



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

THE AMERICAN FEDERATION OF LABOR AND THE I.L.O.

At the Sixty-second Annual Convention of the American Federation of Labor, which was held in Toronto from 5 to 14 October 1942¹, the following report concerning the International Labour Organisation was adopted unanimously:

Of the International Labour Office, it might be said that its builders built better than they knew.

While other agencies of international co-operation have either faltered or completely disappeared, the I.L.O. has gone on in spite of the loss of its permanent home in Geneva to serve the goal for which it was created.

By an irony of fate the I.L.O., which was the product of some pre-war planning-out of post-war reconstruction following World War I, is to-day devoting much of its time and resources planning post-war reconstruction of World War II. It is doubly fortunate that we shall be enabled to enter the post-war period with much advanced planning about reconstruction. But more. This agency, which owed its inception to labour and has enjoyed labour's warm support for twenty years, to-day has the privilege of serving as the voice of labour from those countries where the free trade union movement has been suppressed.

The work of the I.L.O. has been signalised during the last year by an event of a truly world-wide significance. The convening of an extraordinary session of the International Labour Conference at Columbia University in October and November 1941 was both an "act of faith" and the essence of the strategy of victory for the free nations.

The Executive Council in its report has noted in some detail the topics considered and the findings of the Conference. There emerges in any review of this historic meeting the unanimous adoption of the so-called American Resolution dealing with the post-war emergency and reconstruction and authorising the I.L.O. to be represented in any Peace Conference following the war. Your committee regards this broad resolution of far-reaching importance.

The work of the I.L.O. during the year has been characterised by other activities of less dramatic and of less world-wide importance, yet of genuine importance: the meeting of the Emergency Committee in London in April 1942, attended by our worker representative Robert J. Watt, the Joint Maritime Commission held two months later in London with delegates from 15 countries, and the more recent Inter-American Conference on Social Security at Santiago de Chile. To these should be added the Canada-United States conferences in Montreal and New York on labour, management and Government co-operation.

During the year, the Office has been under the able management of Edward Phelan, Acting Director, whose long association with the Office and whose devotion to the cause of social justice have won for him deserved international esteem. We are most appreciative of his splendid work. The appointment of Professor Lindsay Rogers, of Columbia University, as Assistant Director has added not only a resourceful leader but a distinguished scholar in public law.

¹ See below, p. 762.

For his untiring services in carrying the message of the I.L.O. to labour audiences in America and other valuable services rendered, your committee commends James Wilson and urges an even greater use of his services by the new organisations to whom he has not yet spoken.

Your committee further urges that every possible effort be made to secure for the I.L.O. adequate financial support to enable it not only to carry on the extensive programme of research and administration in which it is now engaged but to extend and expand its work in keeping with the rapidly growing usefulness of its programme.

Concluding this report, your committee records its appreciation for the appearance and address of Edward Phelan before the Convention. His closing words may well serve as the conclusion of our report that total war can end only with total victory, but victory cannot be military alone. It must be a victory for the principles of social justice upon which enduring peace alone can rest.¹

SCOTTISH TEXTILE WORKERS AND THE I.L.O.

PROPOSED WORLD TEXTILE OFFICE

The following is the text of a resolution passed by the Annual Delegate Meeting of the Scottish Council of Textile Trade Unions on 29 August 1942:

In view of the unsatisfactory and chaotic condition of the world textile industry, this Annual Delegate Meeting welcomes the proposed establishment of a World Textile Office under the aegis of the International Labour Office, supports the efforts of the International Federation of Textile Workers' Associations to have such an Office established, and records its belief that a World Textile Office would be of great service to textile workers throughout the world.²

PUBLICATIONS OF THE OFFICE

LEGISLATIVE SERIES

The quarterly instalment of the *Legislative Series* for October-December 1942 has just been published.

This instalment contains translations or reprints of recent legislative measures affecting labour in the following countries: Belgium, Bohemia-Moravia, Brazil, Bulgaria, Chile, China, Colombia, Costa Rica, Cuba, Denmark, France, Germany, Hungary, Netherlands, Norway, Panama, Spain, Sweden, Switzerland, Uruguay. Mention may be made of the Chinese Act respecting the mobilisation of resources, the Bulgarian Act respecting social insurance for salaried employees, the Social Insurance Acts of Costa Rica and Panama, the German Orders respecting the employment of Jews, and the Spanish Decree respecting insurance against silicosis.

OBITUARY

OSCAR ANSHELM NORDBORG

Captain Oscar Anshelm Nordborg, Managing Director of the Swedish Shipowners' Association from 1914 to 1940, died at the age of 67 on 28 August 1942, at his summer home outside Göteborg.

Captain Nordborg, who was the spokesman of the shipping industry in the Riksdag (he had been a member of the First Chamber since 1929), was also very active in international maritime affairs and was a well-known figure at the Maritime Sessions of the International Labour Conference. He attended, as delegate or technical adviser, the Maritime Sessions held in 1920 at Genoa, and in 1929 and 1936 at Geneva, and was also one of the original members of the Joint Maritime Commission, taking part in the first session in November 1920, and again in the fourth session in September 1924.

¹ *Sixty-Second Annual Convention of the American Federation of Labor, Toronto, 1942. Report of Proceedings*, p. 627.

² Communication to the I.L.O.

SOCIAL AND ECONOMIC POLICY

RECONSTRUCTION POLICY OF THE GOVERNMENTS OF CANADA, THE UNION OF SOUTH AFRICA, AND THE UNITED STATES

STATEMENT BY THE PRIME MINISTER OF CANADA

The Prime Minister of Canada, Mr. W. L. Mackenzie King, in an address before the annual Convention of the American Federation of Labor, meeting in Toronto, Canada, on 9 October 1942, outlined the social and economic principles on which the structure of a new democratic order will arise.

Speaking on the subject of the significance to labour of the present war and of the significance of labour's part in the war, the Prime Minister stated that any new order worthy of the name must place the emphasis upon equality among men. The hope of the future was the universal recognition of our common humanity. He emphasised that, while all were agreed that we were fighting for freedom, he doubted if we yet fully understood what freedom really is. Freedom he defined as the absence of fear; as fear vanishes, freedom grows.

In outlining what constitutes fear, he pointed out that next to the fear of war the greatest fear to-day to most men is the fear of unemployment. The war was teaching that the obstacles to full employment were not real obstacles, that a partnership of management, of workers, and of the community could make useful work available in time of peace no less than in time of war, for all who needed or wanted to work.

The tasks that will follow the winning of the war—to repair the physical destruction and meet the pent-up demand for goods and services, to provide food for the starving peoples—would alone, the Prime Minister explained, provide work for millions of men and women for many years. However, the work of repair and reconstruction would not be enough. Fortunately we were learning that the only limit to productive capacity was the limit of our resources and our will and skill to use them to satisfy human need instead of greed. In contrast to earlier discussion of the conservation of natural resources, the aim to-day was total mobilisation of resources and of man-power for the waging of total war. When the war was over we must seek to use our natural and material resources to conserve human resources—to promote the health and happiness of all the people.

Adding that the fear of unemployment was only one of many fears which arise out of a sense of insecurity where, through inadequate compensation, sickness, invalidity or accident, the capacity to earn was gradually if not wholly lost, he stated that until these fears had been eliminated the war for freedom would not have been won.

A new world order will come into being as the legitimate fears of mankind are removed. The old order has been based on fear, resulting in conflict alike in industrial and in international relations. The new order must be based on faith, leading to co-operation between the parties in industry and to co-operation among the nations of the world. The new order must be based on human rights; not on the rights of property, privilege, or position. The new order must be a world order. It must be governed by a universal rule of law. To bring the new order into being, we shall need a spiritual, not a material, interpretation of life. In estimating human values, the new order will be concerned with men's character and personality, not with their power and position, nor with the extent of their possessions. The souls of men will be more precious than their bodies.

The era of freedom will be achieved only as social security and human welfare become the main concern of men and nations.

It is necessary that social security and human welfare should be expressed in definite terms. It is, however, not my purpose to attempt to give a blueprint of the new order. Of the kind of objectives I have in mind, I would merely mention the following as a national minimum: useful employment for all who are willing to work; standards of nutrition and housing, adequate

to ensure the health of the whole population; social insurance against privations resulting from unemployment, from accident, from the death of the breadwinner, from ill health, and from old age.

In war, the preservation of the existence of the community is placed before the interests of individuals or groups. Here, too, is a lesson for meeting the problems of peace.

By placing the interests of the country before the interests of individuals or groups; by social control in which Government, labour, and management all share, human well-being can be vastly increased.

Monopoly of control must give way to joint control in all that pertains to just relations. I should like to see labour-management committees in every industry in our country, and in agriculture. Happily, the principle of the partnership of management and of workers in the community is making steady progress. Where it is tried it is proving its worth. It is only by fully realising and accepting this partnership that the necessities of industry can be harmonised with the hope of humanity.

That is the victory for which alike in international and industrial relations we must fight and work. Nothing less can give us the will to accept the hardships, to make the efforts, and to bear the burdens which are ours today, at the crossroads of humanity. No lesser hope will suffice to sustain our march on the highway to a better future.¹

STATEMENT BY THE PRIME MINISTER OF SOUTH AFRICA

General Smuts, Prime Minister of South Africa, in an address on 21 October 1942, outlined his conception of the post-war world.

Stating that the present war is a new crusade, a new fight to the death for man's rights and liberties and for the personal ideals of man's ethical and spiritual life, he said:

I therefore come to the question: What is the sort of world which we envisage as our objective after the war? What sort of social and international order are we aiming at? These are very important questions, deserving of our most careful attention if we mean not only to win the war but also the peace. Our ideas on these matters 22 years ago were much too vague and crude and, at the same time, much too ambitious, with the result that when they came to be tested by hard experience they proved wanting, and their failure helped to contribute to the present conflict. With that experience before us, we ought this time to hammer out something more clear, definite, and practical.

A great deal of thought is no doubt already being given to these matters, and one may hope that we shall approach peace much better informed and equipped than we were last time. Certain points of great importance have already emerged. Thus we have accepted the name of the "United Nations". This is a new conception much in advance of the old concept of a League of Nations. We do not want a mere League, but something more definite and organic, even if to begin with more limited and less ambitious than the League. "The United Nations" is itself a fruitful conception, and on the basis of that conception practical machinery for the functioning of an international order could be explored.

Then again, we have the Atlantic Charter, in which certain large principles of international policy in the social and economic sphere have been accepted. That, too, marks a great step forward which only requires more careful definition and elaboration to become a real Magna Carta of the Nations.

Again, we have agreed on certain large principles of social policy, involving social security for the citizen in matters which have lain at the roots of much social unrest and suffering in the past. We cannot hope to establish a new heaven and a new earth in the bleak world which will follow after this most destructive conflict in history. But certain patent social and economic evils could be tackled on modest practical lines on an international scale almost at once.

¹ Sixty-second Annual Convention of the American Federation of Labor, Toronto, 1942. *Report of Proceedings*, pp. 416-420.

Then again we have accepted the principle of international help underlying the Mutual Aid Agreement. The helping hand in international life is thus already a matter of practical politics and could be suitably extended after the war. This, too, is a far-reaching innovation, pointing the way to fruitful developments in future.

All these are already indications of considerable advances to a better world and a richer life for mankind. To these we may add much of the social and economic work of the League of Nations, which remains of permanent value. Much of the League organisation could thus continue to function for the future well-being of mankind.

In sober resolution, in modest hope, and strong faith, we move forward to an unknown future. There is no reason why we should not hopefully and sincerely attempt to carry out for the world the task which now confronts us as never before in the history of our race. An American statesman has called this the century of the plain man, the common people. I feel that in this vast suffering through which our race is passing we are being carried to a deeper sense of social realities. We are passing beyond the ordinary politics and political shibboleths. It is no longer a case of socialism or communism or any of the other isms of the market place, but of achieving common justice and fair play for all.¹

STATEMENT OF THE SECRETARY OF STATE OF THE UNITED STATES

The Secretary of State of the United States, Mr. Cordell Hull, in a nation-wide broadcast on 23 July 1942, gave an authoritative expression to the war and peace aims of the United States Government.

Mr. Hull stated:

With victory achieved our first concern must be for those whose sufferings have been almost beyond human endurance. When the armies of our enemies are beaten, the people of many countries will be starving and without means of procuring food; homeless and without means of building shelter; their fields scorched; their cattle slaughtered; their tools gone; their factories and mines destroyed; their roads and transport wrecked. Unknown millions will be far from their homes—prisoners of war, inmates of concentration camps, forced labourers in alien lands, refugees from battle, from cruelty, from starvation. Disease and danger of disease will lurk everywhere. In some countries confusion and chaos will follow the cessation of hostilities. Victory must be followed by swift and effective action to meet these pressing human needs.

At the same time all countries—those which will need relief and those more fortunate—will be faced with the immediate problems of transition from war to peace. War production must be transformed into production for the peacetime needs of mankind. In some countries the physical ravages of war must be repaired. In others, agriculture must be re-established. In all countries returning soldiers must find places in the work of peace. There will be enormous deficiencies of many kinds of goods. All countries, including ours, will need an immense volume of production. There will, therefore, exist vast opportunities for useful employment. The termination of the war effort will release, for use in peaceful pursuits, stirring enthusiasms, the aspirations and energies of youth, technical experience, and—in many industries—ample plants and abundance of tools. The compelling demands of war are revealing how great a supply of goods can be produced for national defence. The needs of peace should be no less compelling, though some of the means of meeting them must be different. Towards meeting these needs each and every nation should intensively direct its efforts to the creation of an abundance for peacetime life. This can only be achieved by a combination of the efforts of individuals, the efforts of groups, and the efforts of nations. Governments can and must help to focus the energies by encouraging, co-ordinating, and aiding the efforts of individuals and groups.

During this period of transition the United Nations must continue to

¹ *The Times*, 22 Oct. 1942.

act in the spirit of co-operation which now underlies their war effort—to supplement and make more effective the action of countries individually in re-establishing public order, in providing swift relief, in meeting the manifold problems of readjustment.

Defining liberty under law as the only real foundation of political and social stability, Mr. Hull pointed out that liberty must include economic freedom and economic security: "the assurance for all alike of an opportunity to work as free men in the company of free men; to obtain through work the material and spiritual means of life; to advance through the exercise of ability, initiative, and enterprise; to make provision against the hazards of human existence". He emphasised that no nation or group of nations can prescribe the methods or provide the means by which any other nation can accomplish or maintain its own political and economic independence, but that nations can and must, in order to help one another take "by co-operative action steps for the elimination of impediments and obstructions which prevent the full use by each—for the welfare of its people—of the energy and resources which are at its command".

After discussing the relationship of the burden of armaments to social progress, and the necessity for the settlement of disputes by peaceful means, Mr. Hull pointed to the danger of "nationalism run riot" and to the need of a free flow of goods and services from nation to nation. He said:

No nation can make satisfactory progress when it is deprived, by its own action or by the action of others, of the immeasurable benefits of international exchange of goods and services. The Atlantic Charter declares the right of all nations to "access, on equal terms, to the trade and to the raw materials of the world which are needed for their economic prosperity". This is essential if the legitimate and growing demand for the greatest practicable measure of stable employment is to be met, accompanied by rising standards of living. If the actual and potential losses resulting from limitations on economic activity are to be eliminated, a system must be provided by which this can be assured.

In order to accomplish this, and to establish among the nations a circle of mutual benefit, excessive trade barriers of the many different kinds must be reduced, and practices which impose injuries on others and divert trade from its natural economic course must be avoided. Equally plain is the need for making national currencies once more freely exchangeable for each other at stable rates of exchange; for a system of financial relations so devised that materials can be produced and ways may be found of moving them where there are markets created by human need; for machinery through which capital may—for the development of the world's resources and for the stabilisation of economic activity—move on equitable terms from financially stronger to financially weaker countries. There may be need for some special trade arrangement and for international agreements to handle difficult surplus problems and to meet situations in special areas . . .

Building for the future in the economic sphere thus means that each nation must give substance and reality to programmes of social and economic progress by augmenting production and using the greater output for the increase of general welfare; but not permitting it to be diverted or checked by special interests, private or public. It also means that each nation must play its full part in a system of world relations designed to facilitate the production and movement of goods in response to human needs.

Finally, Mr. Hull pointed to the opportunity that will be offered in the post-war settlement to eliminate vast obstacles and waste, to make possible additional means of advancing national and international standards, to create new facilities, and to provide for more effective utilisation of natural resources and of human labour for the promotion of human welfare.

To make full use of this opportunity, he said, we must be resolved not alone to proclaim the blessings and benefits which we all alike desire for humanity but to find the mechanisms by which they may be most fully and most speedily attained and be most effectively safeguarded.¹

¹ *The Department of State Bulletin*, 25 July 1942, p. 643.

