



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

CANADIAN-UNITED STATES TRIPARTITE MEETING ON LABOUR REDISTRIBUTION FOR WAR INDUSTRY

On 28 February 1942, a fourth Canadian-United States Tripartite Meeting took place at the International Labour Office in Montreal, Canada.¹ Government officials, employers, and workers from the two countries exchanged views on the immediate man-power problems facing them in connection with the extensive redistribution of labour needed to meet the urgent requirements of war industry. As a basis for their discussion, the International Labour Office had prepared reports analysing the problems involved in the transference of labour resources, describing the experience of Great Britain in labour redistribution, and calling attention to the role of the employment service in the transfer of workers in Germany.²

No attempt was made by the group to reach agreement on particular principles of policy, but all the members taking part in the meeting emphasised the need both in Canada and in the United States for a unified labour supply policy and for some type of central policy-making machinery which could co-ordinate the varying requirements and interests of the many different agencies and departments dealing with man-power problems. Among the other subjects discussed were the executive authority and services needed to carry out agreed policy, the allocation of man-power between industry and the armed forces, the conversion and retooling of plants for war production, the pooling of labour resources in particular industries, and problems of seniority and wages in connection with transference.

At the conclusion of the discussion, it was decided to hold a further Canadian-United States Tripartite Meeting in New York City within a short time in order to continue the examination of labour redistribution problems, and it was suggested that one task of future meetings should be to examine the man-power programmes of the two countries. It was subsequently agreed that the next meeting should take place on 28 March 1942.

Mr. Carter Goodrich, the Chairman of the Governing Body of the I.L.O., acted as the chairman of the meeting. The Canadians participating in the discussion were: Mr. Bryce Stewart, Deputy Minister of Labour, Ottawa; Mr. Alfred Rive, Department of External Affairs, Ottawa; Mr. J. W. Couper, Department of Labour, Ottawa; Mr. A. R. Goldie, President, Messrs. Goldie, McCulloch & Co. Ltd., Galt, Ontario; Mr. H. W. Macdonnell, Secretary of the Industrial Relations Department, Canadian Manufacturers' Association, Toronto; Mr. D'Aoust, Secretary-Treasurer, Trades and Labour Congress of Canada, Ottawa. For the United States, the participants were: Mr. Isador Lubin, Commissioner

¹ For an account of preceding Tripartite Meetings, see *International Labour Review*, Vol. XLIII, No. 5, May 1941, p. 552; Vol. XLIV, No. 5, Nov. 1941, p. 547.

² The first and third of these reports are reproduced above, on pp. 367-394 and 395-401 respectively.

of Labor Statistics, Department of Labor, Washington; Miss Frieda Miller, Industrial Commissioner, Department of Labor, State of New York; Mr. Meredith Givens, Director of Research and Statistics, New York State Employment Service; Mr. T. C. Blaisdell, War Production Board, Washington; Mr. E. Clague, Social Security Board, Washington; Mr. Darrell Smith, War Production Board, Washington; Mr. Eric Nicholls, War Production Board, Washington; Mr. H. Harriman, Chairman of the New England Power Company, Boston, Mass.; Mr. R. J. Watt, International Representative, American Federation of Labor, Washington; Mr. H. Brown, President, International Association of Machinists, Washington; Mr. J. Green, President, Industrial Union of Marine and Shipbuilding Workers, Camden, N.J.; Mr. M. Hedges, Director of Research, International Brotherhood of Electrical Workers, Washington; Mr. R. Hetzel, Director, Economics Division, Congress of Industrial Organizations, Washington; Mr. W. Reuther, Director, General Motors Division, United Automobile Workers of America, Detroit, Mich.

THE BRITISH LEAGUE OF NATIONS UNION AND THE I.L.O.

Among the resolutions adopted at a meeting of the General Council of the British League of Nations Union in London on 10 December 1941, those concerning social and economic reconstruction and post-war colonial policy dealt also with the role of the International Labour Organisation. The text of these resolutions is reproduced below.

Social and Economic Reconstruction.

(a) The General Council:

Expresses its warm approval of the statements enumerated in the Atlantic Charter regarding access to trade and raw materials, improved labour standards, economic advancement and social security, and freedom from want. It would point out, however, that such aims can be fully achieved only by international action, and urges H. M. Government to use the machinery of the I.L.O. and the Economic and Financial Sections of the League in preparing plans for translating these statements and principles into a practical policy of post-war social and economic reconstruction;

Warmly welcomes the draft Report on Social and Economic Reconstruction¹, and the Industrial Advisory Committee's recognition of the need for "the more equitable distribution of incomes and guaranteed minimum conditions of life and work", together with the declaration that "an extension of international control over the economic action of national States" will be necessary with "some abandonment of economic sovereignty and some degree of international government in the economic sphere".

In view of the urgent need for the education of public opinion in preparation for the far-reaching social and economic changes here outlined,

The General Council recommends that the Report should be the subject for meetings throughout the country, and should be given full publicity in the Union's propaganda, and in the columns of *Headway* and the *News Sheet*.

(b) The General Council of the League of Nations Union views with deep satisfaction the renewal of the Conference of the International Labour Organisation that was held in October in the United States;

Warmly appreciates the action of H. M. Government in treating the Conference as of sufficient importance to warrant the attendance of the Lord Privy Seal; and

Expresses its thanks to the Government of the United States of America for facilitating the holding of the Conference.

(c) The General Council of the League of Nations Union welcomes the creation by the St. James's Palace Conference of the Bureau under the direction of Sir Frederick Leith Ross², and trusts that the Bureau will be as widely international in character as is possible.

The Council hopes that the Bureau will work in close co-operation with the I.L.O. and the Economic and Financial Sections of the League in preparing

¹ A report on social and economic reconstruction in the post-war settlement, prepared by the Industrial Advisory Committee of the League of Nations Union.

² See below, p. 422.

plans for the immediate feeding and relief of the peoples, for the transfer of industry from a wartime to a peacetime basis, and for the general financial and economic assistance of Europe in the period immediately following the armistice and prior to the post-war settlement.

Colonial Development.

The General Council of the League of Nations Union:

(1) Welcomes the establishment by H.M. Government of a committee in the Colonial Office to study post-war colonial policy¹, and also of an advisory committee on labour.² It hopes that both committees will work in conjunction with the colonial experts of allied countries now in Britain. The Council believes that the constitution of a section of the International Labour Office in this country for the duration of the war would greatly facilitate planning for the raising of colonial labour standards.

(2) Requests the Industrial Advisory Committee of the Union to consider the methods by which international collaboration could be applied to the various problems mentioned in the Report of the Sub-Committee on Colonial Problems. To this end, the principles of trusteeship, impartiality, and publicity upon which the mandatory system is based should be maintained, and the system itself adapted to the circumstances of the post-war world.³

SOCIAL AND ECONOMIC POLICY

THE THIRD MEETING OF MINISTERS OF FOREIGN AFFAIRS OF THE AMERICAN REPUBLICS

RESOLUTIONS ON ECONOMIC AND SOCIAL DEVELOPMENTS

As a result of its deliberations, the Third Meeting of the Ministers of Foreign Affairs of the American Republics, held in the city of Rio de Janeiro from 15 to 28 January 1942, approved a series of 41 resolutions bearing upon the political, financial, economic, and social relations of the American Republics.

These resolutions included provisions concerning organised collaboration between the American Republics for the development of natural resources, economic advancement and improvement of health and living standards as an expression of American solidarity both for the defence of the continent in the present conflict and for post-war reconstruction. Resolutions adopted in the political field condemned policies of aggression, urged the application of the good-neighbour policy, and recommended the breaking of diplomatic relations with Japan, Germany and Italy, and severance of commercial and financial relations with Governments and nationals of aggressor nations. Resolution XXXV endorsed the principles of the Atlantic Charter and expressed the satisfaction of the Meeting with the inclusion in the Charter "of principles which constitute a part of the juridical heritage of America".

The texts of a number of the most important resolutions bearing on economic and social developments are reproduced below.

Production of Strategic Materials.

Resolution II contains provisions concerning the securing and maintenance of a fair standard of wages and indicates that wartime measures for increased

¹ Cf. *International Labour Review*, Vol. XLIV, No. 5, Nov. 1941: "Problems of British Colonial Trusteeship", p. 543.

² *Idem*, Vol. XLV, No. 2, Feb. 1942, p. 176.

³ *Headway*, No. 28, Jan. 1942, pp. 12, 13.

production should also take into consideration the post-war continuance of adequate production under trade conditions equitable to producers. In it the Meeting recommends:

(1) That, as a practical expression of continental solidarity, an economic mobilisation of the American Republics be effected, with a view to assuring to the countries of this Hemisphere, and particularly to those at war, an adequate supply of basic and strategic materials in the shortest possible time.

(2) That such mobilisation include mining, agricultural, industrial, and commercial activities related to the supply not only of materials for strictly military use but also of products essential for civilian needs.

(3) That full recognition be given to the imperative character and extreme urgency of the existing situation when formulating measures necessary to effect economic mobilisation.

(4) That the mobilisation include measures to stimulate production and other measures designed to eliminate or minimise administrative formalities and the regulations and restrictions which impede the production and free flow of basic and strategic materials.

(5) That, in addition, measures be adopted to strengthen the finances of the producing countries.

(6) That the American nations take measures to prevent commercial speculation from increasing export prices of basic and strategic products above the limits fixed for the respective domestic markets.

(7) That, in so far as possible, the increase of production be assured by bilateral or multilateral agreements or contracts which provide for purchases during long periods at prices which are equitable for the consumer, remunerative to the producers, and which provide a fair standard of wages for the workers of the Americas; in which producers are protected against competition from products originating in areas wherein real wages are unduly low; and which make provision for the period of transition after the war and the readjustments which will follow in a manner guaranteeing the continuance of adequate production and permitting the existence of trade under conditions equitable to producers.

(8) That the service of financial obligations incurred to maintain and stimulate production in each country be made conditional, in so far as possible, upon the proceeds of its exports.

(9) That the American nations which do not possess appropriate agencies organise special commissions prior to 30 April 1942 to formulate national plans for economic mobilisation.

(10) That the said commissions provide the Inter-American Financial and Economic Advisory Committee with the necessary material so that it may formulate a co-ordinated general plan for economic mobilisation.

(11) That the Inter-American Financial and Economic Advisory Committee be further charged with preparing a list, to be periodically revised, of the basic and strategic materials considered by each country as necessary for the defense of the Hemisphere; and

Resolves:

(12) That, in order to enable the Inter-American Financial and Economic Advisory Committee to carry out the new duties entrusted to it, its means of operation be expanded immediately, and that it be empowered to request the American Governments to execute the inter-American economic agreements which they have previously approved.

Inter-American Development Commission.

Resolution VIII calls attention to the work of the National Development Commissions set up in different countries and of the Inter-American Development Commission established in Washington, and calls for the establishment of a permanent body of technical experts to study the natural resources of each country. It reads as follows:

Whereas:

(1) The Second Meeting of the Ministers of Foreign Affairs of the American Republics reaffirmed Resolution XIII of the Inter-American Financial and Economic Advisory Committee by which the Inter-American Develop-

ment Commission was created, and made recommendations for the promotion of the economic forces of the American nations in accordance with the programme of the Inter-American Development Commission;

(2) The Inter-American Development Commission, in order to carry out specific provisions of said Resolution XIII, as well as the recommendations of the Second Meeting of Foreign Ministers, sent from Washington a mission to the other twenty American Republics to establish national commissions affiliated with it;

(3) The work accomplished during 1941 by the Inter-American Development Commission in creating an inter-American system of twenty-one national commissions affiliated with it and functioning with the collaboration of their respective Governments has been completely satisfactory;

(4) The time has come to stimulate, intensify, and co-ordinate the work of such national commissions and of the Inter-American Development Commission in Washington in order to promote, or maintain, the economic forces of the American nations, using for this purpose to the fullest extent possible the advantages offered by the existence of such system of inter-American commissions;

The Third Meeting of the Ministers of Foreign Affairs of the American Republics resolves:

(1) To recommend that the Governments of the American Republics continue to lend to the national commissions and to the Inter-American Development Commission in Washington all the assistance and support they may need to carry out the objectives for which they were created.

(2) To recommend that the Inter-American Financial and Economic Advisory Committee entrust, when deemed appropriate by the Committee, to the Commission such further matters and problems as the Committee may wish to have studied, surveyed or carried out for the benefit of inter-American economic development.

(3) To instruct the Inter-American Financial and Economic Advisory Committee to create, under the auspices of the Inter-American Development Commission, a permanent body of technical experts to study the natural resources of each country when so requested by its Government.

Inter-American Technical Economic Conference.

Resolution XXV provides for the convening of an inter-American technical economic conference charged with the study of present and post-war economic problems. It reads as follows:

Whereas:

(1) World peace must be based on the principles of respect for law, of justice and of co-operation which inspire the nations of America and which have been expressed at Inter-American Meetings held from 1889 to date;

(2) A new order of peace must be supported by economic principles which will ensure equitable and lasting international trade with equal opportunities for all nations;

(3) Collective security must be founded not only on political institutions but also on just, effective, and liberal economic systems;

(4) It is indispensable to undertake the immediate study of the bases for this new economic and political order; and

(5) It is an imperative necessity for the countries of America to increase their productive capacity; to secure, from their international trade, returns which will permit them adequately to remunerate labour and improve the standard of living of workers; to protect and preserve the health of their peoples and develop their civilisation and culture,

The Third Meeting of the Ministers of Foreign Affairs of the American Republics resolves:

(1) To request the Governing Board of the Pan-American Union to convoke an Inter-American Technical Economic Conference charged with the study of present and post-war economic problems.

(2) To entrust the Inter-American Juridical Committee with the formulation of specific recommendations relative to the international organisation in the juridical and political fields, and in the field of international security.

(3) To entrust the Inter-American Financial and Economic Advisory Committee with a similar function in the economic field, to make the necessary preparations for the Inter-American Technical Economic Conference, referred to in the first paragraph of this Resolution.

(4) To request the Pan-American Union to appoint an Executive Committee to receive such projects as the American nations may present, and to submit said projects, respectively to the Inter-American Juridical Committee and to the Inter-American Financial and Economic Advisory Committee.

(5) To request the Pan-American Union to direct this Executive Committee to submit the recommendations of the Inter-American Juridical Committee to the Governments of the American Republics so that the conclusions reached may be adopted at a subsequent Meeting of Ministers of Foreign Affairs.

(6) To request the Pan-American Union to determine, in agreement with the Governments of the American Republics, the date and place of meeting of the Inter-American Technical Economic Conference, referred to in the first paragraph of this Resolution.

Improvements of Health and Sanitary Conditions.

Resolution XXX calls attention to the importance of improved health and welfare in the American Republics both for continental defence and for post-war reconstruction. It reads as follows:

Whereas:

(1) The American Republics are now undertaking measures for the development of certain common objectives and plans which will contribute to the reconstruction of world order;

(2) The American Republics are now undertaking measures seeking to conserve and develop their resources of critical and strategic materials, to maintain their domestic economies and eliminate economic activities prejudicial to the welfare and security of the American Republics;

(3) The defence of the Western Hemisphere requires the mobilisation of the vital forces, human and material, of the American Republics; and

(4) Adequate health and sanitary measures constitute an essential contribution in safeguarding the defensive powers and the ability to resist aggression of the peoples of the American Republics;

The Third Meeting of the Ministers of Foreign Affairs of the American Republics resolves:

(1) To recommend that the Governments of the American Republics take individually, or by complementary agreements between two or more of them, appropriate steps to deal with problems of public health and sanitation, by providing, in accordance with ability, raw materials, services and funds.

(2) To recommend that to these ends there be utilised the technical aid and advice of the national health service of each country in co-operation with the Pan-American Sanitary Bureau.

Collaboration in Inter-American Statistical Questions.

Resolution XII, providing for the establishment of an Inter-American Statistical Institute, reads as follows:

The Third Meeting of the Ministers of Foreign Affairs of the American Republics agrees:

(1) To request the American Governments to participate in and support the Inter-American Statistical Institute of Washington in order to establish, as soon as possible, a service for the interchange of statistical information and standards among the American nations; and

(2) To recommend to the Pan-American Union that it organise periodic meetings of representatives of the national statistical services of the American Republics for the co-ordination of their work.

Improvement of Standard of Living through Economic Collaboration.

Resolution XIII declares:

(1) That to raise the standard of living of the people, the economic policy of the American nations must be founded upon a broad and complete

utilisation of their natural resources and directed towards a greater industrialisation of those raw materials which present favourable and permanent economic possibilities both as to production and markets; and at the same time it shall be the policy to seek to improve continental co-ordination through international agreements.

(2) That it is the desire of the Third Meeting of the Ministers of Foreign Affairs that the Inter-American Development Commission and the respective National Commissions endeavour to put into practice the economic policy referred to in this declaration.

Resolution XVI concerning economic collaboration declares:

(1) That since the best interests of the Continent require the proper utilisation of the natural resources of each country, including those of the subsoil, the American Republics should endeavour, within their own economic systems, to develop such resources.

(2) That in keeping with the spirit of solidarity and collaboration inspired by the doctrine of Pan-Americanism, plans for co-operation should be made through the Inter-American Development Commission and its National Commissions in order to facilitate the financing of such development projects, with due regard to the economic possibilities of each country.

Other Resolutions.

In addition to the resolutions cited above, others adopted by the Conference dealt with the maintenance of the internal economy of the American countries, including the mobilisation of transportation facilities, the development of commercial interchange, and commercial facilities for the inland countries of the Americas. Others related to inter-American banking and financial activities, including provision for the establishment of a stabilisation fund, and adherence to the Convention setting up an inter-American bank. Another series of resolutions concerned continental juridical problems and provided for the establishment of an inter-American Juridical Committee. Finally, a further group of resolutions were concerned with other aspects of inter-American defence, the pacific solution of American problems, and the implementation of the work of various inter-American committees.¹

ANGLO-AMERICAN AGREEMENT IMPLEMENTING THE ATLANTIC CHARTER

An agreement between the Governments of the United States of America and the United Kingdom on the principles applying to mutual aid in the prosecution of the war against aggression was signed on 23 February 1942 by the Acting Secretary of State and the British Ambassador to the United States. This agreement states that while it is too early to define the precise and detailed terms for settling the obligations under the Lend-Lease Act of 11 March 1941 it has been possible to agree on broad principles to be followed after the war in order to lay "the bases of a just and enduring world peace, securing order under law to themselves and all nations".

The agreement declares that the terms and conditions to be provided in return for the defence aid furnished under the Lend-Lease Act shall be "such as not to burden commerce between the two countries, but to promote mutually advantageous economic relations between them and the betterment of world-wide economic relations. To that end they shall include provision for agreed action by the United States of America and the United Kingdom, open to participation by all other countries of like mind, directed to the expansion, by appropriate international and domestic measures, of production, employment, and the exchange and consumption of goods, which are the material foundations of the

¹ U.S. Department of State Bulletin, Vol. 6, No. 137, 7 Feb. 1942.

liberty and welfare of all peoples; to the elimination of all forms of discriminatory treatment in international commerce, and to the reduction of tariffs and other trade barriers; and, in general, to the attainment of all the economic objectives" set forth in the Atlantic Charter of 12 August 1941. The agreement states: "At an early convenient date, conversations shall be begun between the two Governments with a view to determining, in the light of governing economic conditions, the best means of attaining the above-stated objectives by their own agreed action and of seeking the agreed action of other like-minded Governments."¹

RECONSTRUCTION PROGRAMME OF THE BRITISH LABOUR PARTY

An Interim Report has been issued by the Central Reconstruction Committee of the British Labour Party, which, after reaffirming its belief in the necessity of achieving total victory, outlines a number of the objectives of the Labour Party. The Central Reconstruction Committee, which includes three representatives of the Trades Union Congress and representatives of the co-operative movement, carries out its work through a series of special sub-committees.

Stating that there must be no return to the unplanned economy of the competitive years between the wars, the Interim Report declares that the basis of British democracy must be a planned production for the use of the community as a whole. To secure the fulfilment of the Four Freedoms, the Report urges that the British people organise now so that they may be able to provide full employment for all able-bodied men and women and thus build a better Britain. There must be extended social services, which will secure for everybody adequate conditions of health, nutrition, and care for the aged. Full educational facilities must be available to all. The Report continues:

As a necessary prerequisite to the reorganisation of society, the chief controls of industry and agriculture set up in wartime should be maintained; in this way the scramble for profits which followed the last war will be avoided. To prevent dislocation in the change-over from war to peace, plans should be laid *now* for the rapid transfer of labour and materials to peacetime requirements; plans should be prepared to make possible generous provision for workers and their families while awaiting reabsorption in industry or agriculture; for the retirement of older workers from industry and agriculture with adequate pensions; for the raising of the school-leaving age to fifteen years immediately, and sixteen within three years after the war, with maintenance allowances to be paid to the parents of children retained in school whenever this involves hardship.

A planned democratic system must replace the old competitive system. Workers must be given the opportunity to develop their capacities and to share in making the rules under which they work. The future economic and social well-being of British citizens is bound up with the prosperity of all peoples; therefore British Labour must endeavour to promote a higher international standard of living. British machinery of central and local government must be adapted to fit the purposes of a new world.

In discussing the imperial and colonial problems the Report states:

The Labour Party is absolutely opposed to the colour bar in every shape and form. It is opposed to the exploitation of natural resources exclusively by the white settlers; they should be operated as Government concerns in trusteeship for the native community. There should be a greater extension of the use of colonial development funds. There should be a labour department in each colonial office, and each colony must be provided with an adequate inspectorate to facilitate and expedite reforms.²

¹ *New York Times*, 25 Feb. 1942.

² *British Press Service*, 28 Feb. 1942.

EUROPEAN RECONSTRUCTION PLANNING

Plans for meeting the immediate post-war European requirements are being formulated by a Central Bureau, set up in London by the British Government, in collaboration with a committee of representatives of the Allied Governments, under the chairmanship of the Chief Economic Adviser of the British Government, Sir Frederick Leith-Ross. A number of the European Governments in London, in addition to participating in the Inter-Allied Committee, have set up special ministries or committees charged with studying post-war problems. In accordance with the Resolution on Reconstruction adopted by the Conference of the International Labour Organisation in November 1941, Governments were requested to inform the International Labour Office whether any special agencies for the study of post-war economic and social problems had been set up and to furnish information as to composition, function, and work being carried on by such agencies. Information concerning the work of such agencies, supplied by a number of the European Governments, and their relation to the Central Bureau and the Inter-Allied Committee is summarised below.

CENTRAL BUREAU AND INTER-ALLIED COMMITTEE

The Central Bureau and Inter-Allied Committee were set up as the result of a resolution adopted by an Inter-Allied meeting which was held in London on 24 September 1941.¹

The text of the resolution reads as follows:

(1) That it is their common aim to secure that supplies of food, raw materials and articles of prime necessity should be made available for the post-war needs of the countries liberated from Nazi oppression.

(2) That, while each of the Allied Governments and authorities will be primarily responsible for making provision for the economic needs of its own peoples, their respective plans should be co-ordinated, in a spirit of inter-Allied collaboration, for the successful achievement of the common aim.

(3) That they welcome the preparatory measures which have already been undertaken for this purpose and express their readiness to collaborate to the fullest extent of their power in pursuing the action required.

