



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

TWELFTH SESSION OF THE JOINT MARITIME COMMISSION

The Joint Maritime Commission of the International Labour Office held its Twelfth Session from 26 to 30 June 1942 in London. This was the first session of the Commission since the Maritime Sessions of the International Labour Conference held in Geneva in 1936, and the first special maritime meeting convened by the Organisation since the outbreak of war. A full account of the proceedings will be published later in accordance with a decision of the Commission, and the purpose of the following brief report is merely to avoid delay in giving publicity to the important decisions taken.

COMPOSITION OF THE COMMISSION

Certain changes in the normal membership of the Commission were rendered necessary by war conditions, and the composition of the Commission at this session was as follows:

Chairman

Sir Frederick Leggett, C.B. (replacing Mr. Carter Goodrich, Chairman of the Governing Body of the International Labour Office).

Regular Members

<i>Employers' group:</i>	Sir John Forbes Watson	} (appointed by the Governing Body of the International Labour Office).
<i>Workers' group:</i>	Mr. Joseph Hallsworth	

Shipowners.

Mr. Richard Snedden, General Manager, Shipping Federation of Great Britain;
Commander Robert C. Lee, Executive Vice-President, Moore-McCormack
Lines (United States);

Mr. David S. Erulkar, Indian National Steamship Owners' Association;

Mr. William Dahl-Hansen, former Vice-President, Norwegian Shipowners'
Association; Norwegian Shipping and Trade Mission;

Mr. Percy A. Clews, Shipping Federation of Canada;

Mr. Dirk Hudig, Netherlands Shipping and Trade Committee;

Mr. Constantine J. Lyras, Greek Shipping Co-operation Committee;

Mr. Albert P. Steer, Manager, Compagnie Maritime Belge;

Mr. A. V. J. Pierre de Malglaive, Free French Mercantile Marine.

Seamen.

Mr. Omer Becu, General Secretary, Belgian Mercantile Marine Officers' Association;
 Mr. Chu Hsueh-Fan, Chinese Association of Labour;
 Mr. Joseph Curran, President, National Maritime Union of America;
 Mr. Ingvald Haugen, President, Norwegian Seamen's Union;
 Mr. Charles Jarman, General Secretary, National Union of Seamen (of Great Britain);
 Mr. Sven J. Lundgren, General Secretary, Swedish Seamen's Union;
 Mr. Anders G. F. Soere, Swedish Engineer Officers' Association;
 Mr. James A. Tudehope, Secretary, Maritime Transport Council (Employees) (of Australia);
 Mr. Morris Weisberger, Vice-President, Seafarers' International Union of North America.

*Deputy Members**Shipowners.*

Mr. Charles B. L. Filmer, Australian Steamship Owners' Federation;
 Mr. Witold Jasinski, Polish Shipowners' Association;
 Mr. Vladimir Radonich, Yugoslav Shipping Committee.

Seamen.

Captain William H. Coombs, General Manager, Officers' (Merchant Navy) Federation (of Great Britain); President, International Mercantile Marine Officers' Association;
 Mr. Jacobus H. Oldenbroek, President, Contact Committee, Netherlands Officers' and Seamen's Unions;
 Mr. Alojzy Adamczyk, Chairman, Polish Union of Seamen (Z.Z.J.);
 Mr. Surat Alley, Representative, All-India Seamen's Federation;
 Mr. Louis P. F. Droguet, International Mercantile Marine Officers' Association.

In addition to the members and deputy members, no less than 38 substitutes and advisers attended some or all of the sittings of the Commission. Altogether, therefore, no less than 64 representatives of shipowners and seamen took part in the work of the Commission.¹

The International Labour Office was represented by Mr. M. R. K. Burge, Director of the London Branch Office, Mr. C. W. H. Weaver, Chief of the Central Section of the Office, Mr. C. W. Jenks, and Mr. R. J. P. Mortished. Mr. Mortished acted as secretary to the Commission.

PROCEEDINGS

The Commission held nine morning and afternoon sittings, in addition to separate meetings of the shipowners' and seamen's groups. The agenda of the Commission included two items:

- (1) A report by the Acting Director of the International Labour Office on the maritime work of the Office since the previous session of the Commission (held at Paris in 1935);
- (2) Wartime conditions and merchant seamen.

¹ Having regard to the exceptional conditions in which the Commission met, it is of interest to note that those attending the session were of 15 different nationalities, namely: Australian, Belgian, British, Canadian, Chinese, Danish, French, Greek, Indian, Netherlands, Norwegian, Polish, Swedish, United States, and Yugoslav.

Mr. Tudehope flew from Australia and Mr. Lundgren and Mr. Soere flew from Sweden specially to be present at the meetings; and Mr. Chu, who was in the United States of America when the Commission was convened, will be returning to Chungking. Commander Lee, Mr. Curran, and Mr. Weisberger flew from the United States and were the first representatives of the shipowners and seamen of the United States of America to take part in a session of the Commission.

On the first item, the discussion centred on the ratification of the maritime Conventions adopted by the International Labour Conference, concerning which a resolution was adopted (the text is given below), and on the question of the composition of the Commission. The Conference of the International Labour Organisation held at New York and Washington in October and November 1941 had adopted a resolution requesting the Office to consult the Commission regarding the desirability of the inclusion in its membership of Government representatives. The seafarers' representatives urged that the Commission should have the tripartite composition characteristic of the International Labour Organisation, while those of the shipowners maintained that, although Governments must of course take part at some stage in the consideration of maritime questions, it was desirable to retain for the Joint Maritime Commission the bipartite composition it had had from the beginning. It was decided to hold the question over for further consideration at a later date.

The Commission decided to set up a Consultative Sub-Committee for the purpose of maintaining contact between the Office and the Commission between sessions. The following persons were appointed to constitute, together with the Chairman, this Sub-Committee: for the shipowners' representatives, Mr. Hudig, Mr. Lee, Mr. Snedden, and Mr. Worsöe; for the seamen's representatives, Mr. Coombs, Mr. Haugen, Mr. Jarman, and Mr. Oldenbroek.

The programme of work of the International Labour Office on maritime questions was dealt with in a series of resolutions, the texts of which will be found below.

On the second item on the agenda, the Commission dealt primarily with questions of safety and welfare, on which it adopted important resolutions. Other matters arising out of wartime conditions, such as unemployment indemnities and compensation for loss of effects in case of loss of the ship, detention and family allowances, continuity of service, and training, were referred to the Consultative Sub-Committee for consideration, since they could not be adequately dealt with in the limited time available to the Commission. The discussion of safety measures was greatly facilitated by the fact that the British Ministry of War Transport made available to the Commission draft regulations on life-saving appliances, embodying the results of wartime experience in the British and Allied merchant fleets; the Commission expressed its approval of these as sound practice and made a number of supplementary suggestions. The Ministry also organised, in one of the rooms which had been placed at the disposal of the Commission by the British Government, an exhibition of life-saving appliances.

On the last day of the session, the members of the Commission were welcomed to London by the Rt. Hon. Lord Leathers, Minister of War Transport, and the Rt. Hon. Ernest Bevin, Minister of Labour and National Service, on behalf of the British Government. Lord Leathers expressed the Government's pleasure that the International Labour Organisation had not allowed the difficulties caused by the war to prevent the continuance of its work, and particularly its maritime work, and referred with approval to the

resolutions on safety and welfare which had been adopted by the Commission. Touching on post-war problems, Lord Leathers intimated that he had asked both parties in the British shipping industry to make plans, because, he said, "wartime improvements must not disappear". Mr. Bevin, after referring to the very real gratitude of the peoples of the British Commonwealth to their seamen, said that full justice must in future be done to seamen. In matters of welfare, for which he had a special responsibility as Minister, he was anxious to ensure that seamen would not be treated as a class apart requiring charity but would be dealt with on the same basis as other workers in the community. After the war the maritime industry, which was the means of contact between peoples, must play a more important part than ever before. International agreements on labour matters had been recognised, by the Atlantic Charter, as no less important than political and commercial agreements, and the necessary preparations must be made in advance to deal internationally with post-war labour problems. The condition of seamen in particular must never be allowed to revert to what it was before the war.

An outstanding feature of the session was the strong desire manifested by both sides of the Commission to achieve practical results and for that purpose to reach agreement whenever possible. The result was that no votes were taken, all the resolutions being carried, after discussion and amendment, unanimously.

TEXT OF RESOLUTIONS ADOPTED BY THE COMMISSION

Ratification of International Labour Conventions

In view of the fact that a number of important Conventions on maritime questions adopted by the International Labour Organisation have so far not been ratified by various Member Governments, including those of important maritime countries,

And in view of the special urgency of measures to promote the safety and wellbeing of seafarers,

The Joint Maritime Commission urges Governments to ratify as soon as possible those Conventions which present no substantial difficulties and to institute immediately national consultations between the Governments and the organisations of shipowners and seafarers on the other Conventions to see whether the essential principles of those Conventions are capable of early application and whether the obstacles to ratification can be overcome.

Safety Measures for Seamen

The Joint Maritime Commission,

Having examined the measures now in force in a number of countries for the protection of seamen against the dangers to which they are exposed in time of war, and having noted with satisfaction the great progress made as a result of the war in devising effective safety measures,

Expresses its conviction that the paramount consideration should in all cases be the safety of the seamen and that considerations of expense should not be allowed to be a barrier to the adoption of the most effective measures of protection.

The Commission further considers that every effort should be made to secure the adoption by all maritime countries of the safety measures which experience has shown to be practicable and effective.

The Commission requests the International Labour Office:

(a) To communicate to Governments as soon as possible, on the basis of the existing practice in the countries having the widest experience in this matter and of the suggestions for further improvements set out in the Appendix to this Resolution, which have been approved by the Commission, a summary statement of the life-saving measures best calculated to protect merchant seamen in time of war, and to urge them to review and revise their existing regulations on the matter in the light of the information thus given in order that a high and reasonably uniform standard of safety may be ensured for all seamen;

(b) To continue its study of the question of measures for the protection of seamen in case of shipwreck, fire and other perils in order that the requisite information may be available and unnecessary delay be avoided when conditions permit consideration of the possibility of adopting an international labour Convention on safety measures for seamen;

(c) To recommend Governments to consider entering into reciprocal arrangements under which a national authority will be authorised to carry out, on its own initiative or on the representations of the crew concerned, inspection of the safety equipment of a ship of foreign registration lying in a port within the jurisdiction of that authority and to issue an international certificate of inspection.

Appendix.

(1) On vessels of not less than 3,000 tons gross the lifeboats provided should include one motor lifeboat on each side, adequately provided with fuel.

(2) The use of the radial type of davit should be discontinued at the earliest practicable opportunity and all new tonnage should be fitted with davits mechanically operated for the purpose of swinging lifeboats outboard.

(3) On new vessels pumps, particularly main and circulating pumps, which discharge above the light load line should be fitted with remote control valves for shutting them down. These controls should be located near to the remote control for the main engines. The same arrangements should be applied to existing ships as and when practicable.

(4) On tankers carrying inflammables all lifeboats should be of steel and some life-rafts should be carried aft in the ship.

(5) Expeditious investigation should be made into the design of the best hull form and weather protection for lifeboats.

(6) Nails should not be used in the construction of wooden life-rafts.

(7) Expert consideration should be given to the advisability of equipping lifeboats with radio transmission sets capable of transmitting on short wave lengths as well as on 600 metres.

(8) Definite and adequate arrangements should be made for the position of an abandoned ship to be communicated to those in charge of boats.

(9) Every lifeboat should carry a waterproof chart, or alternatively a chart in a waterproof container, for use in the vicinity in which the ship is sailing.

(10) Adequate visibility of the lifeboat compass should be ensured by the use of luminous compass-cards or by effective illumination.

(11) Every lifeboat should be provided with signal pistol equipment.

(12) The greatest possible use should be made of the space available in lifeboats for the carriage of water and every care should be taken to see that the water supplies are replenished when necessary.

(13) Buoyant containers with supplies of fresh water should be carried on

board ship in close proximity to the lifeboats and so arranged that they will readily float free of the ship.

(14) Every lifeboat should be provided with a unit type first-aid kit in a weather-tight metal container.

(15) Before a vessel leaves its first port of departure fire and boat drills should be held and all life-saving appliances should be inspected. Drills should also be held before leaving any port at which any important change has been made in the crew. Every drill and inspection should be entered in the log book.

The Joint Maritime Commission agrees that it is important in wartime in the interests of safety that officers and ratings should where practicable have reasonable rest before going on watch prior to sailing.

Having agreed to many improvements to the existing standard and methods employed in the saving of life at sea and in view of the urgency of their immediate application, members of this Joint Maritime Commission further pledge themselves that they will immediately do all in their power to ensure that such decisions become operative at the earliest possible date.

Organisation for Seamen's Welfare

The Joint Maritime Commission,

Having noted with satisfaction the measures taken by a certain number of Governments to make provision, in accordance with the Recommendation of the International Labour Conference in 1936, for the welfare of seafarers of their own and other countries while ashore,

Considers nevertheless that, especially in war conditions, it is urgently necessary that such provision should be made on an adequate scale in all maritime countries and should be systematically organised in such a way as to ensure the continuance of necessary welfare schemes after the war.

The Commission therefore urges all maritime Members of the International Labour Organisation to give effect without delay to the provisions of the Seamen's Welfare in Ports Recommendation, 1936.

The Commission calls the attention of Governments in particular to the following matters which it considers to be of special importance:

(1) The administration of welfare schemes should be so organised as to give effective control to representatives of industrial organisations directly concerned with ships and the sea.

(2) The financing of such schemes should be organised on an adequate and permanent basis and should not be exclusively dependent upon so-called charitable organisations.

(3) Special provision should be made without delay for visiting seamen on the basis of equality of treatment irrespective of colour, race or religion.

(4) Medical research services should be organised as soon as practicable for the scientific investigation of questions rela-

ting to the promotion and maintenance of the health of seamen afloat.

Equality of Treatment of Seafarers

The members of this Joint Maritime Commission record their admiration of the war effort of Chinese, Indian and all other seamen from Asia, Africa and the East and West Indies serving in the fleets of the United Nations.

They urge that in collaboration with the respective organisations and Governments concerned all practicable steps should be taken to ensure that in the conditions of employment and general treatment of these seamen there shall be no unfavourable comparison with crews of vessels in similar trades and under the same registry.

The Shipping Industry and the Peace Conference

The Joint Maritime Commission strongly urges that the shipping industry as a whole, both shipowners and seafarers, should be represented at the Peace Conference and any preparations for it or for carrying out the principles of the Atlantic Charter.

International Maritime Charter

The Joint Maritime Commission invites the International Labour Office to study whether it is practicable to prepare an International Maritime Charter setting out guiding principles for an international minimum standard applicable to seafarers of all nationalities, embodying the best practicable social legislation affecting seafarers.

Conditions of Service of Seafarers

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to the next meeting of the Commission a statement on the present position, specifying the wartime changes, concerning the conditions of service of seafarers of the principal maritime nations, with special reference to hours of work at sea and ashore, manning, holidays with pay, security of employment, accommodation, pensions, training, and recruitment.

Organisation of Merchant Fleets

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to a future meeting of the Commission a statement on the measures taken by the principal maritime nations to adapt the organisation, control and operation of their respective merchant fleets to wartime conditions.

International Agreements on the Utilisation of Merchant Shipping

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to a future meeting of the Commission a statement of any public information available on the international agreements or arrangements made

between the principal maritime nations with a view to securing the most effective use of merchant shipping in wartime.

PUBLICATIONS OF THE OFFICE

THE INTERNATIONAL SEAMEN'S CODE

Under the above title the Office has published a collection of the "Conventions and Recommendations affecting maritime employment adopted by the International Labour Conference 1920-1936". It contains the substance of the thirteen Conventions and eight Recommendations dealing with the conditions of employment of seamen. In addition, it gives the substance of two Conventions and two Recommendations relating to the handling of cargo which are of interest to seamen.¹

FOOD CONTROL IN GREAT BRITAIN

The report published under the above title is an analysis of the problems of production, distribution and consumption of food in Great Britain during the present war, together with an account of the measures which have been taken to solve them.

It describes the actual operation of Government planning on a comprehensive scale, which, starting in a very limited way, has been extended until it affects closely almost all processes from the growing of crops, the raising of animals and the importation of foods, at one end, to the actual consumption of food by the final consumer, at the other. A concluding section discusses the post-war significance of the results of wartime control. A series of appendices gives details of *per capita* consumption of food, imports and home production, food control regulations, rationed foods, retail food prices, commodities subject to price control, and milk distribution.²

SOCIAL AND ECONOMIC POLICY

BRITISH AND AMERICAN RECONSTRUCTION POLICY

Statements of outstanding interest concerning the reconstruction policy of the United States and Great Britain have been made recently by Mr. Anthony Eden, British Secretary of State for Foreign Affairs, Mr. Sumner Welles, Under-Secretary of State of the United States, and Mr. John G. Winant, United States Ambassador to Great Britain.

Statement by Mr. Anthony Eden.

In an address given in Edinburgh on 8 May 1942 the Secretary of State for Foreign Affairs of Great Britain stated that the fundamental problem for all was how to keep the peace. "For without peace, without stability in international relationships, without active co-operation between the peoples of the world, without the removal of the constant threat of war, there is no hope for us anywhere." Without peace, the recurring scourge of unemployment could not be avoided, and "without peace we must look forward to ever falling standards of living, to ever increasing social stress".

¹ Montreal, 1942. iii + 55 pp. 25 c.; 1s.

² Studies and Reports, Series B (Economic Conditions) No. 35. Montreal, 1942. vi + 272 pp. \$1.25; 5s. Cloth bound edition, \$2; 7s. 6d.

Explaining that peace cannot be won in a day or at a conference or in a peace treaty, but only after long years of effort, Mr. Eden defined it as an active force and will, greater than frontiers and peace treaties. He added that there would never be peace on earth "unless you have an economic system in which men and women who are willing to work are able to work and find the reward of their labour". While he believed that there could be no social advancement without peace, he also considered that there could not be peace without social improvement.

If there are three million unemployed here, and countless millions of unemployed in Europe and America and Asia, you will not get peace. If there is unemployment and malnutrition and animal standards of life, and poverty that can be remedied is not remedied, in any part of the world, you will jeopardise peace.

In conclusion, he emphasised that the United Nations must aim at a state of affairs in which the four great world Powers represented by the British Commonwealth of Nations, the United States of America, the U.S.S.R., and China, would together sustain the peace system. The other peace-loving countries would aid in peace as now in war, but upon these four world Powers must fall the main burden for the maintenance of peace and the main responsibility for the economic reconstruction of the world after the war.¹

Statement by Mr. Sumner Welles.

In an address delivered in commemoration of Memorial Day (30 May 1942) the Under-Secretary of State of the United States recalled the sacrifices made in previous wars by the people of the United States. Speaking of the objectives and peace aims of the present struggle, he emphasised that:

... the people of the United States were offered at the conclusion of the last war the realisation of a great vision. They were offered the opportunity of sharing in the assumption of responsibility for the maintenance of peace in the world by participating in an international organisation designed to prevent and to quell the outbreak of war. That opportunity they rejected.

Explaining that he did not believe that the people of the United States would make the same mistakes again, he stated that after victory they "will wish to make certain that no element in any nation shall be forced to atone vicariously for crimes for which it is not responsible and that no people shall be forced to look forward to endless years of want and starvation". He believed that the people of the United States would undertake responsibilities in the future for the maintenance of peace and would demand that the United Nations "become the nucleus of a world organisation of the future to determine the final terms of a just, an honest, and a durable peace, to be entered into after the passing of the period of social and economic chaos which will come inevitably upon the termination of the present war and after the completion of the initial and gigantic task of relief, of reconstruction, and of rehabilitation which will confront the United Nations at the time of the armistice".

Describing the changes that had taken place in the period between the wars, Mr. Sumner Welles summarised the post-war issues to be faced by the people of the United States and their Government at the present time. He said:

The problem which will confront us when the years of the post-war period are reached is not primarily one of production. For the world can readily produce what mankind requires. The problem is rather one of distribution and purchasing power; of providing the mechanism whereby what the world produces may be fairly distributed among the nations of the world, and of providing the means whereby the people of the world may obtain the world's goods and services. Your Government has already taken steps to obtain the support and active co-operation of others of the United Nations in this great task; a task which in every sense of the term is a new frontier—a frontier of limitless expanse—a frontier of human welfare. . .

If this war is in fact a war for the liberation of peoples, it must assure the sovereign equality of peoples throughout the world as well as in the

¹ *The Times*, 9 May 1942.

world of the Americas. Our victory must bring in its train the liberation of all peoples. Discrimination between peoples because of their race, creed, or colour must be abolished. The age of imperialism is ended. The right of a people to their freedom must be recognised, as the civilised world long since recognised the right of an individual to his personal freedom. The principles of the Atlantic Charter must be guaranteed to the world as a whole—in all oceans and in all continents.¹

Statement by Mr. John G. Winant.

In an address given at Durham on 6 June 1942 the United States Ambassador to Great Britain outlined joint war and post-war objectives and emphasised that American, British, and Russian workers were at one in manning and arming the armies of democracy. He said:

We are learning to know each other better as the battle moves forward, and as we work together in the economic world, we come to find common ground in the social world. The unity of purpose of our peoples in the common war effort will be carried over to help us in the common social effort that must follow this war. You, who suffered so deeply in the long depression years, know that we must move on a great social offensive if we are to win the war completely. Anti-fascism is not a short-term military job. It was bred in poverty and unemployment. To crush fascism at its roots, we must crush depression democracy. We must solemnly resolve that in our future order we will not tolerate the economic evils which breed poverty and war. This is not something that we shelve "for the duration": it is part of the war. . .

The world of to-day and to-morrow demands courage. What I have seen of your people and what I know of mine and of people elsewhere has convinced me that our supply of courage will never fail. We have the courage to defeat poverty as we are defeating fascism; and we must translate it into action with the same urgency and unity of purpose that we have won from our comradeship in this war.

The pulse of social change is quickening. You can feel it and I can feel it. The President of the United States felt it when he told the International Labour Conference, last fall, that economics must be used to serve this need. It is no mere coincidence that throughout the world statesmen are voicing the will of democracy which is becoming socially articulate. It is an integral part of our war effort. We know there was something fundamentally wrong in the pre-war days when, on one side, workers were standing idle, and, on the other side, people were underfed, badly housed, short of clothes, and children were stinted on education and deprived of their heritage of good health and happiness.

What we want is not complicated. We have enough technical knowledge and organising ability to respond to this awakening of social conscience. We have enough courage. We must put it to use. When war is done, the drive for tanks must become a drive for houses. The drive for food to prevent the enemy from starving us must become a drive for food to satisfy the needs of all people in all countries. The drive for physical fitness in the forces must become a drive for bringing death and sickness rates in the whole population down to the lowest possible level. The drive for man-power in war must become a drive for employment to make freedom from want a living reality. The drive for an all-out war effort by the United Nations must become a drive for an all-out peace effort, based on the same co-operation and willingness to sacrifice.

These are only some of the basic things we want. It is not beyond our technical or spiritual capacity to have them. Just as the peoples of democracy are united in a common objective to-day, so we are committed to a common objective to-morrow. We are committed to the establishment of service democracy.²

¹ *Department of State Bulletin*, 30 May 1942.

² Communication to the I.L.O.

AGREEMENTS IMPLEMENTING THE ATLANTIC CHARTER

The two Lend-Lease Agreements, between the United States and China and the United States and Soviet Russia respectively, and the Anglo-Soviet Mutual Assistance Agreement, which were recently adopted as part of the war strategy of the United Nations, include important provisions determining the application of the principles of the Atlantic Charter to the post-war period.

Lend-Lease Agreements.

The United States-China Agreement, signed on 2 June 1942 by the Secretary of State of the United States and the Minister of Foreign Affairs of China¹, and the United States-Soviet Agreement, signed on 11 June 1942 by the Secretary of State of the United States and the Ambassador of the U.S.S.R.², are identical in their terms with the Agreement signed on 23 February 1942 between the Acting Secretary of State and the British Ambassador.³ Each of these lend-lease agreements includes provisions calling for the attainment in the post-war period of all the economic objectives set forth in the Atlantic Charter.

The Anglo-Soviet Agreement.

The Anglo-Soviet Pact of Mutual Assistance which was signed in London on 26 May 1942⁴ replaced by a formal treaty the Agreement for joint action against Germany signed at Moscow on 12 July 1941. Part II, which deals with the maintenance of peace, is to remain in force for a period of twenty years and thereafter unless 12 months' notice of termination shall have been given.

The preamble states that the two Governments, "desiring, moreover, to give expression to their intention to collaborate closely with one another as well as with the other United Nations at the peace settlement and during the ensuing period of reconstruction on the basis of the principles enunciated in the declaration made on 14 August 1941 by the President of the United States of America and the Prime Minister of Great Britain, to which the Government of the Union of Soviet Socialist Republics has adhered", have decided to conclude a treaty for that purpose. Part II of the treaty specifically indicates that the two Governments agree to work together "in close and friendly collaboration after the re-establishment of peace for the organisation of security and economic prosperity in Europe"; that they will take into account the interests of the United Nations in these objects; and that they will render one another all possible economic assistance after the war.

RECONSTRUCTION WORK OF THE CZECHOSLOVAK GOVERNMENT IN EXILE

The Minister of Economic Reconstruction⁵ in the Czechoslovak Government in London has announced the functions of his Ministry and the plans which are being made by the Government as a whole for the post-war period.

According to a message addressed to the Czechoslovak State Council by the President of the Republic, all the activities undertaken by the various Ministries in planning for the future are of a preliminary nature, subject to final determination when the Government is once more in Czechoslovakia. The President added: "The fulfilment of our present reconstruction tasks will mean much work. But it is not a question of coming to definite decisions in respect of these questions but of the general preparation of the material."⁶

¹ *Department of State Bulletin*, 6 June 1942.

² *New York Times*, 13 June 1942.

³ Cf. *International Labour Review*, Vol XLV, No. 4, Apr. 1942, p. 420.

⁴ *The Times*, 12 June 1942.

⁵ Cf. *International Labour Review*, Vol. XLV, No. 4, Apr. 1942, p. 424.

⁶ Message of President Beneš to the Czechoslovak State Council at its inaugural meeting on 25 Nov. 1941.

The Czechoslovak Government in exile is composed of a number of ministries, each of which includes in its functions the preparation of certain aspects of post-war problems. The Ministry of Economic Reconstruction, in addition to the functions particularly allocated to it, co-ordinates the work of reconstruction of the other Czechoslovak ministries and co-operates with international reconstruction bodies all over the world, including both public and private agencies set up in various Allied countries. The Ministry of Foreign Affairs, with its Research Institute, is responsible for collaboration with the Allied Governments and the preparation of materials and plans for the peace negotiations and for the new order of events in Europe. The Ministry of Justice is concerned primarily with the legal problems of reconstruction. The Ministry of Finance has begun to study the financial measures which will be required immediately after the war and the development of new post-war theories of fiscal policy. The Ministry of the Interior, which includes the Education Department, is dealing primarily with cultural problems and estimating the extent of cultural damage. The Ministry of Commerce, Industry and Trade is particularly concerned with the provision of industrial raw materials and the machinery and means of transport necessary for the restarting of industrial activity. The Ministry of Social Welfare and Health, in addition to following social developments and health policy generally, is preparing, in collaboration with the Czechoslovak Red Cross, the immediate task of providing medical supplies at the close of the war.

Organisation of the Ministry of Economic Reconstruction.

In order to carry out the functions particularly allocated to it, the Ministry of Economic Reconstruction has been divided into four departments, three of a special and one of a general character. A Supplies and Food Department is ascertaining the requirements of post-war Czechoslovakia and making provision for the necessary foodstuffs, clothing, etc.; it is also considering the determination of agricultural policy. A Reparations Department is preparing the evidence of economic damage caused to public and private property by the arrangements growing out of the Munich and Vienna meetings, by the occupation on 15 March 1939, and by the war itself. A Public Works Department is studying the public investment policy of Allied Governments and preparing measures for the prevention of post-war unemployment. Finally, a general Economic Department deals with the reconstruction plans of the various Governments; in particular it is preparing plans for the transformation of the economic system and the introduction of a planned economy. It is this Department which is responsible for the liaison with the various Allied and international reconstruction institutions. Its practical tasks are outlined by the Minister of Economic Reconstruction as the preparation for the change-over from wartime to peacetime economy and from short to long range planned economy, the organisation of a planning body, the preparation for future agrarian policy, and the establishment of the new structure of industrial undertakings.