JOINT DISCUSSIONS ON POST-WAR CONDITIONS OF BRITISH MERCHANT SEAMEN

The British Minister of War Transport, Lord Leathers, in a letter dated 10 September 1942 to Mr. Arthur Greenwood, M.P., formally recorded certain assurances already given in an interview to Mr. Greenwood and other members of the Administrative Committee of the Parliamentary Labour Party. In the course of his letter Lord Leathers said:

You will remember that we also discussed the question of post-war conditions for the officers and men of the merchant navy. I am pleased to repeat in writing what I said then, namely, that I have for some time been in contact with the officers' associations and the seamen's trade unions on this subject, and that I have invited them, with their colleagues in the National Maritime Board, to draw up proposals on certain aspects of this important question. I shall, of course, be happy to see the representatives of the officers and seamen whenever they may think it useful to have a further personal discussion on any aspect of post-war policy.

Perhaps I may remind you that some months ago I gave an assurance that the policy of the Government was that "after the war the British mercantile marine shall be maintained in an adequate state of strength and in a position of full efficiency, in which term I include the best attainable conditions of employment for the officers and men who are serving the country so well".¹

BRITISH COLONIAL POLICY

DEVELOPMENT OF LABOUR DEPARTMENTS

The development of Labour Departments in British Colonial dependencies has been a marked feature of recent years.

By September 1942 Labour Departments or Inspectorates existed in the following territories: Bahamas, Barbados, British Guiana, British Honduras, British Solomon Islands Protectorate, Ceylon, Cyprus, Fiji, Gambia, Gold Coast, Grenada, Jamaica, Kenya, Leeward Islands (Antigua, St. Kitts-Nevis), Malta, Mauritius, Nigeria, Northern Rhodesia, Nyasaland, Palestine, St. Lucia, St. Vincent, Sierra Leone, Tanganyika Territory, Trinidad, Uganda.

The size of the labour organisation naturally differs widely. In Ceylon the Labour Department consists of a Controller of Labour, a Deputy Controller of Labour, five additional deputy controllers, one assistant controller, one unemployment officer, one works engineer of the unemployment relief works, one manager of the employment exchange, four travelling labour inspectors, and three labour inspectors; in Jamaica it consists of a Labour Advisor, a Labour Officer, four junior labour officers, two senior labour investigators, one factory inspector, one minimum wage officer, one manager of the Kingston employment bureau, one deputy manager of the bureau, one junior labour investigator, and three officers in charge of correspondence and statistical branch.

Several of the senior officers are seconded from the British Ministry of Labour and National Service. There are also British trade unionists who have been engaged as Government labour officers or in similar capacities. The composition of the Department in Palestine is of particular interest. The Director of Labour was formerly Director of Labour, Egypt. The Assistant Director is seconded from the Ministry of Labour and National Service. Of the four labour inspectors, three are seconded from the Ministry of Labour and National Service (including one woman), one is a trade unionist from Great Britain. Of the six sub-inspectors of labour, three are Arabs and three Jews.²

WELFARE OF COLONIAL PEOPLES IN THE UNITED KINGDOM

An Advisory Committee on the Welfare of Colonial Peoples in the United Kingdom has been appointed by the British Secretary

¹ *Lloyd's List and Shipping Gazette*, 21 Sept. 1942.

² Communication to the I.L.O.

of State for the Colonies. The Chairman is Lord Listowel; in addition, the Committee is composed of four Colonial Office members and seven non-official members, among the latter being a West Indian resident, and an African resident in England.¹

It is difficult to estimate how many people from the colonies are now in the United Kingdom. From some colonies a number have made the country their permanent home, there being, for example, some 10,000 Cypriots. In addition to the service men, whose numbers cannot be given, there are also some 500 students, some 2,000 to 3,000 seamen, and between 7,000 and 8,000 persons from Africa or the West Indies. The community includes at present over 1,000 workers brought over to help in the war effort as manual workers and foresters. Among these is a group of some 200 West Indian technicians in the Northwest of England, some 200 trainees and 1,000 foresters from British Honduras. The technicians are men of various skills, all from Jamaica. The trainees come from many parts of the West Indies and will go into factories after training. These groups are the direct concern of the Ministry of Labour and National Service, whose officers make arrangements for placing the men and for their welfare. The technicians live in billets or in hostels, the trainees are housed in four special hostels. The British Honduras forestry unit is stationed in Scotland. The men are housed in camps by the Ministry of Supply, their employer. They have their own general manager, who came over with them from British Honduras, and their camp managers and medical and sanitary personnel. Two special welfare officers have recently been appointed to the unit, including a West Indian. All these men are paid British rates of wages, and encouraged to belong to trade unions where appropriate and to enter fully into the factory and local social life.²

REVISION OF LABOUR LEGISLATION IN RUMANIA

By a ministerial decision of 17 July 1942 a committee was set up in Rumania to revise the whole body of labour legislation and to draw up a labour code. The committee, which is composed of six members, including Mr. D. Constantinesco, former Director-General of Labour and delegate to various Sessions of the International Labour Conference, is to remain attached to the Department of Labour until its codification work has been completed.³

APPOINTMENT OF A NATIONAL ECONOMIC COUNCIL IN CHILE

A National Economic Council has been set up in Chile for the purpose of assisting the Executive Power in economic matters.

Among other things the Council is responsible for submitting such draft bills, decrees, and regulations to the Government as it considers will promote the economic activity of the country, for drawing attention to the effects that the measures in preparation may have on the national economy, suggesting amendments to the provisions of existing legislation, and proposing new measures.

The Council is required in the first place to co-ordinate the economic activities of private industry with those of the State with regard to production, finance, distribution, the social organisation of labour, the fiscal system, etc.

The National Economic Council is composed of the following: (a) the Ministers forming the Economic Committee of the Government; (b) one member from each of the sections for agriculture, industry, wholesale trade, retail trade, and transport of the Confederation of Production and Commerce; (c) three members of lawfully constituted trade unions of private employees; (d) three members of lawfully constituted trade unions of workers; (e) one representative of the national credit institutes and one member of the Chamber of Commerce; (f) one representative of the Institute of Engineers; (g) one representative of the Chilean Agronomic Society. Apart from the Ministers, the members of the Council are appointed by the President of the Republic for a term of one year.⁴

¹ *Colonial Office Press Bulletin*, 22 Sept. 1942.

² Communication to the I.L.O.

³ *Monitorul Oficial*, 21 July 1942.

⁴ Communication to the I.L.O.

WARTIME MEASURES IN INDIA

AGRICULTURAL POLICY

An unprecedented situation in India, caused by a shortage of supplies of food grains, as a consequence of the war, has given agriculture an added importance in the national economy. A Grow More Food campaign has been launched and both the Central and the Provincial Governments have taken action to provide assistance to cultivators and to intensify production.¹

A Conference on Food Production.

A conference of representatives of Governments of British Indian Provinces and of Indian States to consider ways and means of increasing the production of food crops was held in New Delhi in April 1942 under the auspices of the Government of India, with Mr. N. R. Sarker, the competent Member of the Viceroy's Executive Council in the chair.

Causes of the shortage of food; proposed remedies. The Chairman in his opening speech remarked that in normal years India was self-sufficient in respect of food requirements except for imports of rice from Burma² and of wheat from Australia. The present shortage of food was to be attributed mainly to two factors: the cessation of imports from outside and the difficulties of transport. A dislocation, even, of the internal transport system was not impossible. The shortage of rice and wheat had led to a sharp increase in the prices of substitute grains such as barley, millet (*jawar* and *bajra*), and gram. It was apprehended that owing to the cessation of imports and decline in the internal production, the actual extent of the shortage in 1942 in the supply of rice might be 2,300,000 tons; in that of wheat, 350,000 tons; and in that of gram, about 250,000 tons.

In order to deal with the situation, the speaker said, the Conference should consider the extent to which the shortage in some areas could be met by a surplus in others, and form an estimate of the total shortage in respect of each commodity. The Provincial and the State Governments should, however, aim at attaining self-sufficiency as far as practicable as a safeguard against possible interruptions in the transport system. In addition, a scheme might be worked out, calculated to substitute other food crops for grains wherever possible. A campaign had been launched, known as the Grow More Food campaign, which would aim at promoting (1) intensive cultivation, (2) the substitution of food crops for speculative cash crops, and (3) the reclamation of uncultivated marginal land for the purpose of growing suitable food crops. Effective propaganda was necessary in order to secure the active co-operation of the cultivator, but it was no less important to take steps to regulate prices, which would guarantee minimum returns.

Finally, the chairman suggested that each Provincial or State Government, or a group of such Governments, might set up advisory committees to deal with the problem and appoint a regional officer with the necessary staff to carry on the campaign, and that, in addition, a Central Food Advisory Council might be established for collecting and disseminating information and co-ordinating the activities of the regional bodies.³

The Conference passed a number of resolutions incorporating the suggestions made by the chairman and also proposed that the competent authorities should assist cultivators by providing special seasonal loans, seeds, manure, and irrigation facilities, and adopting measures to reduce rents or taxes on land reclaimed and employed for the cultivation of food crops.⁴

¹ In 1937-38, out of the total area of British India of 511,302,000 acres, only 42 per cent. were sown, the remainder being accounted for by forests (13 per cent.), land not available for agriculture (18 per cent.), waste land suitable for cultivation (18 per cent.), and land lying fallow (9 per cent.). Food crops occupied 80 per cent. of the sown area (food grains, 76 per cent.; other food crops, 4 per cent.), and other crops, 20 per cent. (fibres, 8 per cent.; oil seeds, 7 per cent.; other crops, 5 per cent.). The area under irrigation totalled 52,833,000 acres. (DEPARTMENT OF COMMERCIAL INTELLIGENCE AND STATISTICS: *Agricultural Statistics of India, 1937-38*, Vol. I.)

² About 1,400,000 tons a year, i.e., a little over 5.25 per cent. of the total rice production and about 2.3 per cent. of the total production of food grains in India.

³ *Indian Farming*, Vol. III, No. 6, June 1942, pp. 307-314.

⁴ *The Statesman* (Delhi), 8 Apr. 1942.

Government Action.

Action has been taken to give effect to the decisions of the Conference, and various other measures for the improvement of agricultural conditions have also been adopted. The Central Government has sanctioned the expenditure of 10,000,000 rupees for the promotion of the Grow More Food campaign, and has agreed to compensate the Provincial Governments for any loss in revenue on account of the resultant changes in the crops. In addition, it has undertaken to prevent any serious consequent decline in the prices of foodstuffs by taking the necessary action, such as the purchase of surplus stock.¹ Provincial Governments will also take action on their own account to facilitate the campaign.²

Agricultural research. It was announced in August 1941 by the Governing Body of the Imperial Council of Agricultural Research that new and improved varieties of rice had been produced and that a sum of 110,000 rupees had been appropriated for the purpose of popularising them.³ As a result of this step and other measures recommended by the Council, it was hoped that the total rice production in the country could be increased by 10 per cent. in the following three years.⁴

Improvement of marketing facilities. The Agricultural Marketing Adviser to the Government of India has stated that, in his view, the low returns to rice growers may be attributed in the main to the use of seeds of poor quality, inefficient handling at the harvesting stage, wastage in hulling, high rates charged by intermediaries⁵, and the absence of any recognised system of grading and of a uniform set of weights and measures, leading to various abuses and the usurious rates of interest charged on private loans to cultivators. He has recommended that, in addition to bringing about an improvement in the methods of agriculture and extending the acreage under the improved seed varieties, a proper system of rural finance should be organised. He has suggested, moreover, that measures should be taken for the adjustment of freight rates, having regard to the cultivator's requirements, and the improvement of harvesting technique, methods of storage and marketing through co-operative organisations, and for the speedy dissemination of reliable information on the conditions on the market.⁶

Schemes for rural development. It may also be recalled in this connection that the Government of India constituted a fund in 1935-36 for the economic development of rural areas. In order to avoid wasteful diffusion, the Provincial Governments were asked to concentrate on two or three main long-range schemes suited to local conditions. Accordingly, schemes for the consolidation of land holdings and for the improvement of water supply, livestock, seeds, communications, and sanitation were selected.

The areas which were to receive the benefits had, as a rule, to contribute not less than a third of the cost either in cash or in kind, but the Provincial Governments were given full power to make adjustments in the light of local requirements. In the United Provinces, for instance, because of the keen demand

¹ *The Amrita Bazar Patrika* (Calcutta), 9 May 1942.

² The Government of Bombay, for instance, has allocated 170,000 rupees to expenditure on the provision of food-crop seeds to the cultivator at concession rates, and has sold them at two-thirds of the cost price in areas in which there was a seed shortage (*Times of India* (Bombay), 22 May 1942). For particulars of the steps taken in the different Provinces and States to organise the production of food in the present emergency, see *Indian Farming*, Vol. III, No. 5, May 1942, pp. 285-291, and No. 6, June 1942, pp. 341-347.

³ *The Statesman* (Delhi), 1 Aug. 1941.

⁴ *The Hindustan Times* (Delhi), 23 Oct. 1942.

⁵ The Advisory Board of the Imperial Council of Agricultural Research emphasised the importance of providing adequate assistance to the cultivator at its meeting in February 1942 at New Delhi. The introduction of new crops or extension of existing ones (papaya, olive, hops, sisal, hemp, sago, pistachio nut, etc.) and the adoption of measures for ensuring adequate supplies of good quality seeds as well as for ascertaining the advantages of the cultivation of mixed crops by suitable tests and the development of rural engineering were discussed at recent meetings of the Crops and Soils Wing of the Board of Animal Husbandry at New Delhi. Important work for the purpose of ensuring that foodstuffs supplied to the armed forces are of good quality has been entrusted to the Military Food Laboratory at Kasauli (*Indian Information*, Vol. 10, No. 92, 1 May 1942, pp. 382-385).

⁶ The introduction of suitable substitutes for crops whose exports have been adversely affected by transport difficulties due to the war, was urged by Mr. N. R. Sarker in an opening address to a meeting of the Crops and Soils Wing of the Board of Agriculture and Animal Husbandry at New Delhi in February 1942 (*Indian Farming*, Vol. III, No. 5, May 1942, pp. 238-240).

⁷ As regards the larger part of the marketable surplus of rice, which is the foremost crop in the country, in terms of the total value of the output and of the area under cultivation, the producer, it is stated, receives about 51 per cent. of the price paid by the consumer.

⁸ *The Statesman* (Calcutta), 9 Oct. 1941.

for rural water supply, it was found possible to raise the contribution from one-third to one-half of the cost, while in Provinces like Bihar, Assam, and Orissa there was considerable difficulty in securing local support.

The rural development allotments and expenditures up to 31 March 1941 totalled respectively 13,985,000 and 13,585,000 rupees.¹

Provincial Governments, it should be added, have also started schemes of their own for the development of the countryside. In Bengal, the Department of Rural Reconstruction and Jute Regulation has put into effect a scheme to train the entire staff of the Jute Regulation Department for rural reconstruction work, in addition to their normal duties. Provision was made under the scheme for training about 6,000 employees by September 1941 as well as a large number of workers from outside.²

Other measures. Various supplementary steps have been taken for the better organisation of particular industries on which agriculturists are dependent, the extension of existing rural amenities, and the prevention or mitigation of possible hardships. Thus a proposal made by the Member for Commerce of the Viceroy's Executive Council to set up a Central Sugar Committee, on the same lines as those of the Central Cotton Committee, was adopted by the Legislative Assembly. The members of the Committee will be mainly non-officials and will include representatives of sugar interests (manufacturers, growers and dealers).³ A Sugar Controller has also been appointed with powers to fix *ex-factory* prices, which are to be uniform throughout the country, to register dealers, and to control the transportation and distribution of the output from factories to markets.⁴

An Ordinance was promulgated by the Governor-General on 29 January 1942, imposing an extra customs levy of 6.25 rupees per 100 lbs. on raw cotton imports, from the proceeds of which a fund will be established for the purpose of financing measures for the benefit of growers of certain types of cotton which were exported in large quantities to the Far East before the war.⁵

A conference of representatives of four British Indian Provinces and sixteen Indian States in the north-west was held at New Delhi in April 1942 in order to consider measures for dealing with the prevalent locust menace. The Conference unanimously accepted the principle that the cost of the necessary organisation should be shared by all the administrations of territories which are likely to be affected.⁶

Arrangements are being made by the Imperial Veterinary Research Institute, Mukteswar, to produce in the country veterinary drugs which were formerly imported.⁷

An organisation (known as the Agmark) under the direct supervision of the Central and Provincial Marketing Officers has been set up by the Government, in accordance with recommendations made by the Royal Commission on Agriculture in India, for effecting improvements in the grading and marketing of agricultural products.⁸

PRICE CONTROL

Following the two price control conferences held in 1939 and 1940⁹, three further conferences were held in October 1941, February 1942, and April 1942 in New Delhi, with the Member for Commerce of the Viceroy's Executive Council in the Chair.

The Third Price Control Conference.

At the third conference it was observed that an expanding export market was open to India and that prices, especially of textile goods, tended to rise in the latter part of 1941. The prices of primary products (wheat, rice, and coal) had not shown any abnormal increase, but so far as textiles were concerned, a scheme for the production of certain standardised types for the common cloth requirements of the masses, such as *dhotis*, *saris*, etc., of the cheaper varieties, had been prepared and would be put into effect when necessary.

