keep earnings for a 6-day week up to the generally expected level).

In addition to the removal of legitimate grievances such as those mentioned above, the Sub-Committee stressed the importance of increasing incentive. The introduction of piece-work rates would be one obvious method, but would not be easy in practice. The Sub-Committee was, however, glad to learn that the point was under consideration.<sup>2</sup>

### EXTENSION OF HOURS OF WORK IN ITALY

An Italian Royal Decree of 20 March 1941 empowered the Minister of Corporations to apply special hours of work conditions for the duration of the war, and for this purpose to fix the length of the working day, the method of application, and the conditions as to overtime pay. Similarly the Minister may suspend the prohibition of night work for the duration of the war. Any employer who contravenes provisions adopted in virtue of the Decree is liable to a fine of 10 lire per worker and per day affected by the contravention.<sup>3</sup>

Under this Decree the Minister of Corporations issued two Decrees on 25 April 1941 concerning the extension of hours of work in agriculture and metal working respectively.

#### *Agriculture.*

*Hours of work.* The length of the working day to be applied by employers in crop-raising, forestry, and stock-raising work and in the subsidiary work

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 3313.

<sup>2</sup> HOUSE OF COMMONS: *Seventeenth Report from the Select Committee on National Expenditure*, Session 1940-1941 (London, 1941).

<sup>3</sup> *Gazzetta Ufficiale*, 22 Mar. 1941, p. 1218.

of agricultural undertakings must exceed by 2 hours the normal maximum length fixed by law and collective agreements. These 2 hours are to be paid at the overtime rates fixed in collective agreements. The worker is bound to observe this time-table. In addition, the working day so lengthened may be extended by not more than 2 additional hours, for which the overtime rates fixed in collective agreements and increased by 5 per cent, are to be paid.

The compulsory daily working hours may be suspended or reduced within the limits that are found necessary, in the event of bad weather, or if the worker is prevented from observing them for serious and valid reasons, or if the technical requirements of the undertaking prevent their observance on account of a shortage of raw materials or other conditions of production. Any such change, suspension, or reduction of hours must be notified by the employer to the Corporative Inspectorate.

*Weekly rest.* The suspension of the Sunday or weekly rest is authorised. Any work done on Sunday is to be paid for at the normal rate increased by the amount fixed in collective agreements.

*Holidays with pay.* The granting of holidays with pay under collective agreements is suspended, provided that the employer must pay the workers not only their remuneration under the contracts of employment but also compensation for the holiday not taken.

*Miscellaneous provisions.* The provisions of this Decree do not apply to permanent staff not engaged in agricultural work, but may be extended to them by collective agreements. Similarly, they do not apply to salaried employees.

Supervision of the observance of the provisions of the Decree is entrusted to the Corporative Inspectorate.<sup>1</sup>

#### *Metal Working.*

*Normal hours of work.* In the departments of iron and steel, metal working, and engineering undertakings (excluding subsidiary undertakings) in which the measures adopted by the Corporative Inspectorate in February 1941 for the extension of hours of work are already in operation<sup>2</sup>, the following provisions as to hours of work are to apply.

(a) In departments where processes are carried on continuously for technical reasons and in those where the work is continuous for other than technical reasons during the 24 hours of the day, the hours of the workers in each shift are to be 12 in the day and 72 in the week.

(b) In departments where work is not carried on continuously throughout the 24 hours of the day the normal maximum hours of work are to be 10 in the day and 60 in the week.

Lower limits than those indicated above may be fixed by the Corporative Inspectorate for specified undertakings or departments of undertakings. An appeal against the Inspectorate's decision may be taken by the person concerned or the organisation which represents him to the Minister of Corporations within 10 days. The appeal does not suspend the effect of the decision unless so ordered by the Minister.

If the requirements of production necessitate such action, the above hours may be extended by not more than 2 in the day and 12 in the week. The employer must inform the Corporative Inspectorate within 24 hours of any such extension, stating its expected duration, the reasons for the extension, and the number and the occupational groups of the persons affected.

*Overtime pay.* The payment for the 12-hour day and 72-hour week indicated in paragraph (a) above is to be at the normal rates. In the case of persons with fixed rates of pay, compensation for the extension of hours beyond those on which their remuneration is calculated will be due. Any work which, in accordance with the definition of night work in collective agreements, should be classified as such is to be paid at the increased rates fixed for night work in the agreements.

<sup>1</sup> *Idem*, 29 Apr. 1941, p. 1661.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No 5, May 1941, p. 585.

In the departments of undertakings where the hours indicated in paragraph (b) above or shorter hours are worked, any hours in excess of 40 in the week (42 in the case of continuous processes) will be paid at the overtime rates fixed in collective agreements, or in the case of night work at the rates for such work, provided these are higher.

*Subsidiary undertakings.* The measures concerning the hours to be worked in subsidiary undertakings in the iron and steel, metal working, and engineering industries will be issued by the Secretary of State for Munitions in accordance with the principles indicated above.<sup>1</sup>

#### HOURS OF WORK IN PRINCIPLE AND IN PRACTICE IN FRANCE

During the month of May 1941 Mr. René Belin, Secretary of State for Labour, in the course of a tour of the southwestern region of unoccupied France, made statements concerning the social policy of his Government. As regards hours of work he stated that the principle of the 40-hour week was maintained, but that where a real need arose for the working of longer hours the limitation of weekly hours must be suspended. Thus the 40-hour week Act remained the basis of the Government's policy, but its practice must be governed by two rules: existing employment must be shared, and the necessary work must be performed at whatever cost.<sup>2</sup>

Mr. Belin subsequently declared in an interview that mining workers were in practice working a 52½-hour week underground and a 54-hour week on the surface.<sup>3</sup>

#### WAGE CONTROL IN GERMANY

The control of wages in Germany, as established by the Order of 25 June 1938 concerning wage fixing<sup>4</sup>, the War Economy Order of 4 September 1939<sup>5</sup>, and the Order of 12 October 1939 stabilising wages<sup>6</sup>, were considerably strengthened by a series of administrative Orders adopted in April 1941.

Under an Order of 23 April 1941 issued in virtue of the Wage Fixing Order of 25 June 1938, the labour trustees are given general authority to fix compulsory maximum and minimum rates of wages. Rates which have been fixed for branches of industry or occupations not yet specified by the Minister of Labour are nevertheless valid. (The original Order applied only to the fixing of rates in the branches of industry specified by the Minister.)

Another Order, of 17 April 1941, aims at preventing the salaries of commercial and technical employees who change their employment from being fixed at rates which are higher than those they obtained in their former employment. According to the explanatory memorandum to the Order, the object of the measure is to prevent an employee who has been dismissed for inefficiency from using the opportunity to obtain better paid work in another undertaking. Henceforth the consent of the labour trustee is necessary before any commercial or technical employee can be engaged at a higher rate of pay than he used to earn.

Lastly, a third Order, of 25 April 1941, is intended to prevent recourse to the promotion of workers to a higher paid category as a means of evading the Order of 16 October 1939, which stabilised all wages and salaries. Unless

<sup>1</sup> *Gazzetta Ufficiale*, 29 Apr. p. 1662.

<sup>2</sup> *Depêche Dauphinoise*, 15 and 16 May 1941.

<sup>3</sup> *Figaro*, 5 June 1941.

<sup>4</sup> Cf. *Industrial and Labour Informations*, Vol. LXVIII, No. 3, 17 Oct. 1938, p. 70.

<sup>5</sup> *Idem*, Vol. LXXI, No. 12, 18 Sept. 1939, p. 342.

<sup>6</sup> *Idem*, Vol. LXXII, No. 9, 27 Nov. 1939, p. 245.

promotion of this kind is expressly provided for by law, collective rules, or the rules of employment of the undertaking, it must first be approved by the labour trustee.<sup>1</sup>

### THE CONDITIONS OF EMPLOYMENT OF POLISH WORKERS IN GERMANY

Reference has previously been made in these pages to the special treatment of Polish workers employed in Germany or in the occupied territory of Poland as regards remuneration.<sup>2</sup>

Collective rules were issued by the Labour Trustee for Public Services on 3 March 1941 which deprived all Polish workers employed in public undertakings or services of the right to a number of allowances and privileges to which German workers are ordinarily entitled, such as the payment of wages on certain public holidays, children's allowances, allowances in the event of the birth of a child, marriage or death, the maternity allowance, the supplementary old-age pension, the extension of the annual holiday on account of seniority or age, etc.

The Decree adds that Polish workers cannot claim the right under the provisions of collective rules to submit their case to the courts.<sup>3</sup>

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## SOCIAL INSURANCE AND ASSISTANCE

### SOCIAL SECURITY IN NEW ZEALAND

Since the last article on the New Zealand Social Security Act was published in these pages<sup>1</sup>, important increases and extensions of benefits have been introduced, and are briefly described below.

#### *Increased Cash Benefits.*

In virtue of the Finance Act, 1941, important increases in family, sickness, and age benefits came into effect on 1 September 1941.

*Family benefit* was originally granted in respect of the third and subsequent children under the age of 16; in 1940 it was extended to the second child also; and now it is payable for the first child as well. The rate of the benefit remains at 4s. a week for each child. The amount of the benefit is adjusted so that the average weekly income of the parents and children under 16 (exclusive of the benefit) does not exceed £5.

*Sickness benefit* is fixed at 10s. a week for persons under the age of 20 without dependants, and at £1 a week for persons above that age, the latter amount being increased by 15s. for the wife and by an allowance for each child, which is now raised from 5s. to 10s. The total benefit may not exceed £4 a week.

*Age benefit* is payable at the age of 60, the basic rate being £78 a year. The basic rate is reduced by 10s. for every £1 of income in excess of £52 a year; where both husband and wife are entitled to the benefit, the income in question is their joint income and the reduction applies to the benefit of each. Where only one of a married pair is a beneficiary, the basic rate is reduced by £1 for every £1 of joint income in excess of £130 a year; but if the beneficiary in this

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<sup>1</sup> *Reichsarbeitsblatt*, 5 May 1941, Part I, pp. 211 and 212

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, Mar. 1941, p. 336.

<sup>3</sup> *Reichsgesetzblatt*, 3 Apr. 1941, Part I, p. 161.

<sup>4</sup> *International Labour Review*, Vol. XLIII, No. 4, Apr. 1941, pp. 449-451.

case is the husband, the Social Security Commission may, in its discretion, increase his benefit by an amount in respect of his wife, which is now raised from £13 to £26 a year. The age benefit is supplemented by a children's allowance, which is now increased from £13 to £26 a year for each child.

*Superrannuation benefit* is payable at the age of 65, when, at the option of the beneficiary, it may be substituted for the age benefit. It is granted irrespective of the means of the claimant. First payable in 1940 at the rate of £10 a year, it rises by £2.10s. annually until it reaches £78: in 1941 the rate is £12.10s.

### *New Health Benefits.*

There are four statutory health benefits: medical, pharmaceutical, hospital, and maternity. In addition, the Minister may make arrangements for the provision for certain supplementary benefits which seem necessary for the effective operation of the statutory benefits or "are otherwise necessary to maintain and promote the public health": radiological and laboratory services, administration of anaesthetics, services of specialists and consultants, dental services, ambulance service, home-nursing services, and domestic assistance.