Underlying Principles of Economic Reconstruction.

Stating that the Government of Czechoslovakia intends "to work as far as it lies within our power for a socially just order, the highest possible standard of life for the great masses of the people, and the preservation of human and civic liberties", the Minister of Economic Reconstruction has stated that the policy of his office would be determined by the following guiding principles:

(1) After the war the element of labour in any undertaking must be valued more than hitherto.

(2) Economic activity in future must take into consideration the interests of the whole community and not merely private gain. Linked up with this is the need to do away with the obsolete theory that the private profits which are possible within the "free play of economic forces" are the best and most effectual incentive to initiative and enterprise. A public economy on a collective basis may afford increased pleasure in work, when—as should be the case in systems of greater social justice—skilled work is especially valued.

(3) Our economy in future must be organised and planned, not chaotic as before this war.

(4) Mines, heavy and key industries, transport, sources of natural

energy and electricity works, should be nationalised, or otherwise transferred to public ownership. The State Bank must also be nationalised. The whole system has to be placed upon a new footing.

(5) We must, however, realise that the nationalisation and transference of businesses to public ownership does not necessarily mean an approach to social justice, as we have seen from experience in the fascist, semi-fascist, and corporative States. It depends upon the ideas governing the whole of economic production.

(6) Every effort will have to be concentrated upon avoiding famine after the war, and upon a sufficiently thorough campaign against unemployment, to make a system of allowances unnecessary. We need a policy of work, not of doles, but the work must, of course, be properly paid.

(7) Acceptance of the principle that since economics are bound up with politics the only safety for the world and especially for small nations lies in a system of collective security as accepted by the 26 Nations in January 1942. Within the framework of this collective security, the best regional, economic and political solution for Czechoslovakia is a bloc of States from the Baltic to the Adriatic based on friendship with the Soviet Union.

(8) The continuation and intensification of the social policy of the first Republic, with an added effort to raise the standard of life of the population. In carrying out a policy of social improvement, there must be an improvement in the legal measures determining social conditions which were laid down in the period of the first Republic, such as the Employment Exchanges Act, the systems of social insurance, the legal foundation for factory committees, the legislation regulating hours of work, the legal basis of collective agreements, the principles underlying the system of unemployment assistance, and regulations concerning inspection. In addition, there must be new measures concerning juvenile welfare and apprenticeship.

(9) Together with other factors within the framework of our Government, we shall have to devote special attention to the problems of public health and culture.¹

ESTABLISHMENT OF THE SOCIAL AND ECONOMIC PLANNING COUNCIL IN SOUTH AFRICA

The South African Minister of Commerce announced in the House of Assembly on 25 March 1942 the establishment of the Social and Economic Planning Council which, as had been indicated by the Prime Minister on 6 March, is to provide the machinery for dealing with social and economic reconstruction.²

The terms of reference of the Council are:

(1) To investigate, and make representations for promoting, the planned development of the resources of the Union and its internal and external trade, as well as the prosperity and well-being of the population as a whole;

(2) To examine and make recommendations on schemes and suggestions made from time to time to improve the social and economic standards of the various sections of the community;

(3) To review the policies and programmes of the various departments and boards which have an economic or social bearing, with a view to advising the Government on steps to secure their better co-ordination;

(4) From time to time to nominate, with the concurrence of the Government, consultative sub-committees for special investigations and enquiries;

(5) Generally to advise the Government on social and economic policy.

While the Council is an advisory body, it is directly responsible to the Prime Minister.

The Council is composed of the Chairman of the Industrial and Agricultural Requirements Commission (who is also the Government nominee and managing director of the Industrial Development Corporation of South Africa); a member of the Industrial and Agricultural Requirements Commission (for many years

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, p. 537.

a mining engineer); the resident director of the Victoria Falls and the Transvaal Power Company; the former head of the Division of Plant Industry of the Department of Agriculture; a business man; a senator (representing Natives); two farmers; a director of the South African Board of Barclays Bank (and formerly Secretary for Finance); and two women, who are members of the Cape Provincial Council (one of them is vice-chairman of the Cape School Board and the other an advocate).¹

THE BRITISH BUDGET AND WAR FINANCE

Following his precedent of last year the British Chancellor of the Exchequer reviewed the whole of the Government's financial policy in relation to Great Britain's war economy in a White Paper² presented to Parliament on 14 April 1942. The first White Paper³ in this series was prepared in two sections, one by the Treasury and the other by the Central Statistical Office. The second was prepared entirely by the Central Statistical Office "with the collaboration of the Treasury". Since numerous changes have been made in the items in the tables, the estimates in the current document are not fully comparable with those made in the earlier one. Moreover, in the Treasury's section of the earlier Paper figures were given relating to "war years", the first of which began on 1 September 1939. The material in the present document is given for calendar years, with supplementary data for years ending on the quarterly dates of 1941, thus affording a clear picture of the development of each item under review. As the Chancellor commented, the second Paper "contained some new material and was even fuller in its analysis of public finance and national income and output than the one issued last year".

The magnitude of the budget's figures and the buoyancy of revenue are strikingly shown in the table below:

	1941-42		1942-43
	Estimate	Actual	Estimate
	£ million	£ million	£ million
Expenditure	4,206	4,776	5,286
Revenue	1,786	2,074	2,627 ¹
Deficit	2,420	2,702	2,659

¹ Including a contribution of £225 million from the Canadian Government.

Receipts from taxation had been estimated at £1,759 million for 1941-42 but ultimately amounted to £1,961 million; for 1942-43 taxation is expected to bring in £2,361 million. To get the additional £400 million yield, no important change has been made in direct taxation, but with expansion of the national income and full-year operation of the 10s. rate, income tax and surtax are expected to bring an additional £143 million, and the excess profits tax another £156 million. Increases in customs and excise taxes will bring a net increase of £103 million, the higher yield from the levies on spirits, beer, tobacco, and

¹ *Cape Times*, 26 Mar. 1942.

² *An Analysis of the Sources of War Finance and an Estimate of the National Income and Expenditure in 1938, 1940 and 1941*, Cmd. 6347.

³ Cmd. 6261.

entertainments more than offsetting the decline resulting from the growing restriction in the supply of other dutiable commodities, including tea, sugar, and a list of articles on which import duties and purchase tax are payable. Subsidies designed to hold down living costs amounted to £125 million in 1941, but will be higher in 1942 owing to higher agricultural prices and a rising tendency in overseas markets.

The White Paper gives an interesting analysis of the sources from which governmental outlays were met in 1941:

	£ million
Central Government expenditure:	
Overseas disinvestment	798
Central Government revenue	1,832 ¹
Extra-budgetary funds and local authority surpluses	220
Compensation received in respect of war risks and war damage claims	249
Savings and undistributed profits including reserves against taxation	1,028
Residue from other sources	493
	<hr/> 4,620 ¹

¹ Adjusted for appropriations-in-aid, etc.

Overseas disinvestment refers to the sale abroad of gold and foreign investments; extra-budgetary funds are typified by the unemployment and health insurance schemes; and it has been assumed for convenience of statistical presentation that the community lent back to the Government the whole of the £249 million received in compensation for war damage. The residual item requires a more elaborate explanation. After expenditure on consumption the community had at its disposal funds derived from the sale of fixed assets to the Government, sinking fund and depreciation reserves of businesses, and moneys not reinvested in working capital and inventories. Some of these funds were employed for new investment, renewals, and restoration of property destroyed or damaged by war action. But on balance £493 million were not so employed and thus became available to the Government.

Another table in the White Paper gives data on the proportion of resources absorbed by Government expenditure.¹ It is pointed out that many statistical traps are present in this type of discussion, and the decision is reached that the most meaningful analysis is to determine the relationship between Government expenditure on goods and services and total expenditure. This proportion comes to 52 per cent. for the year 1941. Estimates have also been made of the relationship between total taxation (less subsidies) and the national income. It would appear that the proportion of national income devoted to taxation rose from 26 per cent. in 1938 to 33 per cent. in 1940 and 40 per cent. in 1941. In the case of personal expenditure, the estimates show a slight reduction in monetary outlay between 1940 and 1941, but this, of course, is no guide to the reduction in the volume of personal consumption. This is a most difficult item to measure because no satisfactory index of prices is at present available to make a valid comparison between 1941 and the last pre-war year. The White Paper remarks that "the measure of the reduction in the volume of consumption in 1941, compared with 1938, cannot be estimated more precisely than that it probably lies within the limits of 15 and 20 per cent."

This estimate has been used, with an estimate of the reduction in capital, to give some indication of the real burden imposed by the war on the British people. Reduction in capital consists of realisation abroad of gold and foreign investments, damage and destruction of property, and net depletion of fixed equipment, inventories, and working capital. "Hence for 1941 a current reduction in consumption valued at £600 million at pre-war prices and a depletion of actual and potential capital by £1,500 million would represent the real burden imposed by the war."²

¹ An extensive discussion of this point appears in *The Economist*, 18 Apr. 1942, pp. 529-530.

² LONDON AND CAMBRIDGE ECONOMIC SERVICE: *Report on Current Economic Conditions*, Memorandum 90 (May 1942), p. 8.

One of the most interesting items in the White Paper is a table dealing with the distribution of gross personal incomes in the financial year 1940-41 and showing the effects of changes in income tax and surtax between the years 1938 and 1941 as they affect the income aggregates for each group. It clearly shows the effects of progressive taxation upon the higher incomes. The technique used has been to determine aggregate net income for each group on the basis of actual tax rates in 1940-41 and then to provide two comparisons on the basis of the supposition that 1938-39 and 1941-42 tax rates had been levied on 1940-41 incomes. The figures given have been aggregated as follows¹:

Range of gross income 1940-41	Proportion of total gross income	Proportion of total net income, after income and surtax levied at		
		1938-39 rates	1940-41 rates	1941-42 rates
£	%	%	%	%
Under 500	76.6	80.6	82.9	84.2
500 - 2,000	13.9	12.9	12.1	11.4
Over 2,000	9.5	6.5	5.0	4.4

Thus the proportionate share of total net income (on the basis of 1941-42 tax rates) received by persons with incomes of less than £500 per annum is approximately 10 per cent. greater than their share of total gross income. A calculation of this type is of limited value because it entirely neglects the regressive effects of indirect taxation. Yet it has important implications in view of the fact that the cost of living—that is, the cost of essentials for a working class family—has not increased in Great Britain during the past year.

INDUSTRIAL DEVELOPMENTS IN CHINA

Particulars, drawn from recent despatches from Chungking, are given below, showing the steady progress being made by the industrial co-operatives in China and the extent to which various industries are being built up with a view to making the country self-sufficient.

THE INDUSTRIAL CO-OPERATIVES

China's industrial co-operatives are still making progress. The last figures published in these pages² referred to March 1941, showing 1,704 such societies, with 21,199 members. According to information recently supplied by *China at War*, the figures for June 1941 were 1,867 societies and 29,284 members; the monthly production, which amounted to \$5,783,540 in June 1940 and \$9,392,154 in December of the same year, rose to \$14,246,595 in June 1941.

It is pointed out that development would be even more rapid if it were possible to place more liquid capital at the disposal of the movement. "Five million U.S. dollars", said the Bishop of Hong Kong, the Right Reverend R. O. Hall, a year ago in Chungking, "would put the Chinese industrial co-operatives on their feet so they could make a real contribution towards winning the war and forming a bulwark of democracy in the country at the close of the war".³

¹ *The Economist*, 18 Apr. 1942, p. 530.

² Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, pp. 660-667: "The Industrial Co-operatives in China".

³ *China at War*, June 1942.

THE EXTENT AND RANGE OF PRODUCTION

In a recent despatch from Chungking it is stated that, notwithstanding the difficulties caused by the war, important industries have been successfully built up in the hinterland in China that make the country self-sufficient in respect of war materials, with the possible exception of steel.

In the first six months of 1941 the industries that had been moved from the coast to the interior, following the outbreak of the war, produced manufactured goods and essential ores to the value of 110 million dollars, as compared with only 20 million dollars for the corresponding period in 1940. The industries include heavy industries, machine shops, weaving, spinning and dyeing plants, chemical factories, industries producing gas engines, steam turbines, oil burners, scientific implements, paper, leather, and automobile parts.

Medical supplies. Four-fifths of the medical needs of the country can be produced, it is stated, with scientifically processed local products. At a medical exhibition held at Chungking early in May 1942, 1,360 different products are reported to have been displayed, including locally processed herb medicines, anesthesia agents, preventive vaccines, serums, chemical preparations for use in laboratories, and apparatus for the manufacture of medicines.

Production of machinery. Machine shops produce special machinery for the manufacture of fire-arms, munitions, machine tools, adaptors for gasoline engines to use charcoal and Diesel oil. Other manufactures are electrical appliances, delicate precision instruments for military needs, radio sets and valves, military and ordinary telephones, batteries, portable generators, and other kinds of heat, power and electrical-communication appliances.

Chemicals. Chemical plants are producing large quantities of hydrochloric, sulphuric and nitric acids, caustic soda, and ammonia, essential for the manufacture of munitions as well as for commercial purposes.

Heavy industries. Heavy industries with modern Bessemer furnaces are producing steel and iron. On the eve of the war there were 20 blast furnaces, all in coastal cities, and at the present time there are more than 12 new ones in the interior. At a recent exhibition army material produced under the control of the War Office was displayed. The articles ranged from artificial limbs, canned rations, and barbed wire to drugs and cloth for uniforms. The principal feature of the exhibition consisted of weapons made in the country, including rifles, machine guns, tanks, mortars, grenades, light and heavy anti-aircraft guns, big guns and mountain and anti-tank guns, mines, aerial bombs, gas masks, shells, and explosives.

Oil, cotton and food production. Oil wells have been drilled in Kansu province and refineries have been erected. Cotton growing has increased. The Ministry of Agriculture and Forestry is working out a plan to increase food production by 2,500,000 tons of cereals this year, which is more than sufficient to meet the nation's annual requirement of 3,000,000 tons of rice and wheat for army rations and civilian needs.

Miscellaneous. It is reported that the country's vast resources are now being brought into use energetically. Tin, tungsten, and antimony, which formerly were sent to the United States in great quantities for armament manufacture, are employed locally. Tung oil, which before the war was the most important of the country's farm exports, supporting 4,500,000 families, is used at present as a substitute for kerosene in millions of homes and employed in the manufacture of varnish, waterproof shoes, and road paving. Eleven factories near Chungking have started making motor fuel from tung oil. Others are making vegetable oils, distilling soft coal, compressing natural gas, and manufacturing alcohol from grain on a very large scale.¹

¹ *New York Times*, 10 May 1942.

THE INDUSTRIAL AND ECONOMIC SITUATION IN INDIA

Notes on the measures taken for increasing production in India during the present emergency have been published in these pages from time to time. The following is a summary of information received at the International Labour Office since the publication of the last note on the subject.¹

THE BUDGET ESTIMATES FOR 1942-43

The Finance Member of the Viceroy's Executive Council, who presented the Budget of the Government of India for 1942-43 (excluding the railways) in the Central Legislative Assembly on 28 February 1942, stated that the revised estimate of expenditure for 1941-42 on defence was placed at 1,020 million rupees, while the 1942-43 estimate had been 1,330 million rupees. This was, however, only a fraction of the total sum that was being spent in India on the war. The expenditure on defence services and supplies that the Government of India expected to recover from the Government of the United Kingdom would exceed 4,000 million rupees in 1942-43.

The Effect of the War on Indian Economy.

Dealing with the effect of the war on the economic situation in the country, the speaker said:

Over the greater part of the fiscal year, the price level has been rising sharply and, indeed, the widespread demand for the control of prices is a confirmation of the strain which increased purchasing power in the hands of consumers, on the one hand, and the diversion of resources to the war effort, on the other hand, are imposing upon the economy of India. The full utilisation of the country's productive powers, which, incidentally, are becoming increasingly diversified, has its counterpart in growing incomes and increased opportunities for employment. That is the favourable aspect of the war on the economic side. The growing shortages, the necessity for doing without, the sacrifices that all classes of the community are now called upon to undergo—these, which are the inevitable consequences of the immense wastages which modern wars involve—are the less welcome aspects of the economic situation. On the whole, however, this country has been fortunate; the balance has so far been greatly to her advantage. The fact that it has been possible during this period to wipe off virtually the whole of India's external debt shows that the country's overseas trade, in spite of all the obstacles presented by the shortage of shipping, has been amply maintained.

Industrial Development.

Referring to the major features of the industrial advance brought about by the war, the Finance Member remarked:

Close relations have been established with the cotton textile industry, and by co-operation between the Director-General of Supply and a panel representing the industry, bulk purchases have been arranged on a very large scale. Something like 700 million yards of cotton textiles will be purchased during the year 1942-43. The clothing factories, multiplied ten-fold since the outbreak of war, are turning out more than 8 million garments a month. A new parachute factory has been set up, and the first Indian-made statics have passed their trials satisfactorily. The production of web equipment is being rapidly stepped up, and the output of leather goods has increased thirty-fold. Enormous quantities of timber are being extracted from the Indian forests, and a considerable sawing industry has been established, which provides employment for a large number of people. Many new chem-

¹ Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, pp. 541-544.

icals have been produced for the first time in India, and Indian sulphur will shortly be on the market.

The Directorate-General of Munitions Production has launched satisfactorily a large number of new projects. . . Approval has been given to some 20 new projects involving in all a capital outlay estimated at roughly 120 million rupees, and these are now in various stages of execution. These projects involve the establishment of new factories and the expansion of old ones for the production in India of weapons, ammunition, steel, and other stores in urgent demand for war purposes. The load on trade and railway workshops has also been substantially increased. Apart from fabricated engineering stores, the tonnage of which is very considerable, the output includes a large range of military requirements from armoured fighting vehicles and small auxiliary naval craft down to camp kettles. Steam-driven marine engines are in production, and India has made her first electric transformers. These results have been achieved by the ready co-operation of industrial concerns throughout India and of the Railway Administrations.

Reserve Fund for Post-War Industrial Expansion.

After announcing that, so far as the excess profits tax was concerned, it was proposed to retain the existing rate of 66 2/3 per cent. to be levied on the profits for a further period of one year, the speaker observed:

Here also, however, we have introduced a new feature . . . We feel that there is great force in the argument for the supreme importance of building up a reserve for the rehabilitation and re-equipment of national industries after the war. There is also a strong case for immobilising during the period of the war as much as possible of the excess profits earned and preventing postponable private expenditure from exerting an undesirable influence on the price level. To assist in securing these objects we are prepared to contribute an amount up to but not exceeding 1/10 of the net excess profits tax ultimately paid at the rate of 66 2/3 per cent., provided that the assessee deposits a sum equal to double this amount. The contribution thus placed in reserve by the assessee will be repayable within 12 months of the end of the war and will in the meantime earn simple interest at the rate of 2 per cent. per annum. The proportion contributed by the Government will also be paid out after the war at such time and subject to such conditions as may hereafter be determined. Advice on the formulation of these conditions will be sought from the Post-War Reconstruction Committee.¹

ESTABLISHMENT OF A WAR RESOURCES COMMITTEE

In pursuance of one of the most important recommendations made by an American technical mission that visited India recently with the object of surveying the situation in respect of the production of war materials and suggesting ways and means for its improvement, a committee of the Viceroy's Executive Council, to be known as the War Resources Committee, has been established to mobilise and direct the war effort on the economic side. The mission took the view that the problem of augmenting production of peacetime commodities required for the war and of converting peacetime industries to new war production could be solved only by a strong centralised power, vested in and exercised by the Government.

The Committee will be presided over by the Viceroy. The Members of the Viceroy's Council for Defence, Supply (which also covers production), Finance, Commerce, and Communications, will sit on the committee, and when necessary other members of the Government of India can be co-opted. The Committee will have a full-time secretary, and will meet from day to day. According to the official announcement of its establishment, its terms of reference are "to deal with and co-ordinate problems of war production, transport, communication, finance, the rationing of food and materials, and all connected matters".

¹ Communication to the I.L.O.

The announcement adds that one of the first tasks of the Committee will be to push on with action already taken upon the American mission's report, which, it is stated, the Government of India "decided to implement to the fullest extent possible". The American mission, while it appreciated what had already been done in the way of developing war production in India, was insistent that more could and should be done through the regimentation and rationalisation of industry and the introduction of mass production. It is also stated that the Committee's decisions will be binding upon all the authorities in India.¹

Commenting on the report of the American mission, the Member for Supply of the Viceroy's Council remarked that while there had been a great industrial expansion in India since the war broke out, the country would not reach its peak in munitions production until the middle of next year. The shortage of machinery, material, and personnel could be partly overcome by help from Great Britain and the United States. He also said that factories and civil workshops were turning out vast quantities of munitions. Between July 1940 and April 1942 the production of gun ammunition had risen from 76 per cent. to 663 per cent. above the pre-war figure; that of small-arms ammunition had increased from 152 per cent. to 294 per cent.; and that of rifles from 207 per cent. to 689 per cent. The Director-General of Munitions Production was now using 1,500 engineering workshops, including 23 railway workshops, for producing general engineering and hardware items, small tools, and munitions components.²

LABOUR DEVELOPMENTS IN BRITISH CENTRAL AND EAST AFRICA

In two ways changes in British colonial labour policy have become prominent since the early months of 1942. In the first place, the orderly extension of modern principles of labour legislation to the colonies has been pursued; in the second, war needs have necessitated the adoption of emergency measures, sometimes at variance with general principles. In the British Central and East African dependencies, from Northern Rhodesia to Kenya, this dual process has taken the form of measures for the application of international labour Conventions and of short-term measures designed to increase the labour supply for essential undertakings.

War Emergency Measures.

An account has previously been given in these pages of the conscription of African labour in *Kenya*.³ The Office has since received the text of the Defence (African Labour for Essential Undertakings) Regulations, 1942, by which such conscription has been brought into effect.⁴

In *Northern Rhodesia*, the Emergency Powers (Conscription of Natives for Farm Labour) Regulations, 1942, empowered the Labour Commissioner to conscribe Africans between 16 and 45 years of age for employment on maize or wheat farms. These Regulations were only valid from 21 February to 30 April 1942.⁵ The Northern Rhodesia Emergency Powers (Recruitment of Farm Labour) Regulations, 1942, established a system of Government recruiting of voluntary labour for farm work. Notwithstanding other provisions of the law, the Labour Commissioner or any person authorised by him may recruit voluntary labour from among Africans between 15 and 45 years of age for a contract period of not more than two years. The Government is responsible for the cost of transport from the place of recruiting to the place of employment and for repatriation on the termination of employment. It is provided that general labourers shall receive wages of not less than 10 shillings for a 30-day "ticket"⁶ with food for

¹ *The Times*, 11 June 1942.

² *Idem*, 6 June 1942.

³ Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, p. 566.

⁴ *Kenya Official Gazette*, 3 Mar. 1942.

⁵ *Northern Rhodesia Gazette*, 23 Feb. 1942. The British Government has since agreed to the extension of the period of compulsion for a further period of two months from the end of April (communication to the I.L.O.).

⁶ East African workers are commonly employed under agreements for the performance of one or more "tickets" of 30 working days, which must be completed within a certain period, usually 42 days.

youths not liable to tax, and 12½ shillings with food for persons who are so liable.¹

In the Mandated Territory of *Tanganyika*, the Defence (Recruitment of Servants) Regulations, 1942, did not introduce Government recruitment but simplified the procedure whereby labour agents may recruit workers for undertakings primarily concerned with the production or manufacture of sisal, coffee, tea, maize, beans or sugar. The Defence (Native Labour) (Prescribed Occupations) Order, 1942, issued in pursuance of 1941 Regulations, require Africans in contract employment who are engaged in certain types of production in certain provinces to perform not less than 30 days' work during a complete period of 42 days' employment.²

Legislative Reforms.

In *Northern Rhodesia*, the Employment of Natives (Amendment) (No. 2) Ordinance, 1941, brings the principal law into line with the requirements of the Recruiting of Indigenous Workers Convention. In addition, it prescribes that the food supply to servants shall not merely be what the employer considers proper and sufficient but what is considered such by the Director of National Service; and it removes a further penal sanction, namely, the penalty of a fine not exceeding half a month's wages, or one month's imprisonment in default of payment, for offences such as abusive or insulting language.³

Towards the end of 1941 a debate on labour policy took place in the *Nyasaland* Legislative Council. In his opening address on 19 November, the Governor spoke of the necessity of overhauling existing labour legislation and alluded to the obligations resulting from international labour Conventions. In this connection he said:

... We have accepted certain principles which have been evolved as the result of world-wide discussion, and it is important that we should satisfy ourselves that those principles are in fact applied in the legislation of this territory and that we have furnished ourselves with the machinery necessary to make them effective at a time and in a manner appropriate to the circumstances of the Protectorate. In these matters I cannot sufficiently emphasise the joint responsibility of the Government, of employers of labour, and of the leaders of the Native people.

On 1 December a motion was moved by a non-official member of the Council for the appointment of a committee to examine existing and proposed labour legislation. Among the points made was the value of providing machinery whereby the unofficial community of Nyasaland could be associated in the examination of Conventions. The motion was adopted and on 20 February 1942 the Government announced the appointment of a committee with the following terms of reference:

- (1) To consider and advise upon the extent to which local labour legislation requires revision to give effect to such international labour Conventions as have been ratified by His Majesty's Government on behalf of the Nyasaland Protectorate;
- (2) To examine and advise upon draft legislation relating to workmen's compensation;
- (3) To examine and advise upon the need for further legislation relating to trade unions;
- (4) To advise upon the extent to which administrative, medical and labour welfare services should be established or enlarged;
- (5) To tender advice upon any other matter relating to the employment of labour.⁴

Mention may also be made of a similar overhaul of labour legislation in *Uganda*. The Governor, in an address to the Legislative Council on 9 December 1941, said that he had been far from content with certain features of the existing

¹ *Northern Rhodesia Gazette*, 20 Mar. 1942.

² *Tanganyika Territory Gazette*, 27 Feb. 1942.

³ *Northern Rhodesia Gazette*, 30 Dec. 1941.

⁴ *Nyasaland Government Gazette*, 28 Feb. 1942; *Record of the Proceedings of the Legislative Council of Nyasaland*, 19 Nov. and 1 Dec. 1941.

labour legislation, which he considered inappropriate to a territory as advanced as Uganda. For the consideration of these matters a labour sub-committee of the Development and Welfare Committee had been appointed, and it was engaged in the examination of amendments to labour legislation necessary in order to comply with international labour Conventions. In this connection he said:

Undoubtedly after the last war there was marked progress in African countries, and I feel that after this war we shall witness comparable and perhaps unprecedented advance. We have had to discard and will again be obliged to abandon sundry methods and notions which were excellent in their time when Africa was still the dark continent, but to-day are out-of-date and impracticable.¹

INDUSTRIAL RELATIONS

THE IRISH TRADE UNION ACT OF 1941

The new Trade Union Act, 1941, No. 22, adopted in Ireland on 22 September 1941 provides for the licensing of bodies carrying on negotiations for fixing wages or other conditions of employment, and for the establishment of a tribunal having power to determine the unions which shall be the recognised organisations of employers and workers. By an Order of 11 December 1941², the Minister for Industry and Commerce fixed 1 May 1942 as the date for the coming into operation of the licensing provisions of the Act.

Negotiation Licences.

Under the new Act it is not lawful for any body of persons, not being an "excepted body" as defined below, to carry on negotiations for the fixing of wages or other conditions of employment unless such body is the holder of a negotiation licence. The expression "excepted body" means any of the following bodies:

- (a) A body which carries on negotiations for the fixing of wages or other conditions of employment of its own employees only;
- (b) A civil service staff association recognised by the Minister for Finance;
- (c) An organisation of teachers recognised by the Minister for Education;
- (d) The Agricultural Wages Board;
- (e) A trade board established under the Trade Board Acts, 1909 and 1918;
- (f) A body which applies to the Minister for Industry and Commerce for registration and satisfies the Minister that it consists of persons who are usually employed in a particular form of work by the same employer and that it carries on negotiations for the fixing of wages or other conditions of employment with that employer only.

The penalty for acting without a licence is a fine not exceeding £10 imposed on each member of the controlling authority of the body in question, with a further fine not exceeding £1 for each day during which the offence is continued.

A negotiation licence is granted only to an authorised trade union, that is to say, a trade union registered under the Trade Union Acts, 1871-1935, or, if not so registered, a trade union under the law of another country whose head-

¹ *Uganda Gazette*, 15 Dec. 1941.