¹ *Indian Information*, Vol. 10, No. 92, 1 May 1942, pp. 383-385.

² Press Note, 20 Aug. 1941, issued by the Director of Information, Bengal.

³ *The Hindustan Times* (Delhi), 15 Oct. 1941.

⁴ *Indian Information*, Vol. 10, No. 95, 15 June 1942, p. 612.

⁵ *The Gazette of India Extraordinary*, 29 Jan. 1942, p. 166.

⁶ *Indian Information*, Vol. 10, No. 95, 15 June 1942, p. 609.

⁷ *Ibid.*, p. 605.

⁸ *Ibid.*, p. 610. Communication to the I.L.O.

⁹ Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 671.

It may be added that, subsequent to the conference, it was announced that in order to check an excessive rise in the price of wheat, the British Government had agreed to conduct its buying operations in India in consultation with the Government of India. The British Government also proposed to restrict purchases to immediate requirements and not to include provisions for the replenishment of reserve stocks in the countries of destination. Wheat prices, however, continued to rise and in December 1941 the Government of India issued orders fixing a maximum limit on the wholesale prices of wheat at 4.38 rupees per maund (82 lbs.). It was further announced that the Cotton Textile Advisory Panel, which had been considering a scheme to provide cheap cloth for the masses, had agreed upon certain conclusions at a meeting held in January 1942 at New Delhi on questions relating to the production, distribution, and sale of standard types of cloth. Subcommittees were appointed to study the types of standard cloth and fix their prices. The panel favoured the sale of the cloth either by the Provincial Governments or by shops holding a licence issued by them.

In January 1942, in Delhi, the wholesale and retail prices of foodstuffs such as wheat, gram and barley, etc., charcoal, firewood and matchboxes were fixed. Preliminary measures to regulate the price of wheat were also taken by the Government of the United Provinces.

The Fourth Price Control Conference.

Among the questions on the agenda of the fourth price control conference were the appointment of price control officers, the extension of price control measures, the establishment of regional price control committees, and the consideration of ways and means for the free movement of commodities, the control of rice, wheat, sugar, coal, and cotton yarn and cloth, and the disposal of raw cotton.

The Fifth Price Control Conference.

This conference came to the conclusion that the control of food prices should be closely associated with control over the distribution of the foodstuffs in question. It also considered specific problems relating to particular foodstuffs, such as rice, and the establishment of regional councils to survey the situation. In order to prevent an increase in the acreage under cotton the Conference suggested that (1) the Central Government might prohibit any extension of the cultivation of any kind of cotton (except long staple) in the whole of British India and recommend similar action in Indian States; that (2) a grant might be given Provincial Governments to enable them to remit the whole or a part of the land revenue collected from cultivators for land which had been turned from cotton to food crops; and that (3) power might be delegated to Provincial Governments to take measures to prevent the cultivation of unnecessary crops. The conference also considered measures for a further reduction in the bulk rationing of kerosene, which had been introduced in April 1942, and for the control of the prices as well as the supply of sugar, standard cloth, and handloom yarn. The importance of the exchange of commercial intelligence between the Central, Provincial, and State Governments was also emphasised.¹

COST-OF-LIVING BONUSES

Reference has previously been made in these pages to various steps that have been taken in order to supplement the earnings of industrial workers and salaried employees by a cost-of-living bonus in consequence of the rise in prices due to the war.² A summary of information on similar action taken subsequently is given below.

Industrial Workers.

In the United Provinces, as a result of negotiations with the Labour Commissioner, the Employers' Association of Northern India, Cawnpore, agreed to a further cost-of-living bonus according to a sliding scale, varying from 9.38

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLIV, No. 6, Dec. 1941, p. 671.

per cent. to 12.50 per cent. of the monthly wage. The increased rates, which benefited about 70,000 workers, became effective in July 1941, and in January 1942 there was a further increase of 6.25 per cent., subject to certain conditions. In Bombay, the Electric Supply and Tramway Company sanctioned a revised scale, effective from 1 July 1941, of 3.13 rupees to 5.25 rupees, according to the variations in the cost of living, to all workers with total monthly earnings of 100 rupees or less. In Mysore, the Mining Companies (Kolar Gold Fields) paid a cost-of-living bonus as from 1 April 1941, at a rate varying according to the cost-of-living index.

In Bengal, the Indian Jute Mills Association agreed to increase the "amenity allowance" (*Koraki*) from 1 rupee a month to 0.75 rupees a week following its recommendation to reduce the hours of work from 60 to 54 per week and to seal 10 per cent. of the looms because of the lack of shipping facilities created by the virtual closing of the port of Calcutta. Recommendations to grant a cost-of-living bonus or to increase the existing rate have also been made by various employers' associations, e.g., the Indian Sugar Mills Association, the Indian Mining Association, the Bengal Millowners' Association, and the South Indian Millowners' Association.

In August 1941, consequent upon action taken by the Government of India, the Millowners' Association, Bombay, decided to revise the rate of the cost-of-living bonus in force since 1 December 1939. The new arrangement, affecting about 200,000 workers, provided for a rate varying from 4.5 rupees to 9 rupees for periods of 26 working days, according to variations in the cost-of-living index. The Millowners' Association, Ahmedabad, increased the cost-of-living bonus by 45 per cent. as from July 1941; the measure affected 100,000 workers. Increases to take effect from August 1941 were also decided upon by five textile mills in Sholapur.

Railway Workers.

The rates of the cost-of-living bonus for workers on the State-managed railways decided upon in March 1941, with effect from September 1940, were increased with effect from 1 November 1941. The amount of the increase, which varies according to the monthly earnings of the worker and the locality, ranges from 2 to 4.5 rupees a month.

Provincial and State Government Employees.

Several Provincial (Bombay, Madras, Orissa, the Punjab, Sind, the United Provinces) and State (Baroda, Cochin, Mysore) Governments have also taken measures for granting a cost-of-living bonus to their employees or increasing the existing rate. In Madras, for instance, a uniform monthly rate of 1 rupee for employees earning 40 rupees or less a month in Madras city and 30 rupees or less in the districts, subject to certain conditions, was decided upon, and the rate was increased to 1.5 rupees a month as from 1 June 1942. Similar action was also taken in Orissa in August 1941, in the United Provinces in September 1941, and in Bombay in February 1942. In the Punjab, where a system of grain compensation allowance has been adopted, the system has been revised with the result that there has been an increase in the allowances made.

Payment of a Supplementary War Bonus.

The cotton textile mills in Sholapur decided to grant a war bonus of 12.5 per cent. of the total of the wages for 1941 to all workers in addition to the cost-of-living bonus. The Committee of the Millowners' Association, Bombay, also recommended a similar war bonus (12.5 per cent. of the total wages for 1941), subject to certain conditions. The textile mills of Indore decided to pay a war bonus of 10 per cent. of the total wages for 1941 in addition to a cost-of-living bonus.

In Bengal, it has been announced that in the case of Government employees who remove their families from certain areas in the coastal belt, declared "non-family" areas because of the war, a separation allowance of 10 to 12 per cent. of the earnings will be paid.¹

¹ Communication to the I.L.O.

WAGE STABILISATION IN AUSTRALIA

A series of measures of wage regulations taken in Australia during the past two years has culminated in a general stabilisation of wage rates, subject to adjustments in certain cases.

A partial stabilisation of wages was introduced in July 1940. The expansion of war production had led to keen competition among employers for certain types of skilled labour, to marked increases in the rates of wages offered, and, as a result, to labour turnover on such a scale as to threaten dislocation of production. To meet this situation the Commonwealth Government issued a series of National Security (Employment) Regulations which restricted the movement of such workers and fixed the marginal rates of pay above the basic wage.¹ With the intensification of the war effort at the beginning of 1942, an extension of these controls was found necessary. The National Security (Man Power) Regulations of 31 January 1942 introduced extensive control over the engagement, dismissal, and resignation of war workers, provided for the placement in useful work of the unemployed, and modified the existing arrangements for allocating man-power between industry and the armed forces.² This measure was accompanied by the National Security (Economic Organisation) Regulations of February 1942, which limited profits to 4 per cent. per annum³, prohibited transfer of certain types of property, provided for the fixing of maximum rates of interest, and stabilised wages in general.⁴

The wage provisions of these regulations apply to all employees who receive remuneration, including directors of companies. No employer may pay or offer to pay, and no employee may accept or seek to accept, remuneration at a rate different from:

- (a) That prescribed by an award, order or determination of an industrial authority⁵ or by an industrial agreement in force on 10 February 1942; or
- (b) The rate being paid on that date if no such award, order, determination or agreement was in force.

No reduction was required, however, in any remuneration which was greater than the remuneration prescribed by the award, order, determination or agreement.

Adjustments Authorised.

Industrial authorities may not alter rates of remuneration except in cases where an application had been made prior to 10 February 1942 or, with the approval of the Minister for Labour and National Service, where the industrial authority is satisfied that the rates of remuneration are anomalous. Provision is made also for alterations in remuneration in consequence of:

- (a) Any automatic adjustment which, in pursuance of any law or any award, order or determination of an industrial authority, or of an industrial agreement, follows a variation in the cost of living;
- (b) The promotion of the employee to a higher position;
- (c) The completion by the employee of an initial period of probation; and
- (d) A periodical increment granted to an employee who, under the terms and conditions of his employment, advances to a maximum rate of remuneration by periodical increments.

¹ Cf. E. R. WALKER: "Wartime Labour Problems in Australia", in *International Labour Review*, Vol. XLIV, No. 4, Oct. 1941, pp. 395-399. For an account of the system of wage regulation under which the "basic" and "marginal" rates of wages had previously been fixed, see INTERNATIONAL LABOUR OFFICE, Studies and Reports, Series D, No. 22: *The Minimum Wage: An International Survey* (Geneva, 1939), pp. 5-49.

² Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, pp. 556-560; for subsequent developments, see Vol. XLVI, No. 4, Oct. 1942, p. 471, and No. 5, Nov. 1942, p. 591.

³ This limitation of profits proved unworkable and has since been abandoned, the Government announcing that it would take steps to ensure that excessive profits would not be made (*Sydney Morning Herald*, 4 Aug. 1942).

⁴ *Statutory Rules*, 1942, No. 76 of 19 Feb. 1942.

⁵ "Industrial authority" means the Commonwealth Court of Conciliation and Arbitration and includes any other tribunal or person constituted by or under any law of the Commonwealth for the purpose of hearing and determining industrial disputes and making awards or orders in settlement thereof; it also includes the corresponding State tribunals and the Commonwealth Public Service Arbitrator.

The original regulations were subsequently modified with respect to certain details.¹ Remuneration may be altered in the following cases:

(a) For the purpose of maintaining the difference between the rate of the remuneration prescribed by law or by award, order or determination of an industrial authority, or by industrial agreement, and the rate at which remuneration was, in accordance with the practice of the employer, paid immediately prior to 10 February 1942;

(b) By a State authority pursuant to application made prior to the commencement of the regulations;

(c) By an industrial agreement entered into with the approval of the Minister or the industrial authority concerned, or an award, order or determination made by an industrial authority, in respect of matters which the Minister or industrial authority is satisfied were subject to negotiation between the parties to the agreement immediately prior to the commencement of the regulations;

(d) By an industrial agreement between the employers' and the employees' organisations concerned, or, in default of agreement, by award, order or determination of an industrial authority, for the purpose of adjusting rates of payment for piece work where the output of the employee is altered by reason of a variation in the nature of the material or commodity on which the employee works, or by reason of a variation in the operation involving the piece work, so that the earning power of the employee will not be reduced by reason of any such variation, but so that earning power as at 10 February 1942 will not thereby be increased;

(e) In consequence of the extension of the application of an award, order, determination, or industrial agreement to persons not subject thereto at the commencement of the regulations, but to whom the extension of the application of the award, order, determination or industrial agreement was then in contemplation;

(f) If the Minister is satisfied that the alteration is necessary to remove an anomaly, by an authority of a State having power to fix the rate of remuneration of any officer or employee of the State, or of any authority of the State, or by an industrial agreement;

(g) By an industrial authority for the purpose of effecting an adjustment in accordance with a variation in the cost of living;

In the case of any State the law of which permits but does not require the quarterly adjustment of the basic wage following on a variation in the cost of living, the Premier of that State, if he is satisfied that it is desirable so to do in the interests of the defence of the Commonwealth or the more effectual prosecution of the war, may adjust and amend the basic wage declared under the law of the State in accordance with the change in the cost of living.

ECONOMIC STABILISATION IN BULGARIA

Since the methods of supply so far adopted in Bulgaria² had not yielded satisfactory results, the Government, in June 1942, introduced a new system of economic stabilisation, based on the principle of maintaining prices, salaries, and wages at their present level for the duration of the war. On 17 June 1942 Professor Bogdan Filov, President of the Council and Minister for Foreign Affairs, explained the new Government policy in a message to the Bulgarian people.

Price Stabilisation.

The President of the Council made the following declaration:

In unusual times such as these, a healthy national economy and an equitable distribution of wealth are impossible without price stabilisation.

¹ *Statutory Rules*, 1942, Nos. 81 of 24 Feb., 110 of 9 Mar., 127 of 13 Mar., 145 of 25 Mar., 160 of 2 Apr., 218 of 9 May, 221 of 12 May, 224 of 13 May, 248 of 29 May, 257 of 4 June, 293 of 29 June, and 318 of 18 July.

² Cf. *International Labour Review*, Vol. XLIV, No. 4, Oct. 1941, p. 437.

The Government has decided to fix the prices of domestic and imported products, with few exceptions, at the levels now in force and to maintain them until the end of the war.

To ensure that prices will remain stable, the Government will have recourse to the Equalisation Fund which has already been set up, and will substantially increase its resources for this purpose. By means of this Fund the prices of certain essential imported articles, such as cotton goods, iron, petroleum, copper sulphate, salt, etc., will be lowered.

We must all realise that the tendency towards an uncontrolled rise in prices causes confusion in the economic life of the country by raising the cost of living and by depreciating the currency. These conditions might bring about a severe economic crisis, which must, at all costs, be avoided.

Salary and Wage Fixing; Family Allowances.

The Government has also fixed salaries and wages and has adopted the principle of family and rent allowances.

In view of the increased cost of living, declared the President of the Council, the Government has decided to help officials and workers by granting special relief to those who have children.

Generally speaking, Government activity will extend to all spheres of economic life and will develop them still further, if that is possible, so as to provide a final and complete solution to all questions relating to prices, wages, salaries, and gratuities, and so as to prevent any tendency towards a rise in the cost of living.¹

INDUSTRIAL RELATIONS

POSITION OF BRAZILIAN TRADE ASSOCIATIONS IN WARTIME

The conditions in which occupational associations in Brazil are to carry on their activities in wartime have been defined by a Decree of 31 August 1942.

According to this Decree occupational organisations of all kinds (economic, occupational, and professional) formed in accordance with the Decree of 5 July 1939² are required to collaborate with the Government, especially in the following matters: (1) development of national civic consciousness; (2) study of national economic problems of particular interest to the occupational activities represented by the organisation; (3) collaboration in the preparation of plans for economic mobilisation; (4) collaboration in air-raid precautions; (5) collaboration in the mobilisation of the armed forces.

For the duration of the war the written permission of the Minister of Labour and Social Welfare is needed for holding general meetings of trade associations and meetings of their governing bodies.

Employers may not use the state of war as a reason for restricting or suspending the trade union rights of their employees. In the case of nationals of countries at war with Brazil, their trade union rights have been limited for the duration of the war in the following respects: their electoral rights are suspended; they are prohibited from attending trade union meetings; their access to the headquarters of the trade union organisation is prohibited.³

AN INDUSTRIAL PEACE PLAN FOR THE COAL MINING INDUSTRY IN AUSTRALIA

Australian coal mine-owners and coal miners, at a conference of their representatives held in Canberra at the end of May 1942, have agreed to a working plan to maintain continuity of produc-

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 190.

³ Communication to the I.L.O.

tion. The Prime Minister, in announcing the result of the conference, said that the representatives had agreed upon a standard code of rules and procedure to be observed by the managements and employees of collieries in connection with local matters in dispute so that coal production would be maintained at the highest level. The provisions of the code are as follows:

(1) A committee shall be appointed at each colliery, to which shall be referred any industrial matter in dispute or likely to cause a dispute.

(2) It shall be competent for any member of the committee to raise any question designed to overcome any hold-up or interruption of output.

(3) It must be understood that the committee shall be entirely consultative, with no power to make decisions except by agreement.

(4) The committee shall be composed of the colliery manager, who shall be chairman, two representatives of the management, and two representatives of the employees, who shall be the president and secretary and/or treasurer of the lodge (trade union branch).

(5) Meetings of the committee shall be held as required, but not less than once each fortnight, and a record of the *présis* of proceedings at each meeting shall be kept in a book at the colliery office.

(6) When considered necessary, employees in dispute and/or colliery staff may attend the meetings of the committee.

(7) In the event of an industrial matter in dispute not being settled by the committee, that matter shall be referred by the lodge to the district executive of the Coal and Shale Miners' Federation and by the manager to the superintendent of his company or to the secretary of the employers' association of which his company is a member. The district executive and colliery superintendent or association, as the case may be, shall determine whether a further conference should be held or whether the matter in dispute should be submitted to an appropriate reference board.¹

(8) The decision of the appropriate reference board shall be accepted by both parties.