Maternity benefits were introduced on 15 May 1939, hospital benefits on 1 July 1939, and medical benefits on 1 March 1941. Owing to the opposition of the medical association, only a small number of doctors have as yet agreed to provide medical benefit.<sup>1</sup>

Regulations for the administration of *pharmaceutical benefit* were issued on 22 April 1941, and came into operation on 5 May. Any pharmacist (or hospital) may enter into an agreement with the Minister of Health to supply pharmaceutical benefit. The agreement binds the pharmacist to keep in stock the medicines, drugs, and appliances specified in a drug tariff prepared by the Minister, and to supply them free to the patient on the prescription of any registered medical practitioner (whether in connection with medical benefit under the Social Security Act or otherwise). The medicines to be supplied include any which are mentioned in the British Pharmacopoeia or the British Pharmaceutical Codex. Pharmaceutical benefit, however, does not include "any preparation or substance (except insulin) that is prescribed in any medical prescription by reference to any trade-mark or trade-name or by reference to a particular maker", or any serum, vaccine or antitoxin. As a rule the quantity of medicine to be supplied is to be sufficient for 10 days. The cost of the medicines is refunded to the pharmacist by the district medical officer of health, together with the appropriate dispensing fees specified in the drug tariff, the cost being charged to the Social Security Fund. Complaints against a pharmacist are addressed to the district medical officer of health, and, if not of a trivial character, are referred to a committee appointed by the Minister of Health and consisting, as to at least half its membership, of pharmacists.

*Hospital benefits for out-patients* were introduced on 1 April in virtue of Regulations dated 19 March 1941. They include all medical, surgical, or other treatment afforded to out-patients by the staff of a public hospital, except dental treatment and laboratory services; X-ray diagnostic services constitute a separate benefit. The treatment is free to patients, and the hospital is reimbursed out of the Social Security Fund a proportion, between one-half and two-thirds, of its expenditure; the remainder of the cost is borne by the local authorities served by the hospital concerned.

Regulations dated 23 July 1941 provide for free *X-ray diagnostic services*. The services in question are to be rendered by a "recognised radiologist" or by a public hospital. In order to be "recognised" as a radiologist, a medical practitioner must satisfy the Minister of Health as to his special qualifications and as to the sufficiency of the apparatus in his possession or available for his use. The apparatus is subject to inspection from time to time. Recognition may be granted for all or for certain services only. Radiologists are required to report their findings to the medical attendant, and to keep their films or plates for at least three years. Fees for X-ray services are paid out of the

<sup>1</sup> According to *The New York Times*, 7 Sept. 1941, the Government has introduced a Bill to provide national free medical care on the basis of fees for services rendered instead of the present basis of an annual capitation fee.

Social Security Fund in accordance with a schedule attached to the regulations: the fees for X-ray photographs vary from a minimum of 5s. to a maximum of £2.2.0 (2s. only for examination of the chest by a miniature radiography).<sup>1</sup>

## STATISTICS OF THE SOCIAL SECURITY FUND

Figures are given below showing the revenue and expenditure of the Social Security Fund in 1940-41 and the estimates for 1941-42.

*Statistics for 1940-41.*

## (a) Revenue of Social Security Fund.

	Year ended 31.3.41
	£000's
Registration fees .....	604
Charge on salaries and wages .....	6,174
Charge on other income .....	3,935
Penalties and miscellaneous .....	55
	10,768

The appropriation from general taxation to the Fund for 1940-41 was £3,200,000.

## (b) Expenditure of Social Security Fund.

Benefits	Year ended 31.3.41	May 1941	
		Annual value of benefits current	No. of beneficia- ries
	£000's	£000's	
Pensions:			
Universal superannuation	239	468	37,149
Age	7,103	7,218	97,408
Widows'	838	700	10,544
Maori War	1	1	7
Miners'	88	84	921
Invalidity	988	1,014	11,917
Family	425	495	16,432
Orphans'	18	18	349
Emergency	38	33	651
Temporary allowances:		Paid during month	
Unemployment	302	15	2,121
Sickness	293	30	3,605
Emergency	89	8	1,365
Health benefits:			
Hospital	1,081	89	—
Mental hospital	171	—	—
Maternity	520	49	—
Medical	—	2	—
Pharmaceutical	—	0.2	—
Total	12,194	—	—

<sup>1</sup> Finance Act, 1941; Research Bulletin of the New Zealand Federation of Labour, 21 Apr. and 20 June 1941; Social Security (Pharmaceutical Supplies) Regulations, 1941; Social Security (Hospital Benefits for Out-Patients) Regulations, 1941; Social Security (X-Ray Diagnostic Services) Regulations, 1941.

The cost of administering the Social Security Act in 1940-1941 was £449,000.

*Estimates for 1941-42.*

The estimates for the financial year 1941-42 show an expenditure from the Social Security Fund of £14,673,000 to be met by (a) the social security charge and registration fees, £10,630,000, and (b) general taxation, £3,600,000 and a surplus carried over from last year. Expenditure in 1941-42 is expected to be about £2,000,000 more than in 1940-41, the principal causes of increase being: (a) higher payments to hospitals, £176,000; (b) pharmaceutical benefit, £350,000; (c) higher and more numerous superannuation benefits, £251,000; (d) extension of family allowances and increased children's supplements £335,000; (e) £600,000, provided in case agreement is reached with the medical association so that medical benefits can be widely introduced during the present year.

The estimate of £14,673,000 would represent about 7 per cent. of the aggregate of private incomes (including social security benefits) in 1939-40; but incomes are likely to be appreciably higher in the present financial year. The population of New Zealand on 31 March 1941 was 1,636,230.<sup>1</sup>

### SOCIAL INSURANCE AMENDMENTS IN GREAT BRITAIN

A measure entitled the National Health Insurance, Contributory Pensions and Workmen's Compensation Act, 1941, has just been passed in Great Britain and will come into force in January next. As its title imports, the Act affects three branches of social insurance: it extends the scope of all three branches, and raises the rates of benefits and contributions under the health insurance scheme.

With the enactment of this measure Great Britain has now modified all the insurance schemes so as to take account, in part at least, of increases in the cost of living during the war.<sup>2</sup>

*Extension of Scope.*

After the first world war the maximum remuneration entailing liability to insurance in the case of non-manual workers was raised to £250 a year. In July 1940 the limit was raised to £420 a year for the purposes of unemployment insurance. The new Act introduces the same limit for the purposes of health insurance, contributory pensions, and workmen's compensation. The number of non-manual workers receiving remuneration between £250 and £420 a year is about 500,000, but about 200,000 of these are already voluntary contributors continuing their previous compulsory insurance under the health and pension schemes, while a further 100,000 are voluntary contributors under the special pension scheme established in 1937 for persons outside the scope of compulsory insurance.

*Benefit and Contributions Increases in Health Insurance.*

The rates of sickness and disablement benefits are increased by 3s. a week, so that the new rates stand as follows:

	Sickness		Disablement	
	s.	d.	s.	d.
Men .....	18	0	10	6
Spinsters and widows ..	15	0	9	6
Married women .....	13	0	8	0

<sup>1</sup> Dominion of New Zealand, *Monthly Abstract of Statistics*, June 1941; *The Press* (Christchurch), 19 July 1941.

<sup>2</sup> For adjustments of unemployment benefits, old-age pensions, and workmen's compensation, see *International Labour Review*, Vol. XLII, Nos. 4-5, Oct.-Nov. 1940, pp. 256 *et seq.* and 271 *et seq.*

<sup>3</sup> Cf. *Industrial and Labour Information*, Vol. LXIII, No. 13, 27 Sept. 1937, p. 408.



The effect of this flat increase is to reduce the disparity between men's and women's benefits on the one hand, and between sickness and disablement benefits on the other.

The cost of raising the benefit rates will be met by a similar flat increase of 2d. in the joint weekly contributions; the new rates of which are as follows:

	Employer	Insured	Total
	d.	d.	d.
Men .....	5½	5½	11
Women .....	5½	5	10½

The Exchequer continues to bear one-seventh of the cost of benefits and administration in the case of men, and one-fifth in the case of women. The higher rate of benefits, together with the addition of the new group of non-manual workers, will mean an increase of £1,300,000 in the annual charge borne by the Exchequer.<sup>1</sup>

### RAILWAYMEN'S PENSION INSURANCE IN BOLIVIA

The pension insurance scheme for railway and tramway workers which was established in Bolivia in 1938<sup>2</sup> has been revised by an Act of 29 April 1941, which among other things, increases the financial resources of the Railwaymen's Insurance Fund and improves some of the benefits.

#### *Scope.*

Insurance with the Railwaymen's Insurance Fund is compulsory for all workers and salaried employees in the service of public or private railway and tramway undertakings, whether in operation or under construction; for all workers and salaried employees in the service of electrical light and power and telephone undertakings holding public service concessions; and for the technicians on the permanent establishment of such undertakings. Technicians, craftsmen, and workers engaged temporarily by the undertakings for supplementary work, such as the construction or repair of buildings, are not covered.

#### *Financial Resources.*

The financial resources of the scheme are derived mainly from the contributions paid by the insured persons and the undertakings, which are fixed for each at 5 per cent. of the monthly wage up to a wage of 1,000 bolivianos, 6 per cent. of the part of the monthly wage between 1,001 and 2,000 bolivianos, and 7 per cent. of the part of the monthly wage in excess of 2,000 bolivianos. In addition, the State grants a lump sum of 1 million bolivianos, and every worker joining an undertaking covered by the scheme pays a contribution equal to one month's wages, payable in twelve monthly instalments. The proceeds of certain taxes are also devoted to the financing of the scheme, but they are limited in amount and do not make any substantial contribution to the financial stability of the Fund.

#### *Benefits.*

Workers and salaried employees with 25 years' service are entitled to a retiring pension equal to their average wage or salary during the last six months, but subject to a maximum limit of 2,000 bolivianos a month and a minimum limit of 250 bolivianos. There is no age limit. Workers and salaried employees who have reached the age of 55 years and have at least 15 years' service, and those who after 15 years' service become permanently unfit for work, receive a pension varying with length of service from 60 per cent. of the basic wage or salary after 15 years to 96 per cent. after 24 years of service.

<sup>1</sup> National Health Insurance, Contributory Pensions and Workmen's Compensation Bill: Explanatory and Financial Memorandum; Report by the Government Actuary on the Financial Provisions of the Bill (Cmd. 6290).

<sup>2</sup> Cf. *Industrial and Labour Information*, Vol. LXVII, No. 11, 12 Sept. 1939, pp. 303-305.

Workers and salaried employees who have completed 10 years' but less than 15 years' service are entitled to a provisional pension, equal to 50 per cent. of the basic wage or salary, on reaching 55 years of age or becoming permanently unfit for work. If invalidity occurs before 10 years of service have been completed, the worker or salaried employee is entitled to a lump sum equal to the aggregate amount of his contributions and those paid on his behalf by the undertaking plus simple interest at 4 per cent.