² *Statutory Rules and Orders*, 1941, No. 590.

quarters control is situated in Ireland. Furthermore, the union must have deposited with the High Court a sum varying with its membership, as specified in a Schedule to the Act, from £1,000 for unions with not more than 500 members to £10,000 for unions with 29,000 members or more. A reduction of the deposit by not more than 75 per cent. may be granted in cases of hardship arising from the abnormal conditions incident to the war. No order granting such relief may remain effective later than 12 months after the date the Emergency Powers Act of 1939 ceases to be in force. Once every three years, the trade union must notify the Minister for Industry and Commerce of any changes in membership in order that the amount of the deposit may be adjusted if necessary. Any such adjustment must be made within four months after the expiration of the three-year period. Failure to submit a statement or misrepresentation of the facts is punishable by a fine.

The Minister may by order revoke any licence if he is satisfied that the holder has ceased to be an authorised trade union. The provisions of the Trade Disputes Act, 1906 (exempting registered trade unions from civil and criminal liability for acts done in furtherance of trade disputes), apply only in relation to authorised trade unions.

Obligations of Trade Unions.

A registered trade union holding a negotiation licence is required to include in its rules provisions specifying the conditions of entry into and cessation of membership, to keep at its office a register of its members, showing their names and addresses, the date of commencement and cessation of membership, etc. If the membership has ceased by suspension or expulsion, reference must be made to the rule or other provision authorising suspension or expulsion. A registered trade union is further required to keep at its office a register of members open for inspection by any interested person.

An unregistered trade union holding a negotiation licence is required, in addition to the above-mentioned conditions, to maintain an office within the State for the purposes of the Act, and give notice in writing to the Minister of the situation of such office and of every change thereafter. Furthermore, it must give notice in writing to the Minister for Industry and Commerce of every change in its rules or constitution, its committee of management or other controlling authority, and its trustees, and of every change of its secretary or other principal officer. Failure to comply with these requirements is punishable by a fine.

Establishment and Functions of the Trade Union Tribunal.

Composition of the Tribunal. The Trade Union Act provides for the establishment of a Trade Union Tribunal by the Minister for Commerce and Industry, to consist of a chairman and four ordinary members. The chairman is required to be a practising barrister or solicitor of at least ten years' standing or a person experienced in the operation of trade unions or in settling trade disputes. A temporary chairman having the same qualifications as the chairman may serve when the chairman is unable to attend sittings. Two panels of persons eligible for appointment as ordinary members, nominated by employers' and workers' organisations respectively, are to be maintained by the Minister. The employers' panel consists of persons nominated by employers' trade unions, representative of the trade or industry concerned, and the workers' panel of persons nominated by workers' trade unions, likewise representative of the trade unions concerned. The chairman and the ordinary members are appointed for a term to be fixed by the Minister, but not exceeding five years, and may at any time be removed from office by the Minister.

Three members are required to sit at every meeting of the Tribunal. In cases of application for a negotiation licence by an employers' union, the three members will be the chairman and the members appointed from the employers' panel; in cases of application by a workers' union, they will be the chairman and the workers' representatives. A person directly interested in any trade union concerned in the case may not sit, however, but must be replaced by a substitute appointed by the Minister from the same panel. Decisions are taken by a majority vote.

Functions. The Tribunal has power to determine whether or not a body has the exclusive right to organise employers or workers of a particular class. It

may also determine that two or more specified bodies have this right. But it may not grant such exclusive organising rights to bodies registered under the law of another country and having their headquarters control in that country. When considering an application, the Tribunal will hear any interested person and receive evidence tendered to it. For the purpose of the Act, employers and workers may be classified by reference to the class of industry to which they belong and to the area in which they carry on their trade or work. Before granting a determination that a particular trade union of workers shall have the sole right to organise workers of a particular class, the Tribunal has to be satisfied that the granting of such determination will not affect adversely any rights or claims to benefits enjoyed for the time being by those workers as members of a trade union, and that the trade union will provide suitable employment or reasonable compensation for any officers of a trade union who lose their employment in consequence of the determination.

Before making a determination as to the sole right of unions to organise workers of a particular class, the Tribunal may, for the purpose of obtaining the opinion of all the workers concerned, arrange for the holding of ballots, which are to be carried out in accordance with its directions. If any trade union fails to comply with the ballot requirements, it is liable to a fine not exceeding £50.

Once a determination is made that two or more trade unions have the exclusive right to organise employers or workers, as the case may be, no application may be made affecting the class of employers or workers in question until at least five years have elapsed from the date the determination was granted. No other body may make such an application during the same period or until the determination is revoked.

Review of determinations. Trade unions may make written request for review of a determination within one month after it is granted, but the operation of the determination is not thereby affected. The Minister for Industry and Commerce will then submit the determination to an appeal board for consideration. This board will consist of a chairman, who is to be a judge of the High Court or Circuit Court nominated by the President of the High Court, and two ordinary members, nominated by the Minister and chosen from the panel of employers or of workers, as the case may be. The appeal board, after hearing any interested person, may refer the case back to the Tribunal for reconsideration if it is unanimously of the opinion that the determination is not in the public interest or does not adequately safeguard the rights and claims to benefits enjoyed by workers and adversely affected by the determination, or the position of officers of trade unions so adversely affected, or that the Tribunal did not make the determination in a sufficiently precise form. In any other case, the board must decline to interfere.

After reconsideration, the Tribunal may unanimously decline to interfere in the determination. Otherwise, the chairman may either revoke the determination or give a new determination, embodying the views of the appeal board. Such new determination is deemed to be a determination of the Tribunal, and is final and not open to review.

Effects of determinations. If a determination is granted to the effect that one trade union alone shall have the right to organise employers or workers of any particular class or in any particular area, no other trade union may accept a member of this class or area. However, this provision does not apply in respect of civil service staff associations, organisations of teachers, and trade unions which do not carry on negotiations for fixing wages or other conditions of employment.

Obligation to Admit to Membership of Trade Unions.

Authorised trade unions, holders of exclusive negotiation licences, may not refuse membership to applicants of the class covered by a determination unless the union is satisfied that it is undesirable to admit the applicant as a member on account of his bad character or on account of his previous expulsion from the trade union for a gross breach or continuous breaches of its rules. A refusal order must state its grounds. The person refused membership may appeal to the justice of the district court having jurisdiction where he resides, and the justice may, as he thinks proper, grant or refuse annulment of the order. In the former case, the trade union must admit the applicant, subject to a fine for

failure to comply. The fine is payable by the union itself if registered under the Trade Union Acts, 1871-1935, and otherwise by the members and officers consenting to or facilitating the failure to admit the applicant.¹

ATTITUDE OF THE IRISH TRADE UNION CONGRESS

A special conference of unions affiliated to the Irish Trade Union Congress was held on 23 October 1941.

The President, reviewing the position, stated that the Trade Union Bill had now passed through both Houses of Parliament and would come into operation in 1942. He mentioned that in 1935 the Congress had been informed of a statement by the Minister for Industry and Commerce according to which there were certain abuses within the trade union movement; there were too many unions catering for the same class of workers, causing trade disputes and stoppages of work although in many cases there had been no dispute with the employers on wages or conditions of employment; and if this situation was not corrected by the movement itself, the Government would be forced to take action. In 1936 a representative commission had been set up by the Trade Union Congress, but after deliberating for over two years it was unable to arrive at decisions which would have the desired effect. Twelve months ago, members of the National Executive had been invited to meet the Secretary of the Department of Industry and Commerce, who informed them of the proposed Bill and the various provisions which it was meant to bring into effect. At all times Congress had protested against the proposed legislation, as it was felt that, no matter what shape it took, it was bound to introduce certain interference with the liberty of the trade unions. However, it was now law, and the unions had been called to this conference, after having received six weeks' notice, to state the attitude of their executives towards the Act, particularly in relation to the question of taking out a negotiating licence or not.

At the conference a number of unions declared that their executives had decided to register and apply for a negotiation licence. A number of others declared against this, and a large number stated that they had not yet come to any decision.

A resolution was carried instructing the National Executive, in conjunction with the Labour Party, to inaugurate a national campaign to compel the Government to withdraw the Trade Union Act, 1941.²

EMPLOYMENT

LABOUR SUPPLY POLICY IN GREAT BRITAIN

STATEMENT BY THE MINISTER OF LABOUR AND NATIONAL SERVICE

The British Minister of Labour and National Service on 21 May 1942 outlined to the House of Commons the man-power position of the country. For the first time since the war began, the Minister published figures concerning the number of workers in the armed forces, civil defence and industry. He described the functioning of the Essential Work Orders, and the operation of his policy of transference and direction of workers. Stating that one of the things that would smooth the working of the war would be for industry to come forward and agree whole-heartedly to accept the basic principle of the Essential Work Orders not only for the war but after the war, including the principle of the guaranteed

¹ Trade Union Act, 1941, No. 22.

² *The Distributive Worker* (Dublin), No. 11, Nov. 1941.

week, he said that obligations to the worker should be undertaken. "You cannot have social security in this country without having some obligation."¹

Man-Power Mobilisation Figures.

The Minister of Labour and National Service stated that 22 million persons, out of a total population of 33,300,000 between the ages of 14 and 65, were now employed or occupied in the armed forces, civil defence, and industry—that is, all types of industry, including carrying on the life of the country. In addition, there were probably another 2 million men and women occupied part time or as voluntary workers who had not been included in the total figure. He stated that the man-power of the country was now mobilised "to such a point that the great test between now and the end of the war is not a test between British and German man-power; it is a test between British and German managerial ability. It is a question of whether industry can show its utmost capacity in the utilisation of this great force. That does not mean that more physical energy must be got out of the people; it means that every possible labour aid must be used in order that their energy may be used to the fullest advantage."

Labour Transfer Policy.

The Minister, in describing the extent to which labour transfer, both by direction and voluntarily, had taken place, indicated that in the three months ended in February 1942, 413,000 cases of direction of individuals had been dealt with by the national service officers and, in round figures, an additional 381,000 persons had voluntarily moved from one job to another. This transference had taken place with an infinitesimal number of complaints.

Application of the Essential Work Orders.

Stating that 6,500,000 persons were already under the Essential Work Orders, the Minister said that the figure would probably soon rise to 8 million, since both trade unions and employers were urging extension of their scope. In applying the Essential Work Orders there had been 31,000 cases connected with discipline of one kind or another, including absenteeism, failure to obey directions, etc. In contrast, the penalties imposed and legal proceedings taken had been negligible. Proceedings taken represented one worker per 10,000 covered by the Orders since they had been in operation. Imprisonment had been imposed on one worker per 50,000. Of the women imprisoned, three were for offences under the Essential Work Order, and 12 for refusing to obey a direction. Three employers had been prosecuted under the Essential Work Order and 23 under the Restriction of Engagement Order; none had been imprisoned. More drastic steps had been taken to deal with employers who refused to carry out the Essential Work Order, and in certain cases managements had been removed.

NEW MEASURES FOR THE CONTROL OF EMPLOYMENT

In order to clarify and improve the practical application of the Essential Work Orders, a new General Order and amendments were issued by the Minister of Labour and National Service in March and April 1942.²

Suspension of the Guaranteed Wage in Case of an Illegal Strike.

A new provision of the Essential Work Order states that where an employer of a scheduled undertaking cannot provide work for a specified person because of an illegal strike by other workers in the same undertaking, he may give four

¹ *Parliamentary Debates, House of Commons*, Vol. 380, No. 69, 21 May 1942, cols. 422-428.

² Cf. INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1942, G.B. 1, for collated text of the Essential Work (General Provisions) Order, 1942, dated 2 Mar. 1942; the Essential Work (General Provisions) (Amendment) Order, 1942, dated 25 Mar. 1942; a list of the Essential Work Orders applying to individual industries; and the relevant text of the Defence (General) Regulations concerning control of employment. This text indicates, by means of footnotes and italics, the differences between the 1941 and 1942 editions of the Essential Work (General Provisions) Order. Cf. *The Ministry of Labour Gazette*, Apr. 1942, for the text of the Essential Work (General Provisions) (Part-Time Workers Exclusion) Order, dated 11 Apr. 1942. Cf. also *International Labour Review*, Vol. XLV, No. 1, Jan. 1942, pp. 80-83, for an analysis of the provisions of various Essential Work Orders.

days' notice suspending the guaranteed wage. If the employer suspends the guaranteed wage of the worker under this provision, he must, as soon as he can, provide work for him and give a further notice indicating that work is available. If the worker fails, without reasonable excuse, to present himself for work on the day on which work is available, his employment is deemed to have terminated. His rights to the guaranteed wage are resumed provided that he returns to work on the day on which work is available. During the period of suspension of the guaranteed wage the worker is free, after giving any notice required by his contract of service, to leave his employment without obtaining the permission of the national service officer and without giving the statutory 7 days' notice.

Provisions concerning Local Appeal Boards.

According to the new Order, if a worker discharged on grounds of serious misconduct appeals to the local appeal board, and the national service officer directs the employer to reinstate him, the worker will, subject to the usual conditions, be entitled to retrospective payment of the guaranteed wage from the date of discharge to reinstatement. The period of 14 days previously allowed for lodging appeals to the local appeal board is reduced to 7 days, but the national service officer has power to extend the period for good cause in any particular case. The appeal must be made in writing.

Absenteeism and Lateness in Industry.

New provisions have been incorporated to simplify and expedite the procedure for dealing with any case in which, without reasonable excuse, a worker in a scheduled undertaking absents himself from work or is persistently late in presenting himself for work. Under the earlier Essential Work Order the worker concerned was not guilty of an offence rendering him liable to prosecution unless and until, having been given a direction by a national service officer as to the method or manner of his work, and as to the times at which and during which he should present himself for work and remain at work, he failed to comply with it. Under the new provisions, it is an immediate offence for a worker covered by the provisions to absent himself from work or to be persistently late in presenting himself for work unless he has a reasonable excuse. Proceedings can now be undertaken without the necessity for a specific direction by the national service officer, or for an opportunity to be afforded the worker to appeal to a local appeal board.

A significant provision in the Order, included after discussion with the trade union consultative machinery, directs the national service officer, "if there exists in the undertaking a works committee or other joint council which in his opinion can appropriately deal with the matter", to require the employer to refer any case to the appropriate committee. The national service officer may not prosecute until report has been made by the committee, which, before considering the case, must notify the worker and give him four days' opportunity to present representations either orally or in writing to the committee.¹

The Trades Union Congress made it a condition of acceptance of the amended Order that penalties for absenteeism or lateness would be applied only if the employers of the scheduled undertakings kept adequate records relating to absenteeism and persistent lateness and produced them when requested by a representative of the Minister, and if officials of appropriate trade unions were given access to these records.²

Provisions on similar lines, relating to the building and civil engineering industry, have been included in amendments to the Essential Work Order applying to that industry, and similar amendments are under discussion for inclusion in the Essential Work Orders for other special industries.³

THE EMPLOYMENT OF WOMEN

The Minister of Labour and National Service, after consultation with the Women's Advisory Committee, has taken a number of measures to increase the employment of women in part-time as

¹ This provision is particularly significant because it links up under the Essential Work Orders the new machinery for joint production committees in the workshops. For a description of this machinery in royal ordnance factories, see *International Labour Review*, Vol. XLV, No. 5, May 1942, p. 552.

² Sir Walter CITRINE: *The T.U.C. in Wartime*, London, June 1942.

³ *The Ministry of Labour Gazette*, Apr. 1942, p. 82.

well as in full-time work. These measures are in conformity with many of the recommendations of the Select Committee on National Expenditure.¹

Part-Time Employment.

Schemes for facilitating part-time employment include the setting up of part-time employment sub-committees of the local employment committees of the employment exchanges, and the removal of various wartime restrictions on employment in the case of part-time employers and workers.

An amendment to the Essential Work (General Provisions) Order, 1942, provides for the exclusion from the provisions of the Order of all persons whose employment ordinarily involves not more than 30 hours' weekly service, where the employment began on or after 3 September 1939 and the services rendered were such as, in the opinion of the Ministry, were not ordinarily performed or would not, but for the circumstances arising out of the war, ordinarily be performed by persons rendering not more than 30 hours' service weekly.² The purpose of this Order was to remove the doubts of persons who hesitate to volunteer for part-time work for fear that they will be bound by the Essential Work Orders' provisions preventing workers from leaving their employment.

Another measure, which was agreed to after consultation with both sides of industry, provides that both employers and workers are relieved from the liability to pay unemployment insurance contributions for part-time employment. (Part-time employment is defined as in the above paragraph concerning the Essential Work Order.) Unemployment insurance contributions paid for part-time work prior to 13 April 1942, when the Order came into effect, remain valid in accordance with the usual procedure. The Order does not apply to contributions in respect of health and pensions insurance and is designed to remove the hesitation felt both by employers and, in particular, by women available for part-time jobs at being obliged to make unemployment insurance contributions for such work.³

Leave for Married Women in Industry and Commerce.

In order to encourage married women to take up employment, the Minister of Labour and National Service has urged all employers to grant them practical facilities, and, in particular, to give them an assurance that they may have leave of absence when their husbands are home on leave from the services. He has indicated that the Government regards it as important in the national interest that employers should assure any married woman whose husband is in the Army or Air Force, stationed in Great Britain, that she will be entitled to leave of absence without pay for any period when her husband is home on leave, up to a maximum of 14 days in a year. This leave is additional to any annual or other holidays to which she may be otherwise entitled. In the case of soldiers or airmen on leave from overseas and of mercantile marine personnel, whose leave periods are necessarily irregular, the wife is to be entitled to a minimum of 14 days' leave without pay, in addition to any other leave or holiday to which she is entitled by the terms of her employment. Cases in which the husband is on embarkation leave are to be dealt with separately. While any such arrangements are necessarily subject to cancellation by the employer in case of urgent national necessity, it is hoped that they will be carried out as far as possible.⁴

Amendment of Restrictions on the Engagement of Women Workers.

The full-time employment of women is covered by the Employment of Women (Control of Engagement) Order, whose object is to ensure that women in specified age groups who become available for work are placed where they are most needed in the national interest. The Order covers the engagement of women between 20 and 30 years and requires this to be effected only through

¹ Cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, pp. 323-325, for an account of earlier measures on this subject.

² Essential Work (General Provisions) (Part-Time Workers Exclusion) Order, 1942, dated 11 Apr. 1942.

³ Unemployment Insurance (Emergency Powers) (Amendment) (No. 2) Regulations, 1942, dated 2 Apr. 1942.

⁴ *The Ministry of Labour Gazette*, Apr. 1942, p. 84.

the employment exchanges.¹ By an amendment which came into force on 4 May 1942, the scope of the Order was extended to include women aged 18 and 19 years.²

Moreover, under the general Undertakings (Restriction on Engagement) Order, 1941, the engagement of all women (as well as men), including those over 30 years, in building, civil engineering, electrical installation and general engineering industries must be effected through the employment exchanges. By Directions issued on 26 March 1942 the Minister of Labour and National Service has removed this restriction in the case of employers and women workers of 31 years and over in these particular industries.³

Withdrawal of Women from Non-Essential Employment.

Under the Registration for Employment Order of March 1941 the compulsory registration of different age classes has been undertaken, leading to the withdrawal of women from certain businesses and occupations and their direction to more essential employment. Reference has previously been made in these pages to the withdrawal of women between 20 and 25 years in the retail distribution trades.⁴ Following a decision taken by the Minister of Labour, in agreement with the Central Advisory Panel representing employers and workers in the retail trades concerned, all women aged 26 to 30 are to be withdrawn from businesses wholly or mainly engaged in retail distribution, other than those in the food and coal trades. Provision is made for hearings before the sub-committees of the local employment committees in the case of women in pivotal positions. Women in the age groups concerned, whether they are employees or are running their own businesses, may, under the general procedure for the consideration of personal hardship, appear before a women's panel of the local employment committee.⁵

The provisions for the withdrawal of women also affect employees in the direct employment of Government departments. All Government departments have been asked to prepare a list of all unmarried women in their employment born in 1920 and 1921, with the exception of clerical and sub-clerical employees who have been notified as available for release. These lists are to be sent to the Ministry of Labour to facilitate deferment or reservation arrangements.

Calling up of Women Students.

Special arrangements have been made by the Ministry of Labour and National Service, after consultation with the officers of the university, for the calling up of full-time women students at universities and technical and training colleges who are within the scope of the National Service Acts and the Registration for Employment Order. These new arrangements provide that a woman will not normally be permitted to remain at a university for the purpose of graduating or obtaining a diploma in an approved course of study, beyond the end of the academic year in which she reaches her twentieth birthday. Exceptions are made for women who proceed immediately after graduation to diploma courses or courses of professional training in approved subjects not exceeding one year in duration and for women who give a definite undertaking that they intend to teach.⁶

Recommendations of Select Committee.

The Seventh Report of the Select Committee on National Expenditure for the 1941-42 Session, concerning the supply of labour, includes a number of recommendations particularly concerned with the employment of women.

Stating that if, in any area where women are available, employers cannot be induced to employ in suitable occupations the proportion of women which is considered appropriate, compulsory methods should be used, the Committee proposes that these methods might include a clause in the Ministry's contracts requiring the employment of a certain proportion of women in suitable occupations. Where managements have hesitated to employ women, particularly in the case of small firms, because of difficulty in providing extra sanitary accommodation out of their own funds, the Committee recommends that assistance

¹ Cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, p. 324.

² *Statutory Rules and Orders*, 1942, No. 100; 1942, No. 797.

³ *The Ministry of Labour Gazette*, Apr. 1942, p. 82.

⁴ Cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, pp. 323-324.

⁵ *The Ministry of Labour Gazette*, Mar. 1942, p. 58.

⁶ *Idem*, Apr. 1942, p. 83.

should be given. It is suggested that better arrangements should be made to secure that new methods of "de-skilling" (that is, breaking down engineering processes into simpler processes so that they can be done by less skilled workers) are brought to the notice of all labour supply inspectors, local production officers, and firms to whom they are likely to be of value, in order to make possible the introduction of larger numbers of women into individual industries.

Further, the Committee urges that greater efforts should be made by the Government to persuade managements to make arrangements for the part-time employment of women and in some industries to give women work which can be done in their own homes. The Report calls attention to the necessity of lowering the standards of staffing in wartime nurseries, particularly in the case of night nurseries, since these agencies facilitate the employment of a larger number of women workers. The education authorities are urged to extend the arrangements for children of school age. In addition, it is considered that assistance in transport, better housing and hostel arrangements, and improved facilities for shopping would increase the number of women available for employment. According to the Committee, the acceleration of the arrangements at employment exchanges for interviewing women registered under the Registration for Employment Order is also essential.¹

THE EMPLOYMENT OF CHILDREN IN AGRICULTURE

An Order in Council, issued on 30 April 1942 to amend the Defence (Agriculture and Fisheries) Regulations of 1939, provides exemption from the obligation to attend school for children of 12 years and over in order to enable them to be employed in agricultural work of a seasonal nature which, because of a shortage of labour, would be seriously delayed without the employment of children.

Protective limitations, however, are laid down in the Order, providing that the exemption, which may be granted by the local education authorities, shall be conditional upon the consent of the father or mother of the child or of the person having actual custody. Moreover, no child may be employed in agricultural work, or in agricultural and other work combined, for more than 36 hours in any week or 7 hours in any day, or for more than 4 hours without a continuous interval of at least one hour.²

In order to make the best use of schoolboys released to assist in harvesting, plans have been made by an advisory committee of schoolmasters and representatives of war agriculture committees. The Minister of Agriculture will give financial assistance to the setting up of holiday harvest camps by providing equipment and meeting part of the cost of the boys' journey to the camps. Wage rates will be at 8d. an hour for boys over 16 and 6d. an hour for younger boys. All the boys are covered by personal accident insurance, and adequate food will be available in the camps. Arrangements for sending boys out from the schools to local farms have also been made, in some cases as part of the curriculum.³

TRAVELLING FACILITIES FOR TRANSFERRED WORKERS

The Minister of Labour and National Service, in consultation with the Ministry of War Transport, has introduced a scheme to assist transferred workers who wish to visit their homes.

The scheme will apply to workers who have been transferred to war work by the Ministry of Labour and National Service since 1 June 1940 and for whom no similar provision is available under any industrial agreement or practice. A warrant will be issued for journeys between 18 May 1942 and 15 September 1942 entitling the worker to the issue of a railway ticket at a cost to the worker of 7s. 6d. in cases where the return fare would exceed that amount.⁴

¹ *Seventh Report from the Select Committee on National Expenditure, Session 1941-1942* (London, 26 Mar. 1942).

² *Statutory Rules and Orders, 1942, No. 802.*

³ *The Times*, 13 Apr. 1942.

⁴ *The Ministry of Labour Gazette*, May 1942, p. 105.

MAN-POWER POLICY IN THE UNITED STATES

A MANAGEMENT-LABOR POLICY COMMITTEE

The Chairman of the Manpower Commission established in April 1942 by the President of the United States to formulate basic policies and co-ordinate the work of the Federal Government in the field of man-power¹ has appointed a Management-Labor Policy Committee.

This Committee, which was set up by Order No. 1 of the War Manpower Commission, is composed of three representatives of the American Federation of Labor, three representatives of the Congress of Industrial Organizations, and one of the railroad workers, six war production management representatives, and a representative of railroad management. The Manpower Policy Committee is authorised "to consider and recommend to the Chairman matters of man-power policy concerning the activities and responsibilities of the War Manpower Commission". It may also initiate policies and, on its own motion, undertake any studies that it desires.²

WOMEN AND HANDICAPPED MEN IN WAR INDUSTRIES

The Chairman of the War Manpower Commission has stated that there are increasing opportunities for women and for physically handicapped men to find employment in war industries, a survey of 21 key war industries having indicated that 80 per cent. of the jobs could be done by women.

The survey, which was made by the Occupational Analysis Section of the United States Employment Service, covered 1,859 jobs in war industries and 937 non-war jobs. Among the occupations which women were found to perform satisfactorily were those in the manufacture and assembly of parts for motors, radios, recording instruments, and aeroplane gauges. The development of new machinery had made possible the employment of women even in the manufacture of heavy shells and other types of munitions, while in the ship and boat building industry it was found that women could be satisfactorily used in such occupations as boiler makers' helpers, draughtsmen, machinists' helpers, blueprint machine operators, and certain kinds of welders. Since additional training is required for women in many of these occupations, a programme of free training in war production work is being rapidly expanded.³

Indicating that job opportunities for the physically handicapped, as well as for women, were expanding rapidly under the impetus of the war programme, the Chairman of the War Manpower Commission announced that placements of physically handicapped men and women by the United States Employment Service in 1941 were almost double the previous year's total. Complete utilisation of these skills, however, had not yet been reached, since the figures of the United States Employment Service indicated that there were still approximately 400,000 disabled persons registered at the public employment offices.⁴

LABOUR PRODUCTION POLICY

The Director of the Labor Production Division of the War Production Board has appointed a Policy Committee, composed of three representatives of the A.F. of L. and three representatives of the C.I.O.⁵ In announcing the establishment of the Committee, the Director of the Labor Production Division stated that its func-

¹ Cf. *International Labour Review*, Vol. XLV, No. 6, June 1942, p. 677.

² WAR MANPOWER COMMISSION: *Press Release*, 9 June 1942.

³ *Idem*, 22 May 1942.

⁴ *Idem*, 3 June 1942.

⁵ For the relation of the Labor Production Division to the Manpower Commission, see *International Labour Review*, Vol XLV, No. 6, June 1942, p. 677.

tion would be to determine major questions of production policy with him, and that through him it would have contact with other branches of the War Production Board.¹

Describing the role of the Labor Production Division, its Director stated that it had been established "to act as a magnet and clearing house for labour's mind-power, for labour's suggestions and criticisms that will speed war production". He hoped that with the aid of the Labor Policy Committee the Division would become the main channel for American labour's contribution to higher war output and to better morale both in the plant and at home. Pointing to the fact that there were now more than 800 labour-management committees functioning in war plants, he recalled that the methods for organising these committees had been agreed upon in 31 regional conferences of labour and management officials, which had been attended by more than 10,000 delegates.²

CONTROL OF EMPLOYMENT IN CANADA

RESTRICTIONS ON ENGAGEMENT OF WORKERS

In order to ensure the most effective utilisation of labour in the war effort and to avoid any unnecessary labour turnover, special Regulations were issued in Canada by Order in Council P.C. 5038 of 12 June 1942³ to provide for the greater use by employers and employees of public employment offices.