(9) Pit-top meetings shall not be held except with the consent of the committee or in the event of a question of safety. In all such events meetings shall not continue for more than ten minutes after the ordinary starting time.

(10) No stoppages or cessation of work or refusal to commence work shall take place at any colliery without recourse to the above-mentioned procedure and without the endorsement of the district and central executives of the unions. No colliery management shall refuse to prepare its colliery for work without permission of the commission, nor shall any change be effected in customs or conditions without recourse to the above-mentioned procedure, and this shall also apply to proposed changes.

Where applicable the above code is to apply to the Federated Engine-drivers and Firemen's Association and the Colliery Mechanics' Union, and in accordance with the rules of their respective unions.²

EMPLOYMENT

MAN-POWER POLICY IN GERMANY

REGULATION OF EMPLOYMENT IN OCCUPIED TERRITORIES

On 22 August 1942 Dr. Fritz Sauckel, German General Controller of Labour, issued an Order in virtue of the powers conferred on him by the Decree of the Head of the State dated 21 March 1942, which extends to labour in occupied territories as well as

¹ Cf. *International Labour Review*, Vol. XLIV, No. 2, Aug. 1941, p. 206.

² *The New South Wales Industrial Gazette*, June 1942, p. 742.

in Greater Germany¹, laying down the general rules to be observed with regard to employment and conditions of work in the territories occupied by the German armies.

In the first place, the Order fixes the order of priority to be observed in allocating the available labour to employment in such a way as to ensure that the needs of the German authorities and economy will be met first. For this purpose it classifies the needs to be met into five categories in the following order of importance: (1) needs of the military and civilian services of the occupation authorities; (2) needs of undertakings producing armaments for Germany; (3) needs of agriculture and food industries; (4) needs of undertakings producing goods for the German population; (5) needs of undertakings producing goods for the population of the occupied territory itself.

The competent services in the occupied territories must see to it that labour is utilised in as economical a manner as possible and that its output will be as high as possible.

Non-German workers in the territories in question must produce as much as German workers. The hours of work will be the same as those prevailing in Germany and not less than 54 in the week. Workers who, owing to the extension of hours of work, are found to be superfluous in one locality must be placed at the disposal of the employment authorities in another locality. If need be, non-German workers must work on Sundays and holidays in the same way as German workers. As in Germany, efforts must be made in the occupied territories to ensure the highest possible output by extending the piece-work system or introducing premium bonus systems or wage supplements, but without affecting the stability of the basic wage rates.

Foreign workers are subject to the same discipline as German workers and must observe it strictly.

The Order applies also to prisoners of war employed in the occupied territories.²

In a commentary on the new Order the *Frankfurter Zeitung* explains that the German war economy has need of the available man-power in the non-German countries of Europe. In some of these countries recruiting for employment in Germany has reached such dimensions that unemployment has been eliminated; but Germany still needs labour, and it follows that the employment policy of the non-German countries of Europe must now enter the stage which was previously reached in Germany: the mobilisation of labour reserves. The example of Germany has shown that after unemployment has been eliminated those reserves can still be considerable. They can be set free by closing unimportant undertakings, ceasing certain branches of manufacture, introducing more intensive methods of work and longer hours in essential industries, rationalising undertakings and work, and other appropriate measures. The article continues:

The shortage of workers in these areas is also due to the fact that immediately after the occupation important reconstruction works were set going which absorbed large quantities of labour. Of course, a minimum of work, and therefore of labour, is needed in these countries to satisfy their own vital needs. But these countries should not forget that the urgent man-power demands of the German armaments economy must take precedence over any activity not meeting vital needs and of any long-term works.

The article then stresses the importance of the results already obtained by Dr. Sauckel since he was appointed General Controller of Labour. At that date, on 21 March 1942, there were in Germany about 3½ million foreign workers, including prisoners of war. Less than six months later the figure could be estimated at 5½ million and was not far from 6 million. The time is not distant when out of every four workers employed in Germany one will be a foreigner, and the proportion will be even higher in agriculture. The article concludes by stating that before winter begins the mobilisation of foreign man-power for Germany's economic needs must be carried even further.³

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 461.

² *Reichsarbeitsblatt*, 5 Sept. 1942, Part I, p. 382.

³ *Frankfurter Zeitung*, 15 Sept. 1942.

THE NATIONAL SOCIALIST PARTY LEADERS AND
LABOUR SUPPLY ADMINISTRATION

By an Order issued on 21 May 1942 the General Controller of Labour defined the functions of the district leaders (*Gauleiter*) of the National-Socialist Party with regard to the administration of labour supply. By a previous Order of 24 April 1942 he had designated them as his authorised representatives in their respective districts.¹

The Party leaders have no executive authority in this respect but have wide powers of co-ordination, control and information. Their duties include the following:

- (1) To secure frictionless collaboration between all those agencies of the State, the Party, the defence forces, and the economic authorities which deal with questions of employment, and to reconcile differences of opinion and overlapping demands in order that the workers may be utilised in the best manner possible;
- (2) To pay special attention to the interests of workers called up for compulsory labour service who are employed away from their home;
- (3) To see that women and young persons entering employment for the first time are protected against the physical and moral risks to which they may be exposed;
- (4) To supervise the effects of the employment of men and women of foreign nationality;
- (5) To supervise the board, lodging and treatment of foreign workers and prisoners of war employed in undertakings;
- (6) To promote an exact understanding of the capital importance of labour supply administration for the prosecution of the war;
- (7) To do all in their power to support the steps taken by the labour supply authorities in pursuance of instructions of the General Controller of Labour;
- (8) To secure the co-operation of young people and the schools in carrying out indispensable agricultural work;
- (9) To watch over the satisfactory operation of inter-regional placing in accordance with the national programme;
- (10) To keep themselves informed on the current employment situation and the effects of labour mobilisation measures in their districts.²

FURTHER RESTRICTIONS ON EMPLOYMENT

By an Order issued on 13 June 1942 the General Controller of Labour regulated the administration of the Decree of 20 May 1942 concerning the termination of contracts of employment in essential undertakings.³

The Order defines in the first place which undertakings are to be deemed to be war production undertakings for the purposes of the Decree of 20 May 1942. It includes in this category all undertakings belonging to the following groups: coal and iron mines; production of mineral oils; production of fats; water, gas, and electricity undertakings; production of iron and steel; heavy metallurgy; finishing shops working for national defence; national railways and postal services; inland navigation and ports. The employment offices are responsible for deciding which undertakings belong to these groups, and their decisions are final even with respect to the courts. In addition, they decide which undertakings outside these groups are to be deemed war production undertakings. As soon as an undertaking has been stated to be a war production undertaking, it must immediately notify the staff in the most convenient manner that it has become subject to the Decree.

The Order excepts from the application of the Decree three classes of workers: (a) women; (b) young persons under 18 years; (c) workers engaged on probation or as auxiliary staff for a period of less than one month.

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 463.

² *Reichsarbeitsblatt*, 5 June 1942, Part I, p. 272.

³ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 463.

The Order also prescribes the procedure for terminating contracts of employment. It will be remembered that under the Decree of 20 May 1942 only the employment office can terminate contracts of employment in war production undertakings. In other words, the system of termination of contracts by the parties, subject to authorisation by the public authorities, is replaced by a system of termination by the authorities in which the parties have no initiative. The Order provides that the decision to terminate a contract for employment must be communicated to the head of the undertaking in writing, and that a copy must be sent to the worker concerned. The date at which the contract is terminated must be indicated exactly.

Every employer is bound to inform the employment office without delay of the names of any workers who are not indispensable for carrying out the war production work for which he is responsible.¹

MOBILISATION IN GREAT BRITAIN

There has been no substantial change in British labour supply policy in recent months, but the continuing need for men for the armed forces and women for the auxiliary services has required further investigations into the country's labour resources. The call-up for men for combatant service entails acceleration of the substitution of women for men in essential industries, additional training and upgrading to enable women to replace men at higher levels of skill, and more vigorous efforts to bring married women into the employment market on a full-time and part-time basis. It likewise entails expansion of the women's services, which, in turn, makes necessary another effort to comb through the younger age classes. A summary of these measures is given below.²

Withdrawal of Men from Industry.

In September 1942, the Minister of Labour instructed the employment exchanges to make a complete overhaul of their registers for men and women. The purpose of this re-examination of the registers is to ensure that each worker is in the job to which he or she was sent, or in which he or she was employed, when last interviewed by the exchange. The card of each worker will be examined at the exchange, and employers will be asked to provide particulars of their workers. It is pointed out that workers who have attempted to evade their responsibilities can be traced through the national registration offices and the local post offices.

In June 1942, the Minister of Labour announced his intention to reduce the number of male workers left in the general field labelled "essential work" and particularly to curtail the ring fence around the male labour supply of the broadly defined munitions industries. Recently, preliminary steps were taken to withdraw men from a large variety of trades and types of work. It is considered that these men, although relatively important to the war effort in their present jobs, can be better employed if released for military service or for other work of high priority which cannot possibly be done by women or older men.

Thus men under 25 years of age at the time of their registration under the Armed Forces Act are to be called up from a variety of Government jobs, from certain types of aircraft work, and from certain trades (such as building, construction, and cycle making). Men under 30 at the time of registration are to be called up from certain types of work in the printing trades, the boot and shoe industry, offices and municipal employment, the distribution of meat, fish, groceries, milk and coal, plumbing and gas fitting, railways, trucking, and the textile industry. Before the men are finally withdrawn, their cases will be sifted by the district man-power boards in order to ensure that withdrawal does not obstruct or impede priority war work.

¹ Reichsgesetzblatt, Part 1, 18 June 1942, No. 66, p. 393.

² MINISTRY OF LABOUR AND NATIONAL SERVICE: *War-time Employment of Women in Ship-building and Allied Industries* (London, Aug. 1942); HOUSE OF COMMONS: *Report of the Committee on Amenities and Welfare Conditions in the Three Women's Services* (Cmd. 6384, London 1942); speech of the Director-General of Man-Power (Mr. G. H. Ince) to the Women's Engineering Society (*The Daily Herald*, 5 Sept. 1942); *Manchester Guardian*, 13 and 19 Aug. and 15, 16, and 18 Sept. 1942; *The Ministry of Labour Gazette*, Aug. and Sept. 1942; *The New York Times*, 28 Oct. 1942. For earlier measures, see *International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, p. 150.

Up to the present, men up to the age of 50 have been registered for employment; and consideration is being given to registering men over this age. On the whole, however, the men in industry have been extensively mobilised at this stage in the war effort, and the problem is very largely one of redistributing those who are left according to changing priorities and of replacing them wherever possible by women.

Mobilisation of Women War Workers.

This withdrawal of men and the acute shortage of mobile women, free to take up war work or service away from home, is being accompanied by a further comb-out of the younger age classes of women and additional efforts to draw on the reserve of older married women. Women up to the age of 45 have been registered under the Registration for Employment Order and are gradually being interviewed for employment by the women's panels of the local employment committees and by the employment exchanges. Conscription of women under the National Service Act has so far been applied only to young women aged 20, 21, 22, and 23 years.

To supply the women's services with recruits, the Director-General of Man-Power has stated that the younger age groups will be re-examined in order to review and to narrow the deferments granted to these young women. At the same time more vigorous efforts are being made to tap the reserve of 11,000,000 married women. There are approximately 2,500,000 married women employed in industry. The number of part-time workers in industry was estimated in September at "upwards of 250,000"—a figure which includes a fairly large increase during the summer months as a result of educational and propaganda campaigns and of improved practical arrangements making possible the employment of women with household responsibilities. One step taken to encourage the wives of men in the armed forces and other married women to take up part-time or full-time war work has been a new rule made by the Ministry of Pensions concerning war service grants, whereby the first 20s. per week of the earnings of a wife with dependent children and the first 15s. in the case of other wives will henceforward be ignored in making the grants. The Director-General of Man-Power stated in September 1942, however, that 1,000,000 part-time workers would be needed by 1943. In this connection, it is significant that the number of day nurseries in operation provide accommodation which is estimated to free only 30,000 women for war work.¹

As one method of alleviating the labour shortage, renewed attention is being given to problems of the training and upgrading of women.² So far in the war, most women have not, for different reasons, been given the opportunity to acquire a very high degree of skill, and upgrading is said to have been confined almost wholly to men. Recently, several longer courses have been introduced in technical colleges to provide more skilled training for women and girls in certain trades in electrical engineering and general engineering. The Government has been urging that upgrading should be extended to women war workers on a very wide scale. "It is a mistake for employers to think women can be used only on simple repetitive work", the Director-General of Man-Power emphasised. "There is a vast field of highly competent, intelligent women in industry to-day, many of whom have been on munitions one, two, and even three years. Many thousands could be upgraded to work of higher skill, and I appeal to employers to give these women their chance."

In addition, the scheme for the concentration of production is being used to an increasing extent to remedy acute labour shortages. Efforts are being made to move work to areas where there remains a labour surplus of immobile workers. It has been announced that firms in the clothing, hosiery, hatmaking, and other light industries may be affected and forced to move to areas of relative labour surplus. In this way, immobile workers can be placed in useful employment and

¹ At the end of August, there were reported to be 826 day nurseries with accommodation for 34,000 children, and approximately 70 per cent. of the accommodation provided was in use. It was not indicated how many of these nurseries were full-time and geared to the hours of work of munitions industries and how many of them were part-time or not suitable to the needs of munitions workers. Up to the end of July, 321 play centres were in operation with accommodation for 18,700 children. Slow progress in both these fields is said to be due to divided governmental responsibilities for their organisation and maintenance and to a lack of appreciation of the urgency of the need to bring married women into industry.

² In connection with the utilisation of women's skill, a special Appointments Branch was set up in the Ministry of Labour, earlier in the year to mobilise women with special technical or professional skill.

a minimum of inter-local transfer of older women will be necessary, while the bulk of the previous labour force of these firms can be directed to available war work in the areas where labour demand is more stringent.

Finally, a drive is under way to increase the employment of women in the shipbuilding and allied industries. A recent Ministry of Labour circular to employers notes that, although women have been brought into the iron and steel industry to the extent of about 13½ per cent. of the industry's labour force, little use has been made of women workers in shipbuilding and repairing, despite the fact that many unskilled and semi-skilled jobs in these industries could be filled by women and that employers who have had experience of women workers have reported favourably on their work. District shipyard controllers and labour supply officers have been instructed to give all possible aid to employers in endeavouring to substitute women for men in shipbuilding and allied occupations and to experiment with the employment of women in new types of jobs for which only men have been used in the past. The circular of the Minister of Labour outlines the occupations in which women are already employed in shipbuilding, and suggests briefly the jobs considered unsuitable for women and those needing modification and the main essentials necessary in the way of special welfare and accommodation for women workers.

Women's Auxiliary Services.

The pressing need for more recruits for the women's services to release serving men for other duties has centred attention on the conditions prevailing within the services. It has been recognised that in order to perform their work effectively, women in the services must be well organised and trained, well fed and clothed, and well cared for generally. Alleged defects in amenities and welfare conditions in the services were investigated by a special committee which issued its report in August 1942.

The report includes a variety of information and recommendations on most aspects of the women's services, including the history of the services, their present administration and officer staff, welfare and comforts, health and hygiene, clothing, conditions of work, employment and location, leave, education, difficulties arising out of service life, and morals. On the general question of woman-power, the committee stated that it had formed the impression that "mobile women are being used in all three services for work for which immobile and part-time civilian labour could be employed, for instance, in pay and record offices". It suggested that the position in the services in this respect should be reviewed. Secondly, the committee recommended that, since the shortage of woman-power made it necessary to examine every possible source of supply: "There is one pool of women from which both officers and other ranks might be drawn, that is the pool of childless wives of men serving in the armed forces". It suggested that, if these women were not regarded as mobile and liable to conscription because of the criticisms current when the National Service Act (No. 2) was passed in regard to conditions in the women's services, "the result of this investigation has shown that conditions in these services now do not result in undue hardship and that the allegations of immorality were fantastic".

In conclusion, the committee raised the question of the future of the women's services. Noting that "the adjustments as between the claims of the sexes will be intricate and difficult" and that relative sacrifices must be weighed, it emphasised that the claim of women to just and generous treatment after the war "is one no Government can overlook". Many women will wish to go home at the end of the war; but for many others, the future is uncertain, and of these, many hope that the skill and efficiency being acquired during their service will stand them in good stead when the war is won. The committee proposed that, since the women's services comprise large bodies of trained and disciplined women equipped to carry out a variety of duties, they should, in the period of armistice and reconstruction, be given a chance to play a useful part in meeting the immediate relief needs of the liberated populations in Europe. "Much of the work to be done is work in which the co-operation of women is not only desirable but essential", the committee pointed out; and its organisation would be facilitated by the fact that, as service units, detachments of the women's services could be attached to the appropriate occupying establishments. Finally, the committee argued that the employment of the women's services on the Continent would help to ease the problems of the demobilisation of the women's services and the return of the auxiliaries to civil life.