(4) That, accordingly, each of the Allied Governments and authorities should prepare estimates of the kinds and amounts of foodstuffs, raw materials, and articles of prime necessity required, and indicate the order of priority in which it would desire supplies to be delivered.

(5) That the re-provisioning of Europe will require the most efficient employment after the war of the shipping resources controlled by each Government and of Allied resources as a whole, as well as of those belonging to other European countries, and that plans to this end should be worked out as soon as possible between the Allied Governments and authorities, in consultation as and when appropriate with other Governments concerned.

(6) That, as a first step, a bureau should be established by His Majesty's Government in the United Kingdom, with which the Allied Governments and authorities would collaborate in framing estimates of their requirements, and which, after collating and co-ordinating these estimates, would present proposals to a Committee of Allied representatives under the chairmanship of Sir Frederick Leith-Ross.

¹ Cmd. 6315, Misc. No. 3 (1941). *Report of Proceedings of the Inter-Allied Meeting held in London at St. James's Palace, 24 Sept. 1941*, attended by representatives of the United Kingdom, Canada, Australia, New Zealand, Union of South Africa, India, Burma, Belgium, Czechoslovakia, Greece, Luxemburg, Netherlands, Norway, Poland, U.S.S.R., Yugoslavia, and the Leader of Free Frenchmen.

In the course of the discussion of the resolution the Secretary of State for Foreign Affairs of the United Kingdom outlined preparatory work which was being carried out by the British Government. He explained that two committees had already been set up by the British Government, concerned mostly with the arrangement of purchases of commodities which, as a result of the war and of wartime exigencies of shipping, had become surplus to current demand. He stated:

. . . Such purchases have been on a substantial scale and cover a fairly wide range of goods. They have been made primarily for the immediate purpose of stabilising the economies of the territories concerned, but we have been mindful also of their value as a potential relief store for the European peoples, who are at present being systematically denuded of their resources by a ruthless enemy.

He added that a beginning had also been made in enquiries into possible European needs, continuing:

His Majesty's Government welcome this spirit of initiative, since we recognise that it is primarily the function of each Government and authority to be responsible for the reprovisioning and rehabilitation of its country. Our concern today is to agree to the first necessary steps to ensure that the initiatives severally taken shall so far as possible be brought into accord with a common plan for the general good . . . There are four principal features of such a programme.

At the outset a comprehensive survey must be made of probable requirements in the order of their urgency, and data must be collected regarding potentially available supplies. A broad scheme of long-distance transport must be planned well in advance. Gradually reserve stocks must be organised in the most convenient places. In due course the administration and finance of their transfer to Europe and of their further distribution must be arranged.

The framing and co-ordination of estimates of probable requirements is the first task . . . Such estimates must take account of the urgent needs in the first weeks after the Nazi yoke is lifted from the destitute peoples for whose relief supplies will have to be rushed to Europe; they must further take account of the probable demands of European countries for supplies from overseas in order to restore their economies to working order during a period of reorganisation, which is likely to last at least two years after the war. It is only if the interested Governments and authorities maintain continuous contact with one another through a Central Bureau that estimates can be co-ordinated and a practical working approach made to a survey of the needs of all on a common basis. This is the ground from which springs the proposal in the resolution for the establishment of a Bureau which will report to an Inter-Allied Committee under the chairmanship of Sir F. Leith-Ross.

The Secretary of State for Foreign Affairs of the United Kingdom also read a message to the meeting transmitted by the United States Ambassador, which stated:

The Government of the United States has been advised of the purpose of this meeting and acquainted with the terms of the draft resolution which is to be presented for consideration. It has requested the United Kingdom Government to state to this meeting its opinion that the undertaking is of great prospective usefulness. It understands that the present discussions will be of an exploratory nature, and states that it stands ready at the appropriate time to consider in what respects it can co-operate in accomplishing the ends in view.

It has pointed out that any plans that may be worked out are of great potential interest to the United States for various reasons. They might affect the current American defence effort. According to their substance, form, and method they might also affect commercial policies and relationships and even broader post-war arrangements. For these reasons it makes the request that it be kept fully advised regarding the course of these exploratory discussions, and that it be consulted regarding any plans which might emanate therefrom.¹

¹ Cmd. 6315, Misc. No. 3 (1941), *op. cit.*

BELGIAN COMMITTEE FOR THE STUDY OF POST-WAR PROBLEMS

A Belgian Committee for the Study of Post-War Problems was constituted by the Belgian Government in London early in 1941; its work is directed by an Executive Committee, whose Chairman is Mr. Paul van Zeeland, former Prime Minister of Belgium. A New York Division was subsequently established to ensure liaison with post-war planning in the Western Hemisphere.

The planning and research studies of the Committee are carried out through five sections, which have been drawing up reports on various aspects of post-war problems. A Section on International Policy has been concerned particularly with studies of Belgian foreign relations, international security, Belgian security, and Belgian customs relations with the Netherlands. A Section on State Reform has been studying the basic principles determining the exercise of authority; the Belgian Constitution; public institutions; and the Executive Power. A Social Section has concentrated on the prevention of unemployment, and on unemployment insurance and reabsorption of the unemployed; workmen's compensation and sickness insurance; adjustment for deficiency; recreation, holidays, housing, nutrition; and the role of industrial organisations in the State. The studies of the Reconstruction Section cover vocational education, including education in industry and art; adaptation of methods of work to technical progress; public utilities, including the distribution of power, water, and gas; changes in industrial art; housing projects, hospitals, etc.; financing and other methods of obtaining public improvements; and the social aspects of town planning. The Economic Section has prepared reports dealing with the requirements of Belgium for food stocks, raw materials, and machinery; shipping requirements for normal Belgian imports through her natural ports; existing stocks in different countries of the raw materials, products, and machinery that will be required by Belgium after the war; plans for regional and general customs unions; past and future monetary unions, currency, and the international gold standard; credit policy and the circulation of capital between various economic regions; international economic co-operation for access to raw materials and the construction of public works; Belgian economic planning; migration, population movements, and international organisation of the means of transport; post-war trade of Belgium with the United States and other countries of the Western Hemisphere; and the Belgian Congo and its post-war relations with Belgium.

Throughout its work the Belgian Committee has kept to the fore both the immediate and post-war needs and the long-term problems of national and international reconstruction. The Executive Committee and the competent Sections co-operate with national and international governmental and private agencies in formulating plans for the post-war period, and representatives of the Committee participate in the work of the Inter-Allied Committee described above.

THE GRAND-DUCHY OF LUXEMBURG

The Government in London of the Grand-Duchy of Luxembourg is co-operating in the work of the Belgian Committee for the study of post-war problems, and in the work of the Inter-Allied Committee.

CZECHOSLOVAK MINISTRY OF ECONOMIC RECONSTRUCTION

The Government of Czechoslovakia has set up a Ministry of Economic Reconstruction in London, and appointed as Minister Mr. Jaromir Nečas, former Minister of Social Welfare, and formerly Chairman of the Governing Body of the International Labour Office. The functions of the Ministry of Economic Reconstruction include the planning of a new economic and social order for Czechoslovakia, the study of post-war reconstruction problems, and the formulation of policies dealing with retribution and war damages.

A Czechoslovak Research Institute, attached to the Ministry of Foreign Affairs, is studying, in consultation with the Ministry of Economic Reconstruction, the theoretical aspects of reconstruction.

The Ministry of Economic Reconstruction collaborates with the agencies of other Allied Governments concerned with planning for the post-war period, with Inter-Allied Committees dealing with various aspects of these problems, and with the International Labour Organisation.

YUGOSLAV COMMITTEE ON POST-WAR RECONSTRUCTION

The Yugoslav Government in London has established, as a consequence of the Resolution on Reconstruction adopted by the New York Conference of the International Labour Organisation, a special Committee for the study of post-war social and economic problems. This Committee is composed of the Governor of the National Bank of Belgrade, the former Minister of Public Works, the Director of the Co-operative Federation, the Vice-Governor of the National Bank, and an attorney-at-law from Belgrade.

CENTRAL AND EASTERN EUROPEAN PLANNING BOARD

A Central and Eastern European Planning Board was formed in January 1942 by the delegates to the New York Conference of the International Labour Organisation from Czechoslovakia, Greece, Poland, and Yugoslavia. In announcing the formation of the Board, the Chairman, Mr. Kosanovich, Minister of State of Yugoslavia, stated that its task is co-operation with the International Labour Organisation in order to accomplish the aims declared by the four nations at the International Labour Organisation Conference, and in the spirit expressed in the Resolution on Reconstruction adopted by the Conference. The Board will act through national groups and a general council.

LABOUR POLICY OF THE CHINESE MINISTRY OF SOCIAL AFFAIRS

The Chinese Minister of Social Affairs, Mr. Ku Cheng-kang, has outlined the labour policy of the Ministry in an interview to a newspaper.¹ A short summary of the interview is given below.

Settlement of Industrial Disputes.

The Ministry, he said, aimed at settlement by mediation of industrial disputes as well as disputes between landlords and tenants in rural areas, and officers had been appointed for the purpose. Almost every district had its own officer, and the procedure took the form of a round-table conference at which the parties to the dispute, their respective witnesses, and the mediating officer were present.

Workers' Centres.

A special workers' centre had been opened at Chungking with various facilities (bathing, hairdressing, and laundry services) at a reduced cost, including limited residential accommodation. There was also an employment office at the centre, and, in addition, steps had been taken for the supply of information or provision of assistance free of cost to the workers in matters of daily life bearing on occupational, health, and other questions. Educational classes had also been established at the centre and military drill was conducted. It was proposed to open similar centres at other places, at an estimated cost of 2 million dollars.

Improvement of Conditions of Work.

Child labour would be prohibited. Plans had already been drawn up for the improvement of conditions of work in Chungking and Tzeliuching, and in the

¹ *Shanghai Evening Post*, 6 May 1941.

tin mines of Kochiu, to which particular attention was being given on account of the employment of children in the mines for long hours at low wages.

Organisation of Labour and Improvement of Workers' Living Conditions.

Workers had been urged to join trade unions and steps had been taken for the development of trade union organisation throughout the country. The improvement of living conditions was being effected by means of workers' co-operative societies, the social centres referred to above, and other organisations set up for the purpose. All these organisations had been placed under the supervision of the Ministry of Social Affairs.

There was, moreover, a considerable demand for workers at Chungking for emergency work, and 7,000 workers had been placed under the control of the Public Works and Communications Departments for the purpose.¹

INDUSTRIAL DEVELOPMENT IN INDIAN STATES

Reference has previously been made in these pages to recent industrial development in India.² The following supplementary information has been received since then.

In the case of the smaller Indian States industrial development has been hampered by the lack of sufficient financial resources. With a view to overcoming the difficulty, steps have been taken by a group of Central Indian States to establish an organisation for common action. The organisation will deal with agricultural and industrial development in the States concerned, and it is proposed to start a bank shortly for the purpose of financing such development.³

Steps have also been taken by the Government of Mysore State for starting small industries (the manufacture of nails, hairpins, pencils, cardboard boxes and tins, buttons, etc.).⁴

The Government of Indore State has set up an Economic Development Board for the promotion of economic and industrial development, including the establishment of small-scale and cottage industries.⁵

Hyderabad.

The investments made from the Industrial Trust Fund, set up in 1930 by the Government of Hyderabad, totalled 22 million rupees in September 1941, according to a statement issued to the press. The Fund, which is administered by a Board of Trustees, consisting of three members of the State Executive Council, provides various forms of assistance in respect of the establishment or extension of the larger industries, but it has proved to be even more effective in regard to the development of cottage industries. The technical training of selected young men of the State is also financed by the Fund.⁶

A number of new industries are to be started in the State, including glass-ware and chemicals, the capital involved being estimated at over 10 million rupees.⁷ A special organisation is also to be set up by the Government for the purpose of co-ordinating the existing labour legislation. This body will also be responsible for its enforcement.⁸

THE EIGHTH NATIONAL CONFERENCE ON LABOUR LEGISLATION IN THE UNITED STATES

The Eighth National Conference on Labour Legislation in the United States was held in Washington, D.C., from 9 to 14 November 1941. Miss Frances Perkins, Secretary of Labor, was in the Chair and the Conference was attended by representatives, con-

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLIV, No. 5, Nov. 1941, pp. 551-556.

³ *The Bombay Chronicle*, 16 Oct. 1941.

⁴ *The Times of India* (Bombay), 3 Oct. 1941.

⁵ Communiqué dated 12 July 1941 issued by the Publicity Officer, Indore State; communication to the I.L.O.

⁶ *Hyderabad Information*, Nov. 1941.

⁷ *The Bombay Chronicle*, 14 Sept. 1941.

⁸ *The Hindu* (Madras), 6 Sept. 1941.

sisting mainly of labour commissioners and leaders of organised labour, sent by the Governors of 39 States and from Alaska and the District of Columbia. The International Labour Office was also represented. The object of these Conferences, which have been held regularly since 1934 on the invitation of the Secretary of Labor, is to promote better understanding of the problems of labour legislation and ensure co-operation between the States and between Federal and State departments concerned with labour problems.

The meeting adopted the following resolution concerning the relations of the United States Department of Labor with the International Labour Organisation:

Whereas, the recent session of the International Labour Conference adopted a resolution proposed by the Government, Employers' and Workers' delegates of the United States emphasising the essential role of the International Labour Organisation in the planning and administration of measures of post-war reconstruction; and

Whereas, effective collaboration depends upon full understanding by workers, employers, and civic organisations of the economic and social policies involved: Now, therefore, be it

Resolved, That the Eighth National Conference on Labor Legislation request the United States Department of Labor to keep workers, employers, and civic groups of the United States fully informed through their respective organisations concerning the work of the International Labour Organisation and the plans for post-war reconstruction being developed; and be it further

Resolved, That the Eighth National Conference urge the United States Department of Labor to co-operate fully with the International Labour Organisation in the planning and executing of measures of post-war reconstruction, and that if necessary for the accomplishment of the purpose, special staff be added to the Department.

The agenda of the meeting included a number of questions on which reports and resolutions were adopted which have been published by the United States Department of Labor.¹ Some of the recommendations of particular interest are summarised below.

State Labour Laws and National Defence.

The Conference expressed its belief that labour legislation has an important part in the democracy being defended in the present conflict, and, that in protecting the health and welfare of workers, it makes a real contribution to the national defence programme. The Conference recommended that there should be no exceptions for national defence purposes in legal standards governing child labour, industrial home work, or safety and health regulations. It outlined the procedure to be followed with respect to flexible laws for making possible relaxation of labour laws, where necessary for defence purposes, and recommended that where existing standards hinder production provision should be made for greater flexibility, especially with respect to night work laws which prevent the use of multiple shifts. In the case of States which do not have adequate labour legislation the Conference recommended the passage of wage, hour, child labour, and industrial home work laws setting standards approved by previous national labour conferences, because of their importance "in the post-defence period when they will help to extend employment and prevent collapse of all standards".

Safety and Health Programme and National Defence.

Considering that many serious omissions exist in the Workmen's Compensation Acts now in force in the different States, the Conference recommended that the following general workmen's compensation standards should be applied:

- (a) The Acts should be compulsory as to type and should apply to all employments.

¹ UNITED STATES DEPARTMENT OF LABOR, Bulletin No. 52-A: *Reports of Committees and Resolutions adopted by the Eighth National Conference on Labor Legislation* (Washington, 1941).

(b) The Acts should provide benefits for all occupational disease disabilities.

(c) Necessary medical and hospital care should be provided without specific limits as to cost or time.

(d) Administration of the Acts should be kept informal and non-technical, and adequate provision should be made to protect the interest of claimants whenever agreement settlements are permitted.

(e) Appeals to courts from awards and decisions should be allowed only on questions of law.

(f) The cost of workmen's compensation administration should be prorated among insurance carriers and self-insurers, and the operating cost of State funds should be paid out of premium income.

The Conference further recommended that workmen's compensation coverage should be extended so as to include all interstate operations, and suggested the appointment of an interim committee to study the advisability of an amendment to the Federal Employers' Liability Act so as to give employees injured in interstate commerce operations the option of accepting State workmen's compensation benefits or pursuing action in the courts under the Federal Act.

Bearing in mind the fact that the present emergency has resulted in industrial employment of a considerable number of men and women who for reasons of age or health would otherwise have been left idle, the Conference recommended that steps should be taken to collect factual information about the work experience of this group, including data on accident proneness, frequency, and severity, as well as on adaptability, regularity, and general desirability from the standpoint of production.

The Conference declared that until the results of this study were available it was opposed to pre-employment physical examination, unless the employer first had proved to the State that he had installed proper safeguards to protect the employees' health and safety, and unless the State had adopted laws to prevent discrimination against workers resulting from physical examination.

In view of reports indicating that the rapid industrial expansion had resulted in an excessive number of occupational accidents, the Conference made the following specific recommendations:

(a) That the several States be urged to fortify and expand their factory inspection facilities with provision for adequate staffs of well-trained, adequately paid inspectors, selected on the basis of competency and protected as to security of office.

(b) That the safety promotion programme set in motion by the Secretary of Labor under the auspices of the National Committee for the Conservation of Manpower in Defense Industries be continued for the duration of the emergency as a potent instrument in combating accident losses, and that Congress be urged to give necessary financial support for the effective operation of the programme.

Recognising that the State labour departments are responsible for the supervision of workplaces and for the enforcement of laws and regulations relating to industrial safety and health and considering that industrial hygiene is essentially an engineering rather than a medical problem, the Conference strongly recommended the establishment of industrial hygiene units in the labour departments, and declared itself in favour of Federal aid being allotted for this purpose.

In view of the great importance, for defence production, of adequate protection of workmen against accidents and health risks, the Conference expressed the opinion that priority classifications should be so adjusted as to make available an ample supply of personal protective equipment and other material necessary for protection against accidents and health hazards in workplaces.

Education and Training.

A committee on education and training, which had been appointed by the Secretary of Labor at the request of the Seventh National Conference on Labour Legislation, submitted a report and recommendations to the Eighth National Conference, which adopted a number of recommendations on the question.

These recommendations included the proposal that an official body should be made responsible for reviewing the content and character of elementary and secondary education and for recommending ways for making education a more

adequate preparation for life in present-day society. There should be included in the work of this body representatives of various elements of national life—education, industry, agriculture, labour, civic groups, and others. Organised labour should be given representation on an equal basis with other elements in the community in the planning of education programmes, through membership on boards of education, on advisory committees, and on other policy-making bodies.

In regard to vocational training and vocational guidance services, the Conference recommended the application of the standards laid down in previous Conferences and by State and Federal labour laws. It urged the application of the standards of the Federal Committee of Apprenticeship for the extension of apprenticeship and for programmes for in-plant training, stating that all programmes of in-plant training and of apprentice training should be the responsibility of a joint committee of management and labour.

Labour Supply and Training and Priorities.

The Conference endorsed the standards for in-plant training programmes below the level of apprenticeship outlined by the Federal Committee on Apprenticeship, in co-operation with a special industry-labour committee, and recommended that all groups concerned with job training should immediately take steps to apply these standards.

Stating that the defence programme requires the maximum utilisation of labour supply, the Conference recommended that "this can be achieved only by bringing about a close working relationship between organised labour, management of industry, and the employment service in each community, so that defence contractors will get preference over non-defence contractors, other things being equal".

In order to reduce to a minimum the unemployment and suffering brought on by priority orders and to strengthen the morale of the affected workers during the present emergency and further to assist in the long-range planning concerning the post-war period, the Conference proposed that industry councils equally representative of labour and management, with a Government representative acting as chairman, should be set up to guide the industry in the conduct of the defence programme. Such councils, because of their knowledge of plant facilities and labour supply, could determine the capacity of the different units of the industry, plan and supervise the adaptation from peacetime to wartime economy and from wartime to peacetime economy.

Other recommendations include the creation of regional agencies to deal with questions arising out of priority determination; the cushioning of priorities unemployment by a series of measures, including the increase in unemployment benefits; the temporary setting aside of the law providing that government contracts must go to the lowest bidders; the establishment of new plants where required in communities where there are unemployed workers; and a moratorium for indebtedness of workers unemployed because of priorities.

In order to deal with the dangers of private employment agencies operating across State lines, the Conference recommended Federal legislation providing for the Federal registration of such agencies and for regulation of their placement activities.

Industrial Relations.

The Conference urged the United States Department of Labor and State labour departments to explore methods of approaching employers and bringing about better understanding of collective bargaining through the utilisation of conferences and contacts growing out of all the various programmes. It suggested that the Department of Labor should hold a series of conferences with employers and labour or with employers alone to discuss ways and means of improving collective bargaining practices, and should work with employers and labour in developing materials and techniques for collective bargaining procedures. It urged the inclusion in agreements between unions and employers of certain types of provisions for the adjustment of disputes and the prevention of work stoppages. It further urged that ample Government mediation facilities should be provided and that both State and Federal conciliation services should be available in order that close contact might be maintained with situations as they develop. The Conference endorsed the action taken the preceding year concerning anti-sabotage legislation.

WARTIME STABILISATION OF WAGES AND SALARIES IN CANADA

Some modifications were made recently by Order in Council P.C. 9514 of 9 December 1941 in the provisions of the Canadian Wartime Wages and Cost-of-Living Bonus Order P.C. 8253 of 27 October 1941, already analysed in full in this *Review*.¹ The most far-reaching of these modifications is that which makes the wartime regulations on wages applicable to all employers instead of only to those employing at least 50 or more persons (if engaged in building or other construction work, 10 or more persons). While the object of the original regulations was to prevent employers from increasing the basic wage rates without permission of the National War Labour Board, the new Order in Council now makes it illegal for any employer either to increase or to decrease such wage rates without the written permission of the Board.

The National Board is to be assisted by nine regional war labour boards, that is, by a regional board for each province, instead of by only five such boards, as was originally planned.

As regards the operation of collective agreements with respect to working conditions, which are usually based on provincial legislation, the earlier Order in Council required that any such agreement which was inconsistent with the wartime regulations was to be brought into conformity therewith not later than 1 January 1942, the condition being that any advantage thus suspended in the interest of war production would be fully restored at the end of the war. The new Order extended the time-limit to 15 February 1942, and also provided that, notwithstanding any provision of any collective agreement, either party thereto may apply to the National Board for the revision or suspension of its terms, and the Board may direct such changes as it deems advisable to be made, provided that they are not inconsistent with the new wartime regulations.

The final section of the earlier Order in Council stated specifically that its provisions were to supersede any inconsistent provisions of any Dominion law, order, or regulation. That section has now been amended so that the new provisions shall likewise supersede any provincial law, order, or regulation inconsistent therewith. Moreover, the reservations which had been made as regards cases coming under the provisions of the Industrial Disputes Investigation Act have now been removed.

Salaried Employees.

It should be noted that the above-mentioned regulations refer only to the rates of pay of wage earners. But the Wartime Salaries Order, P.C. 9298, which came into force on 6 December 1941, laid down similar provisions for the wartime stabilisation of the rates of pay of salaried employees.