These Regulations, which are to be known as the Control of Employment Regulations, 1942, repeal Order in Council P.C. 2250 of 21 March 1942, concerning the control of employment in agriculture⁴, and empower the Director of National Selective Service to issue orders prescribing that, in respect of all or any class of employees in any locality, industry or occupation, and subject to such conditions as he deems necessary, no employer may take any person into employment except by notifying the local employment office of the vacancy to be filled. The employer must engage for the vacancy the person referred to him by the local office or any other person whose engagement is approved by the local office.

An Order was accordingly made, on 16 June 1942⁵, by the Director of National Selective Service, but it specifies that the approval of the local employment office will not be required for the re-employment of any person by an employer (a) within a period of not more than 14 consecutive days immediately following the day on which he was last employed by that employer, or (b) immediately following the end of a period of sickness or disability, if his employment with that employer was terminated by reason of such sickness or disability, or (c) on his resumption of work on the termination of any stoppage of work by reason of an industrial dispute, or (d) in accordance with the terms of a collective labour agreement which provides preference in employment and re-employment according to length of service or seniority, or (e) upon such employee's reinstatement pursuant to the provisions of Order in Council P.C. 4758 of 27 June 1941⁶, or any Act of Parliament after the termination of his service in the armed forces.

When an employer has notified the local employment office of a vacancy to be filled, he may apply to the national selective service officer in the office for approval of the engagement for that vacancy of a person other than the one referred to him by the office. The national selective service officer may then give or refuse his approval after taking into consideration whether such person is able and available to fill any other known vacancy in which his services might be more valuable for the maintenance or increase of the production of munitions of war or other essential supplies. If the officer refuses or revokes his approval of the engagement, the person in question or the employer or the representative of any interested trade union or similar organisation may, within 10

¹ WAR PRODUCTION BOARD: *Press Release*, 1 June 1942.

² *Idem*, 7 June 1942 (address by Wendell LUND, Director of the Labor Production Division).

³ *The Canada Gazette*, Vol. LXXV, Extra No. 406, 17 June 1942, p. 1.

⁴ *Cf. International Labour Review*, Vol. XLV, No. 6, June 1942, p. 674.

⁵ *The Canada Gazette*, Vol. LXXV, Extra No. 406, 17 June 1942, p. 2.

⁶ *Cf. International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 320.

days of such refusal or revocation, lodge an appeal with the divisional registrar of the administrative division in which the employee would have been or was employed by the employer.

The Control of Employment Regulations, 1942, and the Order issued under their authority do not apply to employment for the production of field crops, fruits, vegetables, honey, poultry, eggs, livestock, milk, butter, cheese, or to fishing, hunting and trapping. Nor do they apply to employment which is subject to the provisions of the Essential Work (Scientific and Technical Personnel) Regulations, 1942¹, or employment under the Government of any province, or employment in domestic service in a private home, or employment of students for work to be done after attendance at day classes or on holidays during the school or college term but not during the long summer vacation, or part-time subsidiary employment which is not the employee's principal means of livelihood, or casual or irregular employment for not more than three days in any calendar week for the same employer.

REGISTRATION OF THE UNEMPLOYED

Reference has previously been made in these pages² to Order in Council P.C. 1445 of 2 March 1942, concerning the establishment of an inventory of all employable persons. An order has now been made by the Minister of Labour on 19 May 1942, under authority of the same Order in Council, requiring every male person between the ages of 16 and 70 who is not subject to the provisions of the Essential Work (Scientific and Technical Personnel) Regulations, 1942, and is unemployed or not gainfully occupied, to register for employment within one week after 31 May 1942 or within one week after the date on which he becomes unemployed after 31 May 1942. Every such male person must renew his registration at least once every two weeks while he remains unemployed or not gainfully occupied.³

THE WARTIME EMPLOYMENT OF WOMEN IN AUSTRALIA

The Australian War Cabinet has recently estimated that 318,000 men and women will be needed by December 1942 for the fighting forces and war industries and has decided that these requirements would be met, in part, by a big increase in the number of women workers. Although several hundred thousand more women workers will be required, many of them to undertake duties which they have not previously attempted, it is not proposed to apply compulsory service to women though the measure may have to be considered later.⁴

Some of the problems which have arisen out of the engagement of women for work in industry or administration in which they have hitherto not been employed have been dealt with in new regulations, the National Security (Employment of Women) Regulations⁵, providing for the establishment of a Women's Employment Board and governing the rates of pay of women who take the place of men. An analysis of these Regulations is given below, together with some particulars of the demand for women in the Australian Women's Army Service, the Air Force, the Women's Land Army, etc.

¹ Cf. *International Labour Review*, Vol. XLV, No. 6, June 1942, p. 674.

² *Ibid.*, p. 673.

³ *The Labour Gazette*, Vol. XLII, No. 5, May 1942, p. 551.

⁴ *New York Times*, 27 May 1942.

⁵ *Statutory Rules*, 1942, No. 146.

THE EMPLOYMENT OF WOMEN IN NEW JOBS

One of the difficulties in the way of the more general employment of women in industry and certain other jobs was the fact that certain employments were reserved to men—as demanded by the trade unions—under a number of arbitration awards or industrial agreements. Moreover, some awards prohibited the employment of married women and some fixed a maximum proportion of female to male staff.

When the requirements of national defence made it necessary to employ a larger number of women, since woman-power formed the most important reserve of labour, employers in the industries concerned made an application to the Commonwealth Court of Conciliation and Arbitration for a temporary exemption from these provisions. The trade unions consulted were as a rule prepared to accept the introduction of such exemption, provided that the conditions of temporary employment were clearly defined and that the women taken on to do work generally done by men were paid at the rates fixed for men, on the principle of equal pay for equal work.¹ The employers' organisations, on the contrary, maintained that the lower rate for women, usually 50 or 55 per cent. of that for men under the provisions in force, should be upheld.²

Difficulties of this kind were at first settled for each industry separately by awards of the Court or of the industrial commissions. Owing to the delays that this process involved, the new Regulations of 25 March 1942 provided for the establishment of a special board and laid down rules for the method of fixing the rates of pay of women taking men's jobs.

Establishment of the Women's Employment Board.

Under the Regulations, the Minister for Labour and National Service was given authority to set up a Women's Employment Board, composed of a chairman, one special representative of the employers and one special representative of the employees, and in addition, two other members, one representing an employers' organisation and the other an employees' organisation, to be appointed from time to time according to the special matter to be dealt with. Substitutes may be appointed for the special representatives in the event of their absence. Before appointing the employers' representatives the Minister was required to consult the appropriate employers' organisations, and before appointing the employees' representatives he had to consult the Australasian Council of Trade Unions.

The chairman and the special representatives were appointed by the Minister on 15 April 1942. As certain employers' organisations objected to depriving the Commonwealth Court of Arbitration of its power to grant permits to employ women in posts reserved for men and handing this authority to a special body, they refrained from making recommendations for the designation of their representative by the date specified by the Government. The Minister accordingly selected the person proposed by the Government department which, as the Minister said, was the principal employer of the women whose employment would be authorised by the Board, the Department of Munitions. The special representative so chosen is a Commonwealth woman factory inspector.³

Procedure.

Where an employer, because of a shortage or impending shortage of male labour, desires to employ women on work for which a rate of payment for male employees is prescribed by an industrial award, order, determination or agreement and for which a rate of payment for female employees less than the rate for male employees has not been so determined, the employer or an organisation to which he belongs must apply to the Board before he employs women on any such work at a rate of payment less than that determined for male employees. In his application he must set out fully the nature of the work on which it is desired to employ women.

¹ Cf. INTERNATIONAL LABOUR OFFICE, Studies and Reports, Series C, No. 23: *Labour Supply and National Defence* (Montreal, 1941), p. 177.

² *The Employers' Review* (Sydney), 28 Feb. 1942, p. 132.

³ *Sydney Morning Herald*, 17, 18 and 20 Apr. 1942.

The Board will decide whether women may be employed on such work and whether their employment should be, in the first place, on probation. In the latter case it will determine the period of probation and the percentage of the male rate to be paid to the women in question during the probationary period, provided that the percentage may not be less than 60 per cent. of the rate prescribed for men. If a probationary period is unnecessary, the Board will determine the percentage of the male rate to be paid to women for the work in question.

In deciding the percentage to be paid, the Board is to take into account the efficiency of women in the performance of the work and any other special factors which may affect the productivity of their work in relation to that of men, provided that the percentage decided upon may not be less than 60 per cent. or more than 100 per cent. of the rate of payment determined for adult males. When it appears to the Board that in any industry the rates of payment for adult women prescribed by award or agreement or commonly observed by employers is higher than 60 per cent. of the male rates, the percentage to be prescribed for women in that industry on work which is the subject of an application may not be less than the higher percentage so determined. Where an award or agreement fixes the same rate of payment for women as for men, the rate fixed by the Board may not be lower than that for men.

If before the Regulations came into force the employer was employing women on work for which a female rate of less than the rate for males had not been prescribed by an award or agreement, and was paying them less than the prescribed male rate, any woman so employed or the trade union to which she belongs may apply to the Board for a review of the rate. In no case, however, may the decision of the Board have the effect of lowering the rate of payment for female employees.

On the application of any party bound by the decision of the Board, the Board may vary its decision, reopen any question on which a decision has been given, give an interpretation on any term of the decision or set aside the decision or any term thereof.

Any decision of the Board is binding on the employer who made the application, his employees, and the organisations of employees whose members are affected by the decision. It must be filed in the Commonwealth Court, and has the effect and is enforceable as if it were an award or order of the Court.

Any rate of payment to be made to women in accordance with a decision of the Board under the Regulations will apply from the commencement of the woman's work or from 2 March 1942 (the date on which the first regulations on the employment of women were issued), whichever is the later, but any payment made to women for work done prior to the date of the decision of the Board will be deemed to have been received in part payment of the amount payable in accordance with the decision of the Board.

The Employment of Women in Munition Works.

Any woman may be employed in the Department of Munitions or the Department of Aircraft Production or, with the approval of the Director-General of Munitions or the Director-General of Aircraft Production, by any employer on work, not requiring the skill of a tradesman, which is work reserved to males by an award, order, determination or agreement, or work for which a female rate of payment at less than the male rate has not been prescribed. Within 14 days after the commencement of the employment of a woman on any such work, the Secretary of the Department concerned must notify the Women's Employment Board, setting out fully the nature of the work on which the woman is employed. A copy of the notice must be sent to the Secretary of the Department of Labour and National Service and to such organisations of employees as the Chairman of the Board may direct. Pending a decision of the Board, any woman so employed must be paid at a rate determined by the appropriate Minister.

THE RECRUITING OF WOMEN FOR NATIONAL SERVICES

The Australian Women's Army Service, the Women's Land Army and other bodies are calling for additional recruits.

The Defence Forces.

On 3 April 1942 the Minister for the Army announced that the establishment of the Australian Women's Army Service would be increased immediately

from 1,600 to nearly 6,000. He pointed out that the Service urgently needed more transport drivers; at present members of the Service were assisting in driving both Australian and United States army cars. There were also immediate vacancies for cooks, wireless telegraphists, canteen attendants, and draughtswomen; clerks, typists, orderlies, telephonists, photographers, tailoresses, waitresses, and intelligence and cypher staff were also required.¹

The extension of the Women's Service, which it is hoped will reach the figure of 14,000-15,000 by the end of the year², will release men for active military duty.

The Department of Air announced on 6 February 1942 that women between 18 and 40 years of age with qualifications as dental orderlies or accountancy clerks were required for the Air Force. Applicants for enrolment as dental orderlies had to have had experience for the last three years as attendant to a qualified dentist, while applicants for employment as accounting clerks had to possess certificates showing that they had attained intermediate book-keeping standard at least.³

The women's organisations have drawn attention to the conditions of employment of women in the defence forces, which, in their opinion, present certain anomalies that have been brought to the fore again by a recent reduction in pay and other benefits for women in the Air Force. The organisations demanded that women should be given the same treatment as single men in the defence forces with regard to pay, living allowances, repatriation benefits, and compensation for injury; that travelling allowances for women of the defence forces should be on a similar basis to the travelling allowances for men; and that consideration should be given to the reinstatement in civil life of women employed in the defence forces.⁴

The Women's Land Army.

The Director of the Women's Land Army in New South Wales, calling for new recruits, stated on 10 April 1942 that at least 2,000 members of the Land Army would be needed for a single area, the Murrumbidgee irrigation area, to grow vegetables and undertake other work in rural industries. In view of the successful work of the Land Army in all the States of the Commonwealth, she suggested that an interstate conference should be held, to propose that the Commonwealth Government should set up a central authority to organise the enrolment and training of women to release men workers in agriculture and to provide the necessary machinery in each State for supervising the Women's Land Army.⁵

University Women's War Work.

A committee of university women at Melbourne University has issued a proclamation announcing its intention to draft all women students, except medical students and those doing third-year science, into some form of part-time national service. The great majority of the students eligible for such service volunteered before the prescribed date.⁶

COMPULSORY REINSTATEMENT OF REPATRIATED PRISONERS OF WAR IN FRANCE

The measures taken by the French Government to provide for the re-employment of demobilised men⁷ have been supplemented by an Act of 2 February 1942 which deals with the reinstatement of repatriated prisoners of war.

Any employer who continues to carry on his business or to employ a staff must guarantee that a repatriated prisoner of war who makes an application to that effect within six months from the date of his reinstatement in the undertaking shall be given the post he held before his mobilisation, call to the colours

¹ *Sydney Morning Herald*, 4 Apr. 1942.

² *Idem*, 11 May 1942.

³ *Idem*, 7 Feb. 1942.

⁴ *The Dawn* (Perth), Vol. 24, No. 10, 15 Apr. 1942.

⁵ *Sydney Morning Herald*, 11 Apr. 1942.

⁶ *Idem*, 14 Apr. 1942.

⁷ Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 684; Vol. XLV, No. 2, Feb. 1942, p. 191.

or voluntary enlistment, except in the case of definite physical unfitness. The employer must provide for the reinstatement of his employee within 14 days of the application. If the post in question has been abolished, the employer must see to it that the returned prisoner receives employment and pay equivalent to his previous employment and pay. If there has been a reduction or alteration in the activities of the undertaking, the employee in question must accept any employment offered to him in the area through the competent occupational organisation or the public employment office, provided that it is in conformity with his aptitudes and his occupational status. He may also be required to undergo vocational retraining.

Until the expiry of the six months' time limit, the employer may not terminate the employee's contract of employment except in the event of serious misconduct; such cases are to be judged with reference to the existing regulations.

The reinstatement of repatriated prisoners of war is not, as a rule, to result in discharges of staff in the undertaking otherwise than as provided for in the regulations. Any workers or salaried employees who are discharged for this reason are to have a priority right to re-engagement.

If the former undertaking of a repatriated prisoner has disappeared or been closed down, or if owing to the war he is unable to return home, or if he was formerly out of work or was not engaged in paid employment, he is to be provided with employment in conformity with his aptitudes through the occupational organisation which was competent with respect to his former activities and through the employment office. Returned prisoners in this position and those who have become physically unfit to carry on their former occupation may, if necessary, be given retraining with a view to their vocational rehabilitation. Such retraining may be given in special centres or in the undertakings, and while it is in progress they will receive the minimum pay fixed by collective agreements. The undertaking will be responsible for paying that part of the remuneration which corresponds to the value of the work done. The remainder will be refunded to the employer by the occupational organisation which is competent for the undertaking. An equalisation system for the occupation will be set up for this purpose. If the organisation is unable to meet the cost in question, it may obtain a grant from the inter-occupational fund. As a provisional measure, the Minister and Secretary of State for National Economy and Finance has been empowered to grant short-term loans to occupational organisations which are for the time being without the necessary resources to reimburse employers.

Employers in industry and commerce or in the liberal professions, ministerial departments, trade unions, societies, etc., which regularly employ more than ten persons of either sex over 18 years of age may be required to engage a number of ex-prisoners of war who have been repatriated less than a year ago, such number to be fixed in proportion to their staff by decree.

An employer who fails to carry out his obligations under the Act within 15 days of receiving a notice from the labour inspector is liable to a fine of 200 to 5,000 francs.

Detailed regulations concerning the application of the provisions of the Act and the conditions in which the principles in question will be applied to agriculture or forestry undertakings will be laid down in decrees.¹

COMPULSORY LABOUR SERVICE IN SLOVAKIA

Compulsory labour service was introduced in Slovakia by an Act dated 12 March 1942 which had been prepared in consultation with the Director of German Employment and his representatives.

Labour service is compulsory for all men between 18 and 25 years of age. The period of service and the number of persons to be called up will be fixed by the President of the State. The organisation of the system is to be completed by May 1945.

Germans form a special group in the service and will be subject to the orders of a German Head, appointed by the President on the recommendation of the

¹ *Journal officiel*, 21 Mar. 1942, p. 1106.

Head of the German national group. The language of German nationals on labour service will be German, and members of the group cannot be called up without the consent of the Head of the German national group.¹

PUBLIC WORKS IN VENEZUELA

On 31 January 1942 the President of Venezuela announced the intention of the Government to put into operation a comprehensive plan of public works, entailing the expenditure of a sum of 376 million bolivars.

The plan, which is to be carried out during the four years 1942-1946, provides for land improvement works, such as the construction of aqueducts and the drainage of marsh land. The projects also include the construction of various ports and of 1,417 kilometres of new roads, the improvement of existing roads, the irrigation of not less than 11,000 hectares of land, the construction of workers' dwellings at Caracas for a total of 15,000 persons, etc.

It is stated that one of the objects of the plan is to counteract the industrial unemployment which has recently become more serious in Venezuela in consequence of the shortage of raw materials due to the war.²

WORK BOOKS FOR YOUNG PERSONS IN BRAZIL

A Brazilian Ministerial Circular, No. 783 of 26 December 1941, defines the procedure for the issue of the work books which all young persons of under 18 years must hold before they can enter an employment.³

The Circular lists the documents to be produced with the application for a work book and contains regulations concerning the physical examination which must be made before the work book can be granted.

The competent authorities are required to keep a card index, distinguishing between young persons who are fit for employment and those who are unfit. If a young person is unfit for a particular employment, the placing service of the National Labour Department must try to find him employment for which he is fit. If he is unfit for all work, he must be placed in a suitable institution in order to receive the necessary care.⁴

CONDITIONS OF WORK

THE REGULATION OF WAGES IN DENMARK

On 22 February 1942 the Danish Labour and Conciliation Board⁵ issued an award under which workers of 23 years of age and over were granted an increase in the cost-of-living supplement to wages. This increase, which came into force on 1 March, is equivalent to a wage increase of 2.5 per cent.

¹ *Slovensky Zákonník*, No. 13, 23 Mar. 1942, p. 363; *Frankfurter Zeitung*, 14 and 28 Mar. 1942.

² Communication to the I.L.O.

³ Cf. *International Labour Review*, Vol. XLV, No. 4, Apr. 1942, p. 453.

⁴ *Revista do Trabalho*, Feb. 1942, p. 51.

⁵ Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 192.

According to the decision given by the Board on 4 March 1941 concerning the regulation of wages¹, the question of a fresh adjustment of wages could be taken up for consideration by the Board in August 1941 at the request of either of the central organisations of employers or workers. It should be remembered that the comments of the Labour press on that decision of the Board—which was estimated to compensate the Danish workers on an average for about one-half of the 42 per cent. increase in prices between the outbreak of war and January 1941—generally demanded more vigorous official action for the stabilisation of the price level and more effective employment measures.

When the quarterly cost-of-living index number, which in April rose by 4 points, showed a further increase in July of 12 points, to 275 (1914 = 100) the question of the revision of the cost-of-living supplement was raised by the workers, who claimed compensation for this increase in prices, while the employers opposed any change.

A Wage Stop.

It is unlikely that the workers expected to obtain full compensation for the rise in the cost of living that had taken place during the year. The President of the Confederation of Trade Unions had previously declared emphatically that the Danish workers, being completely loyal to the interests of the community as a whole, were prepared to assume their share of the burdens that would inevitably have to be borne by the Danish people, although he added that "these burdens must be divided in the same way as is done in any decent family, that is to say, the strongest must take on the heaviest share, and the weakest must be correspondingly spared". Moreover, the vigorous press discussion which was carried on at the time, showing a considerable difference of opinion as to the extent to which in the present circumstances that part of the rise in prices which was due to the increase in the tax item in the budget (as also that due to the shortage of goods, higher transport costs, higher import prices, etc.) should be taken into account, must have done much to lower the expectations of an increase in wages. Nevertheless, it was a painful surprise to the workers that the Labour and Conciliation Board, in its award given on 20 August 1941, did not consider that the changes which had taken place in the cost of living were sufficient to justify a rise in the cost-of-living supplement.²

Trade Union Demands.

The award of the Labour and Conciliation Board having thus established a wage stop, it was pointed out in various quarters during the public discussion that the necessary consequence must be the adoption of more efficient measures than in the past to stabilise the level of prices, possibly combined with other measures for the benefit of the workers. A similar view was apparent in the statement made by the Prime Minister in connection with the award. The workers' expectations in this connection were set forth in detail in a memorandum submitted to the Prime Minister on 28 August 1941 by the Confederation of Trade Unions, in which the Government was requested to take steps as soon as possible for the purpose of counteracting the serious deterioration in the conditions of life of the working class that had taken place in consequence of the rise in prices and the shortage of goods. The memorandum pointed out that it should be regarded as a joint recommendation from the organised trade union movement, which with its 520,000 members (the increase in membership has continued without interruption since the Occupation) represents about 45 per cent. of the population of Denmark, and contained a series of demands set forth in seven points, which may be summarised as follows:

- (1) Pegging of the price level;
- (2) A cost-of-living index calculated primarily with reference to the price level for actual necessities and based on the circumstances created by the war;

¹ Cf. *International Labour Review*, Vol. XLIV, No. 1, July 1941, p. 88.

² On the proposal of the Government, the Rigsdag somewhat later decided that the Act of 18 March 1941 (which was to be referred to the Rigsdag for revision on 1 November 1941) concerning the cost-of-living supplements for Government employees on the active and retired lists should continue to be in force unchanged during the whole of the financial year 1941-42.

- (3) The workers to be given compensation for the rise in prices that had already taken place;
- (4) A substantial reduction or complete repeal of the provisional taxes on consumption;
- (5) Revision of the provisions concerning the wage tax (imposed in connection with the Work Sharing Act);
- (6) Extension of the distribution of discount cards for various important necessities to comprise additional persons and articles;
- (7) A substantial raising of the value of the Danish crown in relation to foreign currencies.

Government Action.

Some of these proposals were in line with what the Government was already considering with a view to giving the workers some relief from their growing difficulties. This was to be effected by the comprehensive so-called Emergency Plan, which was being prepared during September for discussion by the Rigsdag and provided among other things for the extension of the discount system on butter and clothing and the repeal of the wage tax (such a repeal took place on 1 April 1942, and the funds for the maintenance of workers employed short time under the Work Sharing Act are now provided by a rise in the income and property tax). These measures were expected to have a smaller effect than an increase in wages on the general price level. In addition, the Government is constantly engaged in making the system of price control more effective and extending it. Lastly, as regards the demand for an increase in the value of the crown, this measure has been advocated ever since April 1940, when Danish economic relations with other countries became practically limited to those with Germany, and the difference in the Danish and German price levels resulted in the heavy under-valuation of the crown as against the mark, thus bringing about a rise in prices and increased liquidity in Denmark. The Government accordingly decided on 23 January 1942 on an appreciation in the value of the crown by 8 per cent., corresponding to the depreciation that had taken place in October 1939. In this connection, various measures were adopted to protect farmers against a reduction of their earning power.

With respect to the trade union demand that the calculation of the cost-of-living index should be based primarily on the price level for actual necessities, this question of a special emergency index was placed on the Government programme when the autumn session of the Rigsdag opened in October. On 1 December 1941 an Act concerning a special price index was adopted in the shape of an amendment to the Industrial Relations Act of 13 September 1940.¹ (This Act, it may be noted, which was to remain in force until 1 November 1941 unless rendered invalid by Royal Decree before that date, was extended for an additional year on 31 October 1941 after certain minor amendments had been made. Thus, it was decided that during the period between the expiry of a collective agreement and the settlement of a case by a joint committee or the Labour and Conciliation Board, the wages and conditions of work hitherto in operation or fixed by the joint committee must continue in force, unless otherwise decided by the Board. Another amendment defined in more detail the scope of the prohibition against stoppages of work.)

The new price index provisions laid down that, as a guide for the Presidency of the Labour and Conciliation Board when deciding general wage questions, the Statistical Department should calculate every six months a special index number, based on the retail price index for July 1941. This special index, which was to be calculated for the first time for January 1942, was to be calculated in the same way as the retail price index, but to take into account only changes in the prices of (1) home-produced foodstuffs, excluding fruit, cakes, pastry, etc.; (2) fuel and light; (3) housing; (4) clothing, boots and shoes, and laundry.² It was made clear both in the explanatory memorandum to the Bill and during the debate in the Rigsdag that it was not considered appropriate to introduce a directly automatic adjustment of wages. The special price index was merely to serve as a guide for the Presidency of the Labour and Conciliation Board, which would continue to be responsible for taking the final decision.

¹ Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 192.

² It may be noted that maximum prices have been fixed for 88 per cent. of the commodities included in the new index; taxes, which used to be included, are now left out (*Neue Zürcher Zeitung*, 9 Jan. 1942).

Wage Regulation in February 1942.

When this special price index was published for the first time at the beginning of February 1942, it showed no change in the price level as compared with July 1941. In view of the expiry of most collective agreements on 1 March, however, the workers demanded a rise in wages amounting to 8.5 Öre an hour for male workers and 5.5 Öre for female workers, on the ground that such a rise would merely compensate for the increase in the cost of living which, according to a calculation based on the new special price index, had taken place during 1941 as a whole, that is to say since 1 January 1941, the last date of adjustment of wages. The employers rejected this demand, and after fruitless negotiations in a joint committee, the matter was referred to the central authority, the Labour and Conciliation Board, whose Presidency gave its award on 22 February 1942. According to this award, while no increase was granted to workers of under 23 years of age, the cost-of-living supplement for those over that age was increased by 5 Öre an hour for male workers and 3 Öre an hour for female workers as from 1 March 1942. This was equivalent to a wage increase of 2.5 per cent.

The workers, besides regretting that the representatives of employers and workers on the joint committee had failed to agree, so that the matter had had to be referred to the Presidency of the Labour and Conciliation Board (the three members of the Presidency are appointed by the Government from among persons who are acquainted with economic and social conditions and do not represent employers' or workers' interests), were particularly critical of one feature of this award. This was expressed in a statement to the press¹ by the President of the Confederation of Trade Unions, who, after declaring that on the whole he was satisfied with the wage increase that had been granted, continued:

On the other hand, the Presidency is entering on a dangerous path in its award by establishing an age limit. For this means that—irrespective of where the limit is set—we have departed from the principle that wages are to be regarded as remuneration for work done. The two central organisations, the Confederation of Trade Unions and the Danish Employers' Confederation, have hitherto avoided the principle of a family wage and have thereby averted any unhealthy speculation which that principle may bring about among the less good employers, namely the speculation which consists in engaging only the cheapest possible labour. I am therefore very sceptical as to this innovation, the effects of which may easily be injurious to the older workers, the very people whom the Presidency wished to help.²

THE REGULATION OF CONDITIONS OF EMPLOYMENT IN FRANCE

AMENDMENT OF HOME WORK LEGISLATION

A French Act of 1 August 1941³ has amended the former legislation on home work and removed certain defects which have long been observed in its operation. The new measure has substantially widened the scope of the legislation, altered the system of fixing wages, and defined the rights of home workers with regard to family allowances (already granted under special legislation) and holidays with pay.

Home Work Legislation since 1915.

The first Home Work Act, which dates from 1915, was introduced solely for the purpose of fixing minimum wage rates for women home workers employed in the ready-made clothing industry. It was extended by various Decrees to other groups of women workers in the clothing industry, and by a first Amendment Act of 1928 to men employed in the same industry.

As soon as the Act was put into operation it gave rise to much criticism, and the practical difficulties encountered had an unfortunate effect on its efficacy. The result was that in 1925 the situation was reconsidered for the first time by

¹ *Social-Demokraten* (Copenhagen), 22 Feb. 1942.

² Communication to the I.L.O.