THE EMPLOYMENT OF WOMEN AS SUPERVISORS IN BRITISH WAR PRODUCTION

Owing to the expansion of the employment of women in British war production, the Government has devoted attention to the training of women to act as supervisors, and their employment in such positions has been found successful.

As previously recorded in these pages¹, the Ministry of Labour and National Service, in conjunction with the Board of Education and the Scottish Education Department, began organising courses of lectures in foremanship at technical colleges in 1941, which were open to women as well as to men. These courses are normally of 72 hours' duration and are given in meetings of two hours each held twice a week.

The same authorities are now organising courses of lectures at technical colleges on the work of women supervisors in particular.² These courses are normally of 30 hours' duration and the classes are held outside working hours at meetings each lasting two hours. The subjects covered are: general principles of workshop supervision; factory organisation; method of timekeeping and payment; elementary workshop practice; factory legislation (including special wartime measures). It is pointed out that the courses cannot take the place of personality and industrial experience in making a woman supervisor, and that their intention is to give the wider background which will be useful to women already possessing these qualifications. On this account only existing women supervisors and other women who have not had less than six months' experience in industry are accepted. Employers are invited to put forward women of a similar type who, they consider, will benefit from taking the course. The establishment of a course in any particular locality will depend on the local demand.

These courses meet the increasing need of providing the necessary higher grade staff of women workers. In fact, they do not constitute an innovation, but simply an adjustment of an existing practice to new conditions. As has been pointed out in an article on the question published in the technical review of the Ministry of Labour³, technical supervision of women by women is not a new thing in British industry. It was practised extensively in the war of 1914-1918 and in peacetime it is normal in most industries where women are employed.

According to British experience, "when the right type of woman can be found [technical supervision of women by women] is commonly more successful than male supervision". The reasons for this are said to be three: (1) charges of male favouritism disappear; (2) the worker gains in confidence through seeing that another woman can be expert on the work she is asked to perform; and (3) the forewoman who has not so long ago learned the job herself remembers where her difficulties lay and is thus more able to instruct the women under her charge. The same article specifies the qualities that a forewoman must have in addition to being conversant with the practical work.

The official review in which the article appears, a publication giving information on the useful results obtained by particular undertakings in the war effort, has more than once drawn attention to the successful employment of forewomen in factories where women are doing work which until recently was deemed to be reserved for men alone.

The employment of women as forewomen in the steel industry has recently been approved by one of the trade unions concerned. The Association of Supervisory Staffs and Technical Engineers has decided to enrol women into the union, although hitherto it only admitted men. The Association considers that the success of forewomen has shown that they are likely to become a permanency in the engineering industry. In announcing this decision the secretary of the Association stated that every foreman was now convinced that "women are good foremen and in many cases as good as, if not better than, the men".⁴

¹ Cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, p. 326.

² *The Ministry of Labour Gazette*, Apr. 1942, p. 85.

³ *Engineering Bulletin*, No. 10, Mar. 1942, pp. 49-51: "Women on High Grade Work".

⁴ LABOUR RESEARCH DEPARTMENT: *L. R. D. Fact Service*, No. 146, 24 July 1942, p. 5.

RECRUITMENT OF YOUNG WORKERS IN THE BRITISH COAL MINING INDUSTRY

The recruiting of young workers for the coal mining industry in Great Britain has been a matter of concern to the Government owing to the reluctance of young persons to enter the industry, and the effects that this may have on its future prosperity. A committee of enquiry was accordingly appointed by the Minister of Labour and National Service and the President of the Board of Trade on 18 April 1942 "to enquire into the opportunities for training and advancement and the general welfare of juvenile workers in the industry, including wages and conditions of work, and to make recommendations thereon". After receiving written statements and hearing oral evidence from the organisations of employers and workers in the industry and consulting the various Ministries concerned and experts on particular aspects of the problem, the Committee published its first report on 20 July 1942. The principal features of the report are summarised below.

Shortage of Juvenile Labour.

The Committee points out in the first place that the shortage of juvenile labour has not been confined to the war years but that it existed before the outbreak of the war, although it has been intensified by new opportunities for the employment of juvenile labour in war industries. The number of juvenile entrants to the coal mining industry has fallen from 30,000 a year in 1934 to the present annual figure of 14,000; the rate of recruitment therefore falls far short of the wastage rate arising from deaths or retirements through age or incapacity.

The causes of the reluctance of boys to enter the industry include a variety of factors which may operate with varying degrees of strength in different districts. During the war the higher earnings offered to young persons in other industries have been one of the principal factors, but the Committee does not believe that the cessation of hostilities will in itself ensure an adequate supply of juvenile entrants to the mining industry. It has therefore paid special attention to the more deep-seated causes. These include: (a) the severe unemployment that has prevailed in the industry and has left an unhappy memory; (b) the low level of wages as compared with certain other industries, particularly when account is taken of the special risks attached to mining work and of the uncertainty of earnings; (c) in spite of the improvements made, the difficult conditions of work underground (the shortage is experienced mainly with respect to underground work); (d) parents' fears of sending their children down the mine, especially since mechanisation has weakened the family link between older and younger mine workers which used to exist when coal was extracted by hand; (e) the development of facilities for local transport, which has widened the choice of occupations open to boys in many districts; (f) the abnormally low birth rate in coal mining districts in the years 1926-1928.

The Committee does not believe that these causes can be removed by short-term remedies. It considers that the industry must provide a greater sense of economic security and a firmer assurance of a progressive career if boys are to be attracted to it in adequate numbers.

Training.

The Committee notes that there is at present no uniformity in the methods and period of training. It recommends that there should be a compulsory initial period of training during ordinary working hours and that payment should be made at the appropriate rate of wages according to the prevailing scale for juveniles. The first eight weeks should be devoted to general instruction at a suitable centre or at a mining school, together with practical demonstrations at a non-productive underground gallery; the second eight weeks should be devoted to practical work in an actual production unit to be reserved for training purposes. The Committee considers that in the initial training course instruction should in the main relate to correct methods of working in order to promote a sense of crafts-

manship in the trainees, and that this will incidentally achieve the object of providing a course in "safety". For the theoretical training, entrants from several collieries might, if necessary, be grouped, in which case their travelling expenses should be paid. The Committee also draws attention to the present lack of satisfactory manuals of mining instruction.

On completion of the initial period of training the young miner should be interviewed at quarterly intervals in order to ascertain the progress he has made and to assist him if it has been less than normal. At the age at which youths are eligible for work at the face, they should undergo a further training extending over not less than six months at the actual production unit.

The working instructors should be drawn from the most highly skilled operators from each class of work. They should not suffer financially by reason of the fact that they may be withdrawn from ordinary productive work. They should be given some preliminary instruction on the basic principles involved in the various operations.

The apprenticeship of ancillary craftsmen in the mining industry (fitters, electricians, draughtsmen, etc.) is considered to be adequately organised and the Committee does not dwell on this problem, but it specifies that all new entrants should be eligible for training as apprentices.

At each colliery there should be displayed a chart outlining the various stages through which boys would pass towards the adult occupations which they might expect to reach, together with a statement of the wages which they would receive in such occupations.

Wages.

At present there are considerable variations in the rates paid to juveniles in different districts. The Committee proposes that national minimum rates of wages should be established for young workers of 15 to 20 years, with appropriate differentiations according to age and according as the work is surface or underground work.

Medical Examination.

The Committee welcomes the Government's statement of its intention to establish a Medical Consultative Service for Mines. It recommends that there should be compulsory medical examination of all boys on entry to the mining industry, and that there should be further examinations at yearly intervals until the age at which adult status is reached. With regard to the entrance examination, the object should be wherever possible not to reject boys likely to be unsuited for coal mining employment, but to pass them provisionally in order that the necessary surgical or medical attention may be given.

Minimum Age.

Although the Mineworkers Federation suggested that a minimum age of 16 years should be fixed for underground work, the Committee does not consider it necessary at this stage to suggest a higher age limit than the school-leaving age. The question should be taken up again later.

Welfare.

In accordance with the plan of the Miners' Welfare Commission baths have already been provided at 340 collieries. There remain 690 collieries, each employing not less than 50 persons, besides about as many smaller ones. When after the war the building programme can be resumed, it should be completed, and in any new Act concerning mining welfare priority should be given to the completion of the existing programme for baths and their associated canteen.

The Committee also draws attention to the need of improved housing conditions in certain mining districts, of providing leisure time social amenities, especially for young workers, organising the hours of shifts to allow of full participation in the social life of the community, and giving young entrants the prospect of being able to retire on pension at an earlier age than commonly prevails in other industries.

Other Measures.

The Committee also makes various recommendations concerning the teaching of appropriate subjects in the schools with relation to the coal mining environ-

ment; the continuation of the principle of the "guaranteed week" as a means of promoting security of employment; the appointment of a permanent advisory committee to watch over the interests of young workers in the coal mining industry; and, as an immediate short-term policy, a publicity campaign and the classing of coal mining as a priority industry for which youths of 18½ years may opt instead of being called up for military service. Finally, it recommends certain measures relating to the upgrading of older youths.¹

MAN-POWER IN NEW ZEALAND

The growing scarcity of labour in New Zealand has led to further effort to transfer labour to war work, to protect the labour supply available for primary production, and to draw women into industrial employment. In addition, a Minister of Industrial Man-Power has been appointed to take charge of the use of human resources outside the armed forces.

Minister of Industrial Man-Power.

The duties of the Minister for Industrial Man-Power, Mr. McLagan, were defined by the Prime Minister in a statement reading as follows:

The Minister will have complete jurisdiction over the man-power resources outside the armed forces, and will be responsible for securing the most effective utilisation of man-power for the maintenance of all production and essential services. He will be empowered to direct labour within industry according to its importance, to classify industries and undertakings, and to require occupational registrations for the purpose of surveying available man-power. The Minister will also be concerned with the appointment and functioning of industrial man-power committees and will be the Minister in charge of industrial utilisation committees² set up to secure the full co-operation of the employers, employees, and the Government. In general, he will administer those portions of the National Service Emergency Regulations relating to service outside the armed forces as well as the Industrial Absenteeism Emergency Regulations.³

The National Service Ministers Emergency Regulations, 1942, define the duties of the Ministers dealing with man-power, namely, the Minister of Industrial Man-Power, the Minister of National Service, and the Minister of Civil Defence.⁴

Transference of Labour.

There has been a considerable intensification of the drive by man-power officers to withdraw labour from non-essential undertakings and activities. The Director of National Service estimated that by the end of September 1942 about 7,000 workers (6,000 men) had been drafted from non-essential to essential work. In order that this steady diversion of labour may not give rise to manufacturing difficulties the district man-power officers, according to a reply given by the Director of National Service to representations made by the New Zealand Manufacturers' Association, have been told:

Compliance with a direction to transfer might be deferred pending an appeal in cases where the transfer is not of immediate urgency and where there appears to be any special reason for meeting the convenience of the current employer. As a general rule, however, directions must be complied with when given, even though an appeal may be meditated. You will appreciate that frequently the work for which the worker is required is urgent and cannot be held up for perhaps two weeks or more pending the result of an appeal, and that also, if immediate compliance were not insisted on, frivolous appeals might be lodged solely as a means of postponing transfer for as long as possible.⁵

¹ COMMITTEE ON THE RECRUITMENT OF JUVENILES IN THE COAL MINING INDUSTRY: *First Report* (London, 1942).

² Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 475.

³ *The Standard* (Wellington), 9 July 1942.

⁴ Order in Council of 15 July 1942, Statutory Regulations, Serial Number 1942/219,

⁵ *The Press* (Christchurch), 18 July 1942.

To plan the diversion of labour resources most effectively, the Minister of Industrial Man-Power announced at the end of July 1942 that an immediate survey was to be made of the country's man and woman power.

Stabilisation of the Labour Supply for Primary Production.

The War Cabinet decided, in July 1942, to stabilise the existing supply of labour in rural areas and to recall essential farm workers from the Army. It was announced that all men engaged in farming who were liable for military service would be left in their occupations pending other action to solve the serious shortage of farm labour. Moreover, the Army notified members of the armed forces who had been engaged in primary production and who had substantial ground for wishing to return to their work that they might apply for release in order to resume their previous occupations. The length of each man's recall was to depend on the speed with which substitute labour could be organised. Finally, the primary production councils are surveying their districts and advising the man-power committees of cases where, in their opinion, men should remain on or be returned to the farms from other work or service. Final decisions in individual cases remain in the hands of the man-power committees. The Minister of National Service stated that where the production of a particular farm did not justify the retention of a particular man, the latter would be transferred to other farm work.¹ The Government has also approved the temporary release from the Army and from the war industries, wherever possible, of workers for shearing. Applications for release must be made through and recommended by local primary production councils.

Mobilisation of Women.

Three special registration Orders have been made in order to provide the basis for interviewing women workers and directing them to war employment. The Registration for Employment Order No. 3, dated 15 July 1942, requires all women in New Zealand who at that date were (or who later became) members of the General Reserve under the National Service Emergency Regulations, were resident in Hamilton or Cambridge boroughs, and were between 22 and 26 years of age, to register for employment within seven days by completing a form and delivering it to the district man-power officer.² Exemption from registration was granted to persons already registered under Regulation 9C of the National Service Emergency Regulations; persons in or employed by the forces; full-time employees in hospitals; persons outside New Zealand; persons in receipt of invalids' pensions; and inmates of institutions. The Minister of Industrial Man-Power explained that this registration was made because there was insufficient woman-power for vital work in Hamilton, and the shortage of accommodation made it impracticable to attempt to transfer women from other districts.³

According to the Minister of Industrial Man-Power, only about 21,000 of the 26,000 women aged 20 and 21 who should have registered actually did so.⁴ The Minister, calling attention to this evasion of responsibilities, said: "This attitude cannot be tolerated, and steps are being prepared to make a comprehensive check on all persons who have failed to register. There have not been many prosecutions for failure to register so far, but the number is likely to increase rapidly in the near future if no considerable early improvement occurs in the registration figure of these classes."

The Registration for Employment Orders No. 4 and No. 5, dated 3 August and 24 September 1942, require the registration of all women who at that date were (or who afterwards became) members of the General Reserve and were between the ages of 22 and 31 years.⁵ Exemption from registration was granted to the same classes as under the above-mentioned registration for employment, except that in the case of women between the ages of 24 and 31, an additional exemption is granted to married women with children whose domestic responsibilities include the care of their children.

Interviews of women aged 20 and 21 years, previously registered under the National Service Emergency Regulations, are now under way. The initial

¹ *Idem*, 9, 11, 17, and 21 July, and 3 and 11 Sept. 1942.

² Registration for Employment Order No. 3, 15 July 1942, Statutory Regulations, Serial Number 1942/218.

³ *The Press*, 18 July 1942.

⁴ Similarly, about 6,000 men aged 46 to 51 had failed to register (*The Press*, 21 Aug. 1942).

⁵ Registration for Employment Orders No. 4 and No. 5, Statutory Regulations, Serial Numbers 1942/239 and 1942/281.

interviewing and selection of the women is being done by the Women's War Service Auxiliary, who classify the women into a "no" group, which includes married women with children or women already engaged in essential industries, and a "yes" group, which includes women probably available for war work (such as clerks, typists, domestic servants, hairdressers, and shop assistants). All workers placed in the "yes" group are subsequently to be interviewed by officers of the National Service Department. Although the work of selection is expected to take some time, the man-power officers will make a fairly early allocation of women to serve as probationers and domestics in hospitals.

Labour in Essential Work.

There were about 107,000 workers engaged in 925 essential industries in June 1942, according to the District Man-Power Officer in Christchurch. This figure does not include firms in the building industry which are on defence work and covered by special regulations.

Of 8,155 decisions given by man-power officers in the Dominion in regard to workers in essential industries, only 70 were made the subject of appeal to the man-power committees.¹

General Review of Employment.

The annual report of the Department of Labour (covering the period from 1 April 1941 to 31 March 1942) includes some interesting information in regard to the effect of the war on employment in the Dominion and calls particular attention to the expansion in the employment of women and the extension of their employment into new trades and occupations.²

The number of factory workers increased from 132,907 to 134,039, while the number of persons employed in shops decreased from 53,461 to 52,026. Continuing mobilisation of men for the armed forces led to a reduction in the number of male factory workers from 82,316 to 80,469, while the men employed in shops decreased from 26,718 to 24,451. To replace these men and to meet the growing labour requirements of war industries, the number of women in factories increased from 34,291 to 37,111 and those employed in shops from 26,743 to 27,575. The report notes that, with the compulsory registration of certain groups of women under the National Service Emergency Regulations, transfers to essential employment following registration will change these figures considerably.