By salaried employees is meant every employee above the rank of foreman or comparable ranks inclusive of directors of incorporated companies. Where the nature of an employee's duties or responsibilities does not indicate clearly whether or not he is above the rank of foreman or comparable ranks, the matter is to be settled by decision of the war labour boards or the Minister of National Revenue. In the absence of such a decision an employee receiving a total salary of more than \$250 per month is deemed to be above the rank of foreman or comparable ranks. The term "salary" includes all bonuses, gratuities, emoluments, or other remuneration as well as any share of profits or bonuses dependent on profits, and all other forms of income related to the office or position occupied by the recipient, or paid to other persons in respect of services rendered by the employee, but it does not include a salesman's commission.

Save in certain circumstances specified in the Order, no employer may increase the salary of his employee above the most recent salary rate established and payable before 7 November 1941; nor may he in any year pay bonuses, gratuities, or shares of profits to an amount exceeding that paid to his employees during the year ended 6 November 1941.

¹ Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 669.

Salary increases may, however, be granted in cases of promotion involving added responsibility and increased duties, provided that the total salary including the increase is comparable with the level of salaries for comparable positions in similar businesses, and provided also that the increase is reported to and approved by the Minister of National Revenue.

An exception is also made in the case of cost-of-living bonuses paid to salaried employees receiving less than \$3,000 a year, provided that the bonus for each rise of one point in the cost-of-living index over the level of 1 October 1941 does not exceed 25 cents per week for all adult male salaried employees or for other employees receiving \$25 or more per week, and one per cent. of their salary rate for male salaried employees under 21 years of age and for female employees receiving less than \$25 per week. Such bonuses may be varied every three months according to changes in the cost of living.

Violations of the provisions of the Wartime Salaries Order are punishable by fines identical with those which may be imposed for violations of the Wartime Wages and Cost-of-Living Bonus Order.

Another Order in Council, P.C. 1549, of 27 February 1942, contains additional provisions permitting the adjustment of salaries paid to individual salaried employees in industries producing, repairing or servicing war supplies, which were still in the process of organisation when the stabilisation of wages was ordered and consequently had not had an opportunity to adjust the salaries of their employees in accordance with their duties and responsibilities. The new Order in Council has retroactive effect as from 6 November 1941, and contains the consolidated text of the original Order and of the amendments made in the intervening period.¹

METHODS OF SECURING MAXIMUM OUTPUT IN GREAT BRITAIN

A GOVERNMENT STATEMENT

A summary was recently given in these pages² of the Twenty-first Report of the Select Committee on National Expenditure in Great Britain, which dealt with the problem of the best use of labour in the war industries in order to secure the maximum output of munitions. The Report included a number of recommendations addressed to Government departments. The Government has now communicated to the Select Committee its observations on these recommendations, and the Committee has published them in its Twenty-fifth Report. Summaries of the Government's observations are given below.

Hours of Work.

On the subject of the determination of the best length of the working week for different kinds of work and for men, women, and juveniles, the Government draws attention to investigations by the Industrial Health Research Board which indicate that, over an extended period, weekly working hours should not exceed 60 for men and 55 for women, and declares that it appeared to the Government to be more useful to take all possible steps to restrict weekly hours within these limits than to institute further investigations which were unlikely to produce different results.

As regards the recommendation that workpeople should have one day's rest in seven, while factories, on the other hand, should be kept working wherever possible seven days a week, it is observed that, though it is possible for such a system to be arranged in some factories, it would seem that in very many, if not most, cases five-and-a-half or six days of production (with or without two-day shifts or day-and-night shifts) will continue to be the best system that can be devised. The Government adduces a number of reasons for this conclusion, and also points out that it is important to bear in mind that Sunday work makes added demands for transport and other ancillary workers. All departments agree that, in the interests of the maintenance of production at the maximum

¹ *The Canada Gazette*, Vol. LXXV, Extra No. 210, 27 Feb. 1942.

² *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, pp. 674-679.

level, Sunday work should be restricted (subject to some exceptions) to essential maintenance or repair work and to occasions when special emergencies have to be met.

Consistently with the Committee's recommendation, it is the Government's policy that factories and plant should be employed for as much of the 24 hours as possible, and in an increasing number of factories the plant is being operated round the clock by the working of two long shifts (10 to 12 hours) or three shorter shifts ($7\frac{1}{2}$ to 8 hours). The supply of labour is often a factor which determines how far it is or is not possible to introduce double-shift working.

Wages.

The problem of ensuring the right fixing of piece rates is constantly under consideration by the production departments, as recommended by the Select Committee. In general, the influence of the departments is exercised to secure the fixing of piece rates on a fair basis within the terms of agreements in operation between employers and employed.

Management.

In a general note on lack of work and "idle time", the Government, after reviewing the principal avoidable and unavoidable causes, states that arrangements have been made whereby joint investigations into the labour needs of factories are made by representatives of the Ministry of Labour and National Service and of the appropriate production departments. On the basis of such investigations immediate action can be taken to adjust the labour force in the factory to the numbers for the time being required and to remove any conditions which may be causing avoidable "idle time" and other unsatisfactory results.

The Government endorses the Committee's recommendations regarding the appointment of personnel departments and the selection of foremen, and points out that publicity has been given to training courses both for welfare supervisors and for foremen.

Discipline.

As regards the Committee's recommendations concerning the disciplinary provisions of the Essential Work Orders, these are, in fact, kept under constant review. At the date of the Report the relevant provisions of the General Order had only recently been amended so as to strengthen them in various respects, but, so far, the Government states, no conclusions can be drawn from the short experience of the amended provisions. The amendment of the special Orders is under discussion with the interests concerned. The specific proposal that the de-reservation of individual workers and their compulsory enlistment in the armed forces should be used as a penalty for industrial offences is open to objection on grounds of principle, and would not meet with support from the workers.

Transport.

The Government's replies to the various recommendations of the Committee affecting transport questions deal in detail with the various matters raised, and indicate the obstacles which, so far, have stood in the way of effective progress along certain of the lines suggested by the Committee. For the relief of the "peak-hour" problem, the Government already has power under the Defence Regulations to require schemes for staggering of hours to be carried out, and means are, it is stated, being sought to meet the problem along other lines, including the early closing of shops in the centre of large towns.

Food Questions.

As regards the recommendation concerning the extended provision of canteens in factories, the Government points out that it already has ample powers in this matter and asserts that it will not hesitate to use them, where necessary. In the case of relatively small factories the Government's policy is to supplement existing facilities (if any) for obtaining meals near factories by the provision of "British Restaurants" or similar establishments.

Lighting.

Factory inspectors have been reminded of the importance of expediting the improvement of lighting in factories, and considerable improvements have, in

fact, been made, in face of existing difficulties with regard to the supply of labour and materials.

Incentives to Output.

The Government's replies to the recommendations on this subject indicate that action along the lines suggested has been and is being taken. In order to remove misconceptions about income tax, an explanatory poster has been produced.¹

LABOUR CONDITIONS IN BRITISH WEST AFRICA

The British Government has recently published a report by the Labour Adviser to the Secretary of State for the Colonies on labour conditions in the British West African dependencies.² There is also information on some of the measures now being taken in West Africa to implement the recommendations contained in the report and to develop other measures of labour protection.

General Situation.

In some respects the labour situation in West Africa is widely different from the situation common to much of Southern and East Africa and parts of Central Africa. Wage-earning employment on a considerable scale is more recent and there is still a slight excess of labour supply over labour demand. As a result the recruiting of labour has never been a feature of West African conditions, written contracts are unusual, and penal sanctions for labour offences by workers have been almost entirely removed from the legislation. The Labour Adviser's report indicates, however, that this situation has brought certain disadvantages. The problems of labour migration have been neglected. "Collaboration between the Governments concerned in this matter has not so far been attempted, and the details of the numbers involved, the distances travelled and the period of stay are still largely unknown." Moreover, "the movement of labour has . . . hitherto been unobtrusive, and Government attention has only been drawn to it by the occasional appearance of a sick or dying traveller at a hospital; there has thus been no provision for such assistance as rest camps or dispensaries on the main labour routes, although a start has now been made".

In employment, the problems of nutrition and housing have received insufficient attention. It is stated that a feature of labour management in West Africa is the absence of the rationing system common in other parts of the continent; the worker is paid his wages and expected to feed himself, with occasionally a little help in the form of a small basic ration. The accommodation of labourers on mines and estates is reported to be "as a whole of a fairly high standard," but the pattern is often difficult to adapt to modern requirements and particularly to the needs of family life. In the towns the housing available is insufficient.

The general situation as regards wages is in brief that "the manual worker is in many cases inadequately paid, especially in towns", but "the inadequacy of the total earnings often results more from intermittent employment than from a low wage rate", and the cost of living is greatly influenced by high rents and by social customs of hospitality and maintenance of status. Legislation permitting the Governors to fix minimum wage rates in occupations where wages are unreasonably low exist in the four dependencies, but action had not been taken to this end at the time of the Labour Adviser's visit. The report emphasises the discrepancy in the rates of pay of clerks as compared with those of skilled artisans. "A valuable man such as a compositor receives less than a clerk of quite limited abilities; mechanics and electricians are in the same position, while cabinetmakers, turners, upholsterers, and other skilled tradesmen are even worse off."

Trade union organisation is still at an elementary stage, "and those engaged in it have in almost all instances little practical experience of the inception and management of a trade union".

¹ *The Ministry of Labour Gazette*, Dec. 1941, pp. 233-234.

² *Labour Conditions in West Africa*. Report by Major G. St. J. Orde Browne, Labour Adviser to the Secretary of State for the Colonies, London, 1941. Cmd. 6277.

The report also analyses the training of adolescents for employment, which as a result of past traditions has so far failed to encourage interest in agricultural work. It examines in detail the staff problems of the governmental labour services, which have been recently formed and are still considered to be understaffed.

Among the local problems which are examined are the migration of Nigerian workers to the Spanish colony of Fernando Po; the system of "tribute" labour on some of the alluvial mines of Nigeria, by which primitive Africans are permitted to work on mining land, selling the mineral iron at fixed prices to the holder of the mining concession; migration problems in the Gold Coast; and particular difficulties of wages, housing, and health in the larger towns, notably Freetown in Sierra Leone.

No particular account is given of the important employment of Africans by Africans in the Gold Coast. It is to be noted, however, that the latest report of the Gold Coast Labour Department found by a sample interrogation of workers returning to their homes that, out of 3,093 questioned, 1,440 had been employed on farm work (the farms in the Gold Coast being African). This report, moreover, states that "the most difficult and important problem connected with labour conditions continues to be the non-payment of wages by African employers, especially farmers and contractors."¹

Labour Adviser's Recommendations.

The Labour Adviser's report contains a number of recommendations, many of which are precise suggestions concerning particular problems. The most important recommendations affecting general social conditions are the following: provision for the repatriation of sick and destitute labourers; the introduction of municipal housing schemes, with the lowest rents calculated on the tenants' ability to pay; free housing for unskilled labour in Government employment; general improvements in workers' housing; the introduction or improvement of basic rations "on no account (to) be regarded as a sort of increase in wage, (but to) be considered by the employer as a wise outlay to secure greater efficiency". Among the recommendations and suggestions concerning wages are the effective prohibition of the payment of wages in lump sums through the chiefs, the encouragement of wage payments at shorter than the present monthly intervals, and in some instances the governmental fixing of minimum wages if adequate rates are not reached by negotiation.

An important passage recommends the creation of labour advisory boards, under the chairmanship of a senior official and including representatives of employers and workers. As regards governmental labour administration, the report recommends additional staff, surveys the duties of the labour officers, and recommends closer contact between the labour services of the various territories by the interchange of publications and by periodical conferences.

As already explained, the Labour Adviser considers that the general absence of penal sanctions for labour offences by workers accords well with the existing position. He recommends the repeal of the sole remaining provision in Sierra Leone, which provides a criminal penalty on desertion by a servant or carrier during a journey. He also recommends that the penal sanctions provided against employers should be reviewed; offences of a serious character (*e.g.*, illegal recruiting) should be dealt with in special laws, and ordinary breaches of the labour laws (*e.g.*, inadequate housing provision) should be punishable by increased fines but not by imprisonment except in default of payment.

Proposals of particular interest concerned with local problems include the regularising of labour migration to Fernando Po, the gradual elimination of forms of the truck system on plantations in the Mandated Territory of the Cameroons, the introduction of rules strictly governing recruiting in the Gold Coast; provision for the repatriation of destitutes particularly in the Gold Coast and Sierra Leone; the provision of a minimum wage in Freetown; improved control of alluvial mines in Sierra Leone; the taking of steps in the Gambia to ensure that wages are paid to the individual workers; and in many particular cases improved housing.

Labour Reforms.

No general statement has been issued showing the action taken on the above recommendations. There are, however, some changes which may be noted, arising either out of the report or from other proposals for labour reform.

¹ Gold Coast Colony. *Annual Report on the Labour Department for the Year 1940-41* (Accra).

Gambia. A Labour Advisory Board was already functioning at the time of the Labour Adviser's visit. An amendment to the law, to which assent was given on 5 September 1941¹, withdraws a previous restriction limiting the number of members to between three and five and gives the Governor full latitude in this respect. The same amendment revises the minimum wage-fixing machinery. Under the previous law minimum wages could be fixed by the Government only after the appointment and report of a special commission of enquiry. The new amendment simplifies the procedure by enabling the Governor in Council to fix or vary or cancel a minimum rate of wages upon the advice or recommendation of any responsible body, such as the Labour Advisory Board, or of a labour officer. It is reported that minimum rates for unskilled manual workers have been fixed.² Another Ordinance of the same date³ provides for the appointment of a Factories Board and the supervision of all factories and machinery by the Board, and empowers the Governor in Council to make regulations concerning health and safety, hours of employment, and inspection in factories. A third Ordinance gives the labour officer powers to supervise the recruiting of workers.⁴ Lastly, it is to be noted that the new Workmen's Compensation Ordinance was to come into force on 1 January 1942.⁵

Nigeria. The Workmen's Compensation Ordinance is to come into force on 1 April 1942. It is already being applied in some employments (*e.g.* the Government railway). By the Workmen's Compensation (Employments) Order in Council, 1941⁶, 24 classes of employment are enumerated as entitling workmen to the benefits of the Ordinance. Of these the more important are, as numbered in the Order: (1) railways; (2) operation or maintenance of mechanically propelled vehicles or aircraft; (3) factories or workshops using power; (4) factories or workshops without power but employing 10 or more persons; (5) mines or quarries; (6) employment on ships propelled or towed by steam power or on other ships of 50 tons or over; (7) and (8) loading and unloading; (9) various building processes; (10) lumbering when more than 25 persons are employed; (17) use of explosives; and (22) plantations maintained for growing cocoa, bananas, citrus fruits, palm produce, rubber or other produce, where not less than 25 persons are employed.

Sierra Leone. A Labour Advisory Board has been set up, comprising, in addition to the Chairman and the Chief Labour Officer, three heads of Government services employing labour, four members of the Chamber of Commerce, and five members of the trade unions.⁷ A Bill has been introduced to provide for the punishment of persons who, having the power to influence the employment of others in the same service, seek or demand illicit reward for so doing.⁸ Earlier, an Ordinance was passed to provide for the safe working and inspection of machinery. It is not only permissive, like the Gambia Ordinance, but also contains certain safety rules and prohibits the employment of young persons under 18 years of age on cleaning dangerous machinery.⁹

RACIAL DISCRIMINATION IN GERMANY IN RESPECT OF LABOUR LEGISLATION

Orders have recently been issued in Germany prescribing—to a large extent on identical lines—a restricted application of protective legislation to Polish and Jewish workers respectively.

POLISH WORKERS

The position of Polish workers in respect of protective labour legislation is determined by an Order dated 5 October 1941.¹⁰ The

¹ Gambia, Labour (Amendment) Ordinance, 1941, No. 13 of 1941.

² *The Crown Colonist*, Nov. 1941.

³ Gambia, Factories Ordinance, 1941, No. 8 of 1941.

⁴ Gambia, Recruiting of Workers (Amendment) Ordinances, 1941, No. 10 of 1941.

⁵ *Gambia Government Gazette*, 14 June 1941. Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 216.

⁶ *Nigeria Gazette*, 11 Sept. 1941.

⁷ *Sierra Leone Royal Gazette*, 14 Aug. 1941.

⁸ *Idem*, 28 Aug. 1941.

⁹ Sierra Leone, Machinery (Safe Working and Inspection) Ordinance, 1941, No. 14 of 1941.

¹⁰ *Reichsarbeitsblatt*, 1941, No. 29, Part 1, p. 448.

preamble to the Order explains that as a result of the incorporation of former German Provinces on the east in the German Reich, and of the employment of Polish labour on the territory of the Reich itself, it has become necessary to attribute a special position in the working life of the German people to Polish employees working within the territory of the Reich, in order to ensure the unhampered accomplishment of the tasks involved in executing the Four-Year Plan. Moreover, the preamble explains, it would not be compatible with healthy racial sentiment to allow Polish workers to share unrestrictedly in the social progress of the new Germany.

An article by Oberregierungsrat H. Küppers, published in a subsequent number of the *Reichsarbeitsblatt*¹, supplies an official commentary on the Order, and particularly on the reasons for which it has been issued. Mr. Küppers explains that:

the profound hostility of the Polish race towards the German race, manifested in innumerable excesses and atrocities, made it impossible for Poles to be treated on a footing of equality with Germans. On the contrary it was necessary for every effort to be made to ensure that the Pole should be clearly placed in a situation of inferiority as compared with members of the German race. Only by this means was it possible to prevent the distance that should be maintained by the German people as against the Poles from being narrowed down . . .

Whereas it had previously been possible to confer German national status without restriction upon members of foreign races when former German territory was recovered, on account of their slight numerical importance, this was no longer possible when the Protectorate of Bohemia and Moravia was created. This is even more definitely the case in respect of the Poles inhabiting the Eastern Territories. To confer German national status on them would have been quite incompatible with the claims of German racial theory. Consequently members of the Polish race have merely had conferred upon them the legal status of "German protected persons" (*Schutzangehörigen des Deutschen Reichs*).

But account had also to be taken of the inferior status of the Pole in the sphere of labour law. It was necessary in the first place to make sure that a Pole working in the territory of the Reich should not be receiving a larger net income than a German worker on account of his exemption from certain special taxes and levies payable only by members of the German race. This difficulty was at first overcome by Orders issued by the labour trustees to the effect that a specific proportion of the wages earned by Polish employees should be withheld; and later by the issue of a general Order on the same subject.

Further, in order to prevent the Pole from insinuating himself unnoticed among the German people, and to enable every German to know whether he was dealing with a Pole or not, a police Order issued on 8 March 1940 laid down that Polish workers employed in the Reich should wear a violet P on a yellow ground on the right breast of every article of clothing. "It was thus ensured that even work occasionally carried out jointly inside the undertakings along with members of the German race should not result in narrowing the distance to be maintained as against every individual Pole."

General Legal Position of the Polish Worker.

The Order of 5 October 1941 begins by laying down that the following provisions shall not apply in respect of the employment of Polish workers:

- (1) Act of 20 January 1934 concerning the regulation of national labour.²
- (2) Act of 23 March 1934 concerning the regulation of employment in public departments and undertakings.³

¹ *Idem*, 1941, No. 30, Part V, p. 532.

² Cf. *Industrial and Labour Information*, Vol. XLIX, No. 8, 19 Feb. 1934, p. 245.

³ *Idem*, Vol. L, No. 5, 30 Apr. 1934, p. 168.

(3) Act of 30 March 1934 concerning home work (consolidated text of 30 October 1939).¹

(4) Act of 26 April 1934 concerning payment of wages in respect of German national public holidays.²

(5) Act of 17 April 1939 concerning public holidays of a non-recurrent character.

(6) Regulations of 3 December 1937 for the application of the Four-Year Plan in respect of payment of wages for public holidays.

(7) Regulations for the application of the above-mentioned provisions.

Commenting on this measure, Mr. Küppers explains that it means that a Pole cannot be a member of the trust council of an undertaking; and obviously he cannot belong to the German Labour Front. Moreover, the situation to be occupied by a Pole in an undertaking must correspond to the position of Poles in German life; so that a Pole cannot be placed in authority over German members of the staff. And even where there is no question of placing a Pole in a definite position of authority, the principle must be maintained that no Polish employee should be given a position entitling him to issue instructions to German workers. Departures from this principle may be allowed only where such an exception is justified by urgent considerations affecting the interest of the undertaking. A Pole cannot be a "leader" (that is, employer) of an undertaking in the sense of the National Labour Regulation Act. Wherever it should happen that a Pole is himself the head of an undertaking (*Unternehmer*), or the legal representative of the head of an undertaking, the labour trustee may appoint some other individual as "leader" of the undertaking.

The relationship between a German employer and a Polish employee, Mr. Küppers proceeds, is not an employment relationship in the sense of the relevant German provisions:

The fundamental notions of the National Labour Regulation Act concerning "leadership" and "followers" in the undertaking, the reciprocal obligation to loyalty and mutual assistance, and the idea of "social honour" are inapplicable in the case of contracts of employment concluded with Polish workers.

However, although the Polish worker is excluded from Germany's social constitution, Poles are in fact being employed in multitudinous branches of German economic activity, so that it was not practically possible to regulate their conditions of employment by special wage lists, etc., applicable only to Poles. The Order of 5 October 1941 accordingly lays down that "the existing provisions in respect of the issue, execution, and safeguarding of guiding principles, wage orders, and establishment (service) rules, and provisions concerning the drawing up of lists and the production of vouchers for the determination of wages in the case of home workers are applicable in the case of Polish workers except in so far as specific provisions are laid down to the contrary". Only in the case of Poles employed in agriculture has a special wage order been issued, dated 8 January 1940, and amended by subsequent orders. But, Mr. Küppers explains, in order to prevent Polish employees from sharing equally with German productive workers in the social progress of the new Germany, it was necessary to lay down special provisions concerning the conditions to be stipulated in contracts of employment with Polish workers. These special provisions have precedence over the general provisions of wage orders, etc. The provisions embodied in the Order of 5 October 1941 replace those previously issued by the various labour trustees. The legal position under the new Order is: (a) that the Polish worker possesses no *rights* in respect of labour protection, though the employers are not specifically prohibited from allowing their Polish workers the benefit of *certain* legal provisions applicable to German workers; and (b) that employers are prohibited, under pain of severe penalties, from allowing a number of *specified* privileges to their Polish workers (see below).

Restrictions on Remuneration.

The basic principle is laid down that Polish employees are entitled to remuneration only in return for *work actually performed*. Thus, an employer may not continue to pay wages to a Polish employee should the latter be absent

¹ *Idem*, Vol. L, No. 3, 16 Apr. 1934, p. 71; Vol. LXXII, No. 12, 18 Dec. 1939, p. 312.

² *Idem*, Vol. L, No. 3, 16 Apr. 1934, p. 78.

Labour disputes to which a Jew is a party are to be decided by a special judge, appointed to each labour court by the Minister of Justice. There is no appeal against the decision of this judge. Jews are required to accept any work assigned to them by the employment offices. They may only be employed in groups (though the employment offices may authorise exceptions to this rule). Jews must be separated from other workers.

Jews may not be employed as apprentices.

Jews of from 14 to 18 years of age are to be covered, not by the Act of 30 April 1938 respecting the employment of children and the hours of work of young persons, but by the consolidated Hours of Work Order of the same date, and by the remaining provisions concerning the hours of work of adult workers.