If the worker or salaried employee dies, his surviving dependants are entitled to a lump-sum payment, varying with his length of service and remuneration from six months' pay after five years of service to three years' pay after 25 years. This payment is made to the legitimate and recognised children under age and to children who have not been recognised but were maintained by the deceased; to the widow or unmarried wife who lived with the deceased for not less than one year before his death, provided that she has children to maintain; to the widower, parents and grandparents, or in the absence of nearer relatives, the unmarried sisters (sisters over age are eligible only if they are incapable of work). The order of priority is fixed in conformity with the rules of the Civil Code.

#### *Administration.*

The Railwaymen's Insurance Fund is an autonomous body, managed by a board which consists of a representative of the Government, who acts as chairman, a representative of the undertakings concerned, a representative of the insured workers, designated by the Confederation of Railway, Tramway and Allied Workers, and a representative of the persons in receipt of old-age and invalidity pensions.

The Act lays down strict rules for the investment of the moneys of the Fund, intended to secure the safety, yield, and social utility of the investment; with this last object in view, it prescribes the promotion of better housing conditions for insured persons and their families.

The benefit system appears to be complete, but notwithstanding the increased resources devoted to the Fund, its permanent financial equilibrium does not yet appear to be secured.<sup>1</sup>

### FINANCING OF HOUSING BY THE BULGARIAN SOCIAL INSURANCE INSTITUTION

Under an Act of 5 June 1941 the construction of workers' dwellings in Bulgaria will be financed mainly out of loans granted by the Social Insurance Institution, which is the body responsible for the administration of the compulsory scheme of insurance of workers in industry, commerce, and agriculture against the risks of sickness, invalidity, old age and death, and involuntary unemployment.<sup>2</sup> The Institution will be responsible for financing construction and for the renting and sale of workers' dwellings.

The Act authorises the Institution to set aside a sum of 200 million levas out of its reserves, to be used either directly for the construction of workers' dwellings on its own account or for loans to employers wishing to construct dwellings for their staff. A technical building section will be set up in the Institution to draw up model plans and supervise their execution. One-family houses, conforming to the model plans, will be sold to the workers on favourable terms or rented to them. When larger houses are built, the dwellings may be sold separately, a system which is very common in Bulgaria and which will also apply to the workers' dwellings.

The dwellings constructed by employers out of the loans granted by the Institution must be built in conformity with the plans prepared by the Insti-

<sup>1</sup> Communication to the I.L.O.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIII, No. 6, June, p. 719.

tution and on its decision. Like the dwellings constructed by the Institution itself, these buildings and their rents will be exempt from taxation and public dues.

The local authorities may be required to cede land free of charge or on favourable terms to the Social Insurance Institution. If municipal land is not available, the Act provides for the expropriation of private land, subject to compensation.

The Act includes provisions to prevent other persons from benefiting by the privileges intended for workers. Thus workers' dwellings cannot be subject to seizure or taxation as long as the worker has not become the owner of his house or dwelling. The sale, resale or renting of a house or dwelling constructed or subsidised by the Social Insurance Institution to persons not belonging to the insured groups of workers is altogether prohibited.<sup>1</sup>

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## WORKERS' ORGANISATIONS

### THE CHINESE LABOUR MOVEMENT

According to a recent survey of the trade union movement in Free China during 1939 and 1940, steady progress was made under Government auspices, and was particularly marked in the case of craft unions and special unions. This may be attributed to the growth of the small industries and the extensive development of the reconstruction programme of the Government in the interior of Free China. The situation of the industrial unions, however, remained practically unchanged, possibly owing to the decentralisation policy adopted by the Government with regard to the location of industries during wartime.

The survey covers 57 important cities and districts, of which 20 were situated in East China, 15 in South China, 14 in West China, and 8 in the North-West. In these 57 cities and districts there were in 1939 altogether 1,171 trade unions, including 76 industrial unions and 1,095 craft unions; and in 1940 there were 1,250 unions, of which 78 were industrial unions and 1,172 craft unions. The membership of these unions was 311,669 in 1939 (28,424 members of industrial unions and 283,245 members of craft unions), and 336,740 in 1940 (26,908 in industrial unions, 309,832 in craft unions). In addition there were 5 special unions with a total membership of 140,245 in 1939, and 8 special unions with a total membership of 180,918 in 1940. The total number of all the three kinds of unions was thus 1,176 in 1939 and 1,258 in 1940, the total membership being 451,914 in 1939 and 517,658 in 1940.

The cities and districts in East China and West China generally had more unions than those in other regions. The craft unions were more widely distributed than the industrial unions and were to be found in nearly all of the 57 cities and districts covered by the survey.<sup>2</sup>

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<sup>1</sup> *Drzhaven Vestnik*, 5 June 1941.

<sup>2</sup> Communication to the I.L.O.

# STATISTICS

## Wages

According to the plan which has been adopted for publication at quarterly intervals in the *Review* of statistics on labour conditions in different countries, the statistics of the *general level of wages* are given in this issue; the tables group together the most comparable data in three sections, namely:

- (a) Hourly rates or earnings;
- (b) Normal weekly rates;
- (c) Daily, weekly or monthly earnings.

Figures for the different industries or occupations covered by these series are given in the *Year-Book of Labour Statistics 1940* (table XIV).

For further information on the scope and method of these statistics, see the July 1941 issue of the *Review: Statistics*, Explanatory Notes, pp. 104-113.

The cost-of-living statistics used for calculating the real wage indexes were published in the October issue of the *Review* and will appear again in the January issue.

### 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 r 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. (See the July issue of the *Review: Statistics*, Explanatory Notes).

## (a) Hourly rates or earnings

Date	AUSTRALIA			BELGIUM			BULGARIA			CANADA
	Mines <sup>o</sup> , industries, transport <sup>o</sup> , etc.			Mines, industries, transport			Industries			M., ind., tr.
	M.	W.	M. W. <sup>1</sup>	M.W. sk.	M. W. unsk.	M. W.	M.	W.	M. W.	M. W.
	Rates			Earnings			Earnings			Rates
Money wages										
	s. d.	s. d.					Leva	Leva	Leva	
1929	2 3	1 2½	*	*	*	*	10.01	5.98	7.81	*
1930	2 2½	1 2½	*	*	*	*	9.76	6.16	7.33	*
1931	2 0	1 1	*	*	*	*	9.25	5.58	7.12	*
1932	1 10¾	1 0¾	*	*	*	*	7.75	4.90	6.20	*
1933	1 10	0 11¾	*	*	*	*	7.76	4.69	6.53	*
1934	1 10	0 11¾	*	*	*	*	7.29	4.59	6.09	*
1935	1 10½	1 0	*	*	*	*	7.04	5.13	6.11	*
1936	1 11	1 0¼	*	*	*	*	7.09	5.22	6.03	*
1937	2 0	1 1	*	*	*	*	7.78	5.88	6.61	*
1938	2 1¾	1 1½	*	*	*	*	8.15	6.33	7.02	*
1939	2 2½	1 2¼	*	*	*	*	8.27	6.58	7.32	*
1940	2 3¼	1 2½	*	*	*	*	8.23	7.39	7.73	*
1940: June	2 2¾	1 2½	*	*	*	*	*	*	*	*
Sept.	2 3½	1 2½	*	*	*	*	7.88	7.35	7.55	*
Dec.	2 3½	1 2¾	*	*	*	*	*	*	*	*
1941: March	2 4½	1 3¼	*	*	*	*	9.23	6.67	8.46	*
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	98	99	98	104	106	106	98	103	94	101
1931	89	90	89	97	98	99	92	93	91	96
1932	84	84	84	88	89	91	77	82	79	91
1933	81	81	81	87	87	88	78	78	84	86
1934	82	82	82	83	83	84	73	77	78	87
1935	83	83	83	80	83	81	70	86	78	89
1936	85	85	85	87	89	88	71	87	77	91
1937	89	90	89	97	100	97	78	98	85	98
1938	96	93	95	102	105	103	81	106	90	101
1939	97	98	97	103	106	104	83	110	94	101
1940	101	100	101	109	112	110	—	—	—	104
1940: June	99	100	99	—	—	—	*	*	*	*
Sept.	102	100	102	110	113	110	78	123	97	*
Dec.	102	102	102	111	114	111	*	*	*	*
1941: March	105	105	105	111	114	112	92	112	108	*
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	103	105	103	101	102	102	107	113	103	101
1931	105	106	105	104	105	106	116	117	114	108
1932	104	104	104	106	106	108	105	112	108	111
1933	104	104	104	105	105	107	114	115	123	111
1934	103	103	103	104	105	106	114	121	122	111
1935	102	102	102	101	103	102	118	144	131	113
1936	103	103	103	103	106	104	124	153	135	113
1937	105	106	105	105	109	106	134	169	146	118
1938	110	107	110	109	112	110	136	176	150	120
1939	109	110	109	111	114	112	132	176	150	121
1940	108	108	108	—	—	—	—	—	—	120
1940: June	106	108	106	—	—	—	*	*	*	*
Sept.	110	108	110	—	—	—	117	183	144	*
Dec.	106	106	106	—	—	—	*	*	*	*
1941: March	105	108	109	—	—	—	124	150	146	*
Persons covered	*	*	*	*	*	*	4,716	2,042	6,738	*

<sup>1</sup> Series calculated by the I.L.O.: weighted averages of the rates for men and women.

Australia. Annual figures: averages; monthly figures: last day of the month.

Belgium. Annual and monthly figures: averages.

Bulgaria. Annual figures: up to 1933, averages of the figures for June and December; from 1934 onwards: averages of the figures for January and July; monthly figures: January and July, averages.

Canada. Annual figures: averages.