³ *Journal officiel*, 28 Aug. 1941, p. 3630.

the Higher Labour Council, and this led to the first important amendment in 1928. The revision was only partial, however, and did not remove all the defects that had been observed, some of which were described in these pages in 1926 by the President of the French Office for Home Work.¹

Some years after the extension of the Act to both sexes, new difficulties arose because of the improvements made not only in the social legislation for workers in factories and workshops but also in the protection of home workers. In the first place, certain employers tried to evade the operation of the stricter social measures for workers in factories and workshops, in particular the Forty-Hour Week Act and the Holidays with Pay Act of 1936, and also the increases in wages for which many collective agreements concluded at that time provided (increases not followed by an immediate adjustment of the rates for home work), by having work that could be easily done outside the workshop performed by home workers not covered by the new legislation. These practices gave rise to fresh trade union criticism of the inadequacy of the home work legislation.²

Partial measures were adopted, however, to remedy the situation, for example, a Circular of 3 June 1937, which drew the attention of the prefects who were responsible for fixing minimum rates for home work to the need of revising the existing rates.³ Since the outbreak of war, Decrees of 8 March and 12 March 1940 have been introduced to secure more effective application of the system of applying equal rates of wages to home workers and factory workers, so far as the making of military uniforms and men's underwear is concerned.⁴

Secondly, the very fact that the protection of home workers had been improved led certain employers to try to evade the law, especially when the scope of the Social Insurance Act was extended to include home workers or when efforts were made to enable home workers to benefit more regularly by wage increases at the same time as factory workers. The method they adopted was usually to contest that certain home workers were wage earners and to make it appear that the services required of them were given in the form of independent craftsmen's work. The objections raised by employers, especially with regard to the payment of social insurance contributions for home workers, gave rise to judicial decisions regrettably limiting the legal protection of home workers and paved the way for many abuses since it was often difficult for the worker to prove that he was a wage earner if his employer resorted to devious methods of giving orders and handing out the work in order to conceal the relationship between them.

Even before the reform of 1928, the Act had been criticised for being so limited in scope. In spite of a demand that it should be extended to all home workers irrespective of the articles made, the 1928 amendment merely extended its scope to male workers without including other industries besides the clothing industry.⁵ A more far-reaching reform was therefore necessary and in the years before the war many Bills were drafted for the purpose.⁶ In April 1940, a Bill was drafted by the Minister of Labour which, in the main, resembled the changes that have now been carried out under the new Act.

Scope of the New Act.

Under the Act of 1 August 1941 all home industries are covered irrespective of the articles made. In addition, the term "home work" is now defined and the definition is very wide. It states that any person who carries out work entrusted to him, either directly or through an agent or middleman, on account of one or more industrial, commercial or handicraft undertakings of whatever nature is to be deemed to be a home worker irrespective of whether there is a relationship of legal subordination between him and his employer or whether he works under the immediate or regular supervision of the employer, or whether the place where he works or the equipment he uses belongs to him, or whether he procures

¹ Cf. Roger PICARD: "The Legal Minimum Wage of Women Home Workers in France", in *International Labour Review*, Vol. XIV, No. 2, Aug. 1926, pp. 232-256.

² Cf. the resolutions adopted by the Congress of the Association of Trade Unions of the Paris Area in Mar. 1937 (*Industrial and Labour Information*, Vol. LXII, No. 6, 10 May 1937, p. 211), and by the Congresses of the General Confederation of Labour in Apr. 1937 (Vol. LXII, No. 7, 17 May 1937, p. 270) and Nov. 1938 (Vol. LXVIII, No. 11, 12 Dec. 1938, p. 377).

³ *Idem*, Vol. LXIII, No. 4, 26 July 1937, p. 108.

⁴ *Idem*, Vol. LXXIV, No. 4, 22 Apr. 1940, p. 73.

⁵ Cf. Roger PICARD, *loc. cit.*, pp. 254-255.

⁶ For example, a draft was prepared by the General Confederation of Labour and adopted at its Congress in 1938.

the accessory supplies himself. Thus the definition implicitly excludes persons who work directly for private customers and who are treated as handicraft workers. On the other hand, it treats as home workers persons who furnish not only their work but also part of the materials, provided that these materials are sold to them by the person giving out the work, who afterwards acquires the article made, or by a person to whom the worker is required to apply by the person giving out the work.

Similarly, the definition also treats as home workers persons who make use of the assistance of members of their families or of one paid helper. This provision is also to be found in the Social Insurance Act of 28 October 1935.

Lastly, it provides that, at least with respect to the minimum wage, the Act shall apply to all work done, even of a casual nature.

The employer's obligation to keep a register of the home workers he employs is more clearly defined in the new Act. It applies to any employer who is head of an industrial, commercial or handicraft undertaking of whatever kind, and any agent, middleman or subcontractor who has work done by home workers.

Wage Fixing.

The 1941 Act has not changed the basic principle for the fixing of minimum wage rates for home workers. These must still be fixed with reference to the wages of a worker of average skill engaged in the same or similar work in a workshop. On the other hand, the new Act has simplified the procedure.

Whereas under earlier legislation the prefect was responsible only in exceptional cases for fixing rates, this has now been made the rule. He must ascertain the ordinary rates paid in workshops in the area to men and women workers of average skill, for this purpose consulting the committee required to make recommendations on wage scales in Government contracts (under Decrees of 10 April 1937 and 8 March 1940). Previously the labour councils or, in their absence, special wage committees were responsible for fixing rates for home workers.

Similarly, the prefects now determine the time necessary for execution of the various jobs in the trade for which minimum rates are to be fixed, a function previously entrusted to committees of industrial experts. Here again, the prefect must consult the above-mentioned committee on wage scales in Government contracts, for which purpose the committee must include four experts from the industry and area concerned, namely two employers (men or women) and two workers who should be both men, or both women, or one man and one woman, according to the industry in question.

As before, the prefect is responsible for the publication of the minimum rates so fixed.

Formerly, when an objection was raised to the rate fixed, it was referred to a tripartite central committee; now it is merely referred to the central administrative body, the Secretariat of Labour.

It thus appears that as a whole the new system provides for less collaboration of employers and workers than the old, and that the part played by the administrative bodies has been considerably increased. The probiviral councils continue to deal with disputes arising out of failure to observe the rates. In one respect, however, the new Act has added to the powers of the trade unions, which may now institute civil proceedings in cases of failure to observe the Act. They may do so on behalf of any of their members who do not declare their objection to such action. Formerly, they had to have a definite mandate, and as the worker often hesitated to institute proceedings for fear of reprisals by the employer, action was not always taken in cases of failure to observe the statutory rates.

A new provision protects the paid home worker's helper, who has a prior claim on any sums due to the home worker from the person giving out the work.

Family Allowances and Holidays with Pay.

The wage provisions apply to all home workers, even those who engage in such work only occasionally; but those relating to family allowances and holidays with pay apply only to home workers who engage in this regularly, either throughout the year or at certain seasons. A home worker's paid helper has the same rights.

The application of the family allowance regulations is left to the employer, or if the direct employer is a subcontractor who is not the head of an undertaking

registered with the commercial or handicrafts register, it is left to the head of the undertaking for whom the work is done. An Order of 30 December 1941 defines the funds competent to pay family allowances to home workers and their paid helpers, and indicates how the cost is to be divided where a worker works for several employers belonging to the same or different funds.¹

As regards the right to holidays with pay, the 1941 Act merely lays down the principle. Under an administrative Order of 13 October 1941, the person who gives out work to a home worker must meet his obligations in this respect by paying to the worker a sum equal to 4 per cent. of the net remuneration before deduction of social insurance contributions and other legal deductions. The home worker has a similar obligation towards his paid helper, if any.²

General Provisions.

The fines for contravention of the Home Work Act have been considerably increased.

The scope of the Act was extended to Algeria by a Decree of 29 December 1941, subject to certain minor adjustments; for example, the method of applying the provisions concerning family allowances and holidays with pay is to be fixed by an Order of the Governor-General.³

THE STANDARDISATION OF CONDITIONS OF EMPLOYMENT

By an Act of 30 November 1941 the power of the Secretary of State for Labour to lay down wage scales for a given trade or district or to extend to all undertakings in a given trade or district the conditions prescribed in a collective agreement, which he possesses under the Legislative Decree of 10 November 1939 respecting conditions of employment in wartime in industrial and commercial undertakings⁴, has been extended to all occupations and classes of employers except agricultural undertakings. A similar provision relates to his powers under the Decree of 1 June 1940 respecting wages.

The explanatory memorandum to the new Act sets forth the reasons for this extension as follows.

The Legislative Decrees of 10 November 1939 and 1 June 1940 have stabilised wages as from 1 September 1939 in undertakings engaged in national defence work on the one hand and in industrial and commercial undertakings on the other. The wages so stabilised can be altered only by a decision of the Secretary of State for Labour. Such decisions are taken in conjunction with the Minister concerned in the case of undertakings engaged in national defence work.

Further, sections 3 and 4 of the Legislative Decree of 10 November 1939 provide that the Minister of Labour may extend the scope of collective agreements and even fix wage scales for all the undertakings in a given trade or district.

The provisions in force concerning the stabilisation of wages apply only to industrial and commercial undertakings. It is also open to question whether the provisions of sections 3 and 4 of the Legislative Decree of 10 November 1939 apply to other undertakings.

In order to establish the uniformity that is necessary in the present circumstances, provision should be made for the issue of Orders by the Secretary of State for Labour extending to other occupations or classes of employers the provisions concerning the statutory stabilisation of wages and the fixing, through regulations, of conditions of employment and especially of wage scales. Nevertheless, agricultural occupations should remain outside the scope of such powers.

¹ *Journal officiel*, 21 Jan. 1942, p. 308.

² *Idem*, 23 Dec. 1941, p. 4608.

³ *Idem*, 8 Jan. 1942, p. 130.

⁴ Cf. *Industrial and Labour Information*, Vol. LXXII, No. 11, 11 Dec. 1939, p. 292.

The new Act also provides penalties for contraventions by employers of decisions respecting wages and especially those intended to raise abnormally low wages. Employers who pay rates lower than those fixed in a collective agreement or by an arbitration award which has been made binding are liable to a fine of 5 to 15 francs for each person employed at such lower rate, provided that the total fine may not exceed 500 francs. If the offence is repeated, a fine of 50 to 100 francs for each employee is imposed; if extenuating circumstances are present, the fine may not be less than 15 francs. The maximum fine for a repeated offence is 3,000 francs.¹

THE PROTECTION OF WOMEN WORKERS IN GERMANY

Particulars are given below concerning new provisions for the protection of women workers of German blood in the mining industry. Recent maternity protection measures are also summarised.

THE EMPLOYMENT OF WOMEN IN THE MINING INDUSTRY

By an Order of 20 February 1942 the German Minister of Economic Affairs, in agreement with the Minister of Labour and the German Labour Front, has issued guiding principles concerning the employment of women of German or kindred blood in the mining industry. These principles have been circulated to the various national authorities responsible for the supervision of mining undertakings, and take the place of those previously issued by the Office of Mines in Dortmund, previously analysed in these pages², and the similar instructions issued by the Office of Mines in Bonn.

In the main, the new general principles are similar to the special ones previously issued for Dortmund. Reference is made, as before, to the series of conferences on the protection of women workers which were organised from November 1940 to March 1941 by the National Labour Protection Office.³ The rules laid down with regard to the conditions of employment of German women in the mining industry and their welfare are very similar, and thus provide considerably more protection than the statutory provisions concerning the conditions of employment of women in the industry.

Where the new rules differ from the earlier ones is in their scope. They are intended for the protection solely of women of "German or kindred blood" and do not cover foreign women recruited, to meet the German labour shortage, from Poland or the Ukraine or other occupied countries whose population is not considered to be of kindred blood. Certain other differences may be noted.

The new rules open with a statement of the principle that the employment of women in the mining industry is undesirable and can be permitted only if the employment office is unable to supply male labour. Whereas the Dortmund rules formally prohibited the employment of girls of under 18 in the mining industry, the new rules merely provide that so far as possible only adult women (over 21 years) shall be employed. The engagement of women under that age and girls requires a permit from the mines inspector issued after consultation with the Labour Front.

The Dortmund rules recommended that the employment of pregnant women should be avoided. The new rules formally prohibit the engagement of pregnant women and state that their employment should be avoided.

The employment of women in transportation and loading on the surface, which required a special permit under the Dortmund and Bonn rules, is now formally prohibited. It is explained that these provisions will primarily put a stop to the employment of women on the loading of briquettes since this work

¹ *Journal officiel*, 24 Dec. 1941, p. 5518.

² Cf. "The Employment of Women in Germany", in *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, pp. 292-294.

³ *Ibid.*, pp. 286 *et seq.*

can now be done by a mechanised process. The new provision extends to the mining industry a restriction on the employment of women in transport work which had been introduced in other industries as early as 1908 by the Industrial Code.

As already required under the Dortmund provisions, the placing of women should so far as possible be effected in collaboration with the woman welfare supervisor of the undertaking. A new provision is that the engagement will depend on the results of a medical examination carried out by a doctor acquainted with conditions in the mining industry, who must ascertain that the woman is fit to do the work for which she is required. Women workers will remain under medical supervision throughout their employment.

If the application of these provisions leads to the exclusion of women at present employed in the mining industry, they must be found work in other undertakings. In order to prevent interference with production, they will not be withdrawn until male substitutes have been found for them. If possible, they are to be replaced by prisoners of war or foreign workers.¹

Social Service in the Mining Industry.

It was announced on 6 December 1941 that the Women's Department of the German Labour Front had concluded an agreement with the Coal Department of the Mining Industry Group concerning the appointment of women welfare supervisors to be responsible for social services for miners' families.²

MATERNITY PROTECTION

Measures have been adopted for the maternity protection of self-employed women in Saxony, and for the observance of secrecy with respect to the sickness insurance funds in maternity cases for women workers who so desire.

Maternity Protection for Self-Employed Women.

In consequence of a case in which a woman with a retail business had been unable to find a substitute, so that, in consequence of the regulation requiring certain shopkeepers to keep their shops open at least between 2 p.m. and 6 p.m. every day, she had to return to work a few days after her confinement, the Saxon Minister of Economic Affairs and Labour has exempted women in this position from the obligation in question during the whole period of maternity leave to which employed women are entitled under German legislation, that is to say, during the six weeks before and six weeks after childbirth.³

Secrecy in Maternity Cases.

Under a Circular of 18 November 1941, issued by the German Minister of Labour to the social insurance authorities after consultation with the managing officer of the National Socialist Party and the Minister of Internal Affairs, women workers who have a claim to maternity and nursing benefit under the sickness insurance scheme are to be given the means of keeping their condition secret from the local insurance authorities if they so desire.

Instead of going through the normal channels and submitting her claim for benefit to the local fund, a woman may apply to a central office, set up for this special purpose. A whole system has been devised to keep the woman's name secret in the correspondence and other documents concerning her case.⁴

REGULATION OF THE CONDITIONS OF EMPLOYMENT OF GERMAN WORKERS EMPLOYED OUTSIDE GERMANY

On 22 November 1941 the German Minister of Labour issued an Order respecting the conditions of employment of German

¹ *Reichsarbeitsblatt*, 15 Mar. 1942, Part III, pp. 96-98.

² *Deutsche Bergwerks-Zeitung*, 6 Dec. 1941.

³ *Reichsarbeitsblatt*, 15 Mar. 1942, Part III, p. 98.

⁴ *Idem*, 25 Nov. 1941, Part II, p. 467.

workers employed outside Germany proper, including those working in the General Government of Poland, and especially those in the occupied territories.

Under this Order, working conditions and the rates of wages in force inside Germany are also to apply to German workers employed beyond the frontiers.

Moreover, bonuses are provided to cover the higher cost of living in foreign countries or in occupied territories. A special labour trustee has been appointed by the Minister of Labour to be responsible, in conjunction with the German Labour Front and its organisations abroad, for supervising the enforcement of the new Order and dealing with all questions arising from the employment of German nationals in private undertakings abroad.¹

SOCIAL INSURANCE AND ASSISTANCE

INTRODUCTION OF SOCIAL INSURANCE IN PANAMA

The Government of Panama took up the question of establishing a social insurance scheme in 1940. A Bill was drawn up, and, after discussion by the National Assembly, was approved as Act No. 23 on 21 March 1941. Regulations for the administration of the Act were issued by Decrees No. 37 of 17 April, No. 51 of 19 May and No. 90 of 12 August 1941. The following is a summary of the provisions of the Act.

Scope.

Insurance is compulsory for every person employed in the service of the State, provinces, municipalities, and autonomous or semi-autonomous public bodies; for every person employed in the service of private individuals or bodies in the districts of Panama and Colón; and for independent workers whose income does not exceed 3,000 balboas² a year. The Act empowers the Government, after taking expert advice, to extend the scope of the scheme to other places in the interior of the Republic.

Independent workers whose income is over 3,000 balboas a year may insure voluntarily. The wife and children of contributors may also be covered by family insurance on a voluntary basis.

Administration.

The scheme is administered by the Social Insurance Fund (*Caja de Seguro Social*), which is an autonomous institution managed by a director and a governing board, consisting of the manager of the National Bank, three principal members, and their deputies, under the chairmanship of the Minister of Finance. All these appointments are made by the President with the approval of the National Assembly.

Risks Covered and Benefits.

The insurance covers the following risks: sickness, maternity, invalidity, old age, and death. Should the financial capacity of the Fund so allow, the risks of unemployment and industrial accidents would likewise be covered. In case of sickness and maternity, the benefits comprise medical care, hospitalisation, surgical treatment, and medicines, all of which are to be provided through State establishments. In case of invalidity, old age, and death, only cash benefit will be granted; the death benefit is payable to the widow and children under age 15.

¹ *Reichsarbeitsblatt*, 1941, No. 34, Part I, p. 525; 1942, No. 7, Part I, p. 97.

² 1 balboa = U.S. \$1.

Financial Resources.

The scheme is financed by the contributions of employed persons and employers at the rate of $2\frac{1}{2}$ per cent. of wages from each party, the employer being responsible for the payment of the joint contribution. As regards persons employed by the State, the provinces and municipalities, these authorities are deemed to be their employers. The law also assigns to the insurance scheme the yield of a special tax on alcoholic drinks and of some other taxes of less importance. It is laid down that the Fund can only invest its reserves in the external debt of Panama and in the construction or purchase of premises for the Fund.

Position of Civil Servants with Pension Rights.

The Social Insurance Fund is made responsible for the payment of pensions to retired public servants, and the assets of the Pension Fund established by Act No. 7 of 1935 have accordingly been transferred to it.

The Fund, which will begin paying benefits in 1942, possessed at the end of 1941 assets amounting to 600,000 balboas.¹

SICKNESS INSURANCE IN THE UNITED STATES

CASH SICKNESS COMPENSATION ACT IN RHODE ISLAND

The first compulsory sickness insurance law in the United States² was adopted in Rhode Island on 29 April 1942. The Cash Sickness Compensation Act, as its name implies, provides for sickness cash benefit only. The new scheme is integrated with the existing scheme of unemployment compensation.

Scope.

Sickness compensation applies to all persons covered by the unemployment compensation scheme, that is to say, all persons employed in undertakings which employ four or more workers for 20 weeks in the year; agricultural workers, domestic servants, and employees of public authorities are excluded.

Contributions.

The scheme is financed by a compulsory contribution paid by the employees; it is collected as from 1 June 1942 by employers, simultaneously with the joint contribution for unemployment compensation. The contribution for sickness compensation is fixed at 1 per cent. of wages, disregarding any excess above \$3,000 a year. It is not a new charge for the employee, however, since, from the date at which it begins to be collected, his contribution for unemployment compensation is reduced from $1\frac{1}{2}$ per cent. to $\frac{1}{2}$ per cent. of his wages.

Contributions for sickness compensation are credited to a "cash sickness compensation fund", distinct from the unemployment compensation fund, and solely liable for the cost of the new benefits.

Benefits.

The benefit provisions are very similar to those of the Unemployment Compensation Act of Rhode Island and, for that matter, of many other States of the Union. Each employee accumulates "benefit credits" during a "base period", and can draw, during the corresponding "benefit year", a benefit proportionate to his average wages during the base period, until his benefit credit is exhausted.

There is one waiting period of one week of sickness in each benefit year.

The base period is the calendar year preceding the benefit year, which is 12 months beginning 1 April.

The benefit credits vary with the total wages earned by the employee during the base period, and are listed in a table which is identical with one contained in the Unemployment Compensation Act. No credit is given to anyone who has earned less than \$100 during the base period, and no additional credit is acquired

¹ CAJA DE SEGURO SOCIAL: *El Seguro Social* (Panama, June 1941); *Informe anual del Gerente de la Caja de Seguro Social a la Junta Directiva*, Jan. 1942.

² Apart from the Federal Act of 16 July 1798 establishing a system of marine hospitals, financed by shipowners' contributions,

in respect of any excess of wages over \$1,800 a year. Between the wage limits of \$100 and \$1,800, the benefit credits vary from \$34 to \$364.50, as appears from the following extracts from this table:

Total wages in base period	Benefit credit
\$	\$
100-124.99.....	34.00
125-149.99.....	38.50
150-174.99.....	42.00
175-199.99.....	45.25
500-524.99.....	109.75
525-549.99.....	114.75
1,000-1,024.99.....	205.00
1,025-1,049.99.....	210.00
1,775-1,799.99.....	362.00
1,800 and over.....	364.50

The weekly benefit rate is based on the total wages paid in that calendar quarter of the base period in which the total was highest. The rates are prescribed in a table, from which a few extracts are given below:

Highest quarterly wage	Weekly benefit rate
\$	\$
25- 54.99.....	6.75
55- 84.99.....	7.00
85-104.99.....	7.25
105-114.99.....	7.50
205-214.99.....	11.00
305-314.99.....	17.25
315 and over.....	18.00

The duration of the benefit in any benefit year is that fraction of a year which corresponds to the ratio of the benefit rate to the benefit credit. The duration increases from only 5 weeks where the wages in the base period were only \$100 and the highest quarterly wages only \$25, to 20 weeks where the corresponding wage figures were \$1,800 and \$315.

Administration.

The Cash Sickness Compensation Act is administered by the Unemployment Compensation Board, a body consisting of three persons who represent the public, industry, and labour, respectively, and are appointed by the Governor of Rhode Island, subject to the approval of the Senate. Benefit claims are to be filed at an employment office "or such other agency as the Board may designate". Claimants may be subjected to medical examination by "experts appointed by the Board". Disputed claims are to be heard by impartial referees, from whose decision an appeal lies to the Board. Any claimant aggrieved by any decision of the board may appeal to the ordinary courts.

CANADIAN DOCTORS AND HEALTH INSURANCE

At the Annual Convention of the Canadian Medical Association, which opened at Jasper, Alberta, on 17 June, Dr. Fahrni, in his presidential address, called on the association to "try in every way possible to see that the best form of medical service will be given to the Canadian people when, and if, the Government decides to institute a health service for Canada".

During the last few months the Association has consulted its members by questionnaire on health insurance, and the replies "are predominantly in favour of some plan of health insurance for the whole country". Moreover a poll conducted recently by the Canadian Institute of Public Opinion has shown that 75 per cent. of the general population would support a State scheme of insurance providing medical and hospital care.

In any health plan, Dr. Fahrni stated, "the physician who goes into a home should cross the threshold, not only as a physician to treat a sick member of the household, but also as the family doctor who would survey the whole household background, housing conditions, physical fitness, and state of nutrition of the members of the family".

At a meeting of the General Council of the Association, preceding the opening of the Convention, the following principles were laid down for the design of any scheme of health insurance:

- (1) All insured persons should be allowed to choose their own doctors;
- (2) Administration of the insurance should be under independent health insurance commissions;
- (3) Indigents should be cared for under the scheme, with their premiums paid by the Government;
- (4) The scheme should be compulsory for those whose income is lower than would allow for adequate medical care;
- (5) The scheme should provide for additional specialist services;
- (6) No economic barrier should be interposed between doctor and patient;
- (7) The best possible standard of service should be required of professions, and remuneration should be consistent therewith.¹

A REPORT ON SOCIAL INSURANCE IN ECUADOR

A general report on social insurance in Ecuador² has been submitted to the Directorate of the National Provident Institution by Dr. Emil Schoenbaum, consultant actuary of the International Labour Office, who had made the studies leading to the reform of the social insurance system in January 1940. The report comprises an analysis of social insurance legislation in Ecuador and the proposed reforms, examining the technical and financial aspects of the scheme and the different branches of insurance and discussing questions of administration.

At present social insurance in Ecuador is entrusted to the National Provident Institution, which comprises two funds: the Workers' Insurance Fund and the Public Employees' Pension Fund.³

Workers' Insurance Fund.

This Fund grants sickness benefits to workers whose wages do not exceed 6,000 sucres⁴ a year, a reduced rate of contribution being in force for those earning over 3,000 sucres a year. Provision is made for medical, dental, pharmaceutical, and surgical assistance, but not for cash benefit. A qualifying period of six months' membership and three months' payment of contributions is required.

Invalidity pensions. An invalidity pension is granted if the insured person has completed ten contribution years; it amounts to 60 per cent. of the wage or salary on which contributions were paid during the last five years.

Retirement pensions. This is paid when the insured person has completed 20 contribution years or has reached the age of 55 years. It varies in amount with his individual account, between 1 and 30 per cent. of the account. The Fund also grants survivors' pensions for a period of 15 years if the deceased had paid contributions for less than 10 years, and for 10 years if he had paid contributions for more than 10 years.

¹ *The Montreal Daily Star*, 16 and 17 June 1942.

² INSTITUTO NACIONAL DE PREVISIÓN: *Informe General sobre el Seguro Social Ecuatoriano* (Quito, 1941).

³ Cf. INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1935, Ec. 4; 1937, Ec. 1.

⁴ 1 sucre = U.S. \$ 0.1129.

Pension Fund for Public Employees.

This Fund grants an invalidity pension at the rate of 33.3 per cent. of the average salary for the last five years in cases of total incapacity, provided that the insured person has completed ten contribution years. In the event of partial incapacity the pension is at the rate of 28.3 per cent. of the average salary for the last five years. The rate is increased by 3.33 per cent. or 2.83 per cent. for each contribution year in excess of ten. The Fund also grants old-age pensions to employees who have completed 25 years' service. This pension is at the rate of 62.5 per cent. of the salary. The Fund does not provide sickness insurance.

Proposals for Reform.

The report analyses the system of individual accounts and comes to the conclusion that it needs to be reformed and that a much simpler kind of individual account should be used as a basis, not only for the ordinary invalidity and retirement pensions as at present, but also for the other types of annuity insurance.

In the part dealing with the technical and financial aspects of insurance institutions, the report describes the present state of the Funds and proposes certain reforms. For the Workers' Insurance Fund various suggestions are made, depending on the kind of benefits it is decided to grant. As regards the Pension Fund a programme is drawn up for reforming the system both of benefits and of contributions; the conclusion is reached that a contribution of 16 per cent. of the insured person's salary would be sufficient to provide benefits under a system of sickness, invalidity, old-age and survivors' insurance.

Sickness insurance is deemed to be of special importance, and after reviewing the existing medical services the report suggests the following fundamental reforms:

- (a) Abolition of restrictive provisions for insured persons earning more than 2,400 and 6,000 sucres a year;
- (b) Extension of the period of medical assistance from the present three months to not less than six months;
- (c) Introduction of obstetrical assistance and ante-natal advice for women members;
- (d) Introduction of cash benefit at the rate of 30 per cent. to 60 per cent. of wages;
- (e) Provision of medical, surgical, and pharmaceutical assistance in cases of industrial accidents until the industrial accident insurance scheme becomes a section of the Fund;
- (f) Future introduction of medical, pharmaceutical, and surgical assistance for members of insured persons' families.

Such extension of the benefits system would of course entail an increase in contributions. The report makes the necessary calculations and also outlines a rational system of medical assistance, to comprise the establishment and extension of centres for diagnosis and treatment, hospitals and dispensaries, and rural medical stations, for purposes of curative medicine; and for purposes of preventive medicine, the organisation of a campaign against venereal diseases, tuberculosis, and malaria; all of this to be combined with education in health matters and to be carried out in collaboration with existing services in other Government departments.

A detailed study is made of the administrative and statistical aspects of insurance and the report suggests reforms as regards the identification of insured persons, membership cards, and statistical records, and as regards the auditing of accounts and administrative and financial control.

In conclusion the report sets forth certain fundamental points calling for settlement if the actuarial work is to continue. These may be summarised as follows:

Workers' Insurance Fund. For invalidity, old-age and survivors' insurance: (1) abolition or limitation of the system of individual accounts; (2) abolition of the refund of contributions; (3) introduction of minimum rates of benefit; (4) introduction of the system of wage classes. For sickness insurance: (1) possibility of introducing cash benefit; (2) introduction of maternity benefit; (3) possibility of increasing insured persons' and employers' contributions; (4) methods of covering increased costs.