The Labour Protection Order of 12 December 1939¹ does not apply to Jews. The factory inspection authorities may lay down special provisions for the protection of Jewish workers different from those applicable to workers in general.

Assistance to unemployed Jews must be limited to the amount indispensable for their subsistence. Provisions concerning the assistance of short-time workers are not to apply to Jews.

Provisions concerning the employment of seriously injured workers are to apply to Jews only where the injury is a war injury.

Pending the issue of special provisions for Jews, they are to remain covered by the national social insurance system.²

THE LABOUR JUDICIARY IN BOLIVIA

A Bolivian Proclamation dated 3 October 1941 raised to the status of a national Act the Legislative Decree of 2 March 1940 under which the whole body of services constituting the National Labour Department became the Labour Judiciary and was made exclusively responsible for the administration of justice in matters relating to labour and social welfare.

The former district offices of the National Labour Department are now referred to as "labour courts" and have competence to take cognisance in the first instance of: (a) all contested cases which arise in connection with the application of laws relating to labour and social welfare and of the provisions of contracts of employment; (b) claims arising in connection with the application of Acts relating to agricultural labour and of contracts of employment for such labour; (c) complaints of contraventions of social legislation.

A National Labour Court was set up to take the place of the General Labour Directorate, which formerly heard appeals against the decisions of the district offices. This Court is composed of a President and two members, appointed by the Government for a term of six years. To be eligible for membership of the Court, the candidate must be a Bolivian citizen in possession of his civil rights and over 30 years of age. He must also have practised as a lawyer for not less than eight years and have held the office of labour judge for at least four years. Two members of the Court or their substitutes constitute a quorum. When any of the members are prevented from sitting or are disqualified, their places are taken by officers of the Superior District Court of La Paz, in order of seniority.

The National Labour Court hears all appeals lodged against the judgments rendered by the labour courts of first instance, subject to a final appeal before the Supreme Court of Justice.³

¹ *Idem*, Vol. LXXIII, No. 4, 22 Jan. 1940, p. 54.

² *Reichsgesetzblatt*, 1941, Part I, pp. 675, 681-582.

³ *Proteccion Social*, No. 44, Sept. 1941, p. 43.

INDUSTRIAL RELATIONS

THE CONCILIATION AND ARBITRATION OF LABOUR DISPUTES
IN CUBA

Detailed regulations were issued by Presidential Decree No. 3315 of 10 December 1941, for the prompt adjustment by conciliation or arbitration of all labour disputes arising in industrial, commercial, or agricultural undertakings in the Republic of Cuba. The main provisions of the new regulations are summarised below.

The principle adopted is that a joint conciliation board must be set up whenever a labour dispute arises. If the conflict breaks out in the Province of Havana, the General Labour Director must appoint a conciliation board composed of an official of the Labour Department as chairman, a representative of the employers' organisation, and a representative of the workers' organisation in the district. Where no such organisations exist, suitable representatives of labour and of management are chosen from among the workers and employers in the district.

When the dispute occurs in one of the other provinces, the provincial labour director gives notice thereof to the Under-Secretary of Labour and makes recommendations as to suitable workers and employers to constitute the conciliation board. The persons so chosen are notified of their appointment and are informed that their acceptance will be presumed unless good reasons for not accepting the appointment are given within 24 hours of the receipt of the notification.

As soon as a conciliation board has been formed, it must meet within the shortest possible lapse of time in the industrial, commercial, or agricultural area where the dispute has arisen, and open conciliation proceedings. The parties to the dispute must be present at the hearing, but may be accompanied by their advisers.

After hearing the arguments on all sides, the board makes proposals for an equitable and amicable settlement of the issue. It is only when all attempts at conciliation have failed that the matter is finally referred for settlement by an arbitration award of the Minister of Labour.¹

In order to render the conciliation procedure as effective as possible, the Minister of Labour issued an Order on 12 December 1941, setting up "conciliation groups" composed of the persons who, by reason of their special knowledge and experience in the various branches of production, are best able to assist in the establishment of uniform conditions of work in particular industries. The Order enumerates the various branches of industry in which conciliation groups are to be formed.²

Finally, to ensure the greatest possible uniformity with respect to the principles which serve as a basis for the conciliation measures proposed by the various boards, the Minister of Labour, on 24 December 1941, issued an Order providing for the creation of a National Conciliation Board. The functions of this Board are purely administrative but somewhat varied. Its principal task consists in the centralisation of all available information on the conciliation activities of the different boards, and it serves as a link between the various conciliation groups.³

EMPLOYMENT RELATIONS UNDER SPANISH LAW

The law governing the relationship between employers and their employees in Spain was modified recently by three different enactments.

The first amendment in order of date is that contained in an Act of 2 September 1941, which prescribes that employers cannot escape the obligation to give their employees annual leave by paying them double wages for the period during which

¹ *Gaceta Oficial*, 11 Dec. 1941, p. 21079.

² *Idem*, 16 Dec. 1941, p. 21367.

³ *Idem*, 24 Dec. 1941, p. 21946.

they are entitled to paid holidays. It is in the interest of the nation that the workers should actually take their holidays. Moreover, if in violation of the law a worker accepts other work during his paid holiday, he is under an obligation to reimburse to his regular employer that part of his wages which corresponds to the period of his holiday.

A worker is entitled by law to at least seven days' leave with pay per year. He may contract for a longer holiday, or the labour judge may award him a longer holiday depending upon the nature of his work.¹

The second modification is contained in an Act of 6 November 1941, extending the list of cases enumerated in section 89 of the Contracts of Employment Act of 21 November 1931, which defines the circumstances in which a contract of employment may be legally rescinded.²

Finally, another Act dated 6 November 1941 amends sections 51 and 53 of the Joint Boards Act of 27 November 1931 so that an employer no longer has the option, in all cases of unlawful dismissal, to re-employ his dismissed employee or pay him compensation. In its amended form the Act stipulates that, in the case of an undertaking employing more than 50 employees, the employer who is held by the labour judge to have dismissed an employee contrary to law is required at the employee's option either to re-employ his dismissed employee or to pay him an indemnity not to exceed a year's salary or wages as fixed by the judge. In the case of an undertaking employing not more than 50 employees the employer has the option to re-employ the employee who was dismissed without just cause, or pay him the above-mentioned compensation for dismissal. But in the latter case the employee is also entitled to a certain priority for obtaining new employment. His case is brought to the notice of the labour judge, who gives the necessary directions to the employment exchange in order that this priority of opportunity may be made effective.

In determining the amount of compensation to be paid for an unjustified dismissal, the labour judge must take into consideration all the circumstances of the case: the nature of the employment lost, the employee's length of service, his age, his family obligations, his chances of finding similar employment, his moral character, and the reasons for his dismissal.³

EMPLOYMENT

CONTROL OF EMPLOYMENT IN NEW ZEALAND

By an amendment to the National Service Emergency Regulations, 1940, the New Zealand Government has issued an Order in Council containing Regulations designed to control the engagement, dismissal, and resignation of workers in essential industry and to register and place in essential employment the labour resources not yet engaged in war work.⁴ Both in purpose and in content, the Regulations are somewhat similar to the measures which have been taken in Great Britain to mobilise and redistribute labour resources.

Administrative Organisation.

For the purposes of the Regulations, a number of district man-power officers are to be appointed, who will work under the Minister and the Director of National Service, as their authorised representatives. Appeals from directions or decisions of these officers are referred to man-power committees for consideration; the committees have the power of final decision.

¹ *Boletín del Estado*, 21 Sept. 1941, p. 7283.

² *Idem*, 20 Nov. 1941, p. 9075.

³ *Ibid.*, p. 9076.

⁴ The National Service Emergency Regulations 1940, Amendment No. 8, dated 10 Jan. 1942 (Serial No. 1942/5).

Scheduling of Essential Industries and Undertakings.

The Minister of National Service may declare any industry or undertaking to be an essential undertaking for the purposes of the Regulations; his declaration may apply generally or may exempt any specified undertaking or class of undertakings. A certificate is issued to each undertaking declared to be essential. The following industries and undertakings have so far been declared to be essential:

Firms engaged in the production of munitions, minesweepers, launches, cases for packing munitions, waxed cardboard containers for ammunition carriers, component parts for ammunition carriers, water bottle covers (military), footwear and fire-fighting equipment, and the following industries: coal mining; woollen mills; knitting mills or factories; rubber mills; clothing factories where engaged on defence contracts; tanneries; firms engaged in work essential to military construction and communications; New Zealand Government railways in respect of railway workshops, locomotive branch, traffic and stores branch, signal and electrical branch, and maintenance branch; butter and cheese factories; the de Havilland Aircraft Company; linen flax mills; employees of public and private hospitals; gas and electric power production and supply; ship repairing; the flax industry, including the woolpack factory; freezing works; and the timber industry.

Other industries may be declared essential as circumstances warrant.

Control of Employment in Essential Undertakings.

In all undertakings scheduled as essential under the Regulations, the employer may not dismiss, without the written permission of a district man-power officer, any worker (except for serious misconduct) and may not lend his services to any other undertaking (essential or not) except in case of emergency, and then only for a period not over 14 days at one time and not over 21 days within any three-month period. Similarly, no worker in an essential undertaking may leave his employment without the written permission of a district man-power officer. In all cases, at least 7 days' notice of the intention to terminate employment must be given.

Once an undertaking has been scheduled as essential and workers have thereby been prevented from leaving their jobs, the following conditions apply to all workers whose employment has been continuous for at least 7 days:

(1) Each worker (so long as he is available for work) is entitled to full-time wages and allowances at the appropriate rate fixed for the work in which he was regularly engaged prior to the introduction of the Regulations or, if temporarily doing work paid at a higher rate, at that rate while so employed. No worker shall be considered "available for work", however, during any period when he was not actually working if he would not be entitled to payment for that period if the undertaking in which he is employed had not been declared to be essential. These provisions also apply to workers who may take up employment in an essential undertaking.

(2) Each worker must agree to undertake, when work is temporarily not available in his usual occupation, any other work in or in connection with the same undertaking that he may reasonably be asked to perform; if he refuses or fails to do so, he is not entitled to claim the wages and allowances stipulated above.

(3) It is an offence against the Regulations to be absent from work without reasonable excuse, or persistently late in coming to work, or careless or negligent in performing work; but no proceedings may be started against any worker without the consent of a man-power officer.

Finally, the Minister may direct employers generally or any specified individual or class of employer or employers not to engage or seek to engage, except with the consent of a man-power officer, any workers or any worker in a specified industry or occupation, or any worker who is normally or used to be employed in any such industry or occupation.

Registration and Employment of Workers.

The Minister may direct any persons of a specified class, whether normally employed or not, to register for employment with the nearest man-power officer

or any other specified official.¹ Other persons than those compelled to register may do so voluntarily. Every person so registered may be required by a man-power officer to take up such employment or training as the officer may direct and must continue in the employment or training for the period specified by the officer, on the conditions (already mentioned) applying to workers in essential undertakings.

Moreover, the Regulations provide that the provisions of the Occupational Re-establishment Emergency Regulations, 1940, and of the Suspension of Apprenticeship Emergency Regulations, 1939, shall apply to persons employed or being trained for employment under these Regulations "in the same manner in all respects as if those persons had been called up for service with the armed forces". The worker is further protected by a provision which prohibits any employer of a worker required to register from terminating the latter's employment merely because he has been or is required to be registered.

MAN-POWER PROBLEMS

The Director of National Service, in an address to the New Zealand Manufacturers' Conference, summarised the man-power position in the country as it was in December 1941 when hostilities broke out in the Pacific. Although the situation has changed considerably since then, some of the information included in the Director's address remains of distinct interest.

The Director of National Service first called attention to the extensive withdrawal of men for military service. Military needs had been met without undue disturbance of industry largely because the appeal boards had been "a most important factor in providing a cushion to prevent the complete disruption of industry due to the calling up of men for military service. There will be no change of policy with the appeal boards. The onus is entirely upon industry, with the assistance of the Government, to take steps to find ways and means of releasing personnel for service overseas." Of the 700,000 persons employed in industry in New Zealand, about 86,000 or 12 per cent. had been withdrawn for military purposes by the end of 1941; and the Director estimated that this movement would be increased to about 20,000 a year from then on, with additional withdrawals for territorial and refresher training. "As the surplus of labour has long since been absorbed," he added, "it is clear that the whole of our workers are now actually engaged in industry in some form or another and that the progressive withdrawal for the armed forces must accentuate our difficulties."

At the same time, the requirements of industry were expanding:

The restriction of imports has imposed more burdens; there is repair work and maintenance; and also factors in connection with the war industries. There are 11,000 workers now in the munitions industry. Not all of these are new, but probably more than half would represent an increase. There is a potential expansion of industry in shipbuilding, munitions, refrigeration, food production (there has for instance been 50,000 tons expansion in cheese production, requiring 800 operatives). Many other industries are showing increases at the present time . . . This added production cannot be secured without added man-power. Consequently, when we take the liability for service and the draw-off, and the fact that there is no surplus of labour, and look into the future, there seems no doubt whatever that there must be a more skilful use of the labour that is going to be left in the country.

The fact of the decrease of man-power, on the one hand, and increased calls on production on the other, made it necessary, in the opinion of the Director of National Service, for organised employers and organised workers to find methods of diverting labour from industries or sections of industries which were the least essential for war purposes to other industries or sections of industries which needed additional labour urgently. It would be idle to allow labour to continue to move with complete freedom regardless of the effect of this movement on essential production. Some form of machinery was needed immediately to enable labour to flow in the right direction. So far as possible, he said, the ma-

¹ Exception is made for persons called for the forces whose service has been temporarily deferred.

chinery already in existence must be used, such as the Manufacturers' Federation and the trade unions. These groups should come together and discuss the problems, and then approach the Government with suggestions as to the solution which seemed best to them. Moreover, the shortage of labour made necessary the widest use of women in industry, including married women. Other problems that would arise in mobilising labour resources for war purposes would be the flow of young people into industry, the postponement of retirements, the pooling of plant resources and the re-allocation of war contracts. To meet these problems, the Director emphasised that the participation, as well as the co-operation, of employers' and workers' organisations was essential. "So far we have had only discussions", he said, "but we have had a good response." Some industries had been called together and asked to make recommendations covering their whole internal operation, in an effort to bring about a more skilful utilisation of man-power within those industries.

In conclusion, the Director warned that it had never been suggested that the whole community should be placed on soldiers' rates of pay. "What is visualised is that the right of individuals to flow in any direction in response to the attraction of wages shall be curtailed as a war measure." The crux of the situation, he concluded, is that there must be better and more economical utilisation of all available man-power. "The degree to which this can be implemented will depend largely upon the machinery we use to do it. Industry is now given the opportunity of carrying out this readjustment."¹

CO-ORDINATION OF EMPLOYMENT FACILITIES IN QUEENSLAND

The Co-ordination of Employment Facilities Act of 1941 was assented to in the Australian State of Queensland on 12 December.² Its main purpose is to modernise the Labour Exchanges Act of 1915 in order that the exchanges and all bodies which can effectively help in employment organisation will be in a position to solve the problems of the present war and those of the post-war period.

The keynote of the measure is, according to the Secretary for Labour and Industry, "the right to work".

The right to work is an important plank in Government policy (he stated in the Debate on the Bill), and, if attainable, is the practical application of industrial democracy. The men who have fought this war, and those who have toiled to supply the sinews of war and war material, will not tolerate being cast on the industrial scrapheap, nor will they tolerate a condition of insecurity, such as has been ruling for many years past under this social system. I take the view that if by co-ordination and co-operation of all sections of the community we can carry out an enormous programme of production and organisation during a period of war, as we are doing at present, then we can with that co-operation and co-ordination of all the forces concerned achieve the fulfilment of the keynote to which I have referred—the right to work and social security.³

The Act is also designed to assist in the solution of immediate war problems, such as the utilisation of the services of the unemployed and unoccupied, the transfer of resources from non-essential activity, and the mobilisation of woman-power.

After the passage of the Act, arrangements were made whereby the Commonwealth Government will maintain and take over existing State labour exchanges and operate a Federal system of national service offices in order to meet urgent man-power needs and to control employment. This step, which will be described in the May number of this *Review*, does not affect, however, the interesting features of the Queensland Act summarised below.

General Organisation.

The Department of Labour and Industry becomes the Department of Labour and Employment, headed by a Secretary for Labour and Employment. The

¹ "Manpower Situation", by the New Zealand Director of National Service, in *New Zealand National Review*, 15 Dec. 1941, pp. 45-48.

² Queensland No. 8. *Queensland Government Gazette*, No. 166, 16 Dec. 1941.

³ Queensland, *Parliamentary Debates, Assembly*, 28 Nov. 1941, p. 1590.

Labour Exchanges Act of 1915 is not repealed, but that Act and Part III of the new Co-ordination of Employment Facilities Act are to be known as the Employment Exchanges Acts, 1915 to 1941.

The State is to be divided into a number of employment exchange districts, in each of which will be established free State employment exchanges and employment exchange boards, representative of employers and workers and with an employment officer as executive officer.¹ These boards will act as feeders to a central State Employment Council, which is to be the pivot of the new system. The Council will include two workers' and two employers' representatives, a representative of the Brisbane City Council, and a member to represent returned sailors, soldiers, and airmen, together with the Minister responsible for the Act, the Director of Employment, the Co-ordinator-General of Public Works, the Director of the Bureau of Industry and Government Statistician, and the Director-General of Education, as *ex officio* members. The Director of Employment is to be the executive officer of the Council and liaison officer between the Council and the various boards. Employment exchange boards are to be set up in some 19 districts in the first instance.

Functions of the State Employment Council.

The central State Employment Council has extensive powers and duties. Among other things, it must:

- (1) Formulate proposals for the co-operation of all employment-placing agencies;
- (2) Consider effective measures for eliminating or reducing unemployment and encouraging employment;
- (3) Obtain information on occupations and the labour force and advise unemployed workers on employment opportunities;
- (4) Analyse and report on the industrial efficiency of the community, the organisation of employment, and all matters relating to employment opportunities and unemployment²;
- (5) Recommend measures for improving and extending the employment exchanges;
- (6) Submit data or suggestions on national works projects to the Commonwealth Government; collaborate with the Commonwealth on works projects generally and matters concerning the war and post-war problems; and submit recommendations to the State Co-ordinator-General of Public Works;
- (7) Control, manage, and supervise the employment exchanges (including advice and information to the employment boards);
- (8) Encourage the establishment of mutual welfare committees, combat unfair competition, and study problems of particular industries as they affect employment and unemployment;
- (9) Investigate matters connected with spreading work over the State and the mobility of labour generally;
- (10) Consider the introduction of a system of classification for unskilled labour and of providing "short course" training in certain trades; and study the placement of older workers;
- (11) Recommend the preference in employment which should be accorded to ex-service men and the training facilities which should be provided for them;
- (12) Co-operate with all interested Government agencies.

Functions of the Employment Exchange Boards.

The duties of the employment exchange boards are likewise very wide. The Act stipulates that they shall, among other things:

- (1) Co-operate with the Council and fulfil its instructions;
- (2) Take action to secure full co-operation between the boards and organised labour, employers, local authorities and all other bodies concerned;
- (3) Establish and maintain the State employment exchanges; mobilise the goodwill and confidence of employers and workers; and meet their requirements efficiently;

¹ The boards will comprise: an employment officer, two workers' representatives, one employers' representative, and one representative of the local authority in the area; the Director of Employment is an *ex officio* member. They may set up advisory committees to help them in their work.

² And, in this connection, co-operate with the Unemployment Council constituted under the Unemployed Workers Insurance Acts, 1922 to 1936.

- (4) Establish a system of classification with special reference to the unskilled;
- (5) Endeavour to give practical application to the principle of the right to work;
- (6) Help seasonal workers to find work in off-seasons;
- (7) Endeavour to maintain continuity of employment in the area;
- (8) Give special consideration to the employment of women;
- (9) Advise the Council on local matters;
- (10) Co-operate with other agencies (apprenticeship, education, public works, other exchange boards, etc.).

Comparison of the New Organisation with the Existing System.

According to the Secretary for Labour and Industry, the new organisation means a complete reorientation of the whole employment exchange system, "and I sincerely hope that it will mean the creation of a different outlook on the part of the officers of the department". In the past, the exchanges registered the unemployed, and placed the registration in a file against the time when there might come an application from the Co-ordinator of Public Works or a local authority for a worker. The new organisation, on the other hand, will not only register men now and in the post-war period (including those who will return from the forces) but will "go to the greatest possible limits to find employment for those who are unfortunate enough to be out of work".¹

Juvenile Employment Bureau.

The same Act creates a Juvenile Employment Bureau (to replace the existing committee). The Bureau will comprise two employers, two workers, an independent chairman, and four other members to be appointed by the Governor in Council (including at least one officer of the Department of Public Instruction). The Bureau will have broad powers to advise the Minister on all matters of juvenile employment and unemployment, including vocational guidance, the incidence and extent of "dead end" employment and methods for eliminating and abolishing such employment, and wage fixing and employment restrictions for minors. In addition, juvenile employment group committees, organised along the lines of the group apprenticeship committees, are to be set up for each industry or industry group and authorised to make recommendations in respect of the training and placement of juveniles and the conditions of work of minors.² The object is similar to that of the rest of the new machinery; and the powers of the Bureau will enable it to obtain full data on each industry's power to absorb juvenile labour and the training required.³

Economic Security as the Goal.

"The greatest problem of modern times is unemployment", the Secretary for Labour and Industry emphasised, "because it is associated with the right to live".

Economic security is, admittedly, the goal for which we all strive. Every honourable member of this Assembly, as well as every other member of the community, would like to vote unanimously for any system they could feel assured would give them social security. Unfortunately, we have not yet reached the stage at which we can give that assurance; but we are making a definite attempt, through this organisation, to invite all sections of the community to co-operate with the Government in an endeavour to achieve that objective.

In conclusion, he quoted a statement of the Premier in which the latter said:

Labour stands for the right to work, the right to earn, and the right to enjoy, and, consequently, the economic instruments of the country must be so controlled that all people will have the right to work, the right to earn, and the right to enjoy.⁴

¹ Queensland, *Parliamentary Debates, Assembly*, 28 Nov. 1941, p. 1594.

² The committees are to be composed of the Chairman of the Bureau and equal numbers of employers and workers in the industry or industries.

³ This part of the Act will be cited as the Juvenile Employment Bureau Constitution Act of 1941.

⁴ Queensland, *Parliamentary Debates, Assembly*, 28 Nov. 1941, pp. 1597-1598.

ARMY EDUCATION SERVICE IN AUSTRALIA

An Army Education Service has been established by the Australian Government in order to provide occupational training and "mental recreation" for men both in the Australian Imperial forces and in the home defence forces. A similar service was inaugurated towards the very end of the last war to meet the training needs of returned soldiers; by setting up the present Service well in advance of the anticipated close of the war, it is hoped that the Service will be in a far stronger position than the earlier organisation was to carry out its tasks.

It is pointed out that community support for the scheme is of the utmost importance: "It is in the interests of the community that the Army Education Service should succeed in its work; and upon the support afforded it by the community will its success largely depend."¹

Occupational Training.