## STATISTICS OF THE GENERAL LEVEL OF WAGES (cont.)

## (a) Hourly rates or earnings

Date	CHINA (Shanghai)	CZECHO- SLOVAKIA (Prague)	DENMARK				ESTONIA		
	Industries	Indus- tries	Industries, transport <sup>1</sup> , etc.				Industries, etc.		
			M. sk.	M. unsk.	W.	M. W.	M.	W.	M. W.
	Rates	Rates	Earnings				Earnings		
Money wages									
	Sh. \$	Kč.	Öre	Öre	Öre	Öre	Sents.	Sents.	Sents.
1929	*	4.37	153	124	83	128	37.9	23.0	32.1
1930	0.059	4.47	156	126	84	131	38.7	23.0	32.5
1931	0.057	4.49	155	126	84	131	37.0	22.9	31.9
1932	0.057	4.49	153	127	85	131	34.5	22.1	29.9
1933	0.058	4.47	153	127	85	131	33.2	22.0	29.2
1934	0.056	4.37	154	129	86	132	33.0	21.9	29.0
1935	0.053	4.34	155	129	87	133	34.4	22.4	29.9
1936	0.055	4.33	156	130	87	132	36.3	23.4	31.6
1937	0.050	4.22	158	133	88	135	39.4	25.0	34.4
1938	0.051	4.32	166	140	94	142	42.4	26.5	37.1
1939	0.060	4.35	175	148	96	147	45.4	28.6	39.8
1940	0.070	—	194	163	108	162	—	—	—
1940: June	—	—	195	166	110	165	—	—	—
Sept.	—	—	193	161	108	162	—	—	—
Dec.	—	—	199	167	110	166	—	—	—
1941: March	—	—	—	—	—	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)									
	*	100	100	100	100	100	100	100	100
1929	*	100	100	100	100	100	100	100	100
1930	100	102	102	102	101	102	102	100	101
1931	97	103	101	102	101	102	98	100	99
1932	97	103	100	102	102	102	91	96	93
1933	98	102	100	103	102	102	88	96	91
1934	95	100	100	104	103	103	87	95	90
1935	90	99	101	104	105	104	91	97	93
1936	93	99	102	105	105	103	96	102	98
1937	85	97	103	107	106	105	104	109	107
1938	86	99	109	113	113	111	112	115	116
1939	102	100	114	119	116	115	120	124	124
1940	119	—	126	132	130	127	—	—	—
1940: June	—	—	127	134	133	129	—	—	—
Sept.	—	—	126	130	130	127	—	—	—
Dec.	—	—	130	135	133	130	—	—	—
1941: March	—	—	—	—	—	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)									
	1	100	100	100	100	100	100	100	100
1929	*	100	100	100	100	100	100	100	100
1930	100	105	107	106	106	107	(115)	(112)	(114)
1931	99	110	113	114	113	114	(114)	(116)	(116)
1932	104	112	112	114	114	114	(113)	(120)	(116)
1933	118	113	109	112	111	111	(116)	(127)	(121)
1934	114	112	105	109	108	107	(117)	(128)	(121)
1935	106	108	103	106	106	105	(120)	(129)	(123)
1936	104	106	102	105	104	103	(114)	(121)	(117)
1937	80	102	99	104	102	102	(117)	(122)	(120)
1938	63	100	102	107	107	105	(119)	(123)	(123)
1939	56	94	105	109	106	106	(123)	(127)	(127)
1940	30	—	91	95	94	91	—	—	—
1940: June	—	—	94	99	99	96	—	—	—
Sept.	—	—	88	90	90	88	—	—	—
Dec.	—	—	87	90	89	87	—	—	—
1941: March	—	—	—	—	—	—	—	—	—
Persons covered	60,000	*	50,401	60,189	34,831	145,420	35,000	15,000	50,000

<sup>1</sup> Series recalculated according to a new cost-of-living index number.

China. Annual figures: up to 1935, September of each year; from 1936 onwards: averages.

Czechoslovakia. Annual and monthly figures: averages.

Denmark. Annual figures: averages; monthly figures: averages for the quarter ending with the month in question.

Estonia. Annual and monthly figures: averages.

## (a) Hourly rates or earnings

Date	FRANCE					GERMANY				
	Metals (Paris)	Industries, etc.			Metals and industries	Mines <sup>1</sup> , industries, transport. <sup>2</sup>				
	M. W.	Paris	Other towns		M. W. <sup>1</sup> chiefly sk.	M. sk.	M. unsk.	W. unsk.	M. W.	M. W.
		M. chiefly skilled	W. Chiefly sk.							
Rates						Rates				Earnings
Money wages										
	Frs.	Frs.	Frs.	Frs.	Frs.	Rpf.	Rpf.	Rpf.	Rpf. <sub>2</sub>	Rpf. <sub>2</sub>
1929	5.45	6.10	3.83	2.26	*	101.1	79.4	52.7	85.3	96.8
1930	5.79	6.64	4.08	2.42	*	102.8	80.7	53.6	86.8	94.0
1931	5.74	6.61	4.08	2.42	*	97.4	76.6	51.0	82.3	86.9
1932	5.47	6.34	3.99	2.35	*	81.6	64.4	43.9	69.7	73.0
1933	5.57	6.34	3.89	2.26	*	78.5	62.3	43.4	67.6	70.7
1934	5.54	6.34	3.89	2.28	*	78.3	62.2	43.3	67.5	72.5
1935	5.49	6.23	3.80	2.26	*	78.3	62.2	43.4	67.5	73.6
1936	6.33	7.06	4.42	2.62	*	78.3	62.2	43.4	67.5	74.8
1937	9.41	10.06	5.60	3.08	*	78.5	62.3	43.4	67.6	76.4
1938	10.45	10.50	6.19	3.42	*	78.8	62.5	43.7	67.9	78.9
1939	10.93	*	*	*	*	79.1	62.8	44.0	68.2	—
1940	—	*	*	*	*	79.2	63.0	44.1	68.2	—
1940: June	—	*	*	*	*	79.2	62.9	44.1	68.2	—
Sept.	—	*	*	*	*	79.2	63.0	44.1	68.2	—
Dec.	—	*	*	*	*	79.2	63.0	44.1	68.2	—
1941: March	—	*	*	*	*	—	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	106	109	107	107	107	102	102	102	102	97
1931	105	108	107	107	107	96	96	97	96	90
1932	100	104	104	104	104	81	81	83	82	75
1933	102	104	102	100	102	78	78	82	79	73
1934	102	104	102	101	102	77	78	82	79	75
1935	101	102	99	100	100	77	78	82	79	76
1936	116	116	115	116	115	77	78	82	79	77
1937	173	165	146	136	150	78	78	82	79	79
1938	192	172	162	151	165	78	79	83	80	82
1939	201	*	*	*	*	78	79	83	80	—
1940	—	*	*	*	*	78	79	84	80	—
1940: June	—	*	*	*	*	78	79	84	80	—
Sept.	—	*	*	*	*	78	79	84	80	—
Dec.	—	*	*	*	*	78	79	84	80	—
1941: March	—	*	*	*	*	—	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)										
1929	*	*	*	*	*	100	100	100	100	100
1930	100	100	100	100	100	106	106	106	106	101
1931	103	103	103	103	103	109	109	110	109	102
1932	103	104	108	107	107	103	104	106	104	96
1933	107	106	109	107	109	101	103	108	104	95
1934	110	109	114	113	114	99	100	105	101	95
1935	116	115	119	119	120	97	98	103	99	95
1936	125	122	126	126	126	96	97	102	98	96
1937	154	144	134	124	138	96	97	101	98	97
1938	150	132	130	121	132	95	96	102	97	100
1939	—	*	*	*	*	95	97	102	98	—
1940	—	*	*	*	*	93	94	100	95	—
1940: June	—	*	*	*	*	92	93	99	94	—
Sept.	—	*	*	*	*	92	93	99	94	—
Dec.	—	*	*	*	*	92	93	99	94	—
1941: March	—	*	*	*	*	—	—	—	—	—
Persons covered	*	*	*	*	*	*	*	*	*	*

<sup>1</sup> Series calculated by the I.L.O.: weighted averages of the rates of the four preceding series.

<sup>2</sup> From 1929 to 1937, series calculated by the I.L.O., based on money wages published for 1938 to which the index numbers were applied.

France. Metals: annual figures: averages; monthly figures: averages for the quarter ending with the month in question. Industries: annual figures: October of each year.

Germany. Annual and monthly figures: averages.



## (a) Hourly rates or earnings

Date	GREAT BRITAIN	HUN- GARY	ITALY	JAPAN <sup>1</sup>	LATVIA (Riga)				MEXICO
	Agr., M., Ind., Transp., local auth.	Indus- tries	Indus- tries, etc.	Indus- tries	Industries, etc.				Ind.
	M. W.	M. W.	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. W.
	Rates	Earnings	Earnings	Earnings	Earnings				arnings
Money wages									
		Pengö	Lire		Sants.	Sants.	Sants.	Sants.	Pesos
1929	*	0.57	2.09	*	81	57	33	51	*
1930	*	0.57	2.07	*	84	59	33	53	*
1931	*	0.54	1.95	*	82	57	33	53	*
1932	*	0.50	1.91	*	72	50	31	46	*
1933	*	0.48	1.86	*	65	47	30	43	*
1934	*	0.45	1.80	*	63	47	30	43	*
1935	*	0.44	1.77	*	64	49	30	45	0.28
1936	*	0.45	1.88	*	65	49	30	44	0.33
1937	*	0.46	2.11	*	68	52	32	46	0.36
1938	*	0.49	2.26	*	73	55	35	50	0.40
1939	*	0.53	—	*	76	57	36	52	0.46
1940	*	0.58	—	*	—	—	—	—	—
1940: June	*	*	*	*	—	—	—	—	*
1940: Sept.	*	*	*	*	—	—	—	—	*
1940: Dec.	*	*	*	*	—	—	—	—	*
1941: March	*	*	*	*	—	—	—	—	*
Index numbers of money wages (Base: 1929 = 100)									
1929	100	100	100	100	100	100	100	100	*
1930	99	100	99	*	104	104	100	104	*
1931	—	95	93	*	101	100	100	104	*
1932	96	88	91	87	89	88	94	90	*
1933	—	84	89	85	80	82	91	84	*
1934	96	79	86	88	78	82	91	84	*
1935	97	77	85	88	79	86	91	84	100
1936	100	79	90	88	80	85	93	86	118
1937	105	81	101	92	84	90	97	90	129
1938	106	86	108	100	90	96	106	98	143
1939	—	93	—	—	94	100	109	102	164
1940	—	102	—	—	—	—	—	—	—
1940: June	*	*	*	—	—	—	—	—	*
1940: Sept.	*	*	*	—	—	—	—	—	*
1940: Dec.	*	*	*	—	—	—	—	—	*
1941: March	*	*	*	—	—	—	—	—	*
Index numbers of real wages (Base: 1929 = 100)									
1929	100	100	100	*	*	*	*	*	*
1930	103	(110)	102	*	100	100	100	100	*
1931	—	(111)	107	*	107	106	111	110	*
1932	109	(105)	110	100	108	107	118	110	*
1933	—	(109)	112	97	102	105	120	107	*
1934	111	(99)	114	96	104	111	126	113	*
1935	111	(99)	111	92	104	114	125	111	(100)
1936	111	(96)	109	91	106	113	127	114	(103)
1937	111	(92)	111	91	102	111	123	110	(93)
1938	111	(98)	110	92	100	107	122	108	(93)
1939	—	(108)	—	—	101	107	121	109	(106)
1940	—	(109)	—	—	—	—	—	—	—
1940: June	*	*	*	—	—	—	—	—	*
1940: Sept.	*	*	*	—	—	—	—	—	*
1940: Dec.	*	*	*	—	—	—	—	—	*
1941: March	*	*	*	—	—	—	—	—	*
Persons covered	*	289,000	1,526,636	1,563,601	*	*	*	44,716	63,900

<sup>1</sup> Series calculated by the I.L.O.: daily earnings divided by hours actually worked per day. Up to 1938, statistics of the Bank of Japan; from 1939, statistics of the Imperial Cabinet in which the statistics of the Bank of Japan have been incorporated.

Great Britain (including Northern Ireland). Annual figures: averages.

Hungary. Annual figures: averages.

Italy. Annual and monthly figures: averages.

Japan. Annual and monthly figures: averages.