Women are now employed in many occupations previously restricted to men by custom or law, and their employment has also been extended in several trades (e.g. the canning department of meat preserving works). "Striking illustrations of the employment of women in jobs previously performed by men (the report points out) are the appearance of women drivers, tram conductors, railway porters, and postal delivery officials." In some industries women's employment has been restricted or excluded by the provisions of awards and by the prohibition of night work by the Factories Act. Provision for shift work for women has now been introduced in appropriate cases. Variations of awards have been undertaken on the recommendation of the Industrial Emergency Council, which, in considering the general question, has adopted the principle of equal pay for equal work. As a result, lower rates of pay for women have been fixed "only where it has been shown that a lower volume of work was inevitable or the whole of a job could not be allotted to women". In order to absorb local women workers in the areas in which they live, factories (particularly clothing factories) have been established or re-established in certain of the smaller towns; but in some areas where there is little or no secondary industry, there remains a reserve of female labour which has not yet been absorbed.

Factory inspectors have called attention to shortages of labour in many industries, in agriculture, and in building construction and allied industries. Moreover, a new demand for workers has arisen as the result of the development of industries not previously known in the country. "Manufacture of wallboard from woodpulp, manufacture of plywood, extended manufacture of paper, manufacture of potteryware, completion in local factories of the manufacture, for example, of electric lamps and silver-plated hollow-ware are examples on the manufacturing side, while in the sphere of primary production, the growing of linen flax and subsequent processing, the increased acreage in cereals, and the

¹ *The Press*, 5 June 1942.

² New Zealand, *Report of the Department of Labour*, presented by the Secretary of the Department to the Minister of Labour on 23 June 1942 (Wellington, 1942).

growing of seeds may be quoted." In addition, labour demands have increased in certain industries (canning, biscuit manufacturing, clothing and footwear) which have been expanding in order to supply the armed forces.

Apprenticeship and Training.

During the year under review the number of new apprenticeship contracts registered was 2,441, an increase of 467 over those registered during the previous year. The increase was caused primarily by an expansion of apprenticeship in the carpentering, electrical, engineering, and motor engineering trades. The Apprentices Act does not apply to women except in such cases and conditions as the Court may direct.

Under the Auxiliary Workers Training Emergency Regulations, 1941, schemes have already been introduced in the engineering, footwear, and carpentering trades, and the training of tool and gaugemakers is being investigated. These schemes include a relatively short period of intensive full-time training for selected workers who have preferably some previous knowledge of the industry. By the end of March 1942, 266 workers had been trained and placed in the engineering industry and another 49 were in training; in the footwear trade, 87 workers had been trained and placed and 28 were in training; and in the carpentering trade, 23 workers had been trained and 70 others were in training. Of those selected for training, 42 men had returned from overseas service and a further 33 had been demobilised from the home forces. The report notes that some difficulty was being experienced in securing sufficient trainees of the desired types.

EMERGENCY LABOUR CONSCRIPTION IN BRITISH DEPENDENCIES

Accounts have already been given in these pages, based on information supplied by the British Colonial Office, of the conscription of labour in various British dependencies, in order to obtain essential supplies needed for war purposes.¹ Further information is now available in regard to Kenya, the Mandated Territory of Tanganyika, Northern Rhodesia, and Nigeria.

It should be recalled that this emergency labour conscription is regarded by the British Government as outside the scope of the *Forced Labour Convention, 1930, No. 29*, since in Article 2 (*d*) this Convention provides that, for the purposes of the Convention, the term "forced or compulsory labour" shall not include "any work or service exacted in cases of emergency, that is to say, in the event of war or of a calamity or threatened calamity, such as fire, flood, famine, earthquake, violent epidemic or epizootic diseases, invasion by animal, insect or vegetable pests, and in general any circumstance that would endanger the existence or the well-being of the whole or part of the population".

Kenya.

The scheme provided for the conscription of not more than 22,500 male Africans between the ages of 16 and 45 years. The new information regarding the application of the scheme is as follows:

The undertakings declared by the Essential Undertakings Board to be essential to the successful prosecution of the war, the defence of the Colony, or the maintenance of supplies and services essential to the life of the community comprise the production of a great variety of foodstuffs, including cattle, sheep, and pigs; the production of sisal, flax, and rubber; brick and tile works, saw-milling; the supply of wood fuel for the railways and various undertakings of the Public Works Department and of municipal and district councils; bacon and meat factories; sisal products; and wattle factories and flour mills. With few exceptions these undertakings are private concerns.

The Central Wages Board has fixed wage rates which, in the great majority of cases, vary between 9s. and 12s. per 30-day ticket contract, although slightly lower rates down to 7s. are paid to labourers from more remote and inexperienced tribes. Scales of rations have been worked out which provide a properly balanced diet.

¹ Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, p. 566; No. 6, June 1942, p. 680; Vol. XLVI, No. 2, Aug. 1942, p. 185.

Reception camps have been established in various parts of the territory, to which all Natives selected for service by the provisional selection committees proceed in the first instance for a period not exceeding 14 days. They then proceed to the place of employment for which they have been recruited. Natives who have appeals pending to the district exemption tribunals remain in the camps until such time as the appeal has been decided. The responsibility of causing the Natives in the camps to be properly fed and housed rests with the district commissioners concerned. Before Natives are transferred to the place of employment, they are given an order setting out the terms and conditions of service under which they are required to serve. The regulations provide that the period for which a Native may be required to work shall be for not less than two nor more than nine "ticket contracts". (A ticket contract entails 30 days' work or 30 tasks capable of being performed in an ordinary working day, spread over a period not exceeding 42 days.)

Headmasters of schools have been informed that they are at liberty to recommend the exemption of any boy in their school who would otherwise be liable to conscription.

The European inspectorate of the Labour Department is being substantially augmented by the addition of four officers to the existing staff of seven labour officers, not including the Labour Commissioner. This has been done to enable proper inspections to be carried out in outlying districts to ensure that accommodation and conditions of service generally are maintained at the proper standard.

The penalties provided for non-compliance with the regulations are, in the case of employers, a fine not exceeding £5 or imprisonment for two months, or both such fine and imprisonment; in the case of Natives, a fine not exceeding £2 or imprisonment for two months, or both such fine and imprisonment. When the employer carrying on the undertaking is a body corporate, the body corporate is liable to a fine not exceeding £50, and every director of it is liable to the penalties prescribed in the regulations, unless he proves to the satisfaction of the court that the offence was committed without his knowledge.

Although it was thought, when the scheme was introduced, that 22,500 Natives would need to be conscripted, the figures at the end of July 1942 show that, of a total of 240,000 Africans in employment, only 2,600 had been conscripted.¹

The compulsory employment of Indian artisans has also been organised. Regulations made in the early part of 1942 (the Defence (Artisans) Regulations, 1942, as amended by the Defence (Artisans) (Amendment) Regulations, 1942), require any artisans of Indian origin or descent between the ages of 18 and 45 years who were in the Colony at the date of the regulations, or who subsequently arrive in the Colony, to place their services at the disposal of the Director of Man-Power. Employers, other than the Kenya and Uganda Railways and Harbours Administration, or the Posts and Telegraph Department, or the Public Works Department, are required to furnish particulars of every such artisan in their employ, stating their individual employment and whether they are in a reserved occupation; and every artisan carrying on business on his own account or other than as an employee of another person, and every artisan arriving in the Colony, is required to furnish particulars of the work on which he is engaged, etc. These particulars are forwarded through the district commissioners to the Indian Man-Power Committee exercising its functions in the district. That Committee, on behalf of the Director of Man-Power, has power to require by order any artisan to report himself to any person at any place specified in the order, and there to render personal service in his appropriate trade to a specified person, subject to such conditions and to the payment of such wages as the Director of Man-Power shall determine. The Director of Man-Power, on the recommendation of the Committee, may exempt any artisan from the provisions of the regulations, if he is satisfied that compliance would inflict undue hardship on the artisan's dependants, or that it would cause him to do work for which he was physically unfit. Any person aggrieved at being ordered to render service under the regulations may, within 14 days from the date of the order, appeal to

¹ Detailed figures for 30 June 1942 show that the number of registered Kenya Africans in employment was 228,066 voluntary workers and 2,595 conscripted workers. These figures correspond to 39.73 per cent. and 0.45 per cent. of the estimated able-bodied male population between 15 and 40 years of age. They do not include Kenya Africans conscripted for military service. In addition, 10,848 non-Kenya Africans were in employment. (*Kenya Official Gazette*, 7 July 1942.)

the Director of Man-Power, or to any person or body of persons appointed for the purpose by the Director, whose decision shall be final and conclusive. The regulations apply to some 60 specified trades and occupations.

Mandated Territory of Tanganyika.

Compulsory labour on a very limited scale and for a period of two to three months only was introduced earlier in the year 1942 to meet the seasonal shortage of labour required for planting essential food crops on European farms. The number of Natives affected was less than 1,000. Pay was prescribed by the Government and was not less than the local ruling rates for voluntary labour. The Natives were selected by administrative officers, and each Native selected was medically examined by a Government medical officer. The administrative officers and labour officers in the areas concerned were specifically instructed to ensure that conditions of employment were satisfactory. All the safeguards provided in the Masters and Native Servants Ordinance were applied to compulsory labour, and the Compulsory Service Ordinance of 1940, which the Governor used to enforce conscription, includes provision for appeal to the Governor in cases of exceptional hardship.

Northern Rhodesia.

In 1941, there was in Northern Rhodesia an acute shortage of maize for local consumption, and emergency measures had to be taken to import supplies, which could ill be spared, from neighbouring territories. In order that everything possible should be done to obviate the recurrence of this shortage and of a shortage of other foodstuffs for local consumption, steps were taken in the early part of 1942 to increase the production of foodstuffs to the maximum, especially maize and wheat. Every effort was made to secure the necessary labour, but it was not possible to obtain the full numbers required under voluntary arrangements. Accordingly, in view of the urgent necessity of securing the required labour at once in order that the land might be prepared in time for planting, the Governor's proposal to use compulsory powers for a limited period to deal with the immediate necessity was approved.

For a period of four months ending on 30 June 1942, between 700 and 800 Africans were conscripted for work on farms to increase the production of wheat and maize. Labourers compulsorily recruited were obtained by the district officers (after the Labour Commissioner had satisfied himself in each case that additional labour was required) working through the Native authorities, and only adults under 45 years of age were enrolled. No distinction was made between single and married men. Provision was included in the Regulations for appeal to a district officer or to a labour officer on grounds of hardship. The labour contract was for two 30-day tickets, thus allowing conscripted labour to return to the villages in time for the harvest. Compulsory labour was paid at a rate not less than the average rate of pay for labour recruited under voluntary arrangements and rations as laid down by Government. The arrangements included regular inspection by a labour officer and a district officer. The conscripted labourers were very satisfactory, made no complaints, and in every way behaved and were treated as voluntary workers.

For the scheme described above, there has now been substituted a Labour Corps of four to five hundred men.¹ The Corps will be under the complete control of the Government. The arrangements will be in the charge of a Controller and deputy controllers to be appointed by the Government and will be used for any work, including road construction and farm labour to assist food production, in furtherance of the war effort that the Governor may direct. If labour is used on non-Government work in furtherance of the war effort, a fixed rate per man will be payable to the Government. Wages are to be 12s. 6d. per month, plus 2s. 6d. per month bonus at the termination of employment and full-scale Government rations. This pay is better than that usually paid to labourers in Northern Rhodesia, and the maximum period of service in the Corps will be twelve months. The new Regulations provide for enrolment either by voluntary recruitment or by conscription ordered by the Governor for work necessary to maintain supplies and essential civil services. There will be a right of appeal against conscription to a Board with Native representatives, on grounds of undue hardship to family

¹ *Northern Rhodesia Government Gazette*. Government Notice No. 158 of 1942, under the Emergency Powers (Colonial Defence) Orders in Council. The Emergency Powers (African Labour Corps) Regulations, dated 29 May 1942.

or detriment to the economic life of the community or recent employment or other good cause. Parts I, V and VI of the Employment of Natives Ordinance will apply except where inconsistent with the new Regulations. Present requirements have almost been filled without recourse to conscription.

Nigeria.

After the loss of Malaya, it became imperative that the output of the Nigerian tin mines should be increased to the utmost as part of the war effort. The mining companies were, however, unable to rely upon an adequate supply of labour, since the population of the Northern Provinces consists almost entirely of agricultural communities without any tradition of working for wages. Even during the non-farming season the number of volunteers from this source is now very limited, such volunteer labour as does exist having already been recruited for the Army and for military works. As regards other potential supplies of labour, the Natives from the Southern Provinces are not attracted to tin-mining because of the altitude of the Jos Plateau, where the mines are situated, and casual labour from the neighbouring French territories under control of the Vichy Government is no longer available. Moreover, even in normal times, the labour available has been of a very casual character.

The work for which such labour is required consists largely of removing the surface soil down to a depth of some 10 or 15 feet, in order to lay bare the tin-bearing ore. It is therefore comparable to the work of the navvy, not the miner. Wherever possible, the fullest use of machinery is made. Steps are being taken to ensure the effective pooling of machinery belonging to individual undertakings. There are, however, a number of concerns not large enough to justify the use of bull-dozers, and there is also the problem of providing additional machinery either from the United Kingdom or from the United States of America, although this is being explored as far as possible.

In view of the shortage of labour at a time of great emergency, the Nigerian Government, at the request of the British Government, agreed to introduce a measure of compulsory service. By Regulations dated 22 March 1942, any Native authority may, when so instructed by the Chief Commissioner of the Northern Provinces, select such number of persons as may be required by the Administrative Director of Minerals Production for service in any mine where work is deemed by him to be essential. The selection is made from male British subjects and British protected persons of African descent between the ages of 18 and 45 years (excluding school teachers, pupils, and officials), subject to the approval of the Resident of the Province concerned. The Regulations provide that not more than 25 per cent. of such persons shall be selected from any one community and be absent from their community at any one time. Any selected persons may appeal within 7 days of their selection to the district officer in their area. Any person who refuses to serve, or who refuses to proceed for service when selected, or to work for the period ordered, is liable, on conviction, to a fine of £1 or 14 days' imprisonment.¹

Care is taken to select men who can best be spared from their families and villages, and the distribution of each quota within the area of each Native authority is subject to the approval of the Resident of the Province. The figure of 25 per cent. mentioned above has so far never been even appreciably approached.

The Administrative Director of Minerals Production is given power to regulate by Order conditions of service generally, and, in particular, the length thereof and any other circumstances which may seem to him to be necessary to ensure the well-being of the persons selected. The Regulations provide that any such orders shall so far as possible conform to Articles 11-18 inclusive of the *Forced Labour Convention*, and, in particular, shall include provisions whereby rest at the rate of at least one day a week is ensured, and the task performed by any person selected for service shall not exceed that ordinarily performed by voluntary labour. Any employer who fails to carry out the provisions of any Order made for these purposes by the Administrative Director is liable, on conviction, to a fine of £100 or six months' imprisonment or both.

The Administrative Director is given power to fix the rate of wages to be paid and the method of payment. On 10 August 1942, he issued a notice providing:

- (a) When employed on task work, and rations and fuel are not provided as part of wages, a minimum monetary payment of 5s. 6d. per week for a completed six-day task;

¹ For legislation, cf. *Nigeria Gazette*, 26 Mar. and 16 Apr. 1942.

(b) When employed on task work, and rations and fuel are provided as part of wages, a minimum monetary payment of 2s. 6d. per week for a completed six-day task;

(c) When employed at daily rates, and rations and fuel are not provided, a minimum monetary payment of 5s. 6d. for six days' work;

(d) When employed at daily rates, and rations and fuel are provided, a minimum monetary payment of 2s. 6d. for six days' work.

A minimum wage of 4s. a week is paid to female relatives of workers who voluntarily accompany them and volunteer to work as cooks.

The minimum weekly scale of rations and fuel is:

Rations: 8 lbs. guinea corn or 28 lbs. yams, 2 lbs. meat, 2½ oz. salt, 14 oz. butter or 1 pint groundnut oil or 1 pint palm oil, sufficient firewood for cooking.

Fuel: 6d. worth of firewood.

The notice defines "task" as meaning a piece of work deemed to be reasonable by the Administrative Director. It is understood that practically the whole of the labour so far conscripted has been employed on task work.

Selected workers are sent in the first place to transit camps established by the Government in the provinces concerned, where they are medically examined and provided with free housing and meals, and they are then sent to reception camps. No worker is sent from a transit camp to a reception camp unless passed as medically fit. At the reception camps the workers are similarly provided with free housing and meals, and at each camp medical attention is available. No mine is permitted to employ any worker, unless the Administrative Director is satisfied that free and satisfactory housing is provided for the workers, and that there are available (a) adequate medical staff with dispensaries, hospitals and equipment; (b) satisfactory sanitary conditions, drinking water, food, fuel, cooking utensils and, where necessary, clothing; (c) facilities for medical examination at fixed intervals during the period of service; (d) adequate arrangements to ensure the subsistence of the families of the workers, including, if desired, remittance of part of their wages; and (e) adequate arrangements to ensure that workers may present complaints relative to conditions of service.

Free transport, where transport is available, is provided to and from transit camps, reception camps and essential mines, and also in all cases of sickness and accident.

The conditions of service of every worker include the following:

(i) The tasks and hours of work performed shall not exceed those ordinarily done by voluntary labour;

(ii) At least one day of rest in every week shall be allowed;

(iii) Full wages shall be paid during absence due to sickness;

(iv) Wages shall be paid to each worker individually;

(v) No worker shall be required to perform service underground; and

(vi) Free medical and hospital attention.