The primary object of the Army Education Service is to provide training for the men in the A.I.F. and home defence forces. In co-operation with educational institutions arrangements are being made to make available to soldiers courses of study and training not only at the end of the war, but also, so far as military exigencies permit, during the war. Classes of instruction in theoretical and practical work will be given, and the co-operation of volunteer instructors sought. Where class instruction is not possible, correspondence courses will be arranged. It is planned to extend the scheme so that eventually the men will be able to obtain any course of training that would have been open to them in civil life. Facilities offered under the scheme are largely free.

Educational Activities.

The secondary object of the Service is to provide mental recreation during the war, to relieve the boredom of army life and to keep the men in touch with developments in civil life. The Service will therefore arrange a variety of facilities for general educational work, including: a weekly journal (to include stories and articles from the men); documentary and educational films; well-equipped libraries in the larger camps; discussion groups in which the men can inform and clarify their minds on controversial subjects; handicrafts and hobbies; and talks by outside speakers.

TECHNICAL EDUCATION AND VOCATIONAL TRAINING IN CHINA

Measures have been taken in China for regulating technical education and increasing the facilities for vocational training.

There will be two grades of technical schools: junior schools, with courses of one to three years for graduates of primary schools; and senior schools, covering a period of three years for graduates of junior middle schools. These schools, which may be established either by provincial, municipal, or district authorities or by private individuals, must report to the Ministry of Education for registration and provide tuition free of cost.²

Arrangements have also been made by the Supreme National Defence Commission for the purpose of training 7,000 workers for skilled work during a period of five years. The training will be given in various private and Government factories in Szechwan, Yunnan, Hunan, and Kwangsi, and applications for joining the scheme have been invited from graduates of primary schools. The Ministry of Education has issued instructions to the provincial departments of education to give publicity to the scheme and to encourage graduates of primary schools to take part in it.³

¹ *The New South Wales Industrial Gazette*, Sept. 1941, pp. 689-90.

² *Sin Wan Pao*, 4 July 1941.

³ *Southeast Daily News*, 12 and 15 June 1941.

The Ministry of Education has moreover directed the national middle schools to provide facilities for vocational training for the students, in accordance with local conditions and requirements and in conjunction with factories in the vicinity engaged in the production of material for national defence.¹

CONTROL OF EMPLOYMENT AND TRAINING IN THE ENGINEERING INDUSTRY IN SOUTH AFRICA

Under the Control of Industrial Man-Power Regulations², steps have been taken in the Union of South Africa to extend the control of employment in the engineering industry³, to regulate labour "poaching", and to expand apprenticeship in order to reduce the acute shortage of trained workers available to the industry.

An Order has been issued prohibiting the engagement, without the prior consent of the Controller of Industrial Man-Power, of telegraph and telephone electricians and mechanics by any employer in the engineering industry.⁴

A further Order was issued to reduce undesirable labour turnover in the engineering industry. Under the Order, no employer in the industry may pay, except with the prior consent of the Controller, any journeyman in any trade in the industry at a rate of remuneration higher than that which he was receiving, from the same or from any other employer, on the date of issue of the Order, 14 November 1941. Moreover, no such journeyman may accept remuneration at a higher rate than that to which he is entitled under the above restriction.⁵

In order to reduce the shortage of skilled workers, the Controller of Industrial Man-Power has issued instructions in regard to apprenticeship in the engineering industry. Every employer in the industry, unless exemption is granted him by the Controller, is obliged to employ, in addition to the number of apprentices employed by him at the date of the Order, one additional apprentice for each one of his apprentices who had completed not less than three years of the prescribed period of apprenticeship by that date (14 November 1941). Additional apprentices employed in fulfilment of this obligation are to be trained in one or more of the following trades: Electrical, welding, boilermaking, copper-smithing, fitting, instrument making and repairing, millwrighting, press tool making, turning, die sinking, leadburning, and ships' plumbing.⁶ Finally, every employer must pay every apprentice employed by him a weekly allowance sufficient to increase the weekly wage of the apprentice to the amount shown in the following table⁷:

Year	Per week.
	s. d.
During the first year of apprenticeship.....	20 0
During the second year of apprenticeship.....	30 0
During the third year of apprenticeship.....	45 0
During the fourth year of apprenticeship.....	65 0
During the fifth year of apprenticeship.....	85 0

REGISTRATION FOR EMPLOYMENT IN BERMUDA

The Governor of Bermuda has made three Employment Registration Orders. Two of them concern dock workers and employees, and the third affects workers in the building construction industry. The purpose of the Orders is to ascertain the manpower available for essential war work.

¹ *Sin Wan Pao*, 28 July 1941.

² Cf. *International Labour Review*, Vol. XLIII, No. 5, May 1941, p. 579.

³ *Idem*, Vol. XLV, No. 1, Jan. 1942, p. 77.

⁴ *The Government Gazette*, No. 2963, 21 Nov. 1941 (Government Notice No. 1639, 14 Nov. 1941). The engineering industry was defined in Government Notice No. 403 of 19 March 1941.

⁵ *Ibid.* (Government Notice No. 1640, 14 Nov. 1941).

⁶ Or in one or more of the corresponding trades designated in respect of the area concerned under subsection (1) of section 1 of the Apprenticeship Act, 1922 (Act No. 26 of 1922).

⁷ *The Government Gazette*, No. 2963, 21 Nov. 1941 (Government Notice No. 1641, 14 Nov. 1941).

The Employment Registration Order (No. 1), 1942, dated 8 January, requires the registration (at specified police stations) of all male British subjects employed at any time during 1941 and up to the date of the Order as dock workers engaged in manual labour. The registration schedule asks particulars of the man's employment from 1 January 1941 and information concerning his knowledge of other trades.¹ By the Employment Registration Order (No. 2), 1942, the obligation to register was extended to all people who had been employed in non-manual work connected with the loading, unloading, docking or despatch of ships.² In both cases, exception is made for persons belonging to the crew of any ocean-going ship or to the armed forces.

The Employment Registration Order (No. 3), 1942, dated 6 February, requires the registration of all male British subjects who, at any time during 1941 and up to the date of the Order, had been employed in building or construction work, in a skilled or unskilled capacity, and either as a workman or overseer or foreman of labour. The Order does not apply to members of the armed forces or to persons who had been registered under the previous registrations for dock workers and employees.³

TRANSFER OF LABOUR FROM HANDICRAFTS TO MUNITIONS INDUSTRIES IN GERMANY

The Ministry of Labour in Germany has pointed out that, in connection with the transference of handicraft workers to armaments manufacture, cases frequently arise where such workers, previously employed in handicraft undertakings themselves doing work of military importance, are made available for hiring by munitions industries without the proper termination of their contracts of employment as handicraftsmen. Thus doubts arise as to the legal situation of such workers *vis-à-vis* their old employers on the one hand and their new employers on the other, whilst at the same time it is difficult for the authorities to form a clear picture as to the number of workers available for the munitions industries.

The Minister of Labour has therefore laid down that, in so far as such transferences are not of a purely voluntary character, they must take place by means of requisitioning. The advantage of requisitioning is that the contractual relationship between the transferred worker and his handicraft employer remains undisturbed, so that when his services cease to be requisitioned, he automatically returns to his former employment. At the same time the employment offices have been instructed to do everything possible to secure the return of requisitioned workers to the handicraft undertakings. In cases involving the transfer of considerable numbers of workers, the chambers of handicrafts or local handicraft workers' associations must arrange the procedure beforehand in detail with the employment offices.

It is also pointed out that, in order to prevent undue prejudice to handicraft undertakings, efforts have been made for some time past to associate the handicraft undertakings in industrial work of military importance by forming them into special "labour co-operatives". The Minister considers that this procedure might well be followed in cases where handicraft undertakings happen temporarily not to be fully occupied with work of military importance. Such a system of allowing handicraft undertakings to maintain their independent existence, whilst working alternately on their own work and on that of larger industrial undertakings, is in many cases considered preferable to transferring handicraft workers entirely to the munitions industries.⁴

¹ *Bermuda Official Gazette*, No. 2, 12 Jan. 1942.

² *Idem*, No. 6, 9 Feb. 1942.

³ *Ibid.*

⁴ *Reichsarbeitsblatt*, 1941, No. 30, 25 Oct. 1941, Part V, p. 542.

THE RE-EMPLOYMENT OF EUROPEAN BRITISH SUBJECTS IN MYSORE CALLED UP FOR WAR SERVICE

A measure¹ has been adopted in the State of Mysore in India providing for the reinstatement at the end of the war in their former employment of European British subjects called up for service under the British Indian National Service (European British Subjects) Act, 1940. Failure to reinstate an employee will entail the payment by the employer, by way of compensation, of a sum (not exceeding six months' salary at the rate at the time the employment was relinquished) to be fixed by a tribunal. The rights of such employees under any provident or superannuation fund or other scheme in connection with the employment relinquished are also to be secured.²

INDIAN EMIGRATION

The following is a summary of information relating to Indian emigration to Ceylon and Malaya during 1940³ contained in the annual report for that year on the working of the Indian Emigration Act, 1922.

Ceylon.

In Ceylon, the daily wages of labourers on the estates during the year under review were as follows:

	Men	Women	Children
	cents	cents	cents
Low-country.....	45	36	27
Mid-country.....	47	37	28
Up-country.....	49	39	29

These rates were increased on 1 February 1941 by 5 cents for men, 4 cents for women, and 3 cents for children.

There was no "recruited" emigration during the year. It was estimated that the number of estate labourers who had returned to India at their own cost was 12,578, while the number of emigrants repatriated from Ceylon was 3,528, as against 2,976 in 1939.

Malaya.

There was no assisted emigration of unskilled workers to Malaya during the year, but 257 non-working dependants of emigrants in Malaya and 223 skilled workers were assisted to proceed to that colony.

24,495 persons returned from Malaya at their own cost, including 8,947 labourers (6,792 men, 1,088 women, and 1,067 children). 6,025 emigrants, as against 11,169 in 1939, were repatriated or assisted to return to India.⁴

CHINESE EMIGRATION

A summary is given below of the returns published by the Chinese Maritime Customs of the Chinese migration movement between Amoy and Swatow and various places abroad during 1940.

In that year the arrivals and departures totalled approximately 81,784, as against 116,915 in 1939 and 248,692 in 1938. The total number of departures from the two ports was estimated at 40,229, while that of arrivals was estimated

¹ The Mysore European British Subjects Reinstatement Act, 1941.

² *The Mysore Gazette*, Vol. 76, No. 32, 7 Aug. 1941, Part IV, pp. 368-374.

³ For an account of the situation in 1939, see *International Labour Review*, Vol. XLIV, No. 1, July 1941, p. 75.

⁴ Communication to the I.L.O.

at 41,555. Of the migrants proceeding abroad, 11,530 were bound for the Straits Settlements, 9,085 for Formosa, 7,273 for Manila, 5,038 for Thailand, 2,823 for the Netherlands Indies, 2,648 for Hongkong, and 1,832 for Indo-China. Of the arrivals, 13,982 came from the Straits Settlements, 10,004 from Formosa, 8,119 from Manila, 5,872 from Hongkong, 3,576 from the Netherlands Indies, and 2 from Thailand.

It is stated that, while the figures for 1940 are only approximate estimates, they may be regarded as reflecting the existing tendencies at the time, namely, the increasing political tension in the emigration countries and restrictions on emigration.

Special offices have been established by the Central Government in five localities (Pingpien, Kiangcheng, Chengyueh, Fohai, and Lungling) in the Southern Yunnan Province to receive migrants returning from Indo-China or Thailand as a result of the political tension and to provide them with information or other assistance of which they may stand in need. These offices will be in close touch with the Land Development Committee and the Provincial Relief Commission.¹

CONDITIONS OF WORK

INDUSTRIAL WELFARE IN AUSTRALIA

ESTABLISHMENT OF A FACTORY WELFARE BOARD IN NEW SOUTH WALES

The Factories and Shops (Further Amendment) Act, 1941, which was assented to in the Australian State of New South Wales in October, empowers the Minister for Labour and Industry, upon the report of the Factory Welfare Board, to make orders and regulations requiring occupiers of factories to take special measures for securing the safety and health of employees and to provide welfare amenities in factories. It also constitutes a Factory Welfare Board and makes provision for the establishment of welfare committees in factories.

The Board consists of three members, the Chief Inspector of Factories, who acts as chairman, and one representative of employers and one representative of employees. Its duties are:

(a) To encourage and assist in the establishment in factories of welfare committees; to direct and supervise the activities of such committees; to investigate and make recommendations to the Minister in respect of special measures necessary to secure the safety or health of employees and in respect of matters relating to the welfare of employees, the prevention of accidents in factories, and the provision of facilities for medical or first-aid attention, rest, recreation, meals, changing and protection of clothing, and washing; and to collaborate with organisations of employers and of employees and authorities engaged in technical research in relation to the foregoing matters;

(b) to investigate and report on any matter referred to it by the Minister in relation to the safety, health, and welfare of employees in factories and the housing of such employees.

The welfare committees are to have such powers in relation to the protection of the welfare of employees as may be prescribed.

The Act also authorises the appointment of factory welfare officers, who shall have such powers and duties as may be prescribed.²

¹ *China Press*, 16 Sept. 1941; communication to the I.L.O.

² *The New South Wales Industrial Gazette*, Vol. LXII, Part 3, p. 676, Sept. 1941.

NEW LEGISLATION CONCERNING THE EMPLOYMENT OF JUVENILES IN BRAZIL

Brazilian legislation on the employment of juveniles had formerly applied only to employment in industrial undertakings. A Legislative Decree, No. 3616 of 13 September 1941, now regulates the employment of juveniles in general.

Scope of the Provisions.

The Decree applies to all work performed by young persons under 18 years of age with the exception of domestic service and employment in family workshops. Special regulations are to be issued for the application of the Decree to agricultural employment.

Minimum Age for Admission to Employment.

The Decree prohibits the employment of children under 14 years of age. Pupils of technical schools and inmates of charitable institutions subject to government inspection are excepted from this prohibition.

Hours of Work.

Hours of work of young persons are already regulated by the general hours of work legislation. The Decree provides that at the end of every period of actual work, whether continuous or divided into shifts, young persons must be granted a rest period of not less than 11 hours. The prolongation of the normal hours of work of young persons is prohibited except in certain specific cases of emergency.

Employment from which All Juveniles are Excluded.

The Decree prohibits the employment of young persons (a) in premises or on processes that may endanger their health or safety (lists of such premises and processes are contained in a schedule to the Decree); and (b) in premises or on processes that may endanger their moral welfare (e.g. theatres, bars, dancing establishments, etc.).

The Decree prohibits the employment of young persons in street trading except with the prior authorisation of a judge of the children's court, who before granting such authorisation must verify whether the proposed employment is indispensable for the maintenance of the young person himself or of his immediate family, and whether it is calculated to endanger the moral welfare of the young person. In places where there are officially recognised institutions for the protection of juvenile workers, the judge may only authorise the street employment of young persons who are under the specific protection of such an institution.

Enforcement.

To facilitate enforcement, the Decree provides that all young persons under 18 years of age who are employed must be supplied with a work book. A work book may only be issued on production of (a) an age certificate or document possessing equivalent legal force; (b) the permission of the father, mother, or guardian; (c) a medical certificate; (d) a vaccination certificate; (e) evidence of ability to read, write, and count; (f) a statement by the employer concerning the work on which the young person is to be employed in his undertaking; (g) duplicate photographs.

Where a young person is illiterate or only partly literate, a work book shall be issued to him only for one year and on condition that he produces evidence of his entry into and attendance at a primary school. (The conditions as to literacy may however be dispensed with in cases where there is no primary school within a distance of 2 kilometres from the workplace and where the employer does not grant time off for attending classes.)

The employer is not permitted to make any entry in the work book except with reference to wages, date of engagement, holidays, and date of termination of the employment.

Special provision is made with regard to inspection for the enforcement of the Decree, and penalties for contravention.

Duties of Employers.

Every employer of young persons is required *inter alia* to grant them the time necessary for attending classes; and also (a) to send every year to the competent authority between 1 November and 31 December a list of all juveniles employed by him drawn up in accordance with an official form; and (b) to post in a visible place and in easily legible characters the timetable of work and the provisions of the Decree.¹

PENAL SANCTIONS IN EAST AFRICA

Further progress has been made in British East African dependencies in regard to the progressive abolition of penal sanctions for labour offences.

The Nyasaland Employment of Natives (Amendment) Ordinance 1941, dated 16 October 1941, abolishes in respect of juveniles under 16 years of age all the penal sanctions for breach of contract provided in the principal Ordinance.² Nyasaland was the fourth East African Government to give effect to Article 2 (2) of the Penal Sanctions Convention, which provides for the immediate abolition of penal sanctions for non-adults. The other Governments which had taken similar action are those of Kenya, Northern Rhodesia, and Zanzibar.

In the Mandated Territory of Tanganyika an Ordinance dated 19 December 1941³ not only abolishes all penal sanctions for juveniles under the apparent age of 16 years, but also in the case of all workers repeals the sanctions for the following offences by workers: failure or refusal to commence service; absence without leave or other lawful cause; inability to perform work properly by reason of intoxication; neglect to perform work which it was a duty of the servant to perform or careless or improper performance of work which it was the servants' duty to perform carefully and properly; making use for his own purposes without leave of the employer's horse, vehicle or other property; refusing to obey any command of his employer or person lawfully placed by his employer in authority over him, which it was his duty to obey; giving a false name and address for the purpose of obtaining a contract of service; wilfully, or through wilful breach of duty, or through drunkenness, doing an act tending to the immediate loss, damage or serious risk of any property placed by his employer in his charge, or refusing or omitting to do any lawful act required to be done by him for the purpose of preserving such property; failing, if employed as a herdsman, to report to his employer the death or loss of any animal placed in his charge, etc.; alleging the loss of property placed in his charge which it is made to appear by the employer could not have been lost without the servant's act or default. This means that the only breaches of contract for which penal sanctions are retained are those relating to abusive language and desertion. The new Ordinance also repeals a provision in the principal law making it a criminal offence to harbour a deserting servant, providing instead a penalty for procuring a breach of contract by any servant.

PROVISION FOR THE EXTENSION OF HOURS OF WORK IN
SWITZERLAND

An Order of the Swiss Federal Council issued on 4 September 1941 provides that the Federal Department of National Economy is empowered to issue provisions, with due regard for the general principles of the protection of workers and the interests of business, concerning hours of work in industry, handicrafts, commerce, transportation, etc. It is stipulated that such measures may be taken only if they are necessary for national defence, the maintenance of supplies, the creation of employment, or the equilibrium of the labour market.

¹ *Diario Oficial*, 16 Sept. 1941, pp. 17931-17933.

² *Nyasaland Government Gazette*, 12 Nov. 1941.

³ Tanganyika Territory, Master and Native Servants (Amendment) Ordinance, 1941, No. 29 of 1941. The term "servants" in this legislation means workers.

The Federal Department of National Economy has now issued an Order, dated 15 November 1941, providing that, wherever it may be necessary for national defence, the maintenance of supplies, the creation of employment or the equilibrium of the labour market, the Federal Office of Industry, Arts and Crafts and Labour may issue permits concerning hours of work involving exceptions: to the provisions of the Federal Factories Act of 18 June 1914/27 June 1919.

In response to requests to that effect, the Federal Office may, in particular, allow exceptions to the provisions of sections 40 to 43 of the Factories Act. (These sections lay down that the working hours in undertakings employing a single shift shall not exceed 48 per week for each individual worker, though the Federal Council is empowered to allow this weekly maximum to be extended to 52 hours in certain special cases; that there shall, as a general rule, be a break of not less than one hour in the middle of the day; and that the working day from 1 May to 15 September shall fall between 5 p.m. and 8 p.m. and during the rest of the year between 6 p.m. and 8 p.m.) The average weekly hours of work may not, however, exceed the maximum fixed by the Factories Act except for special and decisive reasons. Each permit must indicate the period over which the average weekly hours are to be calculated for this purpose.

With the approval of the Federal Department of National Economy the Federal Office may where necessary give general effect to an exception granted, in accordance with the above provisions, to the hours of work provisions of the Factories Act.¹

WARTIME MEASURES CONCERNING HOURS OF WORK IN FINLAND

In virtue of the special emergency powers conferred upon it, the Finnish Council of State by Orders dated 19 and 20 June and 31 July 1941 authorised exceptions to the legal provisions concerning hours of work.

These Orders provide *inter alia* that overtime may be worked to about double the extent permitted under normal circumstances; that the overtime rate of pay is reduced to time and a quarter for the first two hours and time and a half for subsequent hours; that restrictions on night work are suspended; that the weekly rest is reduced to an average of 24 hours; that the extra rate of pay for Sunday work is reduced to time and a half; that the hours of opening and closing of offices and shops may be modified with the approval of the chief of police; and that annual holidays due in respect of 1941 may be granted later than the law allows or that a pecuniary indemnity may be substituted for them. It is also laid down that workers obliged to interrupt their work on account of air raids of other military activities must be paid at the regular rate for the hours lost, subject to a maximum limit of two hours per day.²

CONDITIONS OF EMPLOYMENT OF PHARMACISTS IN POLAND

Conditions of employment for pharmacists in the territory of the General-Government of Poland are prescribed in an Order of 8 May 1941 issued by the Head of the Labour Division of the Government.

The Order applies to qualified pharmacists and assistant pharmacists employed in public dispensaries, dispensaries of the Eastern Railway, and dispensaries attached to hospitals and other institutions. It does not apply to German nationals or to heads of dispensaries.

Normal weekly hours of work are fixed at 50, and overtime is to be worked

¹ *Recueil des lois fédérales*, 4 Sept. 1941; *Journal des associations patronales*, 28 Nov. 1941.

² *Sosiaalinen Aikakauskirja*, 1941, Nos. 9-10, p. 587.

only in urgent cases. Pharmacists and assistant pharmacists must be granted a break of two hours daily and one free afternoon from 1 p.m. weekly. In order to allow one free afternoon per week to be granted, hours of work may be distributed over the week so that 9 hours are worked on each of five week-days and 5 hours on the sixth day. In weeks where a public holiday falls on a weekday, pharmacists who benefit by such holidays are not entitled to a free half-day in addition.

The above restrictions do not apply to work on Sundays, holidays, or at night; but pharmacists may not be employed on more than one Sunday in every two or during more than one night in every two. A special indemnity is granted for night work.

Holidays with pay of from nine to twelve working days (according to length of service) are granted to pharmacists and assistant pharmacists who have worked in the same institution continuously for not less than six months in each calendar year.¹

WARTIME CONDITIONS IN GREAT BRITAIN

SUNDAY WORK IN THE BUILDING INDUSTRY

The British Ministers of Labour and National Service and of Works and Buildings decided early in December 1941, after consultation with representatives of employers and workers, to allow controlled Sunday work in the building and civil engineering industries until 1 February 1942.

The purpose was to maintain production at a high level during the shorter days and by means of Sunday work to secure an average of 50 hours a week. The Sundays to be worked were 14 and 12 December, 4 and 18 January and 1 February. On the Saturdays preceding these Sundays, work had to cease at mid-day, but on Saturdays 27 December and 10 and 24 January, 8 hours were to be worked. The Ministers expressed the hope that all engaged on the Government building programme or other important work would take full advantage of the decision. Christmas Day was observed as a holiday in England and Wales and New Year's Day in Scotland. When Sunday work ceased on 1 February, hours of work on weekdays were to increase gradually up to 60 hours a week.²

PROGRESS OF INDUSTRIAL WELFARE

The Minister of Food made a statement on the progress of industrial canteens in the House of Lords on 2 December 1941.