Latvia. Annual and monthly figures: averages.

Mexico. Annual figures: averages.



## (a) Hourly rates or earnings

Date	LITHUANIA				NETHER- LANDS	NEW ZEALAND			PALESTINE	POLAND
	Industries					M. in- dustries	Mines <sup>o</sup> , industries, transp. <sup>o</sup> , com.			
	M. sk. <sup>1</sup>	M.unsk. <sup>1</sup>	W. <sup>1</sup>	M. W. <sup>2</sup>	M.		W. <sup>3</sup>	M. W. <sup>2</sup>	M. W. Rates	M. W.
	Rates				Earn- ings	Rates				Earn- ings
Money wages										
	Litas	Litas	Litas							Zl.
1929	*	*	*	*	*	*	*	*	*	1.01
1930	1.45	0.90	0.56	*	*	*	*	*	*	1.00
1931	1.44	0.86	0.54	*	*	*	*	*	*	0.93
1932	1.30	0.81	0.52	*	*	*	*	*	*	0.86
1933	1.14	0.69	0.47	*	*	*	*	*	*	0.78
1934	1.07	0.63	0.44	*	*	*	*	*	*	0.74
1935	1.04	0.64	0.44	*	*	*	*	*	*	0.72
1936	1.03	0.63	0.43	*	*	*	*	*	*	0.71
1937	1.09	0.68	0.49	*	*	*	*	*	*	0.74
1938	1.14	0.68	0.49	*	*	*	*	*	*	0.78
1939	—	—	—	*	*	*	*	*	*	*
1940: June	*	*	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
1929	*	*	*	*	100	100	100	100	100	100
1930	100	100	100	100	102	100	100	100	105	99
1931	100	96	96	96	100	94	94	94	101	92
1932	90	90	92	89	93	89	90	89	101	85
1933	79	77	83	80	89	87	88	87	112	77
1934	74	69	78	73	86	87	88	87	137	73
1935	72	72	79	74	83	89	89	89	133	71
1936	71	70	77	72	81	99	99	99	128	70
1937	75	78	88	79	82	113	112	113	124	73
1938	78	76	87	80	86	120	116	119	120	77
1939	—	—	—	—	87	122	122	121	115	*
1940	—	—	—	—	—	126	126	125	114	*
1940: June	*	*	*	*	91	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	114	*
Dec.	*	*	*	*	—	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*	—	*
Index numbers of real wages (Base: 1929 = 100)										
1929	*	*	*	*	100	100	100	100	*	100
1930	100	100	100	100	(106)	102	102	102	*	(108)
1931	107	103	102	103	(111)	104	105	104	*	(112)
1932	113	114	117	113	(111)	107	107	107	*	(114)
1933	115	113	122	117	(107)	110	111	110	*	(115)
1934	116	109	122	114	(104)	109	109	109	*	(118)
1935	128	128	141	132	(103)	107	107	107	*	(119)
1936	125	123	135	128	(103)	115	115	115	*	(122)
1937	120	121	140	126	(101)	123	122	123	*	(119)
1938	123	118	136	125	(104)	126	123	125	*	(127)
1939	—	—	—	—	(104)	123	123	122	*	*
1940	—	—	—	—	—	122	122	121	*	*
1940: June	*	*	*	*	101	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	—	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*	*	*
Persons covered	*	*	*	*	78,000	*	*	*	*	813,843

<sup>1</sup> Money wages calculated by the I.L.O.: daily rates of wages divided by normal hours per day.

<sup>2</sup> Series calculated by the I.L.O.: weighted averages of the rates for men and women.

<sup>3</sup> Series calculated by the I.L.O.: index numbers of weekly rates of wages divided by index numbers of normal hours per week.

*Lithuania.* Annual figures: up to 1933, June of each year; from 1934 onwards: July of each year.

*Netherlands.* Annual figures: averages; monthly figures: averages for the half-year ending with the month in question.

*New Zealand.* Annual figures: averages.

*Palestine.* (Jewish labour.) Annual figures: averages; monthly figures: end of the month in question. The original indexes relate to rates of wages per 8 hours' day.

*Poland.* Annual and monthly figures: averages.

## STATISTICS OF THE GENERAL LEVEL OF WAGES (cont.)

## (a) Hourly rates or earnings

Date	SWEDEN			SWITZERLAND				UNITED STATES			
	Mines <sup>a</sup> , ind., transp., com.			Industries, some transport, com., etc.				B.L.S. Series Industries	N.I.C.B. Series Industries		
	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M.W.		M. W.	M.	W.
	Earnings			Earnings				Earnings	Earnings		
Money wages											
1929	Kr.	Kr.	Kr.	Frs.	Frs.	Frs.	*	Cents	Cents	Cents	Cents
1930	1.25	0.74	1.12	1.48	1.14	0.77	*	*	62.5	39.8	59.0
1931	1.29	0.75	1.15	1.49	1.16	0.76	*	*	62.2	39.5	58.9
1932	1.29	0.75	1.15	1.51	1.16	0.78	*	*	59.7	37.1	56.4
1933	1.27	0.74	1.13	1.45	1.11	0.74	*	45.8	52.6	32.5	49.8
1934	1.22	0.73	1.09	1.42	1.09	0.72	*	45.5	51.8	34.0	49.1
1935	1.22	0.73	1.09	1.39	1.07	0.71	*	54.1	60.7	42.7	58.0
1936	1.24	0.74	1.11	1.36	1.05	0.70	*	55.9	62.8	43.7	59.9
1937	1.25	0.75	1.12	1.33	1.03	0.69	*	56.4	65.1	43.4	61.9
1938	1.29	0.77	1.15	1.32	1.03	0.69	*	63.4	73.5	47.3	69.5
1939	1.37	0.80	1.23	1.37	1.06	0.72	*	63.9	75.8	48.2	71.6
1940	1.42	0.83	1.27	1.37	1.07	0.72	*	64.4	76.5	47.5	72.0
1940	53	0.93	1.37	1.41	1.10	0.74	*	67.0	78.4	49.1	73.9
1940: June	*	*	*	*	*	*	*	67.2	78.5	48.9	74.0
Sept.	*	*	*	*	*	*	*	67.1	78.6	49.5	74.2
Dec.	*	*	*	*	*	*	*	68.3	80.2	49.6	75.4
1941: March	*	*	*	*	*	*	*	69.7	81.8	50.5	76.9
June	*	*	*	*	*	*	*	73.8	87.2	52.9	81.8
Index numbers of money wages (Base: 1929 = 100)											
1929	100	100	100	100	100	100	100	*	100	100	100
1930	103	101	103	101	102	99	101	*	100	99	100
1931	103	101	103	102	102	101	103	*	96	93	96
1932	102	100	101	98	97	96	98	100	84	82	84
1933	98	99	98	97	96	94	96	98	83	85	83
1934	98	99	98	94	94	92	94	118	97	107	98
1935	99	100	99	92	92	91	93	122	100	110	102
1936	100	101	100	90	90	90	91	123	104	109	105
1937	103	104	103	89	92	90	91	138	118	119	118
1938	110	108	109	93	93	94	93	140	121	121	121
1939	114	112	114	93	94	94	94	142	122	119	122
1940	122	126	122	95	97	96	96	148	125	123	125
1940: June	*	*	*	*	*	*	*	148	126	123	125
Sept.	*	*	*	*	*	*	*	148	126	124	126
Dec.	*	*	*	*	*	*	*	151	128	125	128
1941: March	*	*	*	*	*	*	*	154	131	127	130
June	*	*	*	*	*	*	*	161	140	133	139
Index numbers of real wages (Base: 1929 = 100)											
1929	100	100	100	100	100	100	100	*	100	100	100
1930	106	104	106	103	104	101	103	*	103	103	103
1931	110	108	109	109	109	109	110	*	110	107	110
1932	110	108	110	114	114	112	114	100	108	105	108
1933	108	109	108	119	117	115	118	103	111	114	111
1934	107	108	107	117	117	115	117	120	122	135	124
1935	107	108	107	116	116	114	116	121	122	133	123
1936	107	108	107	111	112	111	113	121	123	129	124
1937	108	109	108	105	108	106	107	131	133	134	133
1938	112	110	111	109	109	110	110	136	141	140	141
1939	112	111	113	108	110	109	109	139	144	140	143
1940	110	113	110	101	103	102	102	142	147	145	147
1940: June	*	*	*	*	*	*	*	144	147	144	146
Sept.	*	*	*	*	*	*	*	144	147	145	147
Dec.	*	*	*	*	*	*	*	146	149	146	149
1941: March	*	*	*	*	*	*	*	149	152	147	151
June	*	*	*	*	*	*	*	150	158	150	157
Persons covered	389,747	77,915	505,729	18,000	18,000	7,000	43,000	4,685,000	*	*	*

<sup>a</sup> The index numbers of money wages have been calculated on the basis of the percentage change of wages in identical undertakings from month to month, and not on the money wages given above. See note on method in the *Review* for August 1935, pp. 259-260, or the *Year-Book of Labour Statistics*, 1935-36.

Sweden. Annual figures: averages.

Switzerland. Annual figures: averages.

United States. Bureau of Labor Statistics series (B.L.S.): annual figures: averages; monthly figures: a week nearest to the 15th of the month. National Industrial Conference Board Series (N.I.C.B.): annual figures: averages; monthly figures: first week of the month.

## (b) Rates per normal week

Date	AUSTRALIA			GREAT BRITAIN		NEW ZEALAND			Union of South Africa
	Mines <sup>o</sup> , industries, transport <sup>o</sup> , etc.			M. of L. series	L. & C.E.S. series	Agr. <sup>o</sup> , Mines <sup>o</sup> , ind., transp. <sup>o</sup> , com.			M., ind., tr., com.
				Agr., mines, ind., transp., local auth.					M.
	M.	W.	M. W. <sup>1</sup>	M. W.	M. W.	M.	W.	M. W. <sup>1</sup>	M.
Money wages									
	s.	d.	s.	d.					
1929	102	2¾	53	11¾	*	*	*	*	*
1930	100	10	53	11	*	*	*	*	*
1931	91	10½	48	10¾	*	*	*	*	*
1932	86	1¾	45	4¾	*	*	*	*	*
1933	83	1½	43	9	*	*	*	*	*
1934	83	7¼	44	3	*	*	*	*	*
1935	84	8¾	44	11	*	*	*	*	*
1936	86	1½	45	9½	*	*	*	*	*
1937	89	9½	48	0	*	*	*	*	*
1938	94	8¾	50	6¾	*	*	*	*	*
1939	97	¾	52	2½	*	*	*	*	*
1940: June	98	11	53	2	*	*	*	*	*
Sept.	100	7	53	9	*	*	*	*	*
Dec.	101	1	54	3	*	*	*	*	*
1941: March	104	0	56	0	*	*	*	*	*
Index numbers of money wages (Base: 1929=100)									
1929	100	100	100	100	100	100	100	100	100
1930	99	100	99	100	99	100	100	100	100
1931	90	91	90	98	98	93	94	93	97
1932	84	84	84	96	96	85	90	86	93
1933	81	81	81	95	95	82	88	83	94
1934	82	82	82	96	95	82	88	83	94
1935	83	83	83	97	96	84	89	85	98
1936	84	85	84	100	98	93	95	94	100
1937	88	89	88	104	102	101	100	102	100
1938	93	94	93	107	105	106	104	106	101
1939	95	97	95	108	107	108	—	—	101†
1940	98	99	98	122	118	111	—	—	—
1940: June	97	98	97	122	118	109	*	*	*
Sept.	98	100	99	124	120	114	*	*	*
Dec.	99	101	99	126	122	114	*	*	*
1941: March	102	104	102	—	126r	114	*	*	*
June	—	—	—	—	129	114	*	*	*
Index numbers of real wages (Base: 1929=100)									
1929	100	100	100	100	100	100	100	100	100
1930	104	105	104	104	103	102	102	102	102
1931	106	107	106	109	109	103	105	103	103
1932	104	104	104	110	110	102	107	103	104
1933	104	103	104	112	111	103	111	105	108
1934	103	103	103	111	110	102	109	104	106
1935	102	103	102	111	110	101	107	102	111
1936	102	103	102	111	110	108	111	109	112
1937	103	105	104	110	108	111	109	111	110
1938	106	108	106	113	110	112	110	112	107
1939	107	109	107	112	110	110	—	—	108†
1940	105	107	105	108	104	108	—	—	—
1940: June	104	106	104	107	104	106	*	*	*
Sept.	105	108	106	108	104	109	*	*	*
Dec.	103	105	104	105	102	109	*	*	*
1941: March	105	107	106	—	105r	108	*	*	*
June	—	—	—	—	106	108	*	*	*