Pension Fund. (1) Possibility of replacing the present life annuities, granted after 25 years' service, by a genuine system of old-age pensions; (2) introduction of a new definition of invalidity; better distribution of survivors' pensions; introduction of minimum rates of pensions; (3) possibility of introducing sickness insurance; (4) possibility of increasing contributions.

The text and conclusions of the report were cited by the President of the Republic in his constitutional message to Congress, in which he stated that the legislature would be asked to consider the legal status and technical organisation of social insurance in Ecuador.

SOCIAL INSURANCE DEVELOPMENTS IN BRAZIL

NUTRITION

The Brazilian Government is collaborating with the social insurance institutions in solving the problem of proper nutrition among the working classes. The policy consists in establishing popular restaurants, administered by the Social Insurance Nutrition Service of the Ministry of Labour.

The popular restaurants are now supplying some 5,000 meals daily in the cities of Rio de Janeiro and Sao Paulo. Consideration is now being given to the provision of travelling kitchens which would operate in the neighbourhood of big public works schemes so as to enable the workers employed on the schemes to obtain cheap and healthy meals.

HOUSING

The insurance institutions have also taken up the problem of housing, and the Commercial Workers' Pension Institution has just approved a plan for building a group of 83 houses for its members.

These houses can only be allotted to affiliated employees or employers whose earnings lie between 430 and 645 milreis a month and who have paid at least six months' contributions to the Institution. Each house consists of five rooms and the usual offices and will be let at 215 milreis a month unfurnished or 235 milreis furnished.¹

CONSOLIDATION OF SOCIAL INSURANCE AND LABOUR LEGISLATION

In March 1942 the Minister of Labour issued a Decree appointing a committee to draft, for his consideration, a consolidated text of legislation concerning labour protection and social insurance.

In the explanatory memorandum introducing the Decree, it is stated that the relations between workers and employers have assumed forms which, by reason of the unity of their matter and their special origin, have led to the creation of a new kind of law, namely social law, distinct from the classic branches of public or private law. Social law should evolve by stages, some of which must be completed before codification, which is the final technical expression of law, can be undertaken.²

MATERNITY INSURANCE REGULATIONS IN CUBA

New regulations for the application of the Cuban Act of 15 December 1937 on maternity insurance³ have been issued by De-

¹ Communication to the I.L.O.

² *Revista do Trabalho* (Rio de Janeiro), Mar. 1942, p.5.

³ Cf. *Industrial and Labour Information*, Vol. LXV, No. 11, 14 Mar. 1938, p. 284.

cree No. 1300 of 25 April 1942. This compulsory scheme, which applies to all workers and provides maternity benefits for working women and the wives of workers, is establishing modern maternity hospitals in various parts of the Republic.

The regulations define the powers of the insurance institution, which is the Central Committee for Health and Maternity and its provincial delegations. They provide that the employees and officials of the institution can only be dismissed for the reasons specified in the Decree and that, in any case, dismissal must be preceded by appropriate administrative procedure. They also prescribe the method of preparing annual estimates which, after being passed by the Central Committee, must be submitted to the Minister of Labour for his approval.

It is laid down that no employer may employ any woman during the six weeks preceding and the six weeks following childbirth. Pregnancy must be notified by a legally qualified doctor. In order that a working woman may be entitled to insurance benefit, she must be actually employed at the date when she makes her claim and she must have been in the service of some employer for at least two months before the beginning of pregnancy. The regulations provide that a woman who fails to abstain from work during the period when she should be resting shall lose her cash benefit for the time during which she continues to work.¹

THE QUESTION OF FAMILY ALLOWANCES IN GREAT BRITAIN

Evidence of growing interest in Great Britain in the subject of family allowances is furnished by a White Paper presented to Parliament by the Chancellor of the Exchequer on 8 May 1942² and by recent discussions of the subject by the Trades Union Congress and the Labour Party.

The White Paper.

Without advocating any specific system, the White Paper outlines the case for family allowances, estimates the numbers which would be included on the basis of different assumptions as to coverage, and estimates the gross and net costs of the various plans.

The main reasons in favour of a system of family allowances are summarised as follows:

- (i) The effect of family allowances in lessening the risk of malnutrition (with its deleterious results upon health, efficiency, and well-being) in the case of large families;
- (ii) The difficulty of putting the parents of large families into a position to meet the increased cost of living by means of increased wages without increasing wages all round and so setting up an inflationary movement;
- (iii) The possible influence of family allowances in encouraging parenthood and therefore in counteracting the decline in the national birth rate;
- (iv) The fact that income-tax relief is given in respect of children whose parents are liable to income tax; it is held that parents not so liable ought to receive a similar benefit by way of cash allowance.

No arguments against a family allowance scheme are expressed, but there is a discussion of questions on which a decision would be required. The chief interest of the memorandum, however, lies in its estimates of costs. A flat rate allowance of 5s. a week for children below the age of 15 or receiving full-time education has been assumed, and total and net costs have then been calculated on the basis of three alternative assumptions:

- (a) That an allowance would be paid in respect of every child in the family eligible on grounds of age or continued education;
- (b) That allowances would be paid only in respect of the second and subsequent eligible children in each family;

¹ Communication to the I.L.O.

² *Family Allowances*, Memorandum by the Chancellor of the Exchequer (Cmd. 6354, 1942).

(c) That allowances would be paid only in respect of the third and subsequent eligible children in each family.

In addition, an annex to the White Paper describes a non-contributory family allowance scheme linked with the income tax. It has been assumed that allowances would be paid only where their financial benefit would be greater than that obtained from income-tax relief in respect of children. There is, however, no calculation of the cost of a universal scheme of family allowances in conjunction with total abolition of income-tax relief in respect of dependent children. The gross amount on which such relief was given was just over £85 million in 1936-37, when £60 was allowed in respect of each child under 16, or over 16 if continuing full-time education.¹

The main features of five tables in the White Paper are summarised in the following table:

ESTIMATED NUMBER AND NET COST OF NON-CONTRIBUTORY
FAMILY ALLOWANCE PAYMENTS

Coverage	Allowance made for		
	Every child in a family (A)	Second and subsequent children (B)	Third and subsequent children (C)
	million	million	million
Estimated number of children (mid-1941)	10.1	4.5	1.8
Estimated number of families	5.6	2.7	1.1
	£ million	£ million	£ million
Payments to all parents	125	55	22
Payments to parents compulsorily insured or with incomes of £420 or less	117	52	21
Payments to parents with incomes of £260 or less	104	46	18
Payments required under non-contributory scheme linked with income tax at current rates:			
First year	110	51	21
Thereafter	64	39	19

The net costs shown have been derived from the gross estimates by correction for savings on payments of allowances already made to certain classes of children. These are estimated to be £7 million (including £3.5 million saved on billeting payments) if all children are included (column A), £3 million where the first eligible child in each family is excluded (column B), and £1 million where the first two eligible children are excluded (column C). These offsets do not include payments for children of members of the armed forces, which are part of their pay. They do, however, include variable proportions of payments from national funds, other than temporary wartime arrangements, of the following types:

(1) *Contributory payments.* Allowances and pensions under contributory schemes, i.e., unemployment benefit allowances in respect of dependent children, allowances in respect of the children of widows in receipt of contributory pensions, and orphans' contributory pensions.

(2) *Compensation payments.* Allowances and orphans' pensions in the nature of compensation for the death or disablement of the child's parent, e.g., war pensions.

(3) *Need payments.* Unemployment allowances, and supplementary pensions, both of which are non-contributory, are given in respect of need, and may be increased through the presence of a child in the household.

¹ *The Economist*, 16 May 1942, p. 678.

At least part of these payments would be superimposed on any allowance received under a general scheme of family allowances. In the case of an allowance scheme linked with income tax the Chancellor of the Exchequer raised serious objections, chiefly on the ground that if the income tax were reduced, the amounts payable in family allowances would be greater. This would tend to discourage the lowering of income-tax rates in the future. Finally, in all the cost estimates no allowance has been made for administrative expenses.

The Attitude of the Trades Union Congress.

At the seventy-third Annual Session of the British Trades Union Congress, held in Edinburgh from 1 to 4 September 1941¹, the General Council of the Congress reported that its Economic Committee had met with a committee of the Labour Party to reconsider the question of children's allowances. The Committee recommended the General Council to agree in principle that there should be a scheme of such allowances, and observed that "in order that the payments are in no way related to industry and have no effect upon trade union wage policy, a satisfactory scheme would have to provide that the whole of the costs would have to be met by the Exchequer and be administered by the State".² The General Council, however, decided that "in present circumstances it was neither possible nor opportune to give to the question of children's allowances the consideration it requires, and decided to adjourn further consideration of the matter *sine die*".³ During the Congress the following resolution was moved by the National Union of Boot and Shoe Operatives and the Iron and Steel Trades Confederation:

That this Conference endorses the principle of family allowances and authorises the General Council to consult with the Executive Committee of the Labour Party in the formulation of an agreed scheme, the cost of such scheme to be borne wholly by the Government.

Further, provision shall be made for all allowances to be paid through the existing State machinery and not to be connected in any way with the payment of wages.⁴

The Congress decided to remit the resolution to the General Council "for full and frank consideration and for report to the next Congress".⁵ According to press reports the General Council has now recorded its agreement in principle with the Labour Party on the need for a national system of family allowances, and it was expected that the matter would be reconsidered at the Whitsuntide conference of the Labour Party with a view to a further step forward.⁶

LIVING CONDITIONS

WARTIME HOUSING POLICY IN BULGARIA

TENANT PROTECTION

All the Bulgarian regulations concerning housing issued since 1939 aim primarily at protecting tenants, and more particularly, mobilised tenants.

Thus the Acts of 5 June 1940 and 24 April 1941 provide that leases may not be cancelled as long as the tenant or a member of his family is mobilised, and during one month after his discharge. This rule applies even if the lease has expired. Further, a mobilised tenant cannot be evicted, even in the event of

¹ Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 709.

² *Report of Proceedings at the 73rd Annual Trades Union Congress, London, 1941*, p. 183.

³ *Ibid.*, p. 184.

⁴ *Ibid.*, p. 372.

⁵ *Ibid.*, p. 376.

⁶ *The Times*, 19, 20, and 21 Mar. 1942.

failure to pay his rent, as long as he is with the colours or in service in virtue of the Act of 4 May 1940 concerning civilian mobilisation.¹ This Act also provides for housing allowances in cases of need in specified circumstances.

The second principle of the wartime housing regulations is the prohibition of rent increases. Rents must remain unchanged until a date fixed by law, irrespective of the dates at which the individual lease was concluded and is due to expire. The only reason for which the owner may terminate the lease is that he needs the dwelling for his own occupation or means to demolish the house. The Act authorises an increase in the rent if the owner makes substantial improvements.

An Order of the Council of Ministers, No. 4959 of 28 November 1941, introduced a new factor in the relations between landlord and tenant. It not only extended the duration of leases and stabilised rents, but modified the latter in that it increased them by 15 per cent. in the case of dwellings constructed before 31 May 1940, and by 50 per cent. in the case of those constructed after that date. Any judicial proceedings against the tenant are suspended until 31 May 1942. While landlords are thus deprived of the right to fix rents themselves, the State allows them a uniform increase in view of the general rise in the cost of living.

A Bill is being prepared to regulate the Government's rent policy more strictly for the future.

CONTROL OF THE PURCHASE AND SALE OF REAL ESTATE

Regulations were adopted on 13 February 1942 to prevent speculation in real estate.

According to the explanatory memorandum to the Bill in question, there had been in recent months a rush to buy real estate. Since the supply was small, prices had reached a level no longer in conformity with the cost of construction, and this had meant the earning of exaggerated profits. It was necessary to put a stop to this speculation in order to stabilise the economic life of the country. The slowing down of the building industry meant that the first necessity was to provide for those who were in real need of a dwelling, by limiting speculative purchases. Further, the profits of the building contractor must be fixed, and he must be required to keep accounts for every house built.

In the national interest, it was further considered indispensable that real estate should remain solely in the hands of Bulgarians, and for this reason the Act contains provisions limiting the rights of ownership of Jews and foreign nationals.

Under this Act of 13 February 1942, buildings constructed before it came into force may be bought in three cases: when the purchaser buys a dwelling or house for his own use or that of his family, provided that he does not already possess one in Bulgaria; when the purchase is made for commercial, industrial or occupational purposes; when it is made for reasons of health, etc.

On the other hand, the purchase and sale of land or of houses for purposes of demolition remain free. The purchase of new dwellings, shops and offices is subject, however, to the restriction that the gross annual income of the buyer may not exceed 120,000 leva.

The buyer of a building site must begin to build within eight months of the purchase. After that time limit has expired he becomes liable to pay a duty during six months, at the rate of 6 per cent. of the value of the land. If at the end of the six months he has still not begun to build, the land is expropriated and sold by the State. These provisions do not apply in communities comprising less than 15,000 inhabitants.

A site of more than 30 decares in area located outside an urban community may be sold only to a person engaging in agriculture or stock raising, unless the land is intended for commercial or industrial purposes.

Aliens holding a residence permit may obtain special authority to acquire real estate for business or cultural purposes, or for dwelling purposes; in the last case they must have lived in the country for more than five years.

Jews have the right to own real estate provided that this is necessary for carrying on their occupation, or for dwelling purposes. Any property in excess of these needs must be sold to the State in return for 20-year bonds bearing interest at 3 per cent.

¹ Cf. *International Labour Review*, Vol. XLIV, No. 4, Oct. 1941, p. 437.

The sale price of all real estate is fixed according to the estimates made at a specified date (1941), increased two and a half times in the case of dwellings constructed before the Act came into operation. The value of building land is estimated at its 1939 value, increased by 50 per cent. Houses and dwellings constructed after 31 January 1941 will be sold at cost price, as determined by the accounts which each builder is required to keep, plus a profit of 20 per cent.

BUILDING SOCIETIES

Every Bulgarian cherishes the wish of one day becoming the owner of his dwelling or house, a sentiment which has found expression in the principle of housing co-operation. This form of co-operation has done much to relieve the housing shortage in towns. In 1935 the principle of joint liability for the members of co-operative housing societies was replaced by a system of apartment ownership, under an Act of 7 November 1935.

The Act regulates the sale of separate apartments in a building. The owners form a limited company, and the management of the house is entrusted to a board and general meeting in accordance with its own rules. The liability of the joint owners applies only to the parts of the buildings they use in common: the site, roof, stairways, joint fixtures, etc. In practice it is not the joint owners who build, but contractors or building and savings societies. The number of these societies in 1939 was eight, with a total membership of 30,000, a decline as compared with 1937. The above-mentioned regulations of 1942 concerning speculation in real estate are intended also to reduce speculative building of this kind.

LOW-COST DWELLINGS

Until 1941 the Bulgarian Government had not adopted a definite policy with regard to the construction of low-cost dwellings, but in that year an Act was passed on 5 June making the Social Insurance Institution responsible for the construction, financing, sale, and renting of low-cost dwellings.

The Industrial Hygiene and Safety Act of 1917 had empowered the competent Minister, on the recommendation of the Higher Labour Council, to require employers where necessary to construct workers' dwellings; such dwellings would then be free of taxation. Little use appears to have been made of these powers. According to data recently published by the Labour Directorate, the number of industrial undertakings which provided dwellings for workers was only 8.8 per cent. of the total in 1937, and the number of workers so housed 9.6 per cent.

The new Act of 5 June 1941 allocated a sum of 200 million leva out of the reserves of the Social Insurance Institution to be used for low-cost dwellings. The Institution will use part of this credit to build dwellings, and the rest to make loans to employers who wish to construct dwellings for their workers on their own account. Under the Act the local authorities may be required to provide land free of charge or on favourable terms to the Institution. The dwellings are free from taxation and cannot be the subject of distraint as long as the worker has not become the owner of his house or dwelling. They are subject to the afore-mentioned regulations of 1935 concerning building societies.¹

WORKERS' ORGANISATIONS

TWELFTH CONGRESS OF THE SOUTH AFRICAN TRADES AND LABOUR COUNCIL

The South African Trades and Labour Council held its Annual Congress at Port Elizabeth from 6 to 10 April 1942, under the chairmanship of Mr. A. A. Moore. In his report to the Congress,

¹ *Drjaven Vestnik* (Sofia), 5 June 1940; 28 Feb., 24 Apr., 5 June 1941; 13 Feb. 1942.

the Secretary, Mr. W. J. de Vries, stated that the membership had increased to 27,993 as compared with 22,264 the year before. During the proceedings it was announced that the Engine Drivers' and Firemen's Association had decided on affiliation to the Trades Council.

With regard to the war situation, the Secretary's report said: "So far, we in South Africa have had little to grumble about in the supply of food and other everyday commodities. Although the cost of living has steadily gone up, and many low paid workers are suffering thereby, it is not nearly as bad as might have been the case if the war were nearer our borders." It continued:

The most effective form of collaboration to help win the war is the collaboration we can give in seeing to it that the Allied forces in the war zone on the African Continent (and elsewhere, if possible) are adequately supplied with all they need: ammunition, clothes, and food. Any deliberate attempt to cut off these regular supplies to the troops through the premature calling of strikes is not going to help Britain, America, and the brave Russians in their gigantic task to defeat the armies of the Nazi-Fascist-Nippo gangsters.

On the position of the Natives, the report contained the following passage:

It would appear that our urbanised Natives are becoming more and more conscious concerning the advantages offered in being organised into trade unions of their own. Most of these unions are now led exclusively by experienced African negotiators. Whatever advice they need from European trade unionists is at all times promptly given—a gesture much appreciated by both.

The growth of Native trade unions is perhaps not as rapid as could reasonably be expected, but that is not in any way due to the lack of interest displayed either by the Africans themselves or their European collaborators. The average Native who enters industry as a newcomer is usually "raw" and not sufficiently intelligent or schooled to appreciate the value of collectivity. Coming from areas where wages are mere pittance, they are, at first, impressed with the wages paid to them in the big towns. Soon they realise that their earnings do not permit them to buy much clothes and good food, which, according to their observations, the European has in abundance, and presently they hear about a group of fellow-workers who have succeeded in obtaining small increases in their wages. It dawns on them that as individuals they have little chance of getting a few shillings more, for their employer can easily get others. Briefly, the task of African trade unionists is to inculcate into the minds of simple, honest people the doctrine of collective representation for better wages and conditions, and that contributions are necessary to enable the carrying out of such essential representation. But it is pleasing to note the increasing progress in that direction.

In his presidential address, Mr. Moore said it was clear that the defeat of Nazi tyranny could only be justified by the introduction of a better system of social justice to replace it; "and whilst our main task is, for the present, to win the war by developing maximum war productivity with the minimum of industrial disturbance, it is also our task to see that such productivity is not exploited to our detriment, and that it is accompanied by minor economic and social improvement, particularly in the case of the lower paid workers."

Further, the President stated that there was every hope that all trade unions in South Africa would be brought together under one national body. Aggregations of trade unions would not solve their problems if the present tendency of a group of unions to make representations on matters of national movement were not checked.

Resolutions Adopted.

A resolution was adopted demanding:

... the establishment of a committee representative of all industries and workers' organisations to draw up a workers' charter providing a more equitable economic system after the war, to prepare a plan to meet post-war problems before the establishment of the better system, to investigate

the possibility of collaborating with other workers' organisations, to explore all avenues for propagating the workers' charter, and to submit their recommendations to the National Executive Committee at the earliest possible moment for attention—all points of agreement to be put into immediate effect and all disputed points to be submitted to the next conference.

Other resolutions called for: the arming of non-Europeans; the granting of full democratic rights and liberties to all workers during the war and the consultation of workers' organisations on post-war reconstruction; a Wage Act to provide an adequate number of wage boards instead of one; a National Unemployment Benefit Act; more stringent action to stop profiteering; the abolition of the anti-strike provisions in the Industrial Conciliation Act; the setting up of a proper statistical bureau for regular investigations in connection with cost of living; the payment of cost-of-living allowances to all workers; more adequate pensions for the dependants of soldiers killed on active service and for disabled soldiers and their dependants.

The Government was called upon to conscript wealth, and a protest was recorded against the conscription of labour, it being alleged that this led to the control of wages. The Government was also asked to pay all South Africans who had joined the Royal Air Force or Royal Navy the difference in the rates of pay between the South African Air Force and the Royal Air Force and the Seaward Defence Force and the Royal Navy.¹

UNIFICATION OF THE MEXICAN TRADE UNION MOVEMENT

The five principal trade union federations of Mexico and one of the largest independent organisations, the Union of Electricians, signed a pact of co-operation at a meeting presided over by the President of the Republic on 8 June 1942.

The conclusion of this pact was the outcome of a series of negotiations between representatives of these organisations which took place under the chairmanship of the Minister of Labour. Its object is to prevent disputes with the employers and between the various organisations, to speed up production, and to strengthen national unity during the period of the war between Mexico and the Axis Powers. The pact covers the following points: intervention in the event of disputes, the creation of tripartite committees for the purpose of co-operation in stimulating production, co-operation with the Government for the defence of Mexico and its institutions, solidarity with the peoples fighting Nazi-Fascism, and the creation of a National Council of Labour with representation of the national trade union federations and the autonomous organisations for the purpose of implementing the pact.²

The proposed National Council of Labour was constituted in the presence of the Minister of Labour on 11 June 1940, and is composed of the most prominent leaders of the Mexican trade union movement, while the Ministry of Labour is represented by Mr. Ignacio García Téllez, Minister of Labour, who has appointed as his substitute Mr. Agustín Rodríguez Ochoa, Chief of the Department of Social Information.³

FORMATION OF A TRADE UNION FEDERATION IN URUGUAY

At a congress held at Montevideo from 20 to 22 March 1942 a national trade union federation was constituted under the name of the General Federation of Uruguayan Workers (*Unión General de Trabajadores del Uruguay*). The congress was attended by delegates from a number of organisations in Montevideo and the interior of the country. The Minister of Foreign Affairs and National Defence, Dr. Alberto Guani, and various Government officials were also present. The new national organisation immediately decided

¹ *Trades and Labour Jottings*, Apr. and May 1942.

² *El Nacional*, 6 and 7 June 1942.

³ *El Popular*, 12 June 1942.

to affiliate to the Latin American Workers' Confederation (*Confederación de Trabajadores de America Latina*—C.T.A.L.) with headquarters in Mexico.

A large number of resolutions were adopted, *inter alia*, urging the resumption of diplomatic and commercial relations with the U.S.S.R.; advocating the right of asylum for all victims of Nazi-Fascist persecution; demanding the introduction of an obligatory annual holiday of 12 days with pay; requesting the Government to pass protective legislation to guarantee that workers may exercise their full statutory rights to organise in trade unions, rights which were continually being denied and violated by employers; approving the report of the tripartite delegation to the International Labour Conference held in New York in October-November 1941 and recommending the Government to give effect to the conclusions it contains.

The congress appointed a National Executive Council consisting of twelve members. Mr. Enrique Rodriguez was appointed General Secretary.¹

A "LABOUR FRONT" IN THE NETHERLANDS

By a Decree of the German Commissioner for the Netherlands of 1 May 1942, a "Dutch Labour Front" was formed, incorporating the employers' organisations and the former workers' organisations, while the Netherlands Federation of Trade Unions was dissolved.

When Germany occupied the Netherlands in May 1940, the Netherlands Federation of Trade Unions, which maintained close relations with the Dutch Socialist Party, had about 310,000 members, but the neutral and syndicalist trade union federations (together having about 60,000 members) were subsequently dissolved by decree and incorporated (at least on paper) with the Netherlands Federation, and in July 1941 the Catholic and Protestant trade unions (with about 325,000 members) were in turn incorporated with the Netherlands Federation. In spite of all the powers of coercion exercised by the military dictatorship, however, it has taken two years before it could gradually set up a Labour Front.

At present, affiliation to the Labour Front is voluntary, though great pressure is being brought to bear upon workers and employees to make them join by promises of special benefits, or simply of the maintenance of the rights they had legally acquired through long years of membership of the old trade unions.

From statements made by the Leader of the Labour Front, Mr. Woudenberg, and his helpers concerning the attitude of the working class of the Netherlands towards the Nazi régime, it may be assumed that the membership of this Labour Front is very small. According to a reliable source, it is said to be only about 90,000.²

ESTABLISHMENT OF A NATIONAL COUNCIL OF AUSTRALIAN PROFESSIONAL EMPLOYEES' UNIONS

Australian employees in professional occupations have formed a Council of Professional Employees' Organisations, with headquarters in Melbourne.

The new body which is estimated to represent an aggregate membership of approximately 100,000 unionists, is intended to function on lines similar to the Australasian Council of Trade Unions, with which it is desired to maintain friendly relations. The A.C.T.U., for various reasons, is unable to represent the organisations embraced by the new Council.

Members of the new Council include representatives of insurance staffs, shipping officers, public services, salaried officers of the railways, and teachers.³

¹ *Construcción* (Montevideo), Apr. 1942.

² *Vrij Nederland* (London), 16 May 1942; *Labour Press Service* (London), 27 May 1942.

³ *Sydney Morning Herald*, 25 Apr. 1942.

INCREASE IN MEMBERSHIP OF TRADE UNIONS IN INDIA

The membership of trade unions in India rose from 399,159 in 1938-39 to 511,138 in 1939-40 (the highest figure on record), according to the latest annual Note on the working of the Trade Unions Act, 1926, published by the Government. The number of women members rose from 10,945 to 18,612.

The number of registered trade unions rose from 562 to 666, but it is stated that, as in previous years, difficulty was experienced in collecting the returns, only 450 unions submitting them during 1939-40 as against 394 in the previous year. The total income and balance in hand of the unions increased from 889,822 rupees and 611,464 rupees to 1,121,797 rupees and 739,937 rupees respectively. While the average income per union rose from 2,258.4 rupees to 2,491.5 rupees, the average income per member remained steady.

Ninety-six unions ceased to exist or had their certificates of registration cancelled, and the certificate of registration of one federation (in the Punjab) was also cancelled during the year under review.¹

NEWS IN BRIEF

An Argentine Decree of 7 February 1942 (No. 112995) has facilitated the organisation of work in continuous shifts by allowing a flexible interpretation of the expression "midday" used in the Act concerning the employment of women and children, who have to be given two hours' rest at midday. Under the Decree the two-hour rest period need not be given to workers whose shift ends not later than 2 p.m. or begins not earlier than 11 a.m.

* * *

A Mexican Institute for Co-operative Studies was set up on 15 March 1942 under the honorary presidency of General Manuel Avila Camacho, President of the Republic, to study various aspects of the co-operative movement and its development, and above all to serve as a preparatory centre for the training of experts in the theory and practice of co-operation.

* * *

It was reported in January 1942 that the Indian Soldiers' Board had found employment for 95,000 ex-service men.

¹ *The Indian Railway Gazette*, Vol. LIII, No. 4, Apr. 1942.

STATISTICS

Wages

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

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

Figures for the different industries or occupations covered by these series are given in the *Year Book of Labour Statistics 1941* (table XIV).

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.

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

EXPLANATION OF SIGNS USED IN THE TABLES

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

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

The sign † signifies: "provisional figures".

The sign ° signifies: "covering men only".

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

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

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

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

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

Figures in *parenthesis*: series subject to certain reservations (see the January issue of the *Review*: "Statistics, Explanatory Notes").