There were 11,270 registered industrial canteens in the country. Over 3,000 of these were in large factories working directly for the Crown; 460 on building sites and 107 on dock estates. New canteens were coming into operation at the rate of more than 100 a month. The programme of the Miners' Welfare Commission for the next twelve months involved an expenditure of £1,250,000. On November 15 there were 582 canteens dealing with 520,000 miners. When the present programme was completed, 93 per cent. of the miners would be catered for. There were at least 1,440 factories employing fewer than 250 persons; canteens did exist in such factories (though there was no legal obligation to set them up), but generally the unit was too small for canteens to be established inside the factories, and the obvious thing was for a number of them to join together to provide a common canteen. "British Restaurants" were also provided in areas where there were numerous small factories. Great strides had been made in the task of feeding the worker at his work and a great industrial revolution had taken place. Permanent progress had been made in industrial outlook and practice, and when peace came they must not go back on this standard which had been established during the stress of war.³

¹ *Verordnungsblatt für das Generalgouvernement*, 1941, No. 46, 27 May 1941.

² *The Times*, 10 Dec. 1941.

³ *Idem*, 3 Dec. 1941.

NURSERIES FOR CHILDREN OF WOMEN EMPLOYED IN WAR WORK

It was announced in the House of Lords on 9 December 1941 that 200 nurseries for the children of women employed in war work had been approved and were in operation, and a further 264 were being prepared.

The number of children to be catered for at the moment was about 200,000, but it was impossible to estimate how many women would be called into industry in the near future. The Ministries concerned were closely observing the rate of intake of women into industry and intended to prepare to keep pace with it. Instructions had been issued to local authorities to ensure adequate preparation for increased needs.¹

HOLIDAY SCHEME FOR WOMEN WORKERS IN LIVERPOOL AREA

A scheme has been introduced for providing an opportunity for women and girl workers in the Liverpool area to take a fortnight's rest in order to avoid illness owing to excessive strain.

Works doctors, and for factories where there are no works doctors, panel doctors, are asked to give any worker who is in their opinion likely to become ill unless she has a rest, a certificate accordingly. The co-operation of employers has been forthcoming, and they have been prepared to release the workers. Travelling and booking arrangements are made through the existing holiday organisation of the Liverpool Union of Girls' Clubs, and girls who have the certificate mentioned above are sent to a hostel at Abergele. They are charged 23s. a week or 3s. 6d. a day, in addition to their rail fares. Assistance has been obtained by some workers from factory benevolent funds, and the Merseyside Hospital Council assists its contributors to take advantage of this scheme.²

CONDITIONS IN INDIA

HOURS OF WORK IN JUTE MILLS IN BENGAL

Jute mills in Bengal have reduced their output in the past few years as a result of fluctuations in the price of jute products.

The hours of work in these mills have been consequently reduced, but, as has been previously stated in these pages³, following the outbreak of war there has been an increase in the working hours owing to an increase in production. The hours of work have been further increased from 50 to 54 a week as from 13 October 1941, according to information recently received at the International Labour Office, the increase having been decided upon at a special meeting of the Indian Jute Mills Association held earlier in that month, when the stock position and shipping facilities were considered.⁴

ESTABLISHMENT OF RECREATION CENTRES FOR WORKERS IN BOMBAY

The Government of Bombay set up some time ago a Labour Welfare Department, with the establishment of recreation centres for workers as one of its principal activities.

Steps have recently been taken to extend these activities by the aid of grants from the Development Fund and other sources. It has been decided to enlarge the gymnasium buildings in some of the existing centres in Bombay City or construct new ones and to provide additional facilities, at a total cost of 54,000 rupees.

A scheme estimated to cost 15,000 rupees has also been approved by the Government for the establishment of circulating libraries for workers.⁵

¹ *Idem*, 10 Dec. 1941.

² Communication to the I.L.O.

³ Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 699.

⁴ *The Hindu* (Madras), 7 Oct. 1941; communication to the I.L.O.

⁵ Communiqué dated 11 Oct. 1941 issued by the Director of Information, Bombay; communication to the I.L.O.

SOCIAL INSURANCE AND ASSISTANCE

PLANNING FOR SOCIAL SECURITY IN AUSTRALIA

In July 1941 the Commonwealth Parliament appointed a Joint Parliamentary Committee to enquire into and, from time to time, report upon ways and means of improving social and living conditions in Australia and rectifying anomalies in existing legislation. An interim report of this Committee was presented to Parliament on 9 September 1941.

In its introductory remarks, the Committee states that Australia is a very oasis of justice and security compared with other countries of the world. Nevertheless a considerable number of Australian citizens are poorly housed, ill clothed, and ill nourished. One explanation of the continuance of these conditions in spite of governmental relief in many directions is that unemployment has baffled and prevented efforts to safeguard living standards. For the man in work the Australian system of wage fixation seeks to provide an adequate standard of living. Unfortunately, however, regular employment has been enjoyed by too few of the wage earners, and in view of mass unemployment and short-time employment no system of relief has brought security.

Plan of Social Development.

The Committee points out that Australian social services have tended to develop in a piecemeal fashion, and it is of opinion that the time has arrived for the working out of a comprehensive plan of social development, so that all future social services can be introduced as part of a pre-determined plan which will cater for the most urgent needs first. Such a plan would enable new services to be introduced as national income expands or as administrative techniques improve.

With the object of producing uniformity between the States, the Committee states that this can be best secured if future social services are administered on a basis of Commonwealth-State co-operation. In many cases this can be best achieved by means of Commonwealth grants-in-aid to States undertaking specific social services on lines laid down in Commonwealth legislation.

The needs of the war greatly limit the type of social service which can be introduced at the moment, but social services should not be thought of as detracting from the war effort. They could assist that effort by improving the morale and willingness to work of employees, and by directly increasing the welfare of war workers through improved nutrition, housing, and the like.

Commonwealth Social Security Act.

To ensure that Australian social services should proceed according to an organised plan, the Committee is of opinion that a Commonwealth Social Security Act is essential. The form that this Act is to take is discussed by the Committee, which states that it has examined the organisation of the United States social security legislation. Many features of that organisation could be adopted in Australia, where somewhat similar legislative authorities exist, and where close and harmonious co-operation between the Commonwealth and States is vital to the success of any measures having as their object improved social and living conditions of the people.

The Committee is giving further consideration to details of a complete plan of social security, and at a later date will report its findings. Meanwhile certain recommendations are made for immediate action. They concern improvements in invalid and old-age pensions, the introduction of pensions for widows and children, the extension of the functions of the Commonwealth Social Services Department, and the establishment of a Commonwealth Housing Planning Authority.

Since issuing its interim report, the Joint Committee has received a plan for the establishment of a public medical service to operate throughout Australia, and has been asked by the Commonwealth Government to prepare a scheme of unemployment insurance.

Invalidity and old-age pensions. At present invalidity pensions are granted only in case of permanent total incapacity: it is recommended that the full pensions should be payable where the person is permanently incapable of earning more than 15 per cent. of a living wage.

The Minister for Health and Social Services should be empowered to appoint a committee or board whose function it would be to investigate the disability of an invalid pensioner or a claimant for an invalidity pension who is willing to be, or is considered capable of being, trained for a vocation or physically rehabilitated.

Having regard to the age and the mental and physical capacity of any claimant for invalidity pension or of any invalid pensioner, and to the facilities available for suitable training for a vocation or physical rehabilitation, the Commissioner of Pensions should be empowered to direct that a pension shall not be granted, or that a pension shall not be continued, unless the claimant or pensioner undertakes such training.

Enquiries should be instituted by the Minister to determine the most suitable means of caring for old-age pensioners under satisfactory living conditions and at a nominal rental only. Such accommodation as might be provided should include provision for the attention and care which the increasing helplessness of old age or infirmity renders necessary.

Allowances as under should be paid to the dependent wife and child of invalid and old-age pensioners: 15s. per week for the wife and 10s. per week for the single dependent child under 16 years of age that is not already covered by child endowment, provided that the wife of an old-age pensioner has reached the age of 50 years or has a dependent child or dependent children under 16 years of age; 10s. per week to a widowed female pensioner for the single dependent child under the age of 16 years not covered by child endowment.

Pensions for widows and children. The Joint Committee recommends that the following pensions should be paid to all widows with dependent children, widows over 50 years, widows in ill health, widows in destitute circumstances immediately after the death of their husbands, deserted wives, and wives whose husbands are inmates of mental hospitals, and to dependent children under the age of 16 years: £1 1s. 0d. per week for widows and 10s. per week for one dependent child under the age of 16 years not covered by child endowment; 10s. per week for destitute orphans not in a public institution provided they are not covered by child endowment.

Social Services Department. It is proposed that the functions of the Commonwealth Department of Social Services should be extended to include:

Facilities for research into social problems and the investigation and study of the effects of existing social legislation;

The employment of trained social workers in connection with the administration of invalidity and old-age pensions, maternity allowances, and child endowment.

Housing Planning Authority. The Joint Committee recommends that a Housing Planning Authority be set up immediately to investigate the Australian housing situation and report to the Minister for Social Services on ways and means, including legislation, of:

Improving the standard, and increasing the quantity of economic and healthy housing available to the Australian people;

Abolishing existing slum conditions in urban and rural areas.

This authority should keep in mind the possibility of utilising the knowledge and experience of existing State housing authorities.

National medical service. Tentative proposals, as a basis for discussion with the medical profession, were submitted on 20 October 1941 to the Joint Committee by the National Health and Medical Research Council.

The Council's plan envisages full community control of medical practice; absorption of State health departments by the Commonwealth; reorganisation of the hospital system; establishment of district clinics; and possibly the creation of a salaried medical service.

The Council emphasised that the evolution of social organisation produces conditions which now involve the principle that the care of personal health is a social duty and no longer entirely an individual responsibility.

The Council's proposals, which are not incompatible with the retention of private medical practice and private hospitals, aim at the improvement of existing medical facilities in the following ways:

- (1) By providing medical care to outposts and remote areas which, for economic reasons, could not support a medical practitioner;
- (2) By co-ordinating medical care on the basis of more effective team work, while safeguarding generally the free choice of doctor, thus minimising the overlapping caused by professional competition;
- (3) By returning general practice to the general practitioner;
- (4) By making as widely accessible as possible all specialists and consultant and ancillary services;
- (5) By providing for better distribution of medical men in terms of medical needs;
- (6) By providing for better and more complete records of disease incidence;
- (7) By ensuring to medical practitioners adequate remuneration for their services, reasonable opportunities for the maintenance and improvement of the standards of medical knowledge, and relief from the present handicap of their 24-hours-a-day accessibility;
- (8) By co-ordinating health services of a protective nature with the provision of medical care;
- (9) By providing a scheme for the development, design, construction, and administration of all forms of hospital and institutional services.¹

AN OLD-AGE AND INVALIDITY INSURANCE BILL FOR AGRICULTURAL WORKERS IN URUGUAY

The Executive Power in Uruguay has submitted a Bill to Parliament for the establishment of a Pension Fund for agricultural workers and farm servants. The Fund will form part of the social insurance institution to which the other occupational pension funds are attached.

Scope.

Membership of the new Fund will be compulsory for all persons engaged on farms and in subsidiary undertakings: the farmer himself and his salaried employees, workers, and domestic servants. The scheme will also cover elementary school teachers whose services are given in rural undertakings.

Risks Covered and Benefits.

The Fund will insure against the risks of invalidity, old age, and unemployment.

An invalidity pension will be granted to a person who suffers from total invalidity, provided that he has belonged to the Fund for not less than two years. The pensionable age for an old-age pension is fixed at 60 years for pensioners who have belonged to the Fund for not less than three years. The pension is not paid unless the person in question ceases to engage in gainful employment.

The amount of the invalidity and old-age pension varies with the period in insurance. It is fixed at 2½ per cent. of the last insured wages or earnings for each year of insurance, subject to a minimum of 10 pesos a month, which is guaranteed provided that the qualifying period has been completed. For the calculation of the pension account will also be taken to the extent to be decided later by the Fund, of any years of employment in agriculture completed before the insurance scheme comes into force.

Unemployed insured persons who have paid contributions for not less than five years will receive an allowance for not more than six months varying with their age and the number of years of employment.

Financial Resources.

The cost of benefits and administrative expenses will be met mainly out of contributions from employers and insured persons and the proceeds of a 2 per cent. duty on transactions in real estate.

¹ *New South Wales Industrial Gazette*, Oct. 1941; *Sydney Morning Herald*, 6, 25, and 29 Nov. 1941.

The employer's contribution is fixed at 9 per cent. of his wage bill, and the worker's contribution at 2 per cent. of his wage. In the case of salaried employees engaged in clerical and accounting work, managers, bailiffs, foremen, and other specialised workers, the total contribution is also fixed at 11 per cent. of wages, 6 per cent. being paid by the employer and 5 per cent. by the employee. The employer pays the whole of the contribution for his own insurance.

For the calculation of contributions and benefits the wages of workers and farm servants are deemed to be fixed at a flat rate of 35 pesos a month. Other insured persons, that is farmers and salaried employees, are divided into classes according to their earnings or remuneration for the purposes of the insurance scheme.

The State will guarantee the payment of the benefits due from the Fund.¹

THE EFFECT OF MILITARY SERVICE ON OLD-AGE AND INVALIDITY PENSIONS IN GERMANY

A German Order of 8 October 1941 has revised the regulations concerning the method of allowing for the time spent in military service in calculating old-age and invalidity pensions under the compulsory schemes for workers and salaried employees. It supplements earlier measures which are intended to maintain the rights of insured persons who are called up for military service or perform other service treated on the same footing as military service.²

As under the previous measures, periods of military service are treated as contribution periods. In consequence the pensions of mobilised insured persons are calculated as if the contributions had been paid during their military service performed in wartime.

Old-age and invalidity pensions are composed of a basic amount, a supplement, and a children's allowance. While the basic amount is independent of the insured wage and the time spent in insurance, the supplement is calculated with reference to the number and amount of the contributions paid into the insured person's account and thus depends on the time spent in insurance and the amount of the insured wage. For the calculation of contributions and the supplements to pensions, the system of wage classes is used, under which each class comprises those insured persons whose wages fall between the upper and lower limits fixed for the class. According to the Order, a mobilised man is deemed to have paid his contributions for the wage class to which he last belonged before his mobilisation. Two modifications of this general rule, however, are provided.

For the benefit of insured persons who are mobilised at the beginning of their working life, the Order specifies that the supplement is not to be calculated according to the lowest wage class because they are on war service. Insured persons who before their mobilisation were not paid in cash or were earning only very low wages are to be deemed to have paid their contribution in the second wage class—that comprises young workers who have already been trained—during their war service.

Secondly, instead of calculating the pension on the basis of the last wage before the insured person's mobilisation, the insurance institution may take the average contribution for the three months preceding mobilisation. This substitution will be made automatically in the case of an insured person who applies for it as a means of increasing his pension.

The Order is general in scope and applies also to the scheme of pension insurance for workers and salaried employees in mining undertakings.³

¹ *El Bien Publico*, 30 Oct. 1941.

² Cf. *International Labour Review*, Vol. XL, No. 6, Dec. 1939, pp. 782-789; Vol. XLIII, No. 4, Apr. 1941, pp. 455-456; Vol. XLV, No. 1, Jan. 1942, p. 96.

³ *Reichsarbeitsblatt*, 1941, Part I, p. 364.

WORKERS' ORGANISATIONS

MEMORANDUM OF THE TRADES AND LABOUR CONGRESS OF CANADA TO THE DOMINION GOVERNMENT

The Trades and Labour Congress of Canada on 12 February 1941 sent a delegation of some 50 representatives headed by its President, Mr. Tom Moore, to the Federal Government of Canada to present its annual memorandum dealing with various questions affecting the interests of its affiliated membership and Canadian labour in general. The delegation was received by the Prime Minister and a number of other members of the Federal Government.

One of the principal subjects dealt with in the memorandum is that of labour representation. The memorandum states that "many past misunderstandings and mistakes could have been avoided had labour's request for recognition as an equal partner in industry been more generally accepted. While the principle has been on numerous occasions agreed to by the Government, actual practice has fallen far short of making it effective." The memorandum urges that the National Labour Supply Council should be abolished and that a small consultative committee of labour representatives should be set up, and, if thought advisable, a similar committee of employers' representatives with whom the Minister of Labour could more intimately discuss proposed new laws or regulations affecting labour and industrial conditions, and seek advice while they were being formulated, following more or less the policy adopted in Great Britain and in the United States.

The memorandum expresses "some gratification" at the large extent to which the policy of producing essential war materials in plants owned or controlled by the Government has been adopted. It points out, however, that the satisfactory functioning of such industries is made almost impossible when policies are enforced prohibiting the recognition or proper functioning of trade unions in direct contravention of the provisions of Order in Council P.C. 2685. "The assertion" says the memorandum, "that such companies are 'emanations of the Crown' is a subterfuge that should be promptly abolished. It is only by doing so that confidence can be created that the Government believes in the justice and fairness of the policies laid down in Order in Council P.C. 2685." The memorandum further urges that for production of wartime needs in privately owned or operated plants these should be controlled in such a manner as to prevent the possibility of profiteering.

On the subject of prices and wages, the memorandum states that the Trades and Labour Congress of Canada "strongly dissent from the doctrine that reasonable increases in wages would inevitably result in inflation". "The freeing of wages at unfair levels and the denial of the use of the machinery of collective bargaining, conciliation, and arbitration, is an injustice that stifles enthusiasm and inspiration to greater effort." The memorandum recommends the modification of the present wage policy as laid down in Order in Council P.C. 8253 and asks for immediate action in order to secure that no workers earning less than \$25 a week or 50 cents an hour should be restricted in any effort to secure an increase in their wages to these levels and to permit the adjustment of wages and cost-of-living bonus of female workers to the same level as those paid male workers for similar work; and in seasonal occupations cost-of-living bonuses should also be paid on overtime worked, and, finally, to compensate for the ceiling which has been fixed on wages, a floor to wages should also be established applicable to adult male and female workers and that the minimum wage should be fixed at 35 cents per hour. Further, the memorandum states that events have "demonstrated the necessity for further action on the part of the Government to compel employers to recognised and deal with a trade union if there is one organised of their employees".

Under the heading "unemployment insurance" it is suggested that the Unemployment Insurance Act be amended to bring within its scope those earning

over \$2,000 by raising this amount to \$3,000 or, alternatively, eliminating entirely the provisions exempting those earning over any fixed amount.

The memorandum, while expressing gratification at the action of the Minister of Justice in releasing several interned persons, strongly protests against the further amendment of the Defence of Canada Regulations made in August 1941, providing for the immediate use of the military forces in the event of strikes, and registers the Congress's opposition to this method of settling labour disputes. It asks the repeal of this particular provision, "believing that the law as it previously existed provided ample protection". Complete agreement is expressed with the action taken by the Government in establishing diplomatic and trade relations with Russia. It demands the introduction of the three-watch system for all ships on what may be classed as salt water runs and that shipping legislation be amended to incorporate the Conventions and Recommendations of the International Labour Organisation covering coastal and inland water boats. The memorandum finally contains the following paragraph on the post-war period:

We welcome the declarations contained in the Atlantic Charter as the basis on which the post-war world can be built and would recommend that when the time arrives for the holding of a peace conference, a representative of the Trades and Labour Congress of Canada be included in the Canadian delegation to the same. We also commend the Government for having established a national committee to study and report to the Cabinet on reconstruction policies. We believe it is essential that even in the midst of war, the fullest possible consideration should be given to this all-important matter, and request that full support be given to the International Labour Organisation to enable it to proceed with the studies of this subject decided upon at its conference held in New York, 27 October to 6 November last.

RE-ESTABLISHMENT OF UNITY IN THE TRADE UNION MOVEMENT OF COLOMBIA

The dissension which has existed in the Colombian trade union movement and which led to the split in December 1940 has come to an end.¹ The preparations which a co-ordinating committee of the two national centres had been making for some time culminated in the holding of a "Unity" Congress in Bogotá from 18 to 21 December 1941. The Congress, attended by some 600 delegates, was inaugurated by the Minister of Labour, Mr. Joaquim Caicedo Castillo. Among those attending the opening session were a number of members of Parliament and high Government officials.

One of the resolutions adopted endorsed the attitude of the Government with regard to the breaking off of relations with the Axis Powers, and pledged the support of the Congress to the Government. Another resolution demanded higher wages for all workers occupied in mines, industries, and agriculture. This demand was based on the argument that so far foreign capitalists had continually utilised cheap labour in Colombia to produce at a lower cost than would have been possible in their own countries. Further, the Congress demanded the introduction of protective legislation against occupational diseases, and confirmed its adhesion to the programme adopted by the recent Congress of the Latin-American Workers' Confederation.² Finally, the Congress expressed its desire that the proletariat of Colombia should exert all its efforts to bring about the triumph of Dr. Alfonso Lopez, who, in present circumstances, "is the incarnation of the most cherished aspirations of the workers of Colombia", in the forthcoming presidential election.³

¹ Cf. *International Labour Review*, Vol. XLIII, No. 6, June 1941, p. 728.

² *Idem*, Vol. XLV, No. 2, Feb. 1942, p. 211.

³ *El Tiempo* (Bogotá), 19 Dec. 1941; *El Popular* (Mexico), 15 Jan. 1942.

NEWS IN BRIEF

A Decree, No. 1422, was issued in Ecuador on 29 November 1941 to restrict the employment of foreigners in bars, hotels, restaurants, and similar establishments. The number of foreigners employed in each establishment may not exceed a fixed proportion of the number of national workers. In establishments employing less than five persons, no foreigners are allowed. In those employing over fifty persons, the number of foreigners may not exceed 10 per cent. of the total. Between these two limits the prescribed ratio of foreigners to total staff ranges from 10 to 19 per cent.

* * *

In August 1941 an inaugural congress was held in Cape Town of a new federation of trade unions which adopted the name of Western Province and District Council of Trade Unions. The Congress was attended by 41 delegates representing six unions.

* * *

By Notification No. 1822 34—I of 1 September 1941 the Government of Bombay extended certain provisions of the Factories Act, relating to health and safety, and the special provisions for the protection of adolescents and children, to places in which the process of tailoring for clothing required for the Army is carried on and in which 20 or more workers were employed on any one day of the twelve preceding months.

* * *

During the first half of March 1942 Mr. Gunnar Andersson, Joint President of the Swedish Confederation of Trade Unions, and member of the Governing Body of the I.L.O., and Mr. Valter Ainan, Secretary of the Confederation, visited Great Britain on the invitation of the English trade unions, thus returning the visit which the English trade union leader, Mr. George Gibson, made to Sweden last autumn.

STATISTICS

Cost of Living and Food Prices

In accordance with the plan which has been adopted for the publication in the *Review* of the periodical statistics on labour conditions in various countries, the index numbers of cost of living and retail prices are given in this issue.

The following tables show:

(a) Index numbers of the cost of living, covering generally various groups of expenditure such as food, heating and lighting, clothing, rent, and "miscellaneous", specified in the headings by the letters *a* to *e*.