<sup>1</sup> Series calculated by the I.L.O.: weighted averages of the rates for men and women.*Australia.* Annual figures: averages; monthly figures: last day of the month.*Great Britain (including Northern Ireland).* Annual figures: averages; monthly figures: Ministry of Labour series (M. of L.): averages for the quarter ending with the month in question; London and Cambridge Economic Service series (L. & C.E.S.): averages for the month in question.*New Zealand.* Annual figures: averages; monthly figures: averages for the quarter ending with the month in question.*Union of South Africa.* Annual figures: 30 September of each year.

## (c) Daily, weekly or monthly earnings

	ARGENTINE (Buenos Aires)	CANADA	CHILE	CHINA (Shanghai)	COLOMBIA (Bogota)		
Fecha	Ind. transp. com. services	M. ind. transp. com. servicios	Ind.	Ind.	Industries, services		
	M. W.	M. W.	M. W.	M. W.	M.	W.	M. W.
	Monthly	Weekly	Daily	Daily	Daily		
Money wages							
	Pesos	\$	Pesos	Sh. \$	Pesos	Pesos	Pesos
1929	130.08	*	*	*	*	*	*
1930	119.56	*	*	0.669	*	*	*
1931	110.91	*	*	0.678	*	*	*
1932	105.52	*	*	0.627	*	*	*
1933	103.65	*	*	0.639	*	*	*
1934	100.45	*	*	0.600	*	*	*
1935	109.05	*	*	0.572	*	*	*
1936	112.46	*	*	6.607	*	*	*
1937	116.14	*	12.60r	0.597	*	*	*
1938	114.89	*	14.16r	0.590	1.69	1.05	1.59
1939	117.35	*	16.62r	0.719	1.72	1.13	1.58
1940	—	*	20.23	1.423	—	—	—
1940: June	*	*	19.53	*	—	—	—
Sept.	*	*	21.26	*	—	—	—
Dec.	*	*	—	*	—	—	—
1941: Mar.	*	25.69r	—	*	—	—	—
Index numbers of money wages (Base:1929=100)							
1929	100	*	*	*	*	*	*
1930	92	*	*	100	*	*	*
1931	85	*	*	101	*	*	*
1932	81	*	*	94	*	*	*
1933	80	*	*	96	*	*	*
1934	77	*	*	90	*	*	*
1935	84	*	*	86	*	*	*
1936	86	*	*	91	*	*	*
1937	89	*	100	89	*	*	*
1938	88	*	117	88	100	100	100
1939	90	*	132	107	103	101	102
1940	—	*	161	211	—	—	—
1940: June	*	*	155	*	—	—	—
Sept.	*	*	169	*	—	—	—
Dec.	*	*	180	*	—	—	—
1941: Mar.	*	100	187	*	—	—	—
Index numbers of real wages (Base: 1929=100)							
1929	100	*	*	*	*	*	*
1930	91	*	*	100	*	*	*
1931	98	*	*	104	*	*	*
1932	104	*	*	101	*	*	*
1933	96	*	*	115	*	*	*
1934	99	*	*	108	*	*	*
1935	101	*	*	101	*	*	*
1936	95	*	*	101	*	*	*
1937	96	*	(100)	84	*	*	*
1938	96	*	(113)	64	100	100	100
1939	97	*	(125)	59	100	99	99
1940	—	*	(135)	54	—	—	—
1940: June	*	*	(129)	*	—	—	—
Sept.	*	*	(132)	*	—	—	—
Dec.	*	*	(147)	*	—	—	—
1941: Mar.	*	100	(147)	*	—	—	—
Persons covered	—	1,321,909	19,435	*	—	—	13,000

Argentina. Annual figures: averages.

Canada. Monthly figures: last week of the month.

Chile. Annual and monthly figures: averages.

China. Annual figures: averages.

Colombia. Annual and monthly figures: averages. (The index numbers of money wage are not calculated on the money wages given above but are averages of indices for various industrial groups.)

## (c) Daily, weekly or monthly earnings

Date	CZECHO-SLOVAKIA	ESTONIA			FRANCE	GERMANY	
	Agr., ind., some transp., com., etc.	Industries, etc.			Industries	M. <sup>o</sup> , ind. transp. <sup>o</sup>	Agr., ind. transp., Com.
						M. W.	M. W.
		M. W.	M.	W.	M. W.	M. W.	M. W.
daily <sup>1</sup>	weekly			weekly <sup>2</sup>	weekly	weekly <sup>3</sup>	

Money wages							
	Kč.	E. Kr.	E. Kr.	E. Kr.			RM.
1929	19.11	19.02	10.92	15.82	*	*	31.19
1930	19.13	19.32	10.95	15.82	*	*	30.57
1931	18.66	17.23	10.22	14.42	*	*	27.73
1932	17.73	15.28	9.56	12.99	*	*	22.88
1933	16.72	14.70	9.52	12.68	*	*	21.88
1934	16.30	15.17	9.84	13.25	*	*	22.83
1935	15.93	16.45	10.51	14.21	*	*	24.04
1936	16.18	18.00	11.22	15.20	*	*	25.25
1937	17.09	19.58	11.95	16.89	*	*	26.52
1938	17.71	20.80	12.45	18.01	*	*	27.84
1939	18.92	22.28	13.49	19.27	*	*	—
1940: June	—	—	—	—	*	*	*
Sept.	—	—	—	—	*	*	*
Dec.	—	—	—	—	*	*	*
1941: March	—	—	—	—	*	*	*

Index numbers of money wages (Base: 1929 = 100)							
	100	100	100	100	*	100	100
1929	100	102	100	100	100	92	98
1930	98	91	94	91	97	81	89
1931	93	80	88	82	88	67	73
1932	88	77	87	80	90	68	70
1933	85	80	90	84	89	73	73
1934	83	86	96	90	87	75	77
1935	85	95	103	96	103	78	81
1936	89	103	109	107	118	81	85
1937	93	109	114	114	124	85	89
1938	99	117	124	122	—	88	—
1939	99	117	124	122	—	88	—
1940: June	—	—	—	—	*	93	—
Sept.	—	—	—	—	*	—	—
Dec.	—	—	—	—	*	—	—
1941: March	—	—	—	—	*	—	—

Index numbers of real wages (Base: 1929 = 100)							
	100	100	100	100	*	100	100
1929	(102)	(114)	(113)	(112)	100	96	102
1930	(104)	(106)	(109)	(107)	100	92	101
1931	(101)	(100)	(109)	(102)	98	85	94
1932	(96)	(103)	(116)	(107)	103	89	92
1933	(95)	(107)	(121)	(113)	106	93	93
1934	(90)	(115)	(128)	(119)	111	94	96
1935	(91)	(113)	(123)	(115)	120	97	100
1936	(95)	(116)	(123)	(120)	115	99	105
1937	(94)	(116)	(121)	(121)	107	104	109
1938	(94)	(123)	(129)	(128)	—	107	—
1939	(94)	(123)	(129)	(128)	—	107	—
1940: June	—	—	—	—	*	109	—
Sept.	—	—	—	—	*	—	—
Dec.	—	—	—	—	*	—	—
1941: March	—	—	—	—	*	—	—
Persons covered	1,363,341	35,000	15,000	50,000	*	—	16,393,700

<sup>1</sup> Insurance statistics (sickness).<sup>2</sup> Series calculated by the I.L.O.: hourly rates multiplied by hours actually worked per week.<sup>3</sup> Insurance statistics (invalidity).

Czecho-Slovakia. Annual and monthly figures: averages. From 1939, the data refer to the territory of Bohemia-Moravia only.

Estonia. Annual and monthly figures: averages.

France. Annual figures: averages (see details at table a).

Germany. Annual and monthly figures: averages.

## (c) Daily, weekly or monthly earnings

Date	HUNGARY	ITALY	JAPAN				LATVIA (Riga)
	Industries	Industries etc.	Imperial Cabinet series			Bank of Japan series	Industries etc.
			Industries			Industries	
			M.	W.	M. W.	M. W.	
			daily			daily	
	M. W.	M. W.					M. W.
	daily	monthly				daily	weekly <sup>1</sup>
Money wages							
	Pengö		Sen	Sen	Sen		
1929	5.15r	*	264.5	98.9	206.4	*	*
1930	5.02r	*	255.1	91.3	200.2	*	*
1931	4.71r	*	243.0	82.1	187.0	*	*
1932	4.34r	*	250.6	76.5	190.9	*	*
1933	4.13r	*	254.4	73.5	187.9	*	*
1934	4.03r	*	248.6	72.5	189.3	*	*
1935	3.89r	*	243.3	72.6	188.1	*	*
1936	3.90r	*	241.5	73.8	190.1	*	*
1937	3.97r	*	247.6	78.4	195.7	*	*
1938	4.27	*	248.9	84.9	205.9	*	*
1939	4.38	*	—	—	—	*	*
1940	4.79	*	—	—	—	*	*
1940: June	*	*	—	—	—	*	*
Sept.	*	*	—	—	—	*	*
Dec.	*	*	—	—	—	*	*
1941: March	*	*	—	—	—	*	*
Index numbers of money wages (Base: 1929 = 100)							
1929	100	100	100	100	100	100	*
1930	97r	95	96	92	97	95	*
1931	91	87	92	83	91	87	*
1932	84	85	95	77	92	85	100
1933	80r	85	96	74	91	86	96
1934	78r	81	94	73	92	88	97
1935	76r	74	92	73	91	88	96
1936	76r	78	91	75	92	88	99
1937	77r	90	94	79	95	93	105
1938	83r	94 <sup>2</sup>	94	86	100	102	114
1939	85	*	—	—	—	—	117
1940	93	*	—	—	—	—	—
1940: June	*	*	—	—	—	*	121
Sept.	*	*	—	—	—	*	—
Dec.	*	*	—	—	—	*	—
1941: March	*	*	—	—	—	*	—
Index numbers of real wages (Base: 1929 = 100)							
1929	100	100	*	*	*	*	*
1930	(108)r	99	*	*	*	*	*
1931	(106)	100	*	*	*	*	*
1932	(101)r	102	100	100	100	100	100
1933	(103)r	107	99	94	96	99	100
1934	(103)r	108	93	89	93	97	106
1935	(97)r	97	88	86	89	94	104
1936	(92)r	94	86	86	88	92	107
1937	(88)r	100	84	87	87	93	106
1938	(94)r	96 <sup>2</sup>	79	88	85	95	103
1939	(98)	*	—	—	—	—	103
1940	(99)	*	—	—	—	—	—
1940: June	*	*	—	—	—	*	100
Sept.	*	*	—	—	—	*	—
Dec.	*	*	—	—	—	*	—
1941: March	*	*	—	—	—	*	—
Persons covered	289,000	1,526,636	1,048,576	515,025	1,563,601	1,598,111	44,716

<sup>1</sup> Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per week.