(a) *Hourly rates or earnings*

Date	AFRICA		AMERICA						
	Union of South Africa		Canada	United States			Argentina	Mexico	
	M., ind., tr., com.	M., ind., tr.	B.L.S.	N.I.C.B.			Ind., transp., com., serv.	Ind.	
			Industries	Industries					
	M.	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	
Rates	Rates	Earnings	Earnings			Earnings	Earnings		
Money wages									
			Cents	Cents	Cents	Cents	Pesos	Pesos	
1929	*	*	*	62.5	39.8	59.0	*	*	
1930	*	*	*	62.2	39.5	58.9	*	*	
1931	*	*	*	59.7	37.1	56.4	*	*	
1932	*	*	45.8	52.6	32.5	49.8	*	*	
1933	*	*	45.5	51.8	34.0	49.1	*	*	
1934	*	*	54.1	60.7	42.7	58.0	*	0.28	
1935	*	*	55.9	61.8	43.7	59.9	*	*	
1936	*	*	56.4	65.1	43.4	61.9	*	0.33	
1937	*	*	63.4	73.5	47.3	69.5	*	0.36	
1938	*	*	63.9	75.8	48.2	71.6	*	0.40	
1939	*	*	64.4	76.5	47.5	72.0	*	0.46	
1940	*	*	67.0	78.4	49.1	73.9	*	—	
1941	*	*	73.6	—	—	81.4	*	—	
1941: Mar.	*	*	69.7	81.8	50.5	76.8	*	*	
June	*	*	73.8	87.2	52.9	81.8	*	*	
Sept.	*	*	75.8	90.0	55.3	84.5	*	*	
Dec.	*	*	78.7	92.4	57.2	86.8	*	*	
1942: Mar.	*	*	80.9	94.8	58.2	88.8	*	*	
Index numbers of money wages (Base: 1929 = 100)									
1929	100	100	*	100	100	100	100	*	
1930	100	101	*	100	99	100	93	*	
1931	97	96	*	96	93	96	87r	*	
1932	93	91	100 ¹	84	82	84	84	*	
1933	94	86	98	83	85	83	87r	*	
1934	94	87	118	97	107	98	83r	100	
1935	98	89	122	100	110	102	90	*	
1936	100	91	123	104	109	105	93	118	
1937	100	95	138	118	119	118	96	129	
1938	101	101	140	121	121	121	95r	143	
1939	102	101	142	122	119	122	100	164	
1940	103 [†]	104	148	125	123	125	101	—	
1941	—	—	161 [†]	—	—	138	105	—	
1941: Mar.	*	*	154	131	127	130	*	*	
June	*	*	161	140	133	139	*	*	
Sept.	*	*	166	144	139	143	*	*	
Dec.	*	*	172	148	144	147	*	*	
1942: Mar.	*	*	177	152	146	151	*	*	
Index numbers of real wages (Base: 1929 = 100)									
1929	100	100	*	100	100	100	100	*	
1930	102	101	*	103	103	103	92	*	
1931	103	108	*	110	107	110	100r	*	
1932	104	111	100	108	105	108	108	*	
1933	108	111	103	111	114	111	106r	*	
1934	106	111	120	122	135	124	107r	(100)	
1935	111	113	121	122	133	123	109	*	
1936	112	113	121	123	129	124	103	(103)	
1937	110	118	131	133	134	133	104r	(93)	
1938	107	120	136	141	140	141	104	(93)	
1939	108	121	139	144	140	143	107	(106)	
1940	106 [†]	120	142	147	145	147	106	—	
1941	—	—	136 [†]	—	—	155	107	—	
1941: Mar.	*	*	149	152	147	151	*	*	
June	*	*	150	158	150	157	*	*	
Sept.	*	*	150	159	153	158	*	*	
Dec.	*	*	152	159	154	158	*	*	
1942: Mar.	*	*	151	158	152	157	*	*	
Persons covered	*	*	4,685,000	*	*	*	*	63,900	

¹ The index numbers of money wages have been calculated on the basis of the percentage change of wages in identical undertakings from month to month, and not on the money wages given above. See note on method in the *Review* for August 1935, pp. 259-260, or the *Year-Book of Labour Statistics*, 1935-36.

Union of South Africa. Annual figures: 30 September of each year.

Canada. Annual figures: averages.

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

Argentina. Annual figures: averages.

Mexico. Annual figures: averages.

(a) Hourly rates or earnings

Date	ASIA			EUROPE				
	China (Shanghai)	Japan ^a	Palestine	Germany				
	Industries	Industries	Industries	Mines ^c , industries, transport ^c				
	M. W.	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. W.
	Rates	Earnings	Rates	Rates				Earnings
	Money wages							
1929	Sh. \$			Rpf.	Rpf.	Rpf.	Rpf.	Rpf.
1929	*	*	*	101.1	79.4	52.7	85.3	96.8
1930	0.059	*	*	102.8	80.7	53.6	86.8	94.0
1931	0.057	*	*	97.4	76.6	51.0	82.3	86.9
1932	0.057	*	*	81.6	64.4	43.9	69.7	73.0
1933	0.058	*	*	78.5	62.3	43.4	67.6	70.7
1934	0.056	*	*	78.3	62.2	43.3	67.5	72.5
1935	0.053	*	*	78.3	62.2	43.4	67.5	73.6
1936	0.055	*	*	78.3	62.2	43.4	67.5	74.8
1937	0.050	*	*	78.5	62.3	43.4	67.6	76.4
1938	0.051	*	*	78.8	62.5	43.7	67.9	78.9
1939	0.060	*	*	79.1	62.8	44.0	68.2	—
1940	0.070	*	*	79.2	68.0	44.1	68.2	—
1941: Mar.	—	*	*	—	—	—	—	—
June	—	*	*	79.9	63.7	44.4	68.9	—
Sept.	—	*	*	—	—	—	—	—
Dec.	—	*	*	80.0†	63.9†	44.5†	69.1†	—
Index numbers of money wages (Base: 1929 = 100)								
1929	*	100	100	100	100	100	100	100
1930	100	*	105	102	102	102	102	97
1931	97	*	101	96	96	97	96	90
1932	97	87	101	81	81	83	82	75
1933	98	85	112	78	78	82	79	73
1934	96	88	137	77	78	82	79	75
1935	90	88	133	77	78	82	79	76
1936	93	88	128	77	78	82	79	77
1937	86	92	124	78	78	82	79	79
1938	86	100	120	78	79	83	80	82
1939	102	—	115	78	79	83	80	—
1940	119	—	114	78	79	84	80	—
1941: Mar.	—	—	—	—	—	—	—	—
June	—	—	*	79	80	84	81	—
Sept.	—	—	—	—	—	—	—	—
Dec.	—	—	*	79†	81†	84†	81†	—
Index numbers of real wages (Base: 1929 = 100)								
1929	*	*	*	100	100	100	100	100
1930	100	*	*	106	106	106	106	101
1931	99	*	*	109	109	110	109	102
1932	104	100	*	103	104	106	104	96
1933	118	96	*	101	103	108	104	95
1934	114	96	*	99	100	105	101	95
1935	106	92	*	97	98	103	99	95
1936	104	91	*	96	97	102	98	96
1937	80	91	*	96	97	101	98	97
1938	63	92	*	95	96	102	97	100
1939	66	—	*	95	97	102	98	—
1940	30	—	*	93	94	100	95	—
1941: Mar.	—	—	*	—	—	—	—	—
June	—	—	*	91	92	97	93	—
Sept.	—	—	*	—	—	—	—	—
Dec.	—	—	*	92†	93†	98†	94†	—
Persons covered	75,000†	1,563,601	*	*	*	*	*	*

¹ Series recalculated according to a new cost-of-living index number. ² Series calculated by the I.L.O.: daily earnings divided by hours actually worked per day. Up to 1938, statistics of the Bank of Japan. ³ From 1929 to 1937, series calculated by the I.L.O., based on money wages published for 1938 to which the index numbers were applied.

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

Japan. Annual and monthly figures: averages.

Palestine (Jewish labour). Annual figures: averages; monthly figures: end of the month in question. The original indices relate to rates of wages per 8-hour day.

Germany. Annual and monthly figures: averages.

(a) Hourly rates or earnings

Date	EUROPE (cont.)									
	Belgium			Bulgaria			Denmark			
	Mines, industries, transport			Industries			Industries, transport°, etc.			
	M. W. sk.	M. W. unsk.	M. W.	M.	W.	M. W.	M. sk.	M. unsk.	W.	M. W.
	Earnings			Earnings			Earnings			
Money wages										
				Leva	Leva	Leva	Öre	Öre	Öre	Öre
1929	*	*	*	10. 01	5. 98	7. 81	153	124	83	128
1930	*	*	*	9. 76	6. 16	7. 33	156	126	84	131
1931	*	*	*	9. 25	5. 58	7. 12	155	126	84	131
1932	*	*	*	7. 75	4. 90	6. 20	153	127	85	131
1933	*	*	*	7. 76	4. 69	6. 53	153	127	85	131
1934	*	*	*	7. 29	4. 59	6. 09	154	129	86	132
1935	*	*	*	7. 04	5. 13	6. 11	155	129	87	133
1936	*	*	*	7. 09	5. 22	6. 03	156	130	87	132
1937	*	*	*	7. 78	5. 88	6. 61	158	133	88	135
1938	*	*	*	8. 15	6. 33	7. 02	166	140	94	142
1939	*	*	*	8. 27	6. 58	7. 32	175	148	96	147
1940	*	*	*	8. 23	7. 39	7. 73	194	163	108	162
1941: Mar.	*	*	*	9. 23	6. 67	8. 46	198	168	113	166
June	*	*	*	*	*	*	206	179	119	176
Sept.	*	*	*	—	—	—	207	180	119	179
Dec.	*	*	*	*	*	*	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	104	106	106	98	103	94	102	102	101	102
1931	97	98	99	92	93	91	101	102	101	102
1932	88	89	91	77	82	79	100	102	102	102
1933	87	87	88	78	78	84	100	103	102	102
1934	83	83	84	73	77	78	100	104	103	103
1935	80	83	81	70	86	78	101	104	105	104
1936	87	89	88	71	87	77	102	105	105	103
1937	97	100	97	78	98	85	103	107	106	105
1938	102	105	103	81	106	90	109	113	113	111
1939	103	105	104	83	110	94	114	119	116	115
1940	109 ¹	111 ¹	110 ¹	82	124	99	126	132	130	127
1941: Mar.	111	114	112	92	111	108	129	135	136	130
June	120	124	122	*	*	*	135	144	143	138
Sept.	—	—	—	—	—	—	135	145	143	140
Dec.	—	—	—	*	*	*	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	101	102	102	107	113	103	107	106	106	107
1931	104	105	106	116	117	114	113	114	113	114
1932	106	106	108	105	112	108	112	114	114	114
1933	105	105	107	114	115	123	109	112	111	111
1934	104	105	106	114	121	122	105	109	108	107
1935	101	103	102	118	144	131	103	106	106	105
1936	103	106	104	124	153	135	102	105	104	103
1937	105	109	106	134	169	146	99	104	102	102
1938	109	112	110	136	176	150	102	107	107	105
1939	111	114	112	132	176	150	105	109	106	106
1940	—	—	—	121	182	146	91	95	94	91
1941: Mar.	—	—	—	124	150	146	85	89	90	85
June	—	—	—	*	*	*	89	95	94	90
Sept.	—	—	—	—	—	—	85	91	90	88
Dec.	—	—	—	*	*	*	—	—	—	—
Persons covered	*	*	*	4,716	2,042	6,758	50,400	60,189	34,831	145,420

¹Three quarters only.

Belgium. Annual and monthly figures: averages.

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

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

(a) Hourly rates or earnings

Date	EUROPE (cont.)										
	Estonia			France					Great Britain		
	Industries, etc.			Metals (Paris)	Industries, etc.		Metals and industries	M.W. 1 chiefly skilled	J.R. S.S. 2	M. of L. 3	L. & C.E. S. 4
									Agr., mines, ind., transp., local auth.		
									M. W.		
	M.	W.	M. W.	M. W.	Paris M. chiefly skilled	Other towns W. chiefly sk.			Rates		
Money wages											
	Sents	Sents	Sents	Frs.	Frs.	Frs.	Frs.	Frs.			
1929	37.9	23.0	32.1	5.45	6.10	3.83	2.26	*	*	*	*
1930	38.7	23.0	32.5	5.79	6.64	4.08	2.42	*	*	*	*
1931	37.0	22.9	31.9	5.74	6.61	4.08	2.42	*	*	*	*
1932	34.5	22.1	29.9	5.47	6.34	3.99	2.35	*	*	*	*
1933	33.2	22.0	29.2	5.57	6.34	3.89	2.26	*	*	*	*
1934	33.0	21.9	29.0	5.54	6.34	3.89	2.28	*	*	*	*
1935	34.4	22.4	29.9	5.49	6.23	3.80	2.26	*	*	*	*
1936	36.3	23.4	31.6	6.33	7.06	4.42	2.62	*	*	*	*
1937	39.4	25.0	34.4	9.41	10.06	5.60	3.08	*	*	*	*
1938	42.4	26.5	37.1	10.45	10.50	6.19	3.42	*	*	*	*
1939	45.4	28.6	39.8	10.93	*	*	*	*	*	*	*
1940	—	—	—	—	10.90	6.34	*	*	*	*	*
1941: Mar.	—	—	—	—	*	*	*	*	*	*	*
June	—	—	—	—	*	*	*	*	*	*	*
Sept.	—	—	—	—	*	*	*	*	*	*	*
Dec.	—	—	—	—	*	*	*	*	*	*	*
1942: Mar.	—	—	—	—	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)											
1929	100	100	100	100	100	100	100	100	100	100	100
1930	102	100	101	106	109	107	107	107	99	100	99
1932	91	96	93	100	104	104	104	104	96	96	96
1933	88	96	91	102	104	102	100	102	—	95	95
1934	87	95	90	102	104	102	101	102	96	96	95
1935	91	97	93	101	102	99	100	100	97	97	96
1936	96	102	98	116	116	115	116	115	100	100	98
1937	104	109	107	173	165	146	136	150	105	104	102
1938	112	115	116	192	172	162	151	165	106	107	105
1939	120	124	124	201	*	*	*	187 ⁵	—	108	107
1940	—	—	—	—	179	166	*	204 ⁵	—	122	118
1941	—	—	—	—	—	—	*	204 ⁵	—	—	128
1941: Mar.	—	—	—	—	*	*	*	*	*	—	126
June	—	—	—	—	*	*	*	*	*	—	129
Sept.	—	—	—	—	*	*	*	*	*	—	129
Dec.	—	—	—	—	*	*	*	*	*	—	134
1942: Mar.	—	—	—	—	*	*	*	*	*	—	135
Index numbers of real wages (Base: 1929 = 100)											
1929	100	100	100	*	*	*	*	*	100	100	100
1930	(115)	(112)	(114)	100	100	100	100	100	103	104	103
1932	(113)	(120)	(116)	103	104	108	107	107	109	110	110
1933	(116)	(127)	(121)	107	106	109	107	109	—	112	111
1934	(117)	(128)	(121)	110	109	114	113	114	111	111	110
1935	(120)	(129)	(123)	116	115	119	119	120	111	111	110
1936	(114)	(121)	(117)	126	122	126	126	126	111	111	110
1937	(117)	(122)	(120)	154	144	134	124	138	111	110	108
1938	(119)	(123)	(123)	150	132	130	121	132	111	113	110
1939	(123)	(127)	(127)	—	*	*	*	*	—	112	110
1940	—	—	—	—	—	—	*	*	—	108	104
1941	—	—	—	—	—	—	*	*	—	—	106
1941: Mar.	—	—	—	—	*	*	*	*	*	—	105
June	—	—	—	—	*	*	*	*	*	—	106
Sept.	—	—	—	—	*	*	*	*	*	—	107
Dec.	—	—	—	—	*	*	*	*	*	—	110
1942: Mar.	—	—	—	—	*	*	*	*	*	—	114
Persons covered	35,000	15,000	50,000	*	*	*	*	*	*	*	*

¹ Series calculated by the I.L.O.: weighted averages of the rates of the four preceding series. ² *Journal of the Royal Statistical Society*. ³ Ministry of Labour. ⁴ *London and Cambridge Economic Service*. ⁵ Series based on Oct. 1929; 1939 and 1941: June; 1940: October.

Estonia. Annual and monthly figures: averages.

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

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

(a) Hourly rates or earnings

Date	EUROPE (cont.)									
	Hungary	Italy	Latvia (Riga)				Lithuania			
	Indus-tries	Indus-tries, etc.	Industries, etc.				Industries			
	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. sk. ¹	M. unsk. ²	W. ³	M. W. ⁴
	Earnings	Earnings	Earnings				Rates			
	Money wages									
	Pengö	Lire	Sants.	Sants.	Sants.	Sants.	Litas	Litas	Litas	
1929	0.57	2.09	81	57	33	51	*	*	*	*
1930	0.52	2.07	84	59	33	53	1.45	0.90	0.56	*
1931	0.55	1.95	82	57	33	55	1.44	0.86	0.54	*
1932	0.51	1.91	72	50	31	46	1.30	0.81	0.52	*
1933	0.48	1.86	65	47	30	43	1.14	0.69	0.47	*
1934	0.46	1.80	63	47	30	43	1.07	0.63	0.44	*
1935	0.44	1.77	64	49	30	43	1.04	0.64	0.44	*
1936	0.45	1.88	65	49	30	44	1.03	0.63	0.43	*
1937	0.46	2.11	68	52	32	46	1.09	0.68	0.49	*
1938	0.49	2.26	73	55	35	50	1.14	0.68	0.49	*
1939	0.53 ¹	—	76	57	36	52	—	—	—	*
1940	0.58 ²	—	—	—	—	—	—	—	—	*
1941: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	*	*	*	*
1930	91	99	104	104	100	104	100	100	100	100
1931	95	93	101	100	100	104	100	96	96	96
1932	89	91	89	88	94	90	90	90	92	89
1933	84	89	80	82	91	84	79	77	83	80
1934	81	86	78	82	91	84	74	69	78	73
1935	77	85	79	86	91	84	72	72	79	74
1936	79	90	80	85	93	86	71	70	77	72
1937	81	101	84	90	97	90	75	76	88	79
1938	86	108	90	96	106	98	78	76	87	80
1939	93 ¹	—	94	100	109	102	—	—	—	—
1940	102 ²	—	—	—	—	—	—	—	—	—
1941: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	*	*	*	*	*	*	*	*
1930	(101) ^r	102	100	100	100	100	100	100	100	100
1931	(112)	107	107	106	111	110	107	103	102	103
1932	(107)	110	108	107	118	110	113	114	117	113
1933	(108)	112	102	105	120	107	115	113	122	117
1934	(106)	114	104	111	126	113	116	109	122	114
1935	(99)	111	104	114	125	111	128	128	141	132
1936	(96)	109	106	113	127	114	125	123	155	128
1937	(92)	111	102	111	123	110	120	121	140	126
1938	(98)	110	100	107	122	108	123	118	136	125
1939	(107) ¹	—	101	107	121	109	—	—	—	—
1940	(108) ²	—	—	—	—	—	—	—	—	—
1941: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
Persons covered	289,000	1,526,636	*	*	*	44,716	*	*	*	*

¹ Including the Northern Territories and Subcarpathian Russia. ² Excluding Eastern Territories and Transylvania. ³ Money wages calculated by the I.L.O.: daily rates of wages divided by normal hours per day. ⁴ Series calculated by the I.L.O.: weighted averages of the rates for men and women.

Hungary. Annual figures: averages.

Italy. Annual and monthly figures: averages.

Latvia. Annual and monthly figures: averages.

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

(a) Hourly rates or earnings

Date	EUROPE (cond.)									
	Nether-lands	Poland	Sweden			Switzerland				Czecho-slovakia (Prague)
	M., in-dustries	M., in-dustries	Mines ^a , ind., transp., com.			Industries, some transport, com., etc.				Indus-tries
	M.	M. W.	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M. W.	M. W.
	Earnings	Earnings	Earnings			Earnings				Rates
Money wages										
1929	*	Zl. 1.01	Kr. 1.25	Kr. 0.74	Kr. 1.12	Frs. 1.48	Frs. 1.14	Frs. 0.77	*	Kč. 4.37
1930	*	1.00	1.29	0.75	1.15	1.49	1.16	0.76	*	4.47
1931	*	0.93	1.29	0.75	1.15	1.51	1.16	0.78	*	4.49
1932	*	0.86	1.27	0.74	1.13	1.45	1.11	0.74	*	4.49
1933	*	0.78	1.22	0.73	1.09	1.42	1.09	0.72	*	4.47
1934	*	0.74	1.22	0.73	1.09	1.39	1.07	0.71	*	4.37
1935	*	0.72	1.24	0.74	1.11	1.36	1.05	0.70	*	4.34
1936	*	0.71	1.25	0.75	1.12	1.33	1.03	0.69	*	4.33
1937	*	0.74	1.29	0.77	1.15	1.32	1.05	0.69	*	4.22
1938	*	0.78	1.37	0.80	1.23	1.37	1.06	0.72	*	4.32
1939	*	*	1.42	0.83	1.27	1.37	1.07	0.72	*	4.35 ¹
1940	*	*	1.53	0.93	1.37	1.41	1.10	0.74	*	—
1941: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	*	*	*	*	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	102	99	103	101	103	101	102	99	101	102
1931	100	92	103	101	103	102	102	101	103	103
1932	93	85	102	100	101	98	97	96	98	103
1933	89	77	98	99	98	97	96	94	96	102
1934	86	73	98	99	98	94	94	92	94	100
1935	83	71	99	100	99	92	92	91	93	99
1936	81	70	100	101	100	90	90	90	91	99
1937	82	73	103	104	103	89	92	90	91	97
1938	86	77	110	108	109	93	93	94	93	99
1939	87	*	114	112	114	93	94	94	94	100 ¹
1940	—	*	122	126	122	95	97	96	96	—
1941: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	*	*	*	*	—
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	(106)	(108)	106	104	106	103	104	101	103	105
1931	(111)	(112)	110	108	109	109	109	109	110	110
1932	(111)	(114)	110	108	110	114	114	112	114	112
1933	(107)	(115)	108	109	108	119	117	115	118	113
1934	(104)	(118)	107	108	107	117	117	115	117	112
1935	(103)	(119)	107	108	107	116	116	114	116	108
1936	(103)	(122)	107	108	107	111	112	111	113	106
1937	(101)	(119)	108	109	108	105	108	106	107	102
1938	(104)	(127)	112	110	111	109	109	110	110	100
1939	(104)	*	112	111	113	108	110	109	109	94 ¹
1940	—	*	110	113	110	101	103	102	102	—
1941: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	*	*	*	*	—
Persons covered	78,000	813,843	389,747	77,915	505,729	18,000	18,000	7,000	43,000	*

¹ I-VI.

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

Poland. Annual and monthly figures: averages.

Sweden. Annual figures: averages.

Switzerland. Annual figures: averages.

Czechoslovakia. Annual and monthly figures: averages.

(a) *Hourly rates or earnings*

Date	OCEANIA					
	Australia			New Zealand		
	Mines ^o , industries, transport ^o , etc.			Mines ^o , industries, transp. ^o , com.		
	M.	W.	M. W. ¹	M.	W. ²	M. W. ¹
	Rates			Rates		
Money wages						
1929	2 3	1 2½	*	*	*	*
1930	2 2½	1 2½	*	*	*	*
1931	2 0	1 1	*	*	*	*
1932	1 10¾	1 0½	*	*	*	*
1933	1 10	0 11¾	*	*	*	*
1934	1 10	0 11¾	*	*	*	*
1935	1 10½	1 0	*	*	*	*
1936	1 11	1 0½	*	*	*	*
1937	2 0	1 1	*	*	*	*
1938	2 1½	1 1½	*	*	*	*
1939	2 2½	1 2½	*	*	*	*
1940	2 3½	1 2½	*	*	*	*
1941: Mar.	2 4½	1 3½	*	*	*	*
June	2 4¾	1 3½	*	*	*	*
Sept.	2 5	1 3½	*	*	*	*
Dec.	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)						
1929	100	100	100	100	100	100
1930	98	99	98	100	100	100
1931	89	90	89	94	94	94
1932	84	84	84	89	90	89
1933	81	81	81	87	88	87
1934	82	82	82	87	88	87
1935	83	83	83	89	89	89
1936	85	85	85	99	99	99
1937	89	90	89	113	112	113
1938	96	93	95	120	116	119
1939	97	98	97	122	122	121
1940	101	100	101	126	126	125
1941: Mar.	106r	105	105	*	*	*
June	106r	107	107	*	*	*
Sept.	107	107	107	*	*	*
Dec.	—	—	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)						
1929	100	100	100	100	100	100
1930	103	105	103	102	102	102
1931	105	106	105	104	105	104
1932	104	104	104	107	107	107
1933	104	104	104	110	111	110
1934	103	103	103	109	109	109
1935	102	102	102	107	107	107
1936	103	103	103	115	115	115
1937	105	106	105	123	122	123
1938	110	107	110	126	123	125
1939	109	110	109	123	123	122
1940	108	108	108	122	122	121
1941: Mar.	109	109	109	*	*	*
June	109	110	110	*	*	*
Sept.	109	109	109	*	*	*
Dec.	—	—	—	*	*	*
Persons covered	*	*	*	*	*	*

¹Series calculated by the I.L.O.: weighted averages of the rates for men and women. ²Series calculated by the I.L.O.: index numbers of weekly rates of wages divided by index numbers of normal hours per week.
Australia. Annual figures: averages; monthly figures: last day of the month.
New Zealand. Annual figures: averages.

(b) Daily, weekly or monthly earnings

Date	AMERICA												
	Canada	United States				Argentina		Chile	Colombia (Bogotá)				
		M., ind., transp., com. ser- vices	B.L.S. Series	N.I.C.B. Series			Whole country		(Buenos Aires)	Ind.	Industries, services		
M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	M.	W.	M. W.				
Weekly	Weekly	Weekly			Mthly	Mthly	Daily	Daily					
Money wages													
1929	\$	\$	\$	\$	\$	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos		
1930	*	*	30.64	17.61	28.55	*	141.87r	*	*	*	*		
1931	*	25.34	27.66	15.98	25.84	*	130.37r	*	*	*	*		
1932	*	22.18	24.00	14.69	22.62	*	120.87r	*	*	*	*		
1933	*	17.86	17.96	11.73	17.05	*	115.11r	*	*	*	*		
1934	*	17.36	18.69	12.35	17.71	*	119.89r	*	*	*	*		
1935	*	18.93	21.07	14.50	20.06	*	109.49r	*	*	*	*		
1936	*	20.85	23.49	15.37	22.23	*	118.90r	*	*	*	*		
1937	*	22.60	26.02	15.74	24.39	*	122.57r	*	*	*	*		
1938	*	24.95	28.72	17.02	26.80	104.4	126.63r	12.60	*	*	*		
1939	*	22.70	26.07	15.69	14.43	*	125.28r	14.16	1.69	1.05	1.59		
1940	*	24.58	28.97	17.02	27.04	107.3	128.61r	16.62	1.72	1.13	1.58		
1941	*	26.11	30.64	17.43	28.54	*	132.70	20.23	1.75	1.12	1.61		
1941	26.02 ¹	30.96	36.18	20.29	33.62	—	136.70	—	—	—	—		
1941: Mar.	25.69	29.10	34.20	19.37	31.80	*	*	23.56	—	—	—		
June	25.49	31.85	36.93	20.27	34.26	*	*	23.50	—	—	—		
Sept.	26.37	32.06r	37.80	21.14	35.10	*	*	27.93	—	—	—		
Dec.	26.13	33.70r	38.75	22.15	36.08	*	*	—	—	—	—		
1942: Mar.	28.41	36.10	41.31	22.73	38.14	*	*	—	—	—	—		
Index numbers of money wages (Base: 1929 = 100)													
1929	*	100	100	100	100	*	100	*	*	*	*		
1930	*	93	90	91	91	*	92	*	*	*	*		
1931	*	83	78	83	79	*	85	*	*	*	*		
1932	*	68	59	67	60	*	81	*	*	*	*		
1933	*	66	61	70	62	*	85r	*	*	*	*		
1934	*	72	69	82	70	*	77	*	*	*	*		
1935	*	78	77	87	78	*	84	*	*	*	*		
1936	*	83	85	89	85	*	86	*	*	*	*		
1937	*	91	94	97	94	100	89	100	*	*	*		
1938	*	83	85	89	86	*	88	117	100	100	100		
1939	*	90	95	97	95	103	91r	132	103	101	102		
1940	*	96	100	99	100	*	94	161	104	107	101		
1941	101 ¹	113	118	115	118	—	96	—	—	—	—		
1941: Mar.	100	107	112	110	111	*	*	187	—	—	—		
June	99	117	121	115	120	*	*	187	—	—	—		
Sept.	103	117	123	120	123	*	*	222	—	—	—		
Dec.	102	123	126	126	126	*	*	—	—	—	—		
1942: Mar.	111	132	135	129	134	*	*	—	—	—	—		
Index numbers of real wages (Base: 1929 = 100)													
1929	*	100	100	100	100	*	100	*	*	*	*		
1930	*	95	93	94	94	*	91	*	*	*	*		
1931	*	94	90	96	91	*	98	*	*	*	*		
1932	*	84	75	86	77	*	105r	*	*	*	*		
1933	*	86	82	94	83	*	102r	*	*	*	*		
1934	*	92	87	104	89	*	99	*	*	*	*		
1935	*	96	93	106	94	*	101	*	*	*	*		
1936	*	101	100	105	101	*	95	*	*	*	*		
1937	*	107	106	109	106	100	96	(100)	*	*	*		
1938	*	100	99	103	99	*	96	(113)	100	100	100		
1939	*	109	111	114	111	102	97	(125)	100	99	99		
1940	*	117	118	116	118	*	98	(135)	104	107	102		
1941	97 ¹	132	133	129	132	—	98	—	—	—	—		
1941: Mar.	100	129	129	127	129	*	*	(147)	—	—	—		
June	96	137	136	130	136	*	*	(137)	—	—	—		
Sept.	96	133	136	132	135	*	*	(151)	—	—	—		
Dec.	96	137	136	135	136	*	*	—	—	—	—		
1942: Mar.	104	142	140	134	139	*	*	—	—	—	—		
Persons covered	1,321,909	5,001,000	*	*	*	617,000	—	19,435	—	—	13,000		

¹ III-XII.