(b) Index numbers of retail food prices (that is, indexes for the first group mentioned above) which have been reintroduced into the tables owing to the special interest attached to them at the present time.

For further information on the scope and method of these statistics, see the January 1942 issue of the *Review: Statistics*, Explanatory, Notes, pp. 104-113.

EXPLANATION OF SIGNS USED IN THE TABLE

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

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

The sign † signifies: "provisional figures".

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

The sign ° 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: indices (100) of the base year.

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

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES

(Base: 1929=100)

Country	AFRICA				AMERICA					
	Egypt	Southern Rhodesia	Tunisia	Union of South Africa	Canada	United States		Argentina	Brazil	Chile
	B.L.S. ¹	N.I.C.B. ⁴								
Town or no. of localities	Cairo	6	Tunis	9	89	32-51	51-174	Buenos Aires	Rio de Janeiro	Santiago
Original base (=100)	I. 1913- VII. 1914	1914	VII. 1914	1938	1935- 1939	1923- 1925	1923	X. 1933	1928- 1929	III. 1928
(a) Cost of living										
Composition of the index	a-e	a, b, d	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	100	100	100	100	100
1930	98	100	100	98	99	97	97	101	91	99
1931	91	96	96	94	90	89	87	87	88	98
1932	87	92	83	90	81	80	78	78	88	104
1933	83	87	76	87	78	75	75	83	87	130
1934	84	86	73	89	79	78	79	78	94	130
1935	86	85	69	88	79	80	82	83	99	132
1936	86	85	79	88	81	81	84	91	114	144
1937	85	88	96	91	83	84	88	93	123	162
1938	87	90	111	94	84	82	86	92	128	169
1939	87	90	—	94	84	81	84	93	—	171
1940	98	92	—	97	87	82	85	96	—	193
1941	—	—	—	—	92	86	89	—	—	—
1941: Feb.	105	92	—	99	89	*	86	92	—	200
Mar.	107	92	*	100	89	83	86	94	—	206
April	109	93	*	101	90	*	87	95	—	211
May	109	93	—	101	91	*	87	96	—	218
June	115	—	*	102	92	85	88	97	—	220
July	119	96	*	103	93	*	89	99	—	224
Aug.	—	97	*	102	94	*	89	100	—	227
Sept.	—	97	*	102	95	88	91	100	—	237
Oct.	—	98	*	103	96	*	92	102	—	241
Nov.	—	98	*	104	95	*	93	—	—	240
Dec.	—	—	*	—	95	90	93	—	—	—
1942: Jan.	—	—	*	—	95.1	*	94	—	—	—
Feb.	—	—	—	—	—	*	—	—	—	—
(b) Food										
	1	3								
1929	100	100	100	100	100	100	100	100	100	100
1930	94	95	—	96	88	95	102	88	96	96
1931	85	89	93	91	77	78	89	84	87	87
1932	79	87	77	83	64	65	73	90	97	97
1933	72	84	72	86	63	63	81	88	124	124
1934	80	83	70	90	69	71	73	98	125	125
1935	84	82	64	88	70	76	81	102	130	130
1936	80	81	74	88	73	76	94	115	144	144
1937	79	83	92	89	77	79	96	128	172	172
1938	82	85	108	93	77	74	91	128	180	180
1939	80	84	—	93	75	72	92	—	177	177
1940	87	85	—	96	79	73	93	—	206	206
1941	—	—	—	—	87	80	—	—	—	—
1941: Feb.	94	86	—	98	81	74	88	—	204	204
Mar.	94	86	*	99	82	74	89	—	213	213
April	96	87	*	101	81	76	92	—	219	219
May	103	88	—	102	84	77	94	—	229	229
June	—	—	*	103	87	80	96	—	229	229
July	108	88	*	106	90	81	98	—	238	238
Aug.	—	90	—	104	92	82	99	—	242	242
Sept.	—	90	*	103	91	84	99	—	261	261
Oct.	—	91	*	104	93	84	103	—	266	266
Nov.	—	91	*	106	92	85	—	—	265	265
Dec.	—	—	*	—	91	85	—	—	—	—
1942: Jan.	—	—	*	—	91	88	—	—	—	—
Feb.	—	—	—	—	—	—	—	—	—	—

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

¹ Including heating and soap. ² Including heating and lighting. ³ Bureau of Labour Statistics. ⁴ National Industrial Conference Board.

(Base: 1929=100)

Country	AMERICA (<i>cont.</i>)						ASIA			
	Colombia	Costa Rica	Mexico	Peru	Uruguay	Venezuela	Burma	China	India	
Town or no. of localities	Bogotá	San José	Mexico	Lima	Montevideo	Caracas	Rangoon	Shanghai	Bombay	Ahmedabad
Original base (= 100)	II. 1937	1936	1934	1913	1929	1933	1931	1936	VII. 1933 VI. 1934	VIII. 1926 VII. 1927
(a) <i>Cost of living</i>										
Composition of the index	a-e	a-e	a-c	a-e	a-e	*	a-e	a-e	a-d	a-e
1929	*	*	*	100	100	*	*	100	*	100
1930	*	*	*	98	100	*	*	115	*	90
1931	*	*	*	90	100	*	100	112	*	77
1932	*	*	*	86	99	*	98	106	*	78
1933	*	*	*	83	93	*	90	95	*	74
1934	*	*	100	85	93	*	87	95	100	73
1935	*	*	108	86	96	*	89	97	100	73
1936	*	100	114	90	96	*	88	103	101	73
1937	100	108	139	96	98	*	89	122	106	78
1938	113	107	163	97	98	*	88	157	108	73
1939	118	108	156	96	103	*	86	209	106	75
1940	116	106	157	104	108	*	95	451	112	81
1941	113	108	—	112	107	*	—	—	—	—
1941: Feb.	112	106	159	108	108	*	99	620	119	81
Mar.	114	104	158	111	108	*	—	700	119	81
April	116	106	167	109	108	*	—	755	121	84
May	116	107	158	110	108	*	—	826r	122	85
June	116	108	160	111	109	*	—	781r	122	86
July	112	109	160	110	105	*	—	824	126	91
Aug.	113	110	161	112	105	*	—	912	131	95
Sept.	111	110	164	115	106	*	—	988	129	95
Oct.	112	111	176	116	106	*	—	1032	—	—
Nov.	113	113	—	117	106	*	—	—	—	—
Dec.	113	114	—	120	107	*	—	—	—	—
1942: Jan.	—	—	—	122	—	*	—	—	—	—
Feb.	—	—	—	—	—	*	—	—	—	—
(b) <i>Food</i>										
1929	*	*	*	100	100	*	*	100	*	100
1930	*	*	*	99	98	*	*	118	*	83
1931	*	*	*	93	96	*	100	107	*	67
1932	*	*	*	90	97	*	97	99	*	69
1933	*	*	*	87	91	100	87	86	*	65
1934	*	*	100	93	91	91	84	87	100	63
1935	*	*	107	93	96	89	88	91	103	64
1936	*	100	114	99	95	91	87	99	107	63
1937	100	107	137	109	96	94	91	120	114	70
1938	112	106	158	106	92	96	88	133	113	64
1939	120	103	156	100	97	101	88	190	114	67
1940	114	97	154	109	102	—	101	464	125	75
1941	110	101	—	124	102	—	—	—	—	—
1941: Feb.	108	95	157	117	102	—	108	667	132	72
Mar.	110	95	155	123	102	—	—	767	134	72
April	114	96	152	120	103	—	—	807	133	76
May	114	98	152	121	103	—	—	881	132	—
June	112	102	154	123	104	—	—	811	139	77
July	109	102	154	121	99	—	—	861	145	83
Aug.	110	103	155	122	100	—	—	970	153	89
Sept.	107	103	159	128	100	—	—	1061	146	89
Oct.	109	103	169	130	101	—	—	1108	—	—
Nov.	110	108	—	132	102	—	—	—	—	—
Dec.	111	111	—	133	103	—	—	—	—	—
1942: Jan.	—	—	—	133	—	—	—	—	—	—
Feb.	—	—	—	—	—	—	—	—	—	—

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

¹ Up to September 1933, excluding heating.

² Including soap and coal.

(Base: 1929=100)

Country	ASIA (cont.)							
	Nether-lands Indies	Indo-China	Iran	Japan			Palestine	Turkey
			N.B. ²	I.C. ³	O.A.S. ⁴	B.J. ⁵		
Town or no. of localities	Batavia	Saigon	7	24	13	Tokyo	3	Istanbul
Original base (=100)	I. 1929	1925	21. III. 1936-20. III. 1937	VII. 1937	VII. 1914	VII. 1914	I. 1922	I-VI. 1914
(a) Cost of living								
Composition of the index	a-e	a, d, e	a-e	a-e	a-e	a-c, e	a, b, e	a-e
1929	100	100	*	*	*	100	100	100
1930	*	107	*	*	*	86	89	92
1931	*	93	*	*	98 ¹	75	80	87
1932	62 ¹	81	*	*	100	75	82	85
1933	*	75	*	*	103	80	79	76
1934	*	69	*	*	106	82	80	75
1935	52 ¹	69	*	*	110	84	79	69
1936	49 ¹	70	100	*	113	88	84	70
1937	52	83	115	100	118	96	88	71
1938	53	95	131	110	126	110	80 ⁶ 86 ⁷	70
1939	53	97	140	121	135	123	82 87	71
1940	55	—	155	143	—	139	99 100	78
1941: Feb.	59	—	177	—	—	143	116 111	87
Mar.	59	*	—	148	—	144	118 115	90
April	60	*	—	—	—	145	119 116	90
May	60	—	—	—	—	146	120 117	90
June	60	*	—	146	—	145	128 123	—
July	60	*	—	—	—	145	130 126	—
Aug.	61	—	—	—	—	145	—	—
Sept.	62	*	—	—	—	—	—	—
Oct.	63	*	—	—	—	—	—	—
Nov.	—	—	—	—	—	—	—	—
Dec.	—	*	—	—	—	—	—	—
1942: Jan.	—	*	—	—	—	—	—	—
Feb.	—	—	—	—	—	—	—	—
(b) Food								
1929	100	100	*	*	*	100	100	100
1930	*	105	*	*	*	85	89	83
1931	*	82	*	*	94 ¹	74	80	72
1932	46 ¹	88	*	*	100	78	82	66
1933	*	62	*	*	103	79	79	55
1934	*	54	*	*	110	81	80	59
1935	41 ¹	57	*	*	120	84	79	57
1936	38 ¹	60	100	*	125	91	84	60
1937	42	78	115	100	131	95	88	61
1938	44	97	128	110	140	103	80 ⁶ 86 ⁷	59
1939	44	97	131	123	153	117	82 87	62
1940	46	—	143	153	—	138	99 100	73
1941: Feb.	49	—	172	—	—	134	116 111	91
Mar.	49	*	—	—	—	135	118 115	91
April	49	*	—	—	—	—	119 116	90
May	49	—	—	—	—	—	120 117	91
June	49	*	—	—	—	—	128 123	—
July	49	*	—	—	—	—	130 126	—
Aug.	51	—	—	—	—	—	—	—
Sept.	52	*	—	—	—	—	—	—
Oct.	53	*	—	—	—	—	—	—
Nov.	—	—	—	—	—	—	—	—
Dec.	—	*	—	—	—	—	—	—
1942: Jan.	—	*	—	—	—	—	—	—
Feb.	—	—	—	—	—	—	—	—

Composition of the indices: a = Food; b = Heating and lighting; c = Clothing; d = Rent; e = Miscellaneous.
¹ Average calculated for a period of less than one year. ² National Bank. ³ Imperial Cabinet. ⁴ Osaka Asahi Shimbun Co. ⁵ Bank of Japan. ⁶ New series based on food, soap and kerosene linked up with old index, priced in Arab markets. ⁷ New series based on food, soap and kerosene linked up with old index, priced in Jewish markets. ⁸ Up to 1937, including heating and lighting.

(Base: 1929=100)

Country	Europe							
	Germany ¹	Belgium	Bulgaria	Denmark	Spain	Estonia	Finland	France
Town or no. of localities	72	59	12-67 ^a	Whole Country	Madrid	Tallinn	36 ^a	43 dep.
Original base (=100)	1913-1914	1921	1914	1935	VII, 1939	1913	1935	1930
								VII, 1914
								44 ^a
								XII, 1914

(a) Cost of living									
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	100	100	100	100
1930	96	104	92	96	*	89	92	100	96
1931	88	93	80	90	*	86	85	97	90
1932	78	84	74	80	*	80	84	88	85
1933	77	83	68	92	*	76	82	87	85
1934	79	79	64	96	*	74	80	86	83
1935	80	80	60	99	*	75	81	78	87
1936	81	85	57	101	70 ^a	84	81	86	90
1937	81	92	58	104		89	86	102	94
1938	82	94	60	106	*	93	87	102	95
1939	82	93	62	109	101	95	90	117	96
1940	84		68	139	118		106		120
1941									121
1941: Feb.	86		77r	*			122	*	120
Mar.	86		78r	152			123	*	121
April	86		79r	*			123	*	122
May	87		80	*			123	*	122
June	87		80r	152			123	*	121
July	88		81r	*			125	*	121
Aug.	88		83	*			128	*	121
Sept.				159			129	*	121
Oct.				*				*	122
Nov.				*				*	122
Dec.								*	122
1942: Jan.				*				*	
Feb.									

(b) Food									
1929	100	100	100	100	*	100	100	*	100
1930	94	96	82	92	*	82	86	100	94
1931	84	81	64	79	*	71	77	97	85
1932	74	69	59	76	*	64	80	89	82
1933	73	69	56	79	*	61	80	84	82
1934	76	65	56	85	*	60	78	79	78
1935	77	67	55	91	*	62	81 ^a	72	81
1936	79	73	56	92	69 ^a	71	80	82	84
1937	79	80	59	95		76	87	99	90
1938	78	82	64	98	*	80	88	113	91
1939	79	80	67	100	103	82	91		92
1940	83		72	126	125	111			107
1941									141 ^a
1941: Feb.	82		84r	*			125		110
Mar.	83		85r	146			128	*	110
April	83		87r				128	*	111
May	83		89				128	*	110
June	85		90r	146			128	*	108
July	87		92r	*			132	*	108
Aug.	86		95	*			136	*	107
Sept.				143			136	*	107
Oct.				*				*	107
Nov.				*				*	107
Dec.								*	106
1942: Jan.				*				*	
Feb.									

Composition of the indices: a = Food; b = Heating and lighting; c = Clothing; d = Rent; e = Miscellaneous; ¹ Territory before 1938. ² 1929-1930: 65 towns. Monthly indices: 12 towns. ³ VII 1936. ⁴ Until 1936. ⁵ Until end of 1930: 106 towns, excluding clothing and rent. ⁶ I-XI.

(Base: 1929 = 100)

Country	EUROPE (cont.)									
	Hungary	Ireland	Iceland	Italy	Latvia	Lithuania	Luxembourg	Norway	Netherlands	Poland
Town or no. of localities	Buda-pest	105	Reykjavik	50	Riga	104	9	31	Amsterdam	Warsaw
Original base (=100)	1913	VII, 1914	I-III, 1939	VI, 1928	1930	1913	1914	VII, 1914	X, 1923-IX, 1924	1928
(a) Cost of living										
Composition of the index	a-d	a-e	a-e	a-e	a-e	a-e	a-c	a-e	a-e	a-e
1929	100	100	*	100	*	100	100	100	100	100
1930	91	97	*	97	100	89	102	97	96	92
1931	86	91	*	87	94	83	91	92	90	82
1932	83	89	*	83	86	71	79	90	84	74
1933	77	86	*	80	79	61	79	89	83	67
1934	76	87	*	76	77	57	76	89	83	62
1935	78	89	*	77	76	50	74	89	81	60
1936	82	91	*	83	77	51	75	93	81	62
1937	87	97	*	91	84	56	79	82	82	68
1938	88	98	*	98	80	57	81	103	83	62
1939	87	101	100	102	84	60	81	105	83	61
1940	94	117	128	117 ¹	94	60	81	103	83	*
1941	—	128	160	*	*	*	*	122	92	*
1941: Feb.	101	124	148	*	*	*	*	138	102	*
Mar.	102	*	160	*	*	*	*	139	—	*
April	105	125	162	*	*	*	*	140	—	*
May	106	*	163	*	*	*	*	141	—	*
June	109	*	166	*	*	*	*	143	—	*
July	113	130	167	*	*	*	*	144	—	*
Aug.	—	130	167	*	*	*	*	—	—	*
Sept.	—	*	166	*	*	*	*	—	—	*
Oct.	—	*	172	*	*	*	*	—	—	*
Nov.	—	135	176	*	*	*	*	—	—	*
Dec.	—	*	177	*	*	*	*	—	—	*
1942: Jan.	—	—	—	*	*	*	*	—	—	*
Feb.	—	*	—	*	*	*	*	—	—	*
(b) Food										
1929	100	100	*	100	*	100	100	100	100	100
1930	85	95	*	94	100	80	100	96	93	86
1931	78	87	*	82	88	71	85	88	84	76
1932	74	83	*	78	74	58	69	86	73	67
1933	65	78	*	73	71	49	70	83	74	60
1934	62	80	*	70	68	46	66	84	76	54
1935	66	83	*	72	66	38	65	87	73	51
1936	70	86	*	77	68	41	66	91	74	50
1937	76	92	*	85	78	48	74	100	78	56
1938	77	94	*	92	74	48	74	104	80	54
1939	75	96	100	96	80	49	74	106	80	*
1940	85	108	156	111 ¹	*	*	*	127	—	*
1941	—	119	189	*	*	*	*	—	—	*
1941: Feb.	93	116	188	*	*	*	*	146	—	*
Mar.	93	*	174	*	*	*	*	150	—	*
April	98	117	172	*	*	*	*	151	—	*
May	99	*	178	*	*	*	*	152	—	*
June	100	*	181	*	*	*	*	154	—	*
July	112	*	186	*	*	*	*	—	—	*
Aug.	—	119	194	*	*	*	*	—	—	*
Sept.	—	*	194	*	*	*	*	—	—	*
Oct.	—	125	208	*	*	*	*	—	—	*
Nov.	—	*	213	*	*	*	*	—	—	*
Dec.	—	*	218	*	*	*	*	—	—	*
1942: Jan.	—	—	—	*	*	*	*	—	—	*
Feb.	—	*	—	*	*	*	*	—	—	*

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

¹ May.

(Base: 1929=100)

Country	EUROPE (concl.)							OCEANIA	
	Portugal	Rumania	Sweden	Switzer- land	Czecho- Slovakia	Yugoslavia		Aus- tralia	New Zealand
		I.E.R. ¹	Soc. ²			N.B. ⁴	C.L. ⁵		
Town or no. of localities	Whole country	Bucha- rest	49	34	Prague	Bel- grade	3 (Croat. & Slav.)	30	4-25
Original base (=100)	VI. 1914	1936	1935	VI. 1914	VII. 1914	1926	VII. 1914	1923-1927	1926-1930
(a) Cost of living									
Composition of the index	a, b, e	a-e	a-e	a-d	a-e	a-c, e	a-e	a-e	a-e
1929	100	*	100	100	100	100	100	100	100
1930	95	*	97	98	98	92	92	95	98
1931	84	*	94	93	93	87	85	85	90
1932	83	*	92	86	92	81	77	81	84
1933	83	*	91	81	91	79	66	78	79
1934	83	*	91	80	90	75	61	80	81
1935	84	*	92	80	92	74	60	81	83
1936	86	100	93	81	93	74	61	83	86
1937	89	108	95	85	94	78	65	85	92
1938	86	114	98	85	99	87	69	87	95
1939	81	131	99	86	*	90	70	89	98
1940	85	—	111	94	*	117	93	93	103
1941	—	—	—	—	*	—	—	98	—
1941: Feb.	91	—	*	101	*	150	107	97 ⁶	105
Mar.	92	—	129	102	*	—	110	*	105
April	93	—	*	105	*	—	113	*	106
May	92	—	*	106	*	—	117	97 ⁶	106
June	93	—	129	109	*	—	121	*	106
July	95	—	*	110	*	—	—	*	106
Aug.	97	—	*	110	*	—	—	98 ⁶	107
Sept.	—	—	130	111	*	—	—	*	108
Oct.	—	—	*	113	*	—	—	*	—
Nov.	—	—	*	—	*	—	—	100 ⁶	—
Dec.	—	—	—	—	*	—	—	*	—
1942: Jan.	—	—	*	114	*	—	—	*	—
Feb.	—	—	*	—	*	—	—	—	—
(b) Food									
	1							7	
1929	100	*	100	100	100	100	100	100	100
1930	95	*	93	97	94	90	91	90	96
1931	84	*	86	90	86	85	83	79	83
1932	83	*	83	80	82	77	76	77	77
1933	83	*	81	75	79	73	64	72	72
1934	83	*	81	74	76	69	60	75	76
1935	84	*	85	73	79	69	60	77	82
1936	86	100	89	77	81	70	62	79	86
1937	89	112	91	83	81	74	67	82	94
1938	86	119	95	83	83	83	74	85	98
1939	81	141	99	85	*	85	74	89	104
1940	85	—	112	94	*	105	95	90	108
1941: Feb.	91	—	130	103	*	142	120	91	106
Mar.	92	—	131	103	*	—	126	91	107
April	93	—	133	107	*	—	132	91	108
May	92	—	132	110	*	—	139	90	108
June	93	—	128	114	*	—	146	89	108
July	95	—	128	115	*	—	—	89	109
Aug.	97	—	—	115	*	—	—	90	108
Sept.	—	—	127	116	*	—	—	90	110
Oct.	—	—	—	119	*	—	—	—	—
Nov.	—	—	—	—	*	—	—	—	—
Dec.	—	—	—	—	*	—	—	—	—
1942: Jan.	—	—	—	—	*	—	—	—	—
Feb.	—	—	—	—	*	—	—	—	—

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

¹ Including heating and lighting. ² New index based on a family budget for 6 persons (1934 study of the Central Statistical Institute); Institute of Economic Research. ³ Social Board. ⁴ National Bank. ⁵ Chamber of Labour. ⁶ Quarterly averages. ⁷ Including heating.

Indices of International Comparison of Food Costs for October 1940

On the basis of the prices of foodstuffs in October 1940¹ the relative costs of food in 17 countries are shown in the table on p. 473 in the form of percentage indices. The indices are arranged in columns according to the country chosen as base: the figures show the cost of food in each other country as a percentage of that in the base country. Thus the figure 78 opposite Canada in the column headed United States means that (at official rates of exchange) the cost of food in Canada is 78 per cent. of that in the United States.

The calculations are made on the basis of prices in certain cities in each country—prices being expressed in a common currency, the United States dollar, by means of exchange rates in October 1940—with the aid of group baskets showing food consumption in wage earners' families in countries with similar food habits. The retail prices were obtained by an enquiry of the Office and published in the February 1942 number of the *Review*, which indicates also the cities to which the prices relate.¹ The exchange rates were taken from the *Monthly Bulletin of Statistics* of the League of Nations.² In most countries the exchanges are now subject to official control, which means that the rates have a certain degree of artificiality, and the indices also have a somewhat artificial character. For one or two countries, for example Argentina, free rates of exchange are quoted in addition to the official rates. The indices given are based on the official rates.³

In calculating the index between any two countries, the relative cost in the two countries of the "basket" corresponding to the base country is averaged (geometrically) with the relative cost in the two countries of the "basket" corresponding to the other country. This calculation is made independently for each pair of countries, thus taking account, in each case, of the consumption habits of the base country and of the other country as reflected

¹ *International Labour Review*, Feb. 1942, Vol. XLV, No. 2, pp. 233-239: "Retail Prices in Certain Countries in October 1940".