No worker may be required to work for more than four months in any one period of twelve months, and the time occupied in travelling to and from a transit camp and the particular essential mine is included in the four months. Every worker is to be furnished with a certificate indicating the periods of work which he has completed, and every worker who remains in any essential mine as a voluntary employee at the end of his period of service as a conscripted worker retains his right to repatriation free of expense for a period of two years.

The workers are covered by the Workmen's Compensation Ordinance, 1941.

Up to the middle of July 1942, about 10,000 men had been conscripted. The additional labour which the Regulations were used to provide averaged 3,000 men at one and the same time, working for an average period of slightly less than two months.

Information was received in London in September 1942 that two administrative officers had been posted to the tin-mining area to perform the duties of labour officers under the supervision of the Administrative Director of Minerals Production.

RESTRICTIONS ON ENGAGEMENT IN SOUTH AFRICA

By Government Notice dated 7 August 1942, the Controller of Industrial Man Power in the Union of South Africa has pro-

hibited employers in the engineering industry from engaging plumbers and leadburners without the prior consent of the Controller.¹ A second Notice of the same date prohibits employers in the engineering and building industries from engaging mechanical and electrical draughtsmen (including structural and concrete designers) without first obtaining the consent of the Controller.²

THE EMPLOYMENT OF REPATRIATED PRISONERS OF WAR AND DEMOBILISED MEN IN FRANCE

An account has been given in these pages of various Acts relating to the employment of demobilised men and repatriated prisoners of war in France: the Act of 13 September 1940 concerning the compulsory reinstatement of demobilised men, amended by the Act of 13 June 1941³, and the Act of 2 February 1942 concerning the reinstatement of repatriated prisoners of war.⁴ Recent measures adopted in pursuance of these general regulations are analysed below.

Vocational Rehabilitation Committees for Repatriated Prisoners of War.

The Act of 2 February 1942 concerning the reinstatement of repatriated prisoners of war provides that they may be given retraining in special centres or in undertakings with a view to their vocational rehabilitation, and that the employers will be responsible for meeting the costs incurred, an equalisation system for each occupation being set up for this purpose. This equalisation system was introduced by an Act of 13 May 1942. A vocational rehabilitation committee is to be formed for each occupational "family"⁵ and each group of employers not belonging to such a family. The rules governing the work of these committees will be fixed and their members appointed by the Secretary of State for Labour and the particular Secretary of State concerned.

The committees will be bodies corporate and will have the right to collect the fees needed for the performance of their work. So far as possible they must have recourse to the services of existing occupational organisations, in particular the economic organising committees. When the national social committees for different occupations have been set up in accordance with the Labour Charter, they will take over the powers of the vocational rehabilitation committees together with their assets, they will have authority to delegate their powers to a committee, which may be the vocational rehabilitation committee, thus maintained in existence.⁶

Amendment of Regulations concerning Compulsory Reinstatement of Demobilised Men.

By an Act of 6 June 1942 the right to compulsory reinstatement under the Act of 13 September 1940 is restricted to wage earners and salaried employees who have been demobilised for less than one year or are in a similar position. The proportion of demobilised men to be employed in each undertaking will be fixed by an order, which may vary with the nature of the undertaking and the area. The labour inspectors may grant total or partial exemption from the obligation to employ men who have been demobilised for less than one year, due regard being paid to the special circumstances of the occupation.

The fines payable by employers who do not employ the prescribed number of demobilised men have been considerably increased.⁷

¹ Government Notice No. 1589, 7 Aug. 1942 (*Gouvernement Gazette Extraordinaire*, 7 Aug. 1942).

² Government Notice No. 1590, 7 Aug. 1942 (*ibid.*).

³ Cf. *International Labour Review*, Vol. XLII, No. 6, Dec. 1940, p. 406; Vol. XLIV, No. 6, Dec. 1941, p. 684.

⁴ *Idem*, Vol. XLVI, No. 2, Aug. 1942, p. 201.

⁵ The occupational families are the organisations grouping industries and trades, as provided for in the Labour Charter of 4 Oct. 1941 (cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, pp. 269-285).

⁶ *Journal officiel*, 26 July 1942, p. 2570.

⁷ *Ibid.*

Application of Reinstatement Legislation.

A Decree of 24 July 1942 contains regulations for the administration of the Act of 2 February 1942 concerning the reinstatement of repatriated prisoners of war, and of certain provisions of the Act of 13 September 1940 concerning the compulsory reinstatement of demobilised men as amended by the Act of 13 June 1941 and 6 June 1942.

Reinstatement of repatriated prisoners of war. Repatriated prisoners of war must be reinstated in their former employment or an employment of the same category at a rate of pay calculated with reference to their former remuneration, together with any increases granted to workers in the same category since the reinstated men left the undertaking. If the wage or salary so calculated is not in accordance with the services rendered, the employer may be compensated out of an equalisation fund. If the employer is unable to reinstate the repatriated man, he may be placed in another undertaking as near to his former occupation as possible. In that case, the obligations of the former and the new employer and those of the occupational organisation are defined in the Decree.

Various provisions deal with the case of physical unfitness.

The repatriated man is given a period of three months within which to submit his application for reinstatement. This period may be extended if it is materially impossible for the employer or the employee to go to the workplace, but may not exceed two years. If the reinstatement of repatriated prisoners of war leads to the discharge of staff, the first persons to be dismissed must be those engaged for the purpose of replacing the men in question during their mobilisation. Certain groups, such as the holders of ex-servicemen's cards, disabled men, the fathers of three children, and widowers with two dependent children, may not be discharged in order to make room for repatriated men. Persons discharged by an undertaking employing more than 10 persons of over 18 years have a priority right to re-engagement during one year in the case of wage earners and two years in that of salaried employees and technical staff.

During six months following reinstatement a repatriated man may be dismissed only for misconduct.

Placing of repatriated prisoners of war. Repatriated prisoners of war who cannot be reinstated in their former undertaking will apply to the public employment exchanges for employment suited to their skill and physical capacity. The directors of the employment offices, acting through the departmental secretaries for the rehabilitation of prisoners of war, will take the necessary steps for the placing of repatriated prisoners. The above-mentioned committees, set up under the Act of 13 May 1942, will appoint regional and local sub-committees for this purpose.

Vocational retraining of repatriated prisoners of war. The Secretary of State for Labour will be responsible for taking the necessary steps to provide retraining for repatriated prisoners of war in special vocational training or retraining centres or in private undertakings. Retraining will be granted at the request of the repatriated prisoner or occupational organisation or the employment office. The labour inspector will decide on application for retraining, after consultation with the competent occupational and rehabilitation organisations and with reference to the skill and physical fitness of the repatriated men, the situation of industry, and the state of the employment market.

The Decree defines in detail the conditions of remuneration of repatriated prisoners undergoing retraining; in particular, those who, after retraining, are reinstated in their former undertaking are entitled to the remuneration prescribed in the regulations concerning the re-employment of prisoners of war. The organisations or undertakings where the retraining takes place must make a financial contribution, to the amount defined by their own rules and by any agreements that may be concluded. They remain liable for payment of a sum representing the value of the work actually done. If retraining takes place in an undertaking, the value of the work done will ordinarily be assessed at not less than a specified proportion of the minimum wage or salary fixed for repatriated men who resume work after retraining, namely, not less than one-quarter during the first two months, not less than one-half during the third and fourth months, not less than three-quarters during the fifth month, and not less than the full wage or salary from the sixth month onwards. The Unemployment Commission will be responsible for meeting the difference between the contribution paid by the organisation or the undertaking while retraining takes place and the wage or salary to which the repatriated man is entitled.

The conditions of employment of repatriated men during retraining must as a rule be such as to enable them to live with their families.

Employment of repatriated prisoners of war on public works. If a repatriated prisoner of war who cannot be taken back by his former employer has not been found other employment and cannot undergo retraining, the Unemployment Commission must employ him or see that he is employed on public works. If possible, he must be employed at a workplace in the neighbourhood of his home.

Proportion of demobilised men to be employed. The Decree fixes the conditions in which employers are to comply with the legal provisions concerning the proportion of men demobilised less than one year ago whom they must employ in their undertakings. It also contains detailed regulations concerning the payment by employers who do not engage the specified number of demobilised men of a fee of 10 francs per day per man not so engaged. For purposes of supervision, employers must keep an up-to-date register of the demobilised men whom they employ.

Equalisation fund. Within one month of the date of appointment of the vocational rehabilitation committees, they must take the necessary steps to provide for an equalisation system by which employers will share the costs arising out of the reinstatement or retraining of demobilised men and prisoners of war. For this purpose they may enter into an agreement with the committees for other occupational families or groups. A system of equalisation as between the different occupations will be set up by decree.

Miscellaneous provisions. The Decree defines the functions of the labour inspectors with regard to the application of the regulations on the reinstatement of prisoners of war and on the compulsory employment of demobilised men, and the procedure for the imposition of penalties.¹

THE REINSTATEMENT OF DEMOBILISED SERVICE-MEN IN CUBA

A Cuban Decree, No. 2041 of 22 July 1942, contains special provisions for the application of section 14 of the Emergency Military Service Act requiring employers to re-employ any former employee who is discharged from the armed forces.

The Decree prescribes that an employee who is called up for military service can claim that his position in civil employment shall be filled only temporarily by another during his period of military service. He is also entitled to receive compensation for the paid holidays to which he had a right but did not take before leaving for military service. The only condition placed upon the employee's right to reinstatement is that he must within 30 days of his discharge from the armed forces apply for reinstatement to his former employer, who must re-employ him as from the day following the application.²

INDIAN EMIGRATION IN 1940

The following notes on Indian emigration to Ceylon and Malaya in 1940³ are based on information contained in the annual reports of the Agents of the Government of India in the two territories.

Ceylon.

Migration returns. "Recruited" emigration to Ceylon continued to be in abeyance during 1940, but the individual cases specially exempted from the prohibition in force on the ground of hardship arising from such factors as the separation of families totalled 3,318. 12,578 Indian estate labourers (excluding repatriates) returned from Ceylon to India in the course of the year, as against 31,714 in 1939, and there were 9,260 migrants returning from Ceylon in excess of those admitted into the island. In the unassisted class there were 33,194 more departures to, than arrivals from, India in 1940, as against 44,134 in 1939.

¹ *Journal officiel*, p. 2571.

² *Gaceta Oficial*, 28 July 1942, p. 13,500.

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

Situation in the plantation industry. 1940 was a prosperous year for both tea and rubber plantations, on which the large majority of Indian workers in Ceylon are employed. Tea fetched the highest price since 1930, and rubber since 1928. There was no shortage of labour for the estates, and investigations showed that there was a slight balance, of 2,233 workers, in excess of the requirements.

Recognition by planters of the right of association of estate workers. Following a period of labour unrest on the estates, the Minister for Labour Industry and Commerce held a series of conferences with representatives of employers and of labour associations, and largely as a result of his efforts, a gentlemen's agreement was reached in July 1940. The agreement between representatives of the planting industries and of labour unions is intended to provide a machinery to settle trade disputes by negotiation, and the former have formally recognised "the right of workers to combine by the formation of unions". Six trade unions were registered during the year, some of them with ramifications throughout the planting districts.

Wages. The daily rates of wages for men, women, and children throughout the year were respectively 49 cents, 39 cents, and 29 cents in the up-country, 47 cents, 37 cents, and 28 cents in mid-country, and 45 cents, 36 cents, and 27 cents in the low-country. With the general rise in the cost of living following the outbreak of war, there was, however, a demand for an increase, and in March 1940 the Planters Association announced that it had decided to pay a monthly war bonus from 1 March of 1 rupee for men, 75 cents for women, and 50 cents for children. But the payment of the bonus was not legally enforceable and was entirely at the discretion of the superintendent of the estate. The position was reviewed by the Wage Boards and it was finally decided on the recommendation of the Board of Indian Immigrant Labour that a uniform rate should be adopted for men, women, and children, respectively, of 54 cents, 43 cents, and 32 cents in the up-country, 52 cents, 41 cents, and 31 cents, in mid-country, and 50 cents, 40 cents, and 30 cents in the low-country. The new rates came into effect on 1 February 1941, and the payment of the cost-of-living bonus was stopped.

Compilation of family budgets; housing; proposed maternity legislation. The Labour Department was engaged in collecting statistics of the income and expenditure of estate workers in various districts with a view to the compilation of an up-to-date and comprehensive family budget. Local enquiries had been completed and the work of tabulation taken in hand at the close of the year.

The Director of Medical and Sanitary Services reported: "Much improvement is not shown in line accommodation. Owing to war conditions many estates have had to delay or postpone line construction programme." Of the 781 estates inspected during the year, overcrowding was noticed on 74 estates, 71 of which were only slightly overcrowded. Of the 113,251 rooms inspected during the year, 24,077 were not found up to Government requirements.

A proposal for the provision of maternity benefits to women working on the estates (the Maternity Benefits Ordinance, No. 32 of 1939), which had passed its third reading in the State Council in July 1939, had not been brought into force at the end of 1940. An amendment to one of its provisions is reported to be under consideration.

Malaya.

The total number of Indians who arrived in Malaya during 1940 was 15,320, including 1,314 workers. Of these latter 481 were dependent women and children coming to join heads of families in Malaya.

Unskilled Indian workers employed on estates and in mines and factories and the public services in Malaya at the end of 1940 were reported to total approximately 287,340 with 140,523 dependants. Indian estate workers numbered 218,453 and constituted 62 per cent. of the total for all races.

During the year under review the daily rates of wages were the same as those in the last quarter of the previous year, except on a few estates, where a further increase of 5 cents was granted.

The Trade Unions and Industrial Courts Bills were passed into law in the Straits Settlements Legislative Council in February 1940 and in the Federal Council six months later. They came into effect on 10 June 1941 in the Federated Malay States and on 1 July of that year in the Straits Settlements.¹

¹ Communication to the I.L.O.

CONDITIONS OF WORK

EQUAL PAY FOR WOMEN IN THE UNITED STATES

The National War Labor Board of the United States, in a recent decision, has clearly defined its policy concerning equal pay for women where they do work comparable in quantity and quality to that of men in comparable occupations.

In the case of General Motors Corporation and United Automobile, Aircraft and Agricultural Implement Workers of America, an opinion of the full Board was given on 26 September 1942, clarifying an earlier decision by a panel of the Board, as to the wage rates to be paid to men and to women and defining the circumstances in which a differential in rates would be compatible with the principle of "equal pay for equal work". The Board agreed that rates of pay for female employees should be based upon the established rates for the work performed. Where such work is identical with or substantially the same as that performed by men on the same or comparable operations, the base rates and hourly rates should be the same. Any differential which results in lower pay to women assigned to the same operation, if they produce the same quantity and quality of output, would be discriminatory. Thus it would be improper to use slight or inconsequential changes in job content or in method of operation as a sole reason for setting up a wage differential against women employees.

Where, however, lower production or decreased performance standards must be established for women as compared with men, a proportionate adjustment of wages for women is compatible with the principle of equal pay for equal work. If the employment of women workers entails extra supervision or the employment of extra men to undertake heavy physical labour which had been established as a part of certain jobs and this employment increases the unit cost of production, an adjustment of wage rates would be in line with the principle of equal pay for equal work. On the other hand, if the assignment of the heavy parts of the job serves as a division of work and a specialisation of tasks which may be made without any increase in unit labour costs, even if the female employees continue to receive the established rate for the operation, there would be no sound basis for setting a differential rate against the female worker. Such a division of tasks has often been used on jobs manned entirely by male employees, as a means of reducing unit costs while maintaining hourly rates.¹

NEW MINIMUM WAGE PROVISIONS IN CUBA

The minimum wage rates in Cuba established by Legislative Decree No. 727 of 30 November 1934 and Act No. 22 of 19 March 1935, which were increased by 20 per cent. by a Decree of 7 November 1941, were again increased by Decree No. 1104 of 21 April 1942. Further, the special regulations concerning workers in the sugar industry, as established by Decree Nos. 111 of 31 December 1941 and 100 of 15 January 1942, were amended by Decree No. 1859 of 6 July 1942. Lastly, a special minimum wage for the tobacco industry was fixed by a decision of the Minister of Labour on 20 July 1942.

General Minimum Wage Provisions.

The Decree of 21 April 1942 provides that for every 8 hours of work a minimum wage shall be paid of 1.50 pesos in urban areas and 1.30 pesos in rural areas. A part, not exceeding 40 per cent., of the total wage may be paid in kind, including lodging, which may not absorb more than 20 per cent.²

¹ *Wage and Hour Reporter*, Vol. V, No. 40, 5 Oct. 1942.

² *Gaceta Oficial*, 22 Apr. 1942, p. 7062.

Minimum Wages in the Sugar Industry.