<sup>2</sup> Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per month.

*Hungary.* Annual figures: averages.

*Italy.* Annual and monthly figures: averages.

*Japan.* Annual and monthly figures: averages

*Latvia.* Annual figures: averages.

## (c) Daily, weekly or monthly earnings

Date	LUXENBURG			NETHER- LANDS	NEW ZEALAND			NORWAY
	Mines, industries, etc.			M., ind., transp., com., local auth.	Industries			M., industries
	M.	W.	M. W. <sup>1</sup>	M. W. daily <sup>2</sup>	M.	W.	M. W. <sup>1</sup>	M.
	daily				weekly			daily
Money wages								
	Frs.	Frs.		Fl.	s. d.	s. d.		Kr.
1929	*	*	*	4.20	89 6	39 6	*	11.75
1930	*	*	*	4.23	91 6	37 7	*	11.80
1931	*	*	*	4.22	86 2	35 11	*	11.26
1932	*	*	*	4.07	77 0	34 9	*	11.48
1933	41.11	20.92	*	3.92	73 8	33 3	*	11.31
1934	39.67	20.99	*	3.77	70 6	32 0	*	11.34
1935	42.00	21.47	*	3.64	70 11	31 4	*	11.34
1936	43.43	21.59	*	3.54	75 5	32 1	*	11.71
1937	48.51	21.77	*	3.52	88 9	37 6	*	12.59
1938	49.71	22.77	*	3.54	94 6	38 4	*	13.82
1939	—	—	*	—	98 5	41 7	*	14.04
1940	—	—	*	—	101 9	44 10	*	15.16
1940: June	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 =100)								
1929	*	*	*	100	100	100	100	100
1930	*	*	*	101	102	95	101	100
1931	*	*	*	100	96	91	95	96
1932	*	*	*	97	86	88	84	98
1933	100	100	100	93	82	84	81	96
1934	96	100	96	90	79	81	77	97
1935	102	103	104	87	79	79	77	97
1936	106	103	107	84	84	81	81	100
1937	118	104	118	84	99	95	95	107
1938	121	109	121	84	106	97	104	118
1939	—	—	—	—	110	105	109	119
1940	—	—	—	—	114	114	114	129
1940: June	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*
Index numbers of real wages (Base: 1929 =100)								
1929	*	*	*	100	100	100	100	100
1930	*	*	*	(105)	105	97	104	104
1931	*	*	*	(112)	107	101	106	104
1932	*	*	*	(115)	103	105	101	109
1933	100	100	100	(112)	104	106	102	109
1934	100	104	100	(108)	98	101	95	108
1935	108	109	110	(107)	95	95	92	106
1936	111	109	112	(107)	98	94	94	107
1937	118	104	118	(103)	108	103	103	107
1938	117	105	117	(102)	111	102	109	114
1939	—	—	—	—	112	107	110	114
1940	—	—	—	—	111	111	111	106
1940: June	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*
Persons covered	30,000	2,000	32,000	1,326,296	64,883	22,452	87,335	—

<sup>1</sup> Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

<sup>2</sup> Insurance statistics (accidents).

Luxemburg. Annual figures: averages.

Netherlands. Annual figures: averages.

New Zealand. Annual figures: a week nearest to 31 March of each year.

Norway. Annual figures: third quarter of each year, except for 1931 (fourth quarter).

STATISTICS OF THE GENERAL LEVEL OF WAGES (*cont.*)

## (c) Daily, weekly or monthly earnings

Date	POLAND	RUMANIA	SWEDEN			SWITZERLAND			
	Industries	Ind. (some agr. occup., transp., com.)	Mines <sup>o</sup> , industries, transp., com.			Industries, some transp., com., etc.			
	M. W.	M. W.	M.	W.	M. W.	M.sk.semi-sk.	M. unsk.	W.	M. W. <sup>1</sup>
	weekly	monthly	weekly			daily			
Money wages									
	Zl.		Kr.	Kr.	Kr.	Frs.	Frs.	Frs.	
1929	*	*	59.63	34.19	52.98	12.45	9.85	6.45	*
1930	*	*	61.66	34.50	55.10	12.57	9.90	6.36	*
1931	*	*	57.41	32.70	50.95	12.62	9.97	6.36	*
1932	29.60	*	56.48	32.28	50.46	12.92	10.35	6.54	*
1933	28.01	*	54.73	32.69	49.16	12.73	10.08	6.32	*
1934	26.74	*	56.10	32.57	50.11	12.75	10.00	6.46	*
1935	26.96	*	57.63	33.65	51.54	12.39	9.73	6.36	*
1936	27.30	*	59.62	34.64	52.99	12.12	9.51	6.11	*
1937	29.30	*	61.48	35.40	54.75	11.90	9.69	6.24	*
1938	—	*	64.75	36.69	57.40	12.11	9.58	6.34	*
1939	—	*	67.19r	38.85r	59.82r	12.20	9.69	6.21	*
1940	—	*	72.74	42.63	64.49	12.62	9.77	6.34	*
1940: June	*	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	*	*
1941: March	*	*	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929=100)									
1929	*	100	100	100	100	100	100	100	100
1930	*	96	103	101	104	101	101	99	100
1931	*	85	96	96	96	101	101	99	101
1932	100	69	95	94	95	100	100	100	100
1933	95	63	92	96	93	99	97	97	98
1934	90	62	94	95	95	99	97	99	98
1935	91	61	97	98	97	96	94	97	96
1936	92	62	100	101	100	94	92	93	93
1937	99	66	103	104	103	92	94	95	93
1938	—	67	109	107	108	94	93	97	94
1939	—	69	113	112	112	94	94	95	94
1940	—	—	122	125	122	98	94	97	96
1940: June	*	—	*	*	*	*	*	*	*
Sept.	*	—	*	*	*	*	*	*	*
Dec.	*	—	*	*	*	*	*	*	*
1941: March	*	—	*	*	*	*	*	*	*
Index numbers of real wages (Base: 1929=100)									
1929	*	100	100	100	100	100	100	100	100
1930	*	(107)	106	104	107	103	102	101	102
1931	*	(116)	103	102	103	109	109	106	108
1932	100	(111)	102	102	103	100	100	100	100
1933	(105)	(111)	101	106	102	104	103	102	103
1934	(108)	(116)	103	104	104	106	103	106	105
1935	(114)	(110)	105	107	106	103	101	105	103
1936	(119)	(108)	108	109	108	100	98	99	99
1937	(119)	(106)	108	109	108	93	94	96	94
1938	—	(102)	110	110	111	94	93	98	95
1939	—	(92)	111	111	111	94	94	95	94
1940	—	—	110	112	109	89	86	89	88
1940: June	*	—	*	*	*	*	*	*	*
Sept.	*	—	*	*	*	*	*	*	*
Dec.	*	—	*	*	*	*	*	*	*
1941: March	*	—	*	*	*	*	*	*	*
Persons covered	—	—	389,747	77,915	505,729	6,183	5,263	1,084	12,530

<sup>1</sup> Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

*Poland.* Annual figures: one pay period (generally a week) in the month of August in each year.

*Rumania.* Annual figures: averages; monthly figures: averages for January, April, July and October.

*Sweden.* Annual figures: averages. From 1929 to 1931, approximate figures.

*Switzerland.* Annual figures: averages; from 1932 onwards the index numbers of daily earnings are no longer strictly comparable with those for previous years owing to a change in method.



## (c) Daily, weekly or monthly earnings

Date	URUGUAY	U.S.S.R.		UNITED STATES				YUGOSLAVIA	
	Ind.	M., industries		B.L.S. Series	N.I.C.B. Series			Croatia & Slavonia	Ind., some transp., com.
				Industries	Industries			M., ind., tr., com.	
		M.W.	M. W.	M. W.	M. W.	M.	W.	M. W.	M. W.
	Monthly	daily	monthly	weekly	weekly			monthly	daily <sup>1</sup>
Money wages									
	Pesos	Rbls.	Rbls.	\$	\$	\$	\$	Dinars	Dinars
1929	*	3.07	77.06	*	30.64	17.61	28.55	*	26.32
1930	*	3.55	82.59	25.34	27.66	15.98	25.84	1,143	26.56
1931	*	4.11	96.10	22.18	24.00	14.69	22.62	1,137	26.19
1932	*	4.88	115.42	17.86	17.96	11.73	17.05	1,042	24.58
1933	*	5.18	126.08	17.36	18.69	12.35	17.71	988	23.22
1934	*	5.94	147.30	18.93	21.07	14.50	20.06	999	22.24
1935	*	7.55	186.75	20.85	23.49	15.37	22.23	890	21.65
1936	38.36	9.23	225.58	22.60	26.02	15.74	24.39	909	21.66
1937	*	10.15	242.46	24.95	28.72	17.02	26.80	950	22.71
1938	41.62	—	—	22.70	26.07	15.69	24.43	973	23.64
1939	41.55r	—	—	24.58	28.97	17.02	27.04	1,000	24.28
1940	42.08	—	—	26.11	30.64	17.43	28.54	—	—
1940: June	43.87	*	*	25.79	30.36	16.83	28.23	1,176	26.76
Sept.	40.42	*	*	26.54	31.14	17.80	28.99	—	28.26
Dec.	41.96	*	*	27.89	32.54	18.40	30.28	—	—
1941: March	—	*	*	29.10	34.20	19.37	31.81	—	—
June	—	*	*	31.85	36.93	20.27	34.26	—	—
Index numbers of money wages (Base: 1929 = 100)									
1929	*	100	100	100	100	100	100	*	100
1930	*	116	107	93	90	91	91	100	101
1931	*	134	125	83	78	83	79	100	100
1932	*	159	150	68	59	67	60	91	93
1933	*	169	164	66	61	70	62	86	88
1934	*	193	191	72	69	82	70	79	84
1935	*	246	242	78	77	87	78	78	82
1936	100	301	293	83	85	89	85	80	82
1937	*	331	315	91	94	97	94	83	86
1938	108	—	353†	83	85	89	86	85	90
1939	108r	—	—	90	95	97	95	87	92
1940	110r	—	—	96	100	99	100	—	—
1940: June	114r	*	*	94	99	96	99	103	102
Sept.	115r	*	*	97	102	101	102	—	107
Dec.	109r	*	*	102	106	104	106	—	—
1941: March	—	*	*	107	112	110	111	—	—
June	—	*	*	117	121	115	120	—	—
Index numbers of real wages (Base: 1929 = 100)									
1929	*	*	*	100	100	100	100	*	100
1930	*	*	*	95	93	94	94	100	(110)
1931	*	*	*	94	90	96	91	100	(114)
1932	*	*	*	84	75	86	77	99	(115)
1933	*	*	*	86	82	94	83	106	(111)
1934	*	*	*	92	87	104	89	106	(112)
1935	*	*	*	96	93	106	94	96	(111)
1936	100	*	*	101	100	105	101	95	(111)
1937	*	*	*	107	106	109	106	92	(110)
1938	106r	*	*	100	99	103	99	92	(104)
1939	101r	*	*	109	111	114	111	97	(102)
1940	97r	*	*	117	118	116	118	—	—
1940: June	102r	*	*	113	116	112	116	92	(92)
Sept.	93r	*	*	117	119	117	119	—	(91)
Dec.	97r	*	*	123	123	121	123	—	(86)
1941: March	—	*	*	129	129	127	129	—	—
June	—	*	*	137	136	130	136	—	—
Persons covered	39,901	6,722,000		5,001,000	*	*	*	—	707,435