Canada. Monthly figures: last week of the month.

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

Argentina. Annual figures: averages.

Chile. Annual and monthly figures: averages.

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

(b) Daily, weekly or monthly earnings

Date	AMERICA (cont.)		ASIA						EUROPE	
	Mexico	Uruguay	China (Shanghai)	Japan			Palestine	Germany		
	Ind.	Ind.	Ind.	Imperial Cabinet series		Bank of Japan	Ind.	M.º ind. transp.º	Agr. ind. transp., com.	
				Industries		Ind.				
	M. W.	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	M. W.	
	Monthly	Monthly	Daily	Daily			Daily	Daily	Weekly	Weekly¹
	Money wages									
	Pesos	Pesos	Sh. \$	Sen	Sen	Sen	Sen		RM.	RM.
1929	*	*	*	264.5	98.9	206.4	*	*	*	31.19
1930	*	*	0.669	255.1	91.3	200.2	*	*	*	30.57
1931	*	*	0.678	243.0	82.1	187.0	*	*	*	27.73
1932	*	*	0.627	250.6	76.5	190.9	*	*	*	22.88
1933	*	*	0.639	254.4	73.5	187.9	*	*	*	21.88
1934	*	*	0.600	248.6	72.5	189.3	*	*	*	22.83
1935	*	*	0.572	243.3	72.6	188.1	*	*	*	24.04
1936	*	38.36	6.607	241.5	73.8	190.1	*	*	*	25.25
1937	*	*	0.597	247.6	78.4	195.7	*	*	*	26.52
1938	28.80	41.62	0.590	248.9	84.9	205.9	*	*	*	27.84
1939	*	41.55	0.719	—	—	—	*	*	*	—
1940	—	42.08	1.423	—	—	—	*	*	*	—
1941: Mar.	—	—	*	—	—	—	*	*	*	*
June	—	—	*	—	—	—	*	*	*	*
Sept.	—	—	*	—	—	—	*	*	*	*
Dec.	—	—	*	—	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
1929	*	*	*	100	100	100	100	*	100	100
1930	*	*	100	96	92	97	95	*	92	98
1931	*	*	101	92	83	91	87	*	81	89
1932	*	*	94	95	77	92	85	*	67	73
1933	*	*	98	96	74	91	86	*	68	70
1934	*	*	90	94	73	92	88	*	73	73
1935	*	*	86	92	73	91	88	*	75	77
1936	*	100	91	91	75	92	88	*	78	81
1937	*	*	89	94	79	95	93	*	81	85
1938	100	108	88	94	86	100	102	100	85	89
1939	*	108	107	—	—	—	—	107	88	—
1940	—	110	211	—	—	—	—	106	—	—
1941: Mar.	—	—	*	—	—	—	*	—	95	—
June	—	—	*	—	—	—	*	—	—	—
Sept.	—	—	*	—	—	—	*	—	—	—
Dec.	—	—	*	—	—	—	*	—	—	—
Index numbers of real wages (Base: 1929 = 100)										
1929	*	*	*	*	*	*	*	*	100	100
1930	*	*	100	*	*	*	*	*	96	102
1931	*	*	104	*	*	*	*	*	92	101
1932	*	*	101	100	100	100	100	*	85	94
1933	*	*	115	99	94	96	99	*	89	92
1934	*	*	108	93	89	93	97	*	93	93
1935	*	*	101	88	86	89	94	*	94	96
1936	*	100	101	86	86	88	92	*	97	100
1937	*	*	84	84	87	87	93	*	99	105
1938	100	106	64	79	88	85	95	100	104	109
1939	*	101	59	—	—	—	—	106	107	—
1940	—	97	54	—	—	—	—	92	—	—
1941: Mar.	—	—	*	—	—	—	*	—	111	—
June	—	—	*	—	—	—	*	—	—	—
Sept.	—	—	*	—	—	—	*	—	—	—
Dec.	—	—	*	—	—	—	*	—	—	—
Persons covered	*	39,901	*	1,048,576	515,025	1,563,601	1,598,111	*	—	16,393,700

¹ Insurance statistics (invalidity).

Mexico. Annual figures: April 1939.

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

China. Annual figures: averages.

Japan. Annual and monthly figures: averages.

Palestine. Annual and monthly figures: averages.

Germany. Annual and monthly figures: averages.

(b) Daily, weekly or monthly earnings

Date	EUROPE (cont.)									
	Estonia			France	Hungary	Italy	Latvia (Riga)	Luxemburg		
	Industries, etc.			Industries	Industries	Industries, etc.	Industries, etc.	Mines, industries, etc.		
	M.	W.	M. W.	M. W.	M. W.	M. W.	M. W.	M.	W.	M. W. ⁴
	Weekly			Weekly ¹	Daily	Monthly	Weekly ⁵	Daily		
Money wages										
	E. Kr.	E. Kr.	E. Kr.	*	Pengö	*	*	Frs.	Frs.	*
1929	19.02	10.92	15.82	*	5.15	*	*	*	*	*
1930	19.32	10.95	15.82	*	5.02	*	*	*	*	*
1931	17.23	10.22	14.42	*	4.71	*	*	*	*	*
1932	15.28	9.56	12.99	*	4.34	*	*	*	*	*
1933	14.70	9.52	12.68	*	4.13	*	*	41.11	20.92	*
1934	15.17	9.84	13.25	*	4.03	*	*	39.67	20.99	*
1935	16.45	10.51	14.21	*	3.89	*	*	42.00	21.47	*
1936	18.00	11.22	15.20	*	3.90	*	*	43.43	21.59	*
1937	19.58	11.95	16.89	*	3.97	*	*	48.51	21.77	*
1938	20.80	12.45	18.01	*	4.27	*	*	49.71	22.77	*
1939	22.28	13.49	19.27	*	4.38 ²	*	*	—	—	*
1940	—	—	—	*	4.79 ³	*	*	—	—	*
1941: Mar.	—	—	—	*	*	*	*	*	*	*
June	—	—	—	*	*	*	*	*	*	*
Sept.	—	—	—	*	*	*	*	*	*	*
Dec.	—	—	—	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
	100	100	100	*	100	100	*	*	*	*
1929	100	100	100	100	97	95	*	*	*	*
1930	102	100	100	100	97	95	*	*	*	*
1931	91	94	91	97	91	87	*	*	*	*
1932	80	88	82	88	84	85	100	*	*	*
1933	77	87	80	90	80	85	96	100	100	100
1934	80	90	84	89	78	81	97	96	100	96
1935	86	96	90	87	76	74	96	102	103	104
1936	95	103	96	03	76	78	99	106	103	107
1937	103	109	107	18	77	90	105	118	104	118
1938	109	114	114	24	83	94 ⁴	114	121	109	121
1939	117	124	122	—	85 ²	*	117	—	—	—
1940	—	—	—	—	93 ³	*	—	—	—	—
1941: Mar.	—	—	—	*	*	*	—	*	*	*
June	—	—	—	*	*	*	—	*	*	*
Sept.	—	—	—	*	*	*	—	*	*	*
Dec.	—	—	—	*	*	*	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
	100	100	100	*	100	100	*	*	*	*
1929	100	100	100	100	100	100	*	*	*	*
1930	(114)	(113)	(112)	100	(108)	99	*	*	*	*
1931	(106)	(109)	(107)	100	(106)	100	*	*	*	*
1932	(100)	(109)	(102)	98	(101)	102	100	*	*	*
1933	(103)	(116)	(107)	103	(103)	107	100	100	100	100
1934	(107)	(121)	(113)	106	(103)	108	106	100	104	100
1935	(115)	(128)	(119)	111	(97)	97	104	108	109	110
1936	(113)	(123)	(115)	120	(92)	94	107	111	109	112
1937	(116)	(123)	(120)	116	(88)	100	105	118	104	118
1938	(116)	(121)	(121)	107	(94)	96 ⁴	103	117	105	117
1939	(123)	(129)	(128)	—	(98) ²	*	103	—	—	—
1940	—	—	—	—	(99) ³	*	—	—	—	—
1941: Mar.	—	—	—	*	*	*	—	*	*	*
June	—	—	—	*	*	*	—	*	*	*
Sept.	—	—	—	*	*	*	—	*	*	*
Dec.	—	—	—	*	*	*	—	*	*	*
Persons covered	35,000	15,000	50,000	*	289,000	1,526,636	44,716	30,000	2,000	32,000

¹ Series calculated by the I.L.O.: hourly rates multiplied by hours actually worked per week. ² Including the Northern Territories and Subcarpathian Russia. ³ Excluding Eastern Territories and Transylvania. ⁴ Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per month. ⁵ Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per week. ⁶ Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

Estonia. Annual and monthly figures: averages.

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

Hungary. Annual figures: averages.

Italy. Annual and monthly figures: averages.

Latvia. Annual figures: averages.

Luxemburg. Annual figures: averages.

¹ Insurance statistics (accidents). * Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

(b) Daily, weekly or monthly earnings

Date	EUROPE (concl.)					OCEANIA		
	Czecho- slovakia	U.S.S.R.		Yugoslavia		New Zealand		
	Agr., ind., some transp., com., etc.	M., industries		Croatia & Slavonia	Ind., some transp., com.	Industries		
				M., ind., tr., com.				
		M. W.	M. W.	M. W.	M. W.	M. W.	M.	W.
Daily ¹	Daily	Monthly	Monthly	Daily ²	Weekly			
Money wages								
	Kč.	Rbls.	Rbls.	Dinars	Dinars	s. d.	s. d.	
1929	19.11	3.07	77.06	*	26.32	89 6	39 6	*
1930	19.13	3.55	82.59	1.143	26.56	91 6	37 7	*
1931	18.66	4.11	96.10	1.137	26.19	86 2	35 11	*
1932	17.73	4.88	115.42	1.042	24.58	77 0	34 9	*
1933	16.72	5.18	126.08	988	23.22	73 8	33 3	*
1934	16.30	5.94	147.30	999	22.24	70 6	32 0	*
1935	15.93	7.55	186.75	890	21.65	70 11	31 4	*
1936	16.18	9.23	225.58	909	21.66	75 5	32 1	*
1937	17.09	10.15	242.46	950	22.71	88 9	37 6	*
1938	17.71	—	—	973	23.64	94 6	38 4	*
1939	18.92 ³	—	—	1.000	24.28	98 5	41 7	*
1940	—	—	—	—	—	101 9	44 10	*
1941: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
Index numbers of money wages (Base: 1929 = 100)								
1929	100	100	100	*	100	100	100	100
1930	100	116	107	100	101	102	95	101
1931	98	134	125	100	100	96	91	95
1932	93	159	150	91	93	86	88	84
1933	88	169	164	86	88	82	84	81
1934	85	193	191	79	84	79	81	77
1935	83	246	242	78	82	79	79	77
1936	85	301	293	80	82	84	81	81
1937	89	331	315	83	86	99	95	95
1938	93	—	353 [†]	85	90	106	97	104
1939	99 ³	—	—	87	92	110	105	109
1940	—	—	—	—	—	114	113	114
1941: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)								
1929	100	*	*	*	100	100	100	100
1930	(102)	*	*	100	(110)	105	97	104
1931	(104)	*	*	100	(114)	107	101	106
1932	(101)	*	*	89	(115)	103	105	101
1933	(96)	*	*	106	(111)	104	106	102
1934	(95)	*	*	106	(112)	98	101	95
1935	(90)	*	*	86	(111)	95	95	92
1936	(91)	*	*	95	(111)	98	94	94
1937	(95)	*	*	92	(110)	108	103	103
1938	(94)	*	*	92	(104)	111	102	109
1939	(94) ³	*	*	97	(102)	112	107	110
1940	—	*	*	—	—	111	111	111
1941: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
Persons covered	1,363,341	6,722,000		—	707,435	64,883	22,452	87,335

¹ Insurance statistics (sickness). ² I-VI. ³ Insurance statistics (sickness and accidents). ⁴ Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

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

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

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

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

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Book Notes

INTERNATIONAL PUBLICATIONS

League of Nations. *Report on the Work of the League 1941-1942.* Submitted by the Acting Secretary-General. Geneva, May 1942. 94 pp.

The Report of the Acting Secretary-General of the League of Nations for 1941-1942 consists of a general introduction, giving a sketch of the background of the present work of the Secretariat of the League, and detailed chapters dealing with economic, financial and transit questions, questions of a social and humanitarian character, questions of a legal and administrative character, and the League library.

The chapter dealing with economic, financial and transit questions gives an account of the documentation in connection with post-war economic problems which is being prepared by the Secretariat of the League, particulars being given of certain studies of commercial policy, raw materials, relief and reconstruction, agriculture, international currency problems, economic depressions, and demographic questions. An annex gives full details of studies on European demographic problems which are being carried out under the general editorship of the Director of the Economic, Financial and Transit Department of the League by the Office of Population Research of Princeton University.

OFFICIAL PUBLICATIONS

IRELAND

Roinn Riaghaltais Aiteamhail agus Sláinte Poiblidhe. Comisiun na n-Oispidéal. Department of Local Government and Public Health. The Hospitals Commission. *An Ceathramhadh Tuararsgabhaill Choitcheann. Fourth General Report. 1938.* Dublin, Government Publications Sale Office, 1940. viii + 336 pp. 3s.

The special interest of this fourth general report of the Irish Hospitals Commission lies in its supplement, which records and analyses the sickness experience of the National Health Insurance Society for the years 1935 and 1936. This is the first time that any figures of the incidence of sickness of the 500,000 members of the Society have been made available. The analysis enters into great detail. It exhibits the frequency and duration of claims by sex (distinguishing unmarried and married women); these figures are further analysed in respect of 18 main types of illness, and, by age groups, regions, and occupations, in respect of the 8 most important illness groups. The tables are translated into French and German, and the results of the analysis are therefore available to the wide circle of students which their importance deserves.

UNITED STATES

Federal Security Agency. Social Security Board. Bureau of Employment Security. *Occupations Suitable for Women.* Washington, U.S. Government Printing Office, 1942. ix + 103 pp.

This study consists primarily of a list of occupations that may offer opportunities for the employment of women in the war production programme.

NON-OFFICIAL PUBLICATIONS

American Youth Commission of the American Council on Education. *Youth and the Future.* Washington, D.C., American Council on Education, 1942. xix + 296 pp. \$2.50.

In this general report, the American Youth Commission, besides making new recommendations based on its more recent findings, takes the opportunity to restate its earlier recommendations on youth problems which have been published in pamphlet form since its foundation in 1935. The first part of the volume deals with employment opportunity for youth and pays special attention to post-war employment problems. It points to the likelihood of "a considerable amount of youth unemployment in the post-war future, even under conditions of relatively full employment for adults, such as those which prevailed in most parts of the United States from 1923 to 1929. More than any other age group, youth are dependent for employment opportunity on a constant flow of new economic activity." The view is expressed that for the younger workers returning from war industries or from the armed forces, the difficulties will not be solved by a special youth work programme. They will have to be included in a work programme for adults, "and an adequate programme for adults in which youth can participate should be provided". After briefly considering the arguments for and against public works as a cure for unemployment, the report concludes:

We must continue to reckon with the realities of existing situations. Whenever we have any considerable amount of involuntary unemployment, the moral duty of the State to provide opportunities for employment on public projects is undeniable. For some years it seems likely that a flexible programme of public work which can be expanded and contracted in accordance with the need for supplementary public employment will fill an essential place in our economy.

The second part of the report examines various other basic problems, including education, occupational adjustment, the use of leisure time, health and fitness, etc., and the third part is devoted to the question of responsibility, public and private, for action for youth.

Bournville Village Trust. *When We Build Again.* London, George Allen & Unwin, Ltd., 1941. xii + 138 pp. 8s. 6d.

This book, the result of three years' objective research carried out by the Bournville Village Trust into conditions of living and working in Birmingham, is based upon the results of 7,161 personal interviews with working-class householders, a sample of 1 in 35 throughout the city. It deals authoritatively with existing conditions in the city and the surrounding region, and its conclusions relating to future housing policy and to the problems of replanning will be of value to all who direct post-war reconstruction. Large areas in the great industrial cities of Great Britain have already been demolished in consequence of the war and will have to be rebuilt. It is vital to ensure that their redevelopment will not perpetuate the faults of the old cities. This book shows a way of planning redevelopment that is based on the lives and needs of the people.

Brand, Carl F. *British Labour's Rise to Power.* Eight Studies. Stanford University, California, Stanford University Press; London, Humphrey Milford, 1941. xi + 305 pp. \$3.50.

A useful series of historical studies of the policies and development of the British labour parties, mainly during the period of the war of 1914-1918. The first study, however, gives an interesting account of labour's first entry into

the field of political action between 1832 and 1867, the year of the Second Reform Bill, while the final study tells the story of British labour's relations with the communists from 1917 to 1939. The other studies deal with British labour and wartime coalitions from 1914 to 1918, labour's war aims and peace policies, its attitude to President Wilson both during the war and at the Peace Conference, and, finally, its relations with the Second International. Of most interest is the long study of war aims and peace policies. It reminds the reader that British labour was fully aware in 1917 of the necessity of policies which are now almost universally recognised as imperative for the reconstruction of the world after the present war.

Labour, says Mr. Brand, urged the facilitation of international trade, the development of the natural resources of each country for the benefit of the whole world, and international action to improve working conditions everywhere. It besought Governments to prepare in advance to meet the problems of poverty and unemployment certain to follow the war, to apportion supplies of raw materials among all nations and foodstuffs among all peoples not in proportion to purchasing power but to their several pressing needs, and to prepare a programme of public works sufficient to maintain at a fairly uniform level the demand for labour.

The title of the book is somewhat misleading, since it does not in fact trace in any historical sequence the rise of organised British labour to a powerful political force. Nevertheless, the book, which is well documented, is to be recommended as furnishing valuable background material for the study of British labour politics.

Djang, T. K. *Factory Inspection in Great Britain*. London, George Allen & Unwin Ltd., 1942. 255 pp. 12s. 6d.

This volume is published as No. 2 in a series of Studies in Political Science and Sociology sponsored by the London School of Economics and Political Science. The author came from China to London in 1937 to study at London University, and the publication under review constitutes the thesis which earned for him the degree of Doctor of Philosophy. It is reasonable to suppose that his choice of a subject may have been influenced by the mission carried out in China under the auspices of the International Labour Office in 1931 by Dame Adelaide Anderson and Mr. Camille Pône.¹

In an introduction Professor William A. Robson describes Dr. Djang's study as "a work of conspicuous merit which is in every way worthy of its subject", and the fact that a laudatory preface is contributed by Sir Duncan Wilson, formerly Chief Inspector of Factories in Great Britain, helps to confirm this favourable opinion. The book contains an interesting historical account of the development of the British factory inspection system, a description of the inspectorate and its methods, a critique of the system, and some interesting suggestions for the future. It is the first full-length study of the subject in the English language. One of Dr. Djang's proposals is of such interest for the work of the International Labour Office that it deserves quotation in full. It is to the following effect:

The success of factory inspection in one country should lead to the adoption of the system by other countries. Closer co-operation should exist between the British Factory Department and the International Labour Office. Within the Factory Department, a liaison or intelligence section should be set up, composed of one or two persons who should be treated as Class II inspectors. These liaison officers should get in touch with factory inspection departments of foreign countries and with the International Labour Office. Inspectors' reports of other countries, their accident rates, and other statistical figures should be kept by a liaison office. A British factory inspector or inspectors should attend every International Labour Conference and participate in its committees. If practicable, one or two British factory inspectors should be lent to the International Labour Office for a period of one or two years at a time. The knowledge and zeal of the British factory inspectors would be an invigorating addition to the International Labour Organisation; and the experience would serve to broaden the

¹ Cf. *International Labour Review*, Vol. XXV, No. 5, May 1932, pp. 591 *et seq.*

viewpoint of the inspectors. By a slow but steady process, many countries have adopted some form of labour legislation and inspection. The exemplary success of the British Factory Department during the past hundred and more years should afford a good lesson and a great deal of encouragement to newcomers in this field.

Dutch, Oswald. *Economic Peace Aims. A Basis for Discussion.* London, Edward Arnold & Co., 1941. 280 pp. 12s. 6d.

Taking the assurance of work to be a fundamental aim of the post-war world, the author proposes the setting up of local, national, and continental organisations, to be co-ordinated under an international commission which would be the supreme world control, possessing every administrative power; it would be established in either Washington or London, and would be called the International Commission for the Procurement of Work (ICPOW). The author states:

The ICPOW is the only new body which must be set up after, or better still, during the war, to take over the functions of some of the commissions created under the Peace Treaties, such as the League of Nations, the International Court of Arbitration, the International Labour Office, and many other offices and institutions. This Commission must be administered by only a few members, all the more carefully selected, who will possess sufficiently wide powers of survey and industrial and financial experience to be able to set up the world organisation for the procurement of work.

In concluding, the author writes: "The plan which has been presented in this book constitutes solely a flexible framework for the post-war reconstruction of world economy. It would be beyond the power of any individual to fill in this framework so completely as to form a real picture, let alone a work of art."

Goni Moreno, José María. *Las Jubilaciones y Pensiones Civiles de la Nación.* Buenos Aires, "La Facultad", 1942. 148 pp. 3 pesos.

A commentary on the Argentine legislation concerning the superannuation of public servants in the national administration, together with the text of the relevant legislation incorporating the most recent amendments.

The Inter-American Monthly. Vol. 1, No. 1. Washington, D.C. 25c.; subscription for one year: \$3.

This new magazine has taken over *Pan American News*, formerly published by the Foreign Policy Association, and the *Inter-American Quarterly*. Its editor is Mr. John I. B. McCulloch, who edited both of these publications, former subscribers to which will realise the guarantees in respect of quality that his name implies. The new magazine should succeed admirably in its aim, which is to supply "timely, accurate information about Latin America". It is extensively and appropriately illustrated, and its contents are highly readable in addition to being well informed and written in a spirit of sympathetic understanding.

Poblete Troncoso, Moisés. *La Conferencia Internacional del Trabajo de Nueva York.* Santiago de Chile, Imprenta Universitaria, 1942. 117 pp.

In this booklet the Chilean Correspondent of the International Labour Office presents a clear and succinct account of the Conference of the International Labour Organisation held in New York from 27 October to 6 November 1941.

Santa Cruz Errazuriz, Gonzalo. *El Mejoramiento de los Trabajadores Agrícolas y la Sindicalización Campesina.* Santiago de Chile, Imprenta Cervantes, 1941. 98 pp.

In this study, presented as a thesis for the Degree of Licentiate in the Faculty of Legal and Social Sciences in the University of Chile, the author considers the problem of the rural labour movement from the Christian social standpoint. The first part, of a general character, surveys the history of the right of association, the origins of the trade union movement, the different theories of trade unionism and kinds of trade unions, with special reference to agricultural unions, and the defensive and constructive aspects of trade union action. The various tendencies in favour of classing agriculture as a public utility for purposes of

trade union action are objectively reviewed. The second part is devoted to conditions in Chile, and studies the system of farming, the types of rural workers, and their living conditions, which are shown to be well below the standard attained by industrial workers. The author warmly advocates the improvement of life on the land—of conditions of work and social welfare, of wages and education—and indicates the contributions to be made by the Government, the employer, and the worker, respectively. He is in favour of an organised labour movement on the land (the obstacles to which he describes) as a means of bringing about improvements, and refers in this connection to the studies made in preparation for decisions of the International Labour Conference, in particular, the Right of Association (Agriculture) Convention, 1921, which has been ratified by Chile.

Spaan, J. B. Th. *De Glorie van het Ambacht*. Amsterdam, N. V. Em. Querido's Uitgevers-Maatschappij, 1941. 190 pp.

A straightforward description of the various handicrafts in the Netherlands concluding with a brief survey of the measures taken by the Government in the interest of handicrafts and vocational training.

Vernon, R. V., and Mansergh, N. (editors). *Advisory Bodies. A Study of their Uses in Relation to Central Government, 1919-1939*. With a Preface by Sir Arthur SALTER. London, George Allen and Unwin Ltd., 1940. 520 pp. 18s.

This volume is the result of co-operative research by the Oxford University Politics Research Committee under the chairmanship of Sir Arthur Salter, who declares, in his preface, that "the proper use of advisory bodies is the right answer of representative democracy to the challenge of the corporative State". Various contributors describe in detail the use made of advisory bodies by British Government departments, and an appendix contains lists of the advisory bodies appointed during the period covered (1919-1939). Government-employer-labour collaboration was not much in evidence in pre-war consultative Government machinery in Great Britain; but Mr. Vernon, in his conclusions, underlines its importance in ordinary industrial relations. As we now know, it is equally, if not more, important in the organisation of production and in many other branches of the war effort. It would be extremely useful if, at some later stage, the authors of this book or other experts were to examine the application of the tripartite principle in the composition of the many kinds of advisory bodies now used in the British administrative system.

Warbasse, James Peter. *Problems of Cooperation*. New York, The Co-operative League of the United States of America, 1942. xvi + 212 pp. \$1.

On the ground that men and women active in the co-operative movement must not only get acquainted with its successes and achievements, but must also study its mistakes and shortcomings, in order to "learn wisdom from failure", the author, who for many years occupied a leading position in the American co-operative movement, studies with knowledge and profound sympathy all the errors committed as well as the obstacles the consumers' co-operative movement has to overcome. In the first part he analyses "defects as shown by autopsies on dead societies" under the heads of errors in financial policy, errors in educational and social work, errors in and about the store, errors in organisation and management, dangers from without. The second part deals with obstacles to co-operative development: the non-co-operative element among membership and employees, organic hindrances, political hindrances. Even those who do not entirely agree with the ideas expressed in the second part of the book will find it interesting and stimulating reading.

INTERNATIONAL LABOUR REVIEW

In this issue . . .

The Aims and Achievements of the
Chilean Preventive Medicine Act,
by Dr. Manuel DE VIADO.

Wartime Developments in German
Wage Policy, by René LIVCHEN.

I.L.O. Joint Maritime Commission
—Reconstruction Planning in
Great Britain, United States,
Czechoslovakia, South Africa—
Irish Trade Union Act—Man-
Power Policy in Great Britain,
United States, Canada—Employ-
ment of Women in Australia—
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The contents of the *International Labour Review* are indexed in the *Industrial Arts Index* and the *International Index to Periodicals*, which may be found in many libraries in the United States and other countries.

INTERNATIONAL LABOUR OFFICE

**INTERNATIONAL
LABOUR REVIEW**

VOL. XLVI—NO. 2

AUGUST 1942

MONTREAL

1942

News Items in this Issue

A War Resources Committee has been set up by the Viceroy's Executive Council in *India* to mobilise the economic war effort (p. 183).

* * *

Australia has set up a special board to determine rates of pay for women taking men's jobs (p. 198).

* * *

A Decree prepared in consultation with German officials provides for compulsory labour service in *Slovakia*. Germans called up under it will get preferred treatment (p. 202).

* * *

To combat unemployment caused by a shortage of raw materials, *Venezuela* will embark on a large-scale public works programme (p. 203).

* * *

New rules governing the employment of women in the *German* mining industry exclude from their protective provisions women recruited from certain occupied areas (p. 210).

* * *

Danish workers' leaders criticise the recent arbitration award granting an increase in the cost-of-living bonus only to workers of 23 years of age and over (p. 203).

* * *

The new *Irish* Trade Union Act sets up a tribunal with authority to determine which shall be the recognised organisations of employers and workers (p. 187).

* * *

Popular restaurants, administered by the Government, are being set up in *Brazil* as part of a programme to provide proper nutrition for workers (p. 217).

* * *

Uruguayan unions have united in a national federation, which has voted to affiliate with the Latin American Workers' Federation (p. 224).