The Decree promulgated by the President of the Republic on 6 July 1942¹ provides that during the slack season the minimum rates of wages to be paid in each occupation are to be the same as were in force for the same work during the harvest season of 1941-42. These rates were governed by the Decrees of 31 December 1941 and 15 January 1942² and by the general Decree of 21 April 1942 referred to above. According to the new measure, "the wage rate must be based on the standard of living which should be secured to the workers, so far as is compatible with the economic capacity of the employer, for the payment of work in industrial, commercial, or agricultural activity . . . on the principle that, other things being equal, there should be equal pay for equal work".

The provision is to remain in force "as long as the abnormal conditions due to the present state of war continue and as long as the prices of sugar and the size of the crop permit of the continuation of these special wage regulations".

Minimum Wages in the Tobacco Industry.

The Ministerial decision of 20 July 1942 fixes provisional minimum rates which are more in accordance with the situation of the tobacco industry than those provided in the general Decree, in view of the present depression in the industry.

COAL MINERS' PRODUCTION BONUS IN GREAT BRITAIN

The British Board of Investigation which in June 1942 recommended national minimum wages in the coal-mining industry³ has issued a supplemental report embodying detailed proposals for a bonus wage payment in respect of increased coal output. The Minister of Fuel and Power has announced acceptance of the bonus scheme by the Government, with effect from 6 September 1942.

Both labour and management representatives from the coal-mining industry stated a preference for a scheme based on district output rather than one based on the output of individual pits, as had been originally recommended by the Board. Accordingly, 25 coal-mining districts have been designated, with an initial standard output of saleable coal in each. The standard will be based on four weeks' consecutive operation, and each four-week period following the inception of the scheme will be an "output period" for the purpose of determining bonus payments. But the Board has reserved the right to revert to a scheme based on individual pits or groups of pits if the district scheme proves ineffective. Bonus payments are to be 3d. per shift for each complete 1 per cent. increase in output over the initial standard, with a maximum payment of 3s. 9d. for increases of 15 per cent. and over. Full bonuses will be payable to all male workers aged 21 and upwards and to all male underground workers aged 18 and upwards; younger male workers will receive only one-half of the bonus payments, and female workers will receive payment in accordance with local practice. Any major questions of interpretation arising under this scheme may be referred for decision to the Board by the Minister of Fuel and Power.

The standard output for each district has been fixed by the Board on the basis of proposals put forward by labour and management in the coal industry. The figures have taken into account normal occurrences affecting district output, and special provision has been made against the operation of factors which are beyond the workers' control. Temporary abnormal occurrences including recognised holidays, will be offset by additions to actual district tonnage figures, these additions to be made by the Minister of Fuel and Power, who may ask the advice of an independent reviewing authority. Work stoppages due to disputes will not be classed as "abnormal occurrences". Matters which may affect output permanently or for a long period will be dealt with by an independent person aided by three assessors, one to be nominated by labour and one by management

¹ *Gaceta Oficial*, 9 July 1942, p. 12,251.

² *Idem*, 16 Jan. 1942, p. 836.

³ *Cf. International Labour Review*, Vol. XLVI, No. 3, Sept. 1942, p. 328.

in the industry, and the third by the Minister of Fuel and Power. At six-monthly intervals this independent authority will review the standard output of the district, making fair and reasonable alterations, which will have effect for the ensuing six months.¹

CONDITIONS OF EMPLOYMENT IN GERMANY FOR WORKERS RECRUITED FROM OCCUPIED EASTERN TERRITORY

An Order of the German Ministerial Council of National Defence of 30 June 1942 regulates the employment in Germany of workers recruited from occupied Eastern territory.

These "Eastern workers" are defined as non-German workers recruited in the Ukraine (German Commissariat), White Ruthenia (General Commissariat), and the territories to the east of these regions and bordering the free States of Latvia and Estonia, who have been brought to Germany (including the Protectorate of Bohemia-Moravia) for employment there.

The employment of these workers is subject to special conditions. They are not covered by German labour legislation except in specifically defined cases. Their remuneration will depend on the work done and is fixed according to a schedule appended to the Order which provides for rates ranging from 1.60 to 4.45 Reichsmarks a day (1.40 to 13.00 for German workers), 11.20 to 31.15 Reichsmarks a week (9.80 to 91.00 for German workers), and 48.00 to 133.50 Reichsmarks a month (42.00 to 390.00 for German workers). After the deduction made for the cost of board and lodging, the Eastern worker will receive in cash an amount ranging from 0.10 to 2.95 Reichsmarks a day, or 0.70 to 20.65 Reichsmarks a week, or 3.00 to 88.50 Reichsmarks a month. Allowances in kind are assessed at the same prices as those applied in the case of German workers and are deducted from the cash wage.

The Eastern workers do not receive social allowances and bonuses, but they are entitled to output bonuses proportionate to their wages. If their output falls below that of a German worker, the scheduled wage is proportionately diminished. They are entitled to remuneration only for work actually done; however, the statutory provisions concerning the payment of wages when work is interrupted by bad weather apply also to them. No Eastern worker may be paid a wage higher than that fixed in the Order.

Except in cases specified by the General Controller of Labour, Eastern workers are not entitled to overtime pay or extra pay for work at night and on Sundays and holidays. Similarly, they do not receive the allowance for separation from their families and similar allowances.

The employer is entitled to deduct the worker's travelling expenses from the total wage he is required to pay.

If an Eastern worker is unable to work in consequence of sickness or accident, he is entitled only to free board and lodging on the days of absence. In other respects his treatment is the same as that of a German worker. Until further notice Eastern workers are not entitled to leave, even to visit their families, but regulations are to be issued later in this respect by the General Controller of Labour.

An employer who employs Eastern workers must pay the Government a fee in proportion to the workers' scheduled wage, ranging from 0.10 to 8.25 Reichsmarks in the case of workers paid by the day, from 0.70 to 57.75 Reichsmarks for those paid by the week, and from 3.00 to 247.50 Reichsmarks for those paid by the month. The worker himself pays no wage tax or other tax. An Eastern worker may deposit his money at interest with a savings fund, either in his own name or for transference to his family in his own territory.²

THE PROTECTION OF YOUNG WORKERS IN CROATIA

By a Legislative Decree, No. 467 of 30 April 1942, apprentices and young workers and employees in Croatia are placed "under special protection". In certain respects the Decree amends the

¹ *The Ministry of Labour Gazette*, Sept. 1942, p. 160.

² *Reichsgesetzblatt*, Part I, 2 July 1942, No. 71, p. 419.

regulations previously established by the Yugoslav legislation. The principal innovations are the creation of various administrative bodies and the assignment of new duties to existing bodies.

Advisory Committee.

An Advisory Committee is attached to the Ministry of Social Affairs for the protection of apprentices and young workers and employees. It includes in addition to representatives of the various Ministries concerned—Social Affairs, Handicrafts, Industry and Labour, Public Health, Education—representatives of the Workers' Insurance Fund and the Miners' Insurance Fund, of employers and wage earners, and of the Board of the Revolutionary Youth Organisation (*Oustachis*).

Guidance and Placing Institutions.

The Decree provides for the establishment of vocational guidance offices in the Central Placing Administration and its local agencies. Any pupil of a secondary or primary school who wishes to enter a technical school or to become an apprentice must consult one of these offices. The office must certify that he is physically and mentally fit to engage in the occupation he has chosen. No apprenticeship contract can be concluded without such a certificate. It may be noted that the Industries Act of 1931, which regulated apprenticeship in detail, entrusted to the institutions for the promotion of industry established in each province the duty of providing vocational guidance, but it did not make consultation compulsory.

Similarly, the new regulations make it compulsory to obtain the permission of the Central Placing Administration before entering apprenticeship. A copy of the contract of apprenticeship must be transmitted to the Administration. Further, any young person of under 18 years who wishes to enter an employment must obtain the permission of the Administration or one of its local agencies.

Supervision.

The Decree makes the Young Workers' Protection Office which is attached to the Board of the Revolutionary Youth Organisation responsible for assisting the Ministry of Social Affairs in supervising the observance of the Decree.

Conditions of Employment.

The principal new provision relates to the annual holiday for young apprentices, workers and employees, which is increased to three weeks for those of under 16 years and two weeks for those of 16–18 years. The right to a holiday is acquired after six months' apprenticeship or employment with one or more employers. But the use made of the holiday is not free, and the Minister of Social Affairs is to issue regulations concerning the place where the holiday is to be taken and the manner in which it is to be used.

The protection against the extension of hours of work and employment at night is strengthened.

With regard to wages, the Decree provides that young workers and employees are entitled to the normal rate for adults, and that the wages of apprentices will be fixed in the first year at the discretion of the employer, in the second year at 20 per cent. of the adult wage, in the third year at 30 per cent., and in the fourth year at 40 per cent., an increase or decrease of 30 per cent. being allowed in specified cases. In other respects the Decree merely confirms existing legislation.¹

INCREASED COMPENSATION FOR LOSS OF EFFECTS IN THE BRITISH MERCHANT NAVY

The National Maritime Board in Great Britain has agreed that, as a wartime measure only, the amount of compensation payable by the shipowner for loss of effects, including instruments

¹ *Zbornik*, 11 May 1942, p. 475.

and tools, due to marine peril shall be the same as would have been payable under the State scheme¹ for losses due to enemy action. This arrangement applies to losses of effects on or after 1 October 1942.²

SOCIAL INSURANCE AND ASSISTANCE

ASSISTANCE TO INDIAN EVACUEES FROM WAR ZONES AND DANGEROUS AREAS

Despite transport difficulties, a large number of Indians have been evacuated from Burma³, Malaya, and other areas at present exposed to attack by Japanese forces, and attempts are being made to provide relief for the evacuees and to place them in employment. A special fund known as the Indians Overseas Evacuees Relief Fund has been instituted by the Indians Overseas Department of the Government of India, with the aid of a grant of 500,000 rupees from the Viceroy's War Purposes Fund, to assist voluntary organisations engaged in the work of providing relief for evacuees.⁴

Establishment of Employment Bureaux.

The Government of India has asked all local authorities to open employment bureaux or set up a system of registration by which evacuees seeking employment can be brought into touch with prospective employers. Those with technical qualifications are asked to report to the nearest national service labour tribunal.⁵ The War Resources Committee of the Viceroy's Council⁶ and non-official bodies, such as a special Committee set up for the purpose by the Federation of Indian Chambers of Commerce and Industry and the Evacuees Relief Committee at Calcutta, have taken steps to arrange for the placing of the evacuees in employment.⁷ It is hoped that it will be possible to provide suitable employment for all of them in defence services, military camps, or aerodromes or on road construction and building work, having regard to the demand for labour in the present emergency. Students have been granted special facilities in order to enable them to complete their studies.

Evacuees from Burma.

In Burma, as in Malaya, there was an agent of the Government of India, attached to the Department of Indians Overseas, who was of help to the evacuees. On the Indian side of the border arrangements were made by the Government for the provision of food, water supply, and shelter along a long and difficult road, and measures were also taken to check the spread of cholera.⁸ The evacuees were transported free of charge from the Burmese border to the railhead in India,

¹ Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942: "The War and Merchant Seamen-I", p. 498.

² Communication to the I.L.O.

³ The total number of evacuees from Burma was estimated at half a million by Mr. M. S. Aney, the Member for Indians Overseas of the Viceroy's Executive Council, who, in the course of an address to the Chambers of Commerce at Salem in South India on 4 Aug. 1942, stated that the Government had done everything possible to help them (*The Hindu* (Madras) 6 Aug. 1942).

⁴ Communication to the I.L.O.

The Lord Mayor of London sent a contribution of 100,000 rupees from the Empire Air Raid Distress Fund for the relief of refugees from Malaya, Singapore and Burma and victims of air attacks on Indian coastal towns (*Indian Information*, Vol. 10, No. 95, 15 June 1942, p. 615).

⁵ Cf. *International Labour Review*, Vol. XLII, Nos. 4-5, Oct.-Nov. 1940, p. 265; also Vol. XLIV No. 1, July 1941, p. 72 and Vol. XLVI, No. 4, Oct. 1942, p. 484.

⁶ *Idem*, Vol. XLVI, No. 2, Aug. 1942, p. 184.

⁷ *The Amrita Basar Patrika* (Calcutta), 29 June 1942.

⁸ *Indian Information*, Vol. 10, No. 95, 15 June 1942, pp. 580 and 607.

The R.A.F. dropped over 600,000 pounds of foodstuffs and medical supplies to evacuees.

and the same facility was extended in respect of the railway journey in the case of those who were unable to pay for the latter. The Government and non-official committees have co-operated in providing relief to the evacuees.

The large majority of the evacuees are workers, the remainder being employees of the Government of Burma and of private establishments, teachers, technicians, and professional and business men. Pending their employment, the evacuees are granted allowances by the Provincial Governments on a scale determined with due regard to their previous economic status. The Indian States are also expected to take similar action.¹

Evacuees from Malaya.

Representatives of the Malayan authorities have opened offices at Bangalore and Bombay to deal with various matters such as arrears of pay of volunteers and of members of the Local Defence Corps who escaped to India, maintenance allowances to wives and dependants of members of the armed forces presumed to be prisoners of war, salaries of Government servants who escaped from Malaya or who were on leave in India, payments to Government pensioners, and allotments of salary of former Government servants and those at present prisoners in Malaya to their wives and dependants in India.²

Evacuees from Dangerous Zones in India.

The measures taken by Provincial Governments in respect of problems arising out of the compulsory evacuation of areas in India for military reasons are of two kinds; those relating to claims for compensation for loss incurred; and those concerning the care of the evacuees on their arrival in the reception area. In Bengal, in adjudging compensation, the determining principle has been to admit claims for all losses, expenses and damages resulting from compliance with an evacuation order.³

As regards the care of the evacuees on their arrival in the reception areas, measures have been taken by the Government of Bengal to settle them on unused cultivable Government land as well as on land in private ownership.⁴ The plan, however, has met with very limited success since the evacuees are usually reluctant to migrate to distant places for short periods. The question of making suitable arrangements for placing them in employment is under consideration and it is proposed to appoint special welfare officers for dealing with evacuees in all districts where they are to be found in large numbers. Pending such consideration, the evacuees have been employed for the purpose of harvesting the crops, and preference is given to them in recruitment for public works, both civil and military.

AUSTRALIAN PENSION SCHEMES

COMMONWEALTH PENSIONS FOR CIVILIAN WAR VICTIMS

In Australia the National Security (War Injuries Compensation) Regulations gazetted on January 1942 (*Statutory Rules*, 1942, No. 9) provide for the payment of compensation to, or in respect of, civilians killed or injured as a result of enemy action.

In order to be eligible for a pension the person concerned, if over 16 years of age, must be gainfully employed or, if between the ages of 16 and 24, be undergoing education or training to fit him for a gainful occupation. British subjects normally resident in Australia and temporarily absent from the country are covered by the scheme.

War injuries include injuries caused either by the enemy or by Australian forces when combating the enemy.

The following maximum rates are fixed for the pensions:

¹ The Government of the United Kingdom is responsible for European refugees and the Government of Burma has accepted responsibility for British subjects other than Indians domiciled in Burma. It has appointed its own representative in India to deal with claims for pay, leave salary, pensions and provident fund withdrawals made by Burma Government servants evacuated to India.

² *Indian Information*, Vol. 11, No. 98, 1 Aug. 1942, p. 119.

³ *The Amrita Basar Patrika*, 26 July 1942.

⁴ The Governments of Bihar and Orissa have announced that as far as possible wasteland will be used for the settlement of evacuees (*The Amrita Basar Patrika*, 12 July 1942).

(a) To the widow or widower of an eligible person in the case of his or her death: the maximum rate of invalid pension payable under the Invalid and Old-Age Pensions Act, 1908-1941;

(b) To an eligible person in the case of his total incapacity: the maximum rate of invalid pension payable under the Invalid and Old-Age Pensions Act, 1908-1941;

(c) To or in respect of the wife or husband of an eligible person in the case of his or her total incapacity: 36s. per fortnight; and

(d) To or in respect of each child of an eligible person:

(i) in the case of the death of the eligible person:

(1) Where the eligible person leaves a widow, widower, separated widow or *de facto* wife who is entitled to a pension and who has the custody of the children: 20s. per fortnight for the first child and 15s. per fortnight for each subsequent child;

(2) in any other case: 25s. per fortnight for each child; or

(ii) in the case of the total incapacity of the eligible person: 20s. per fortnight for the first child and 15s. per fortnight for each subsequent child.

The present rate for a full invalid or old-age pension is £1 3s. 6d. per week.

The rates of pension in respect of partial incapacity are in proportion to the degree of total incapacity, according to a scale contained in a schedule to the regulations. For instance, a person partially incapacitated to a degree not less than 90 per cent. of total incapacity would be entitled to a pension amounting to 90 per cent. of a pension for total incapacity.

The amount of the pension is also related to the pensioner's income. Single persons must not have an income (including the pension) greater than 36s. a week, and the income (including the pension) for a family unit must not be greater than £3 6s. 0d. per week.

Employers are relieved of their liabilities to pay compensation under Commonwealth and State laws, or under contracts or at common law, in respect of war injuries suffered by employees in the course of their employment.¹

MINERS' PENSIONS AMENDMENT IN NEW SOUTH WALES

The pension insurance scheme for miners in