<sup>1</sup> Insurance statistics (sickness and accidents).

Uruguay. Annual figures: averages; monthly figures: quarterly averages.

U.S.S.R. Annual figures: averages.

United States. Bureau of Labour Statistics series (B.L.S.): annual figures: averages (except money wages for 1930: averages for the last quarter); monthly figures: a week nearest to the 15th of the month. National Industrial Conference Board series (N.I.C.B.): annual figures: averages; monthly figures: first week of the month.

Yugoslavia. Monthly earnings: annual figures: December of each year; monthly figures: averages. Daily earnings: annual and monthly figures: averages.

# BIBLIOGRAPHY

## Book Notes

### NON-OFFICIAL PUBLICATIONS

**Anderson, H. Dewey and Davidson, Percy E.** *Occupational Trends in the United States.* Stanford University, California, Stanford University Press, 1940. x + 618 pp. \$6.50.

This study of occupational trends brings together the reports on occupational classes contained in the seven volumes of the Census of Occupations published from 1870 to 1930, together with estimates for 1940; and it examines and interprets the data, indicating the trend of employment in each occupation and suggesting the adequacy of the labour force in relation to present-day demand for it. The analysis covers occupational trends in agriculture; forestry and fishing; mineral extraction; manufacturing and mechanical industries; transportation and communication; trade; public, professional, domestic and personal services; and clerical work. The book should be of the greatest utility to all concerned with the occupational distribution of the American population and, in a broader sense, with the study of social trends in the United States. The decision of the writers to publish a Supplement covering the Census of Occupations for 1940 is welcome; and it is to be hoped that they will follow closely the changes now being wrought by the execution of the defence programme.

**Buros, Oscar Krisen** (Editor). *The Second Yearbook of Research and Statistical Methodology, Books and Reviews.* New Jersey, The Gryphon Press, 1941. 383 pp.

This *Second Yearbook* (following *Research and Statistical Methodology Books and Reviews of 1933-1938*) contains 1,652 reviews in excerpt form of 359 books in the fields covered, published in English in 14 countries and reviewed in 283 journals (in English). The reviews appeared for the most part in 1939 and 1940, with a few in earlier years and some in the early months of 1941. Of the books covered, 234 are listed for the first time. The books reviewed are arranged alphabetically under the name of the author and numbered; under each entry the reviews are arranged alphabetically according to the name of the journal in which the review appeared. A classified index refers to the books on each subject by number. In general, only the critical and evaluative portions of a review are excerpted. The value of the book lies in bringing together criticisms and evaluations of new books and discussions of methodological problems in the fields covered.

**Condliffe, J. B.** *The Reconstruction of World Trade*. New York, W. W. Norton & Company, 1940. 427 pp. \$3.75.

This book contains a valuable analysis of the disintegration of the international trading system in the years preceding the present war and of the growth of bilateral arrangements and totalitarian controls, together with a discussion of the conditions necessary to the restoration of multilateral trading in the future. The author emphasises the incompatibility of unrestricted political sovereignties with a world-wide economic system and suggests that a solution may be found in the constitution of regional groups recognising the leadership in monetary and trading policy of the dominant power in each region, but co-operating together through international institutions having a world-wide membership. Professor Condliffe, it may be recalled, was from 1931 to 1937 the author of the League of Nations World Economic Survey.

**Feldman, Herman.** *Stabilizing Jobs and Wages through Better Business Management*. New York, Harper and Brothers, 1940. xv + 334 pp.

"It has become clearer than ever that without stability of employment labour relations rest on shifting sands", the author declares. "The curtailment of immigration, the higher standards of education of American workers, the increasing organisation of labour and other factors have made the nation's force more keenly resentful of insecurity than was either true in the past or, at least, than management realised". The writer examines, with illustrations, major production and labour policies developed by various branches of industry to regularise employment, and continues with a strong defence of merit rating as an additional incentive to regularisation. What he calls "the triangle of regularisation" is (a) improvement in the control of demand, (b) better organisation of production within the factory, and (c) proper management of labour (planning of labour requirements, varied use of labour, and the adoption of procedures for decasualising the labour market). The book is written from a personnel management point of view, and this is in some ways a limitation in parts of the analysis, particularly in the sections which deal with or indicate the possibilities and methods of collaboration between organised labour, employers, and Government authorities with a view to reducing employment fluctuations. On the whole, however, the author presents a well-organised and selective examination of the ways and means by which progressive management may adopt policies to develop a higher degree of job security and stability of income from employment.

**Frazier E. Franklin.** *Negro Youth at the Crossways. Their Personality Development in the Middle States*. Washington, D.C., American Council on Education, 1940. xxiii + 301 pp.

Dr. Frazier, the eminent Afro-American educator and sociologist, and his collaborators have brought together a great deal of interesting information, which they have analysed and presented in arresting form. Students of labour and social questions will find matter of special interest in the chapter on "Seeking Employment", which reveals a serious situation: "Because of the competition with whites for jobs, and because of general unemployment, lower- and middle-class (Negro) youth are concerned about the narrowing opportunities for work even in those occupations in which Negroes have heretofore made a living. Negro youth of all classes are agreed that Negroes do not have equal chances with whites for jobs, whatever their qualifications . . . Because of the lack of opportunities for employment, many lower-class youth are becoming convinced that illegal and anti-social means of making a living must be resorted to and are justified." The quotations illustrate the gravity of the social problems which are objectively investigated and discussed in Dr. Frazier's book.

**Gordon, Manya.** *Workers Before and After Lenin.* New York, E. P. Dutton & Company, Inc., 1941. 524 pp. \$4.00.

This is an attempt, as pointed out in the preface, "to compare very nearly a quarter of a century of Communist achievement since 1917 with Russian progress in the preceding twenty-five years, giving particular attention to the working class", mainly on the basis of material derived from official Communist sources. The topics dealt with include pre-Soviet labour legislation, the organisation of and restrictions on workers' associations in the Soviet Union, the conditions of life and work in industry (wages, housing, clothing, factory organisation, social security), education, and the peasantry. While agreeing, in the section entitled "Revolution and Industrialisation", that "progress in Soviet Russia's Iron Age is undeniable", the author claims that other results of forced industrialisation are a travesty of socialism. Her conclusion, however, is that the struggle for political freedom is being continued by the Russian people, "the fighting Slavs who are the hope of democracy in Europe".

**Institute of Pacific Relations.** Enquiry Series. (1) *Japan Since 1931 — Its Political and Social Problems.* By Hugh BORTON. 149 pp. \$1.25. (2) *Economic Shanghai: Hostage to Politics 1937-1941.* By Robert W. BARNETT. 210 pp. \$2. (3) *Italy's Interests and Policies in the Far East.* By Frank M. TAMAGNA. 91 pp. \$1. New York, 1940.

Studies prepared for the Institute of Pacific Relations in connection with its enquiry into the problems arising from the present conflict in the Far East, which may have to be considered in any further adjustment of international relations in that area. The enquiry aims at providing, on the basis of the vast amount of material now appearing in a number of languages, an impartial and constructive analysis of those problems, without however proposing any specific plan for dealing with the Far Eastern situation.

The volume on Japan is a systematic study of the important political and social developments in that country in the last decade, providing not merely a detailed survey of the numerous far-reaching measures taken during that period but also a description of the historical background which is so necessary for the proper understanding of current events. This study is the more valuable since the greater part of the material dealing with the question is in the Japanese language and therefore not readily accessible to the ordinary reader in English-speaking countries. It gives a vivid description of the continuous changes in the mainsprings of the State and society in Japan within an outer framework which seems to retain its familiar features. As the author observes in his preface, "the problems treated are too complex to allow extreme simplification", and for that reason he has not indulged in any forecast of the future, but has confined himself to the more useful task of providing the necessary clues for the comprehension of "the complicated and ever-changing scene in Japan". The appendices include a helpful bibliographical note.

The volume on Shanghai deals with labour, industry, finance and commerce, and shipping, in addition to giving an account of political conditions, in the opening chapter called "The Siege of Shanghai", and the author's conclusions, which are set forth in the final chapter entitled "Economic Shanghai: Hostage to Politics". As suggested by this latter title, the author's view is that the future of Shanghai cannot be considered separately, but must be regarded as being bound up with the outcome of the hostilities that are being pursued at the present time. Whatever that may be, a systematic account of the conditions in Shanghai in recent years under pressure of the political tension and the consequent necessity to adapt them constantly to war conditions is not without interest at the present time.

The volume on Italian interests in the Far East presents a review of Italian trade with Japan, China, Manchoukuo, British Malaya, the Netherlands Indies, Thailand, Indo-China and the Philippines, on the basis of which the conclusion is drawn that while Italy depends on south-east Asia

for strategic raw materials, the Far East is not dependent upon Italy for any such large supply of commodities. Accordingly, the opinion is reached that commercial relations between Italy and Japan in respect of territories of the Asiatic mainland at present controlled by the latter will be increasingly determined by political considerations.

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*ERRATA***1941 - Vol. XLIV**

**No. 3, September.** "Conditions in Certain Defence Industries in the United States." Page 328, paragraph 4, line 3: for "An 8-hour week" read: "An 8-hour day and 40-hour week".

Page 329, paragraph 4, line 1: for "About two-thirds of the workers in the rubber industry" read: "About a quarter of the workers in the metal mining industry".