² In the case of Denmark, France, and the Netherlands, exchange rates were quoted in Swiss francs, which have been converted into U.S. dollars by applying the exchange rate of Swiss francs in terms of the dollar.

³ To convert the indices based on the official rate to indices based on the free rate, multiply all rates in the column headed Argentina by 1.27 and those in the row for Argentina by 0.79; for Canada multiply rates in the column headed Canada by 1.05 and those in the row for Canada by 0.95.

INDICES OF INTERNATIONAL COMPARISONS OF FOOD COSTS, OCTOBER 1940

Country compared	Base Country																	
	AFRICA	AMERICA						EUROPE							OCEANIA			
		South Africa (= 100)	Canada (= 100)	United States (= 100)	Argentina (= 100)	Chile (= 100)	Colombia (= 100)	Mexico (= 100)	Bulgaria (= 100)	Denmark (= 100)	Finland (= 100)	France (= 100)	Great Britain (= 100)	Hungary (= 100)		Netherlands (= 100)	Sweden (= 100)	Switzerland (= 100)
<i>Africa</i>																		
South Africa	100	101	80	169	95	102	164	110	90	108	109	93	70	83	87	71	120	
<i>America</i>																		
Canada	99	100	78	172	91	103	160	111	90	107	110	90	65	81	83	71	116	
United States	125	128	100	221	113	128	199	139	116	136	142	115	84	103	106	91	149	
Argentina	59	58	45	100	59	59	106	71	53	64	67	55	40	47	50	43	69	
Chile	105	110	89	171	100	108	184	114	96	116	117	103	66	92	89	80	120	
Colombia	98	97	78	170	93	100	170	127	85	102	113	91	67	86	79	70	106	
Mexico	61	62	50	94	54	59	100	71	54	67	67	58	40	52	51	46	68	
<i>Europe</i>																		
Bulgaria	91	90	72	141	88	79	140	100	73	90	98	96	68	77	72	70	114	
Denmark	111	111	87	189	104	118	184	137	100	116	128	100	77	94	90	77	129	
Finland	93	94	73	156	86	98	150	111	87	100	107	83	60	81	77	66	107	
France	91	91	70	149	85	89	150	102	78	93	100	88	60	73	72	66	107	
Great Britain	108	111	87	180	97	110	172	105	100	120	114	100	69	87	93	80	129	
Hungary	143	153	120	249	152	150	249	147	131	167	166	145	100	124	131	119	180	
Netherlands	120	123	97	213	109	116	193	129	106	123	136	115	81	100	94	90	142	
Sweden	115	121	95	202	112	127	195	140	112	129	140	107	76	107	100	86	138	
Switzerland	140	140	110	233	125	142	218	143	129	151	150	125	84	111	117	100	161	
<i>Oceania</i>																		
Australia	83	86	67	146	83	94	147	88	78	93	94	78	55	70	72	62	100	

in their respective "baskets". When both countries are in the same group the comparison rests on the relative cost of a single basket.¹

In the calculations three groups of countries are used, the first consisting of Canada, United States, Denmark, Great Britain, and Australia; the second of Finland, Sweden, and Switzerland; and the third of Chile, Colombia, and Mexico. In other cases baskets based on food consumption in the particular country have been utilised.

Comparison between countries on the basis of their percentage indices of food costs in relation to a third country is inaccurate and strictly speaking incorrect. Thus, a comparison to show the cost of food in Canada in relation to that in Mexico on the basis of their percentage indices with respect to the United States, namely 78 and 50, will give 156 instead of the correct figure of 160 shown opposite Canada in the column headed Mexico. The difference is due to the differences in the respective baskets used in the calculations.

In utilising the results it should be borne in mind that the figures are based on 19 food commodities only. Rent, fuel and light, clothing, and miscellaneous articles are not covered. Thus the results give comparisons not of the whole of the cost of living but of the cost of food only.

The figures are subject to a considerable margin of error arising from errors in quantities and prices used in the calculations. Too much stress should not be paid to the exact units in these percentages.

An interesting comparison is with similar figures for October 1938, as published in the *Year Book of Labour Statistics, 1941* (Table XIX). This comparison shows, as indeed should be expected, considerable shifts in the percentage indices of the cost of food between countries according as the increase in food costs of the base country between October 1938 and October 1940 rose more rapidly or less rapidly than in the country with which the comparison is made. Obviously in periods of rapidly changing prices, or of rapidly fluctuating exchange rates, these indices may soon become out of date and require modification to continue to reflect the relative costs of food in the different countries.²

¹ For further details of method, see INTERNATIONAL LABOUR OFFICE: *Year Book of Labour Statistics, 1941*; and *International Comparisons of Food Costs*, by R. M. WOODBURY (Studies and Reports, Series N, No. 24).

² Such modification might be made approximately by a correction factor in which the relative change of the cost of food indices for the two countries compared is multiplied by the change in the exchange rate over the period since the date to which the indices relate.

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Book Notes

OFFICIAL PUBLICATIONS

UNITED STATES

State Department and U.S. Maritime Commission. *Inter-American Maritime Conference, Washington, D.C., November 25, 1940, to December 2, 1940.* Report of the Delegates of the United States. Washington, U.S. Government Printing Office, 1941. xiv + 479 pp.

This Conference was convened by the Inter-American Financial and Economic Advisory Committee set up by the meeting of the Foreign Ministers of the American Republics held in Panama in 1939. It consisted of Government delegates from all the American Republics, with representatives of steamship companies and conferences and various U.S. Government agencies as advisers. This volume gives the report of the U.S. delegates, the papers submitted on behalf of the U.S. Government, and the record of the proceedings of the Conference. Maritime labour or social problems were not dealt with even incidentally by the Conference—there is, for example, no reference to the training of seamen in the paper dealing with the development of national merchant marines—but the volume gives a great deal of information on the economics and business organisation of the shipping industry of the American Continent.

NON-OFFICIAL PUBLICATIONS

Babcock, F. L. *The U.S. College Graduate.* New York, The MacMillan Company, 1941. 112 pp. \$1.50

Basch, Antonin. *The New Economic Warfare.* New York, Columbia University Press, 1941. xiii + 190 pp.

This book contains, in extended and completed form, a series of lectures delivered at Columbia University during the Summer Session of 1941. The author's academic career and actual experience in world affairs fitted him well for the task he set himself of depicting Germany's economic aggression prior to her military aggression. Although the manuscript of these lectures was ad-

mittedly prepared before the German-Russian war began, practically all the information given is of present-day interest despite the new complexion assumed by the war. In particular, the clear picture of Germany's planning of the future attracts the attention. In conclusion it is aptly stated that "there is no real or permanent solution in Hitler's new order. It achieves only the fulfilment of Germany's desire to dominate; its origins and motives are purely materialistic, in spite of the Nazi condemnation of 'materialistic' capitalism. There is no higher idea in it than German advancement. It sees no freedom of nations but only a primitive sort of autonomy. It guarantees no freedom of individuals, no assurance of basic human rights."

Bedford, James N., and Steelhead, Albert F. *Occupational Exploration*. Los Angeles, Society for Occupational Research, Ltd., 1941. xii + 306 pp.

A very practical study on vocational guidance designed to meet the urgent need for a course in self-guidance. It should prove as valuable to the teacher as to the pupil. Most of the data in this work have been gathered through original surveys and investigations in the field of occupational guidance. The first part of the book attempts to give assistance in answering such questions as how to make the most of one's opportunities, to become acquainted with oneself, to measure one's character and abilities, to choose a life career, and so on. The second part gives useful hints with regard to the finding of opportunities in the various branches of commerce and industry, the cultural arts, educational activities, and other fields.

Bladen, V. W. *An Introduction to Political Economy*. Toronto, University of Toronto Press, 1941. x + 299 pp. \$2.25.

A book of wider interest than its title might suggest. Professor Bladen sketches briefly but with a welcome lucidity and freshness of treatment the outlines of modern economic theory: his aim is to supplement and not to replace the standard texts. He is thus able to devote the greater part of his book to an application of the tools of theoretical analysis to the implications of changes in the size and composition of populations, the position of the wage earner in modern industry, Canadian public policy in relation to combines, and the special problems of the Canadian wheat-growing and newsprint industries. The intrinsic interest of the subject-matter and the literary and analytical skill with which it is handled combine to yield a volume which can be commended not only to the Canadian readers for whom it is primarily designed but to all students of the economics of "new" or pioneer countries.

Burns, Eveline M. *British Unemployment Programs, 1920-1938. A Report prepared for the Committee on Social Security*. Washington, Committee on Social Security, Social Science Research Council, 1941. xx + 385 pp.

A comprehensive and critical survey of the British system of unemployment insurance based on special investigations made by a former officer of the British Ministry of Labour who also belonged to the staff of the London School of Economics. The different aspects of the problem are dealt with in detail and the work, which contains a considerable amount of useful information, will be found to be an invaluable aid to all those who are desirous of acquiring competence in the field of unemployment insurance in general.

Not the least interesting part of the book is the concluding chapter entitled "Review of British Experience". It is suggested in this chapter that the question at present at issue is whether the right of the unemployed worker to draw a specified benefit is not so firmly established and generally recognised in Great Britain as to make it unnecessary to identify it with an independent and separately financed insurance system. The opinion is expressed:

From many points of view, unemployment insurance in Great Britain has already served its historical function. It was the ideal instrument for effecting a significant break in the deterrent treatment of insecure workers because its apparent analogy with private insurance made the change acceptable to a society which was dominated by business ethics and which stressed

individual economic responsibility. This reversal of policy was the more acceptable in that originally the numbers benefiting from the change were relatively few and so selected that it could plausibly be argued that they were unlikely to be corrupted by more generous treatment. The close connection between benefits paid and contributions collected appeared also to be a guarantee against uneconomically high payments. But within less than 30 years it has become obvious that such a limited system could not continue to exist side by side with other institutions without influencing them and being influenced in turn. In fact, unemployment insurance has served as the entering wedge for a radical change in the provision made for all the unemployed.

Unemployment insurance may indeed be a self-destroying institution, if the British experience be any guide. Created to make more acceptable provision for a limited group of unemployed persons, its integrity could be maintained only if the treatment of those excluded was so improved as to relieve the pressure for undesirable expansions of the insurance system. But once so improved, the case for the maintenance of an independent, and particularly a separately financed, insurance system is greatly weakened.

It is argued that "the dilemma presented by the fact that social and economic considerations may suggest on the one hand a wide extension of the insurance type of benefit, and on the other a restricted use of the taxes from which these benefits are financed, cannot be solved so long as the belief is retained that wage and payroll taxes must provide the exclusive or at least the major share of the funds for this particular type of aid for the able-bodied unemployed. A solution can be hoped for only if two aspects of the unemployment relief problem—decisions as to types of benefits to be made available and the scope of each, and decisions as to how the total costs are to be distributed—are separated."

The fact, as the author has pointed out, is that no particular social policy can be pursued for any considerable length of time with prospects of success without reference to the economic implications underlying it. "In Great Britain," it is observed, "the pendulum has swung far towards investing the Government with vast responsibilities for the economic welfare of the individual, unaccompanied by a parallel development of the economic demands which the Government may make upon the worker and of preventive as opposed to salvage policies, but there is already a growing awareness of the fact that this development is too one-sided to endure. In the interests of the individual and of the Government alike, social policy in the future must evolve in a more positive direction to redress the balance."

Desai, Dinkar D. *Maritime Labour in India*. Bombay, Servants of India Society, 1940. 256 pp. Rs. 2/4 net.

This is a very useful handbook, which merits the tribute paid to it in a foreword contributed by Mr. N. M. Joshi, Member of the Governing Body of the International Labour Office. The author, who is Joint General Secretary of the Seamen's Union of Bombay, surveys the position of Indian seamen as regards methods of recruitment, the extent of unemployment, hours of work, wages, living conditions on board ship, housing when ashore, differential treatment as compared with European seamen, etc. The result is to demonstrate the need for very substantial improvements. The book should serve a useful purpose in focusing Indian opinion on a serious and complicated problem and deserves attention from the seamen's organisations of other countries.

Dickinson, Z. Clark. *Labor Policy and National Defense*. University of Michigan, Bureau of Industrial Relations, Bulletin No. 12. Ann Arbor, University of Michigan, 1941. 62 pp. (multigraphed).

A succinct analysis and discussion of the major problems of labour policy with which the United States is at present confronted. Professor Dickinson, who will be best known to readers of the *International Labour Review* for his books and articles on wages questions, is here concerned in particular with the problem of bringing about the speedy reallocation of resources essential to the defence programme, while at the same time keeping inflation to a minimum. He

is thus led to consider, on the one hand, the various methods of stepping up output by taking up the existing slack in the utilisation of industrial resources and, on the other hand, the measures which might be taken to combat inflation by limiting public spending. On the latter point he concludes that "inflation could perhaps be combated by reducing the effective penalty rates on overtime; but probably a better antidote may be compounded of war taxes, war loans, new social security contributions, and more restraint in the advancement of basic wage rates". The activities of public wage-regulating authorities should, he considers, be co-ordinated with these needs in view. For such co-ordination he suggests the establishment of a national labour policies board composed of persons formally chosen for it by the principal labour and employer organisations, as well as public representatives chosen by the President of the United States.

Geiger, J. C. (ed.). *The 1941 Year Book of Public Health.* Chicago, The Year Book Publishers, 1941. 544 pp. \$3.

This second Year Book brings a selection of articles on outstanding progress in various branches of public health in an easily accessible form. The choice of papers is made with reference to practical value. The articles are condensed but retain their original style; they are followed by occasional short comments by the editor.

The general trend of interest in military and other defence problems is evident from this year's selection of papers: 32 articles refer to military hygiene and 17 to venereal diseases. Industrial hygiene occupies an important part of the volume with 29 articles (37 pages). Further articles on physical fitness, tuberculosis in industry, mass radiography, etc., connected with labour health problems are to be found in other sections of the volume. Though the volume is based mainly on papers published in English-speaking countries, its contents offer an excellent picture of a year's achievements in the public health field.

Kobbe, Herman. *Housing and Regional Planning.* E. P. Dutton and Co., Inc., New York, 1941. 233 pp.

This book is the result of long experience in dealing with housing problems. After a description of the existing conditions, mainly in New York City, the author advocates a new type of housing, not only for the metropolitan area but also for the seashore and mountain resorts. Housing in the countryside as well as planning of gardens and parks are considered.

The last chapters of the book deal with practical proposals as to the solution of housing problems. A large number of drawings and photographs by the author illustrate the work.

Mitchell, Kate L. *Industrialization of the Western Pacific.* New York, Institute of Pacific Relations, Inquiry Series, 1942. xvii + 322 pp. \$2.50

A most timely and valuable contribution to the study of economic conditions in the Far East, which many students looking for the shape of things to come at the end of the present war are likely to find indispensable. It is evident that the war will bring in its train many changes in that part of the world, but in the long run the political evolution of the countries, big and small, in what has become a major theatre of operations will be greatly influenced, if not wholly determined, by the underlying economic conditions. The present work is the more valuable because information on the subject is not readily available, and few attempts have so far been made to provide the general reader with such a clear picture of the situation.

Of the countries covered by the survey, Japan, Formosa, Korea, Manchukuo, China, Indo-China, Thailand, Malaya, Burma, the Netherlands Indies, the Philippines, Australia, New Zealand, and India, only the first, according to this study, can be regarded as a first-class industrial power, and it is explained that "it is assumed that a country may be considered highly industrialised when its economic power in the world derives from its manufacturing production rather than from its production of mineral or agricultural raw materials."

It is, however, observed of Japan that "every month of continued warfare means a further concentration of . . . dwindling resources on the production of munitions and equipment for her armed forces and, consequently, a further

distortion of the . . . economic structure. Mere adjustments between one group and another within the ruling class of Japan cannot solve or modify the fundamental problems inherent in Japan's unbalanced economy." "Formosa's industrial development", it is stated, "has been confined to those enterprises needed to increase her contribution to the Japanese economy, notably food processing industries, and there is no evidence that Japan intends to alter the agrarian structure of Formosa's economy or to allow the development of native-owned industries on any important scale". Reference is made to "the claim frequently made by Japanese writers that the present programme of industrialisation means the emergence of Korea from a purely colonial economic status", but from a study of developments in recent years the conclusion is drawn that "the role of the Korean people in the industrial development of their country is almost exclusively that of workers in Japanese-financed and Japanese-managed enterprises". As for Manchukuo, in the author's view, before it "can become the independent industrial unit originally envisaged by its military creators, Japan will have to be in possession of far greater material resources than she controls to-day. Manchukuo's industrial development is in a state of suspended animation. Whether or not Japan will ever be able to complete the unfinished structure in which she has already invested so much depends upon the outcome of her war against China and thus upon the outcome of the world-wide struggle with which that war is inextricably linked."

In considering China the role of the Chinese Industrial Co-operatives is particularly stressed. "Although the development of production in the war areas was the principal goal of the C.I.C. and the Border Governments, the system of co-operative industrial units which grew up throughout North and Central China as a result of their efforts acquired great potential importance for China's post-war industrial development." It is, moreover, observed that, "while China's industrial future will be profoundly affected by the outcome of the world struggle", it will depend, above all, upon:

. . . her powers of internal cohesion and the quality of the democratic institutions which will have developed in the process of meeting the dual challenge of foreign conquest and internal disintegration. The completion of her agrarian revolution is a recognised prerequisite not only to the development of a strong industrial economy, but also to China's ability to establish and maintain her economic independence. It is obvious that at the end of her struggle against Japan, China will need extensive material aid to rebuild and develop her economy. At that time much will depend upon whether China is sufficiently united and strong to ensure that whatever aid she receives from foreign powers will be granted not on the terms of a mother country to a dependency, but on conditions of equality which will enable China to develop an independent economic structure and to utilise her industrial resources for the benefit of the Chinese people.

In Indo-China, prior to 1940, "though the ingredients for industrialisation existed in the form of raw material resources and an abundant labour supply, the actual development of modern industrial enterprises had been negligible". In Thailand, "modern-style manufacturing industry . . . is confined to a few light industries producing almost exclusively for the local market". Malaya, to which the war "brought great prosperity" before it was overwhelmed, "possesses almost no secondary industries of any size"; the economy "is a highly specialised one, developed with foreign capital and, to a large extent, by a foreign labour force, which is dependent almost entirely upon the world market for two commodities—rubber and tin. The country is not even self-sufficient in rice, the staple food for the great majority of the population, and relies upon foreign sources for all heavy industrial products as well as for many types of consumers' goods." Burma's industrial development "is negligible".

In the Netherlands Indies, "under the pressure of wartime necessity, the official industrialisation programme, which was originally initiated as a temporary measure to alleviate the economic distress of the native population, and which had consisted of little more than the revival and expansion of native handicraft industries, had been transformed, by the end of 1941, into a genuine effort to establish modern, mechanised industries, the immediate purpose of which was to strengthen the country's defences, but which would also serve in the long run to give Netherlands India greater sufficiency in manufactured goods".

"One of the major obstacles to extensive industrial development" in the

Philippines, it is explained, "is the lack of a sufficient supply of cheap electric power."

As for Australia, although the country's "industrial resources are being artificially concentrated on the production of war materials",

it is certain . . . that the Australia which met the challenge of the Second World War was far more mature industrially than the Australia of 1914-18. Serious difficulties have been encountered and not all have yet been overcome, but though the necessities of wartime secrecy make it difficult to give accurate quantitative evidence of increased industrial production, there is every indication that wartime demands have acted as a tremendous catalyst in hastening the industrialisation of Australia and her consequent entrance into world markets, not merely as a supplier of pastoral and mineral products, but also as a substantial industrial producer.

In New Zealand, on the other hand, "any extensive degree of industrialisation appears highly unlikely . . . New Zealand's economy seems destined to retain its predominantly pastoral . . . character, with even small-scale manufacturing enterprises playing a relatively minor role."

Finally, with reference to the inclusion of India in the survey, it is explained that:

though India is not geographically a part of the Western Pacific area, her industrial production, both actual and potential, has become of such great importance for the future economic development of Eastern Asia, as well as for the present defence of that area against Axis aggression, that it has seemed essential to include a brief account of Indian industrialisation . . .

India is potentially one of the most powerful industrial areas in the world, but the greater part of her industrial resources are either undeveloped or exported in the form of raw materials to supply the factory industries of Great Britain and other industrialised powers.

In the general survey preceding the study of the situation in the different countries, the author, however, observes:

The Second World War has given new incentives and new opportunities to the industrially dependent nations to win their economic independence and establish the industries essential not only for their national defence but also for the welfare and prosperity of their people . . . The extent to which this wartime industrial development will survive in the post-war period is impossible to predict. It depends not only upon the defeat of the fascist powers, but also upon the far-sightedness of the great western powers now fighting fascist aggression, and upon whether the industrialisation which has taken place is sufficiently strongly rooted to withstand the renewal of foreign economic competition and political pressure.

Nevins, Arthur W. *The Federal Wage and Hour Law*. Chicago, National Foremen's Institute, Inc., 1941. 58 pp.

A convenient handbook summarising in the form of questions and answers the main principles of the Fair Labor Standards Act, 1938. It is intended as a manual for American business executives, department heads and supervisors. It should prove of practical assistance in the solution of day-to-day problems.

Rice, R. M. *Money and Men*. Nashville, Tennessee, Baird-Ward Press, 1941. 193 pp. \$1.25.

A plan for eliminating depressions by establishing an independent monetary authority instructed *inter alia* to expand the currency and credit in active circulation until there is substantially full employment.

Robb, Douglas. *Medicine and Health in New Zealand*. Christchurch, Auckland, Wellington, Dunedin, Invercargill, Melbourne, Sydney, London, Whitcombe and Tombs, Ltd., 1941. viii + 146 pp.

This well-written little book gives a very interesting account of the situation of hospitals in New Zealand, and formulates useful suggestions for the establishment of community hospitals to ensure more adequate public medical services. It also contains pertinent references to proposals made by medical associations in other countries on the subject of health and public welfare.

University of Pennsylvania Bicentennial Conference. *Conservation of Renewable Natural Resources.* Philadelphia, University of Pennsylvania Press, 1941. 200 pp.

A collection of essays by experts chosen from among university professors and Government officials, covering a variety of subjects grouped under the following general headings: the natural vegetation of the United States as a guide to current agricultural and forestry practice; climatic cycles in relation to the theory and practice of conservation; the administrative task of conservation—private and public.

ERRATA

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No. 2, February. "A Rehabilitation Act in New Zealand". Page 189, footnotes 1 and 2: reverse order of footnotes.

"Labour Conditions in Tanganyika". Page 202, footnotes 1 and 2: reverse order of footnotes.

No. 3, March. "Statement of Policy by the Chilean President-Elect". Page 313, line 5 from bottom: for "continual" read "continental".

"Wartime Labour Board for the United States Merchant Marine". Page 340, line 4 from bottom: for "7 December 1942" read "7 December 1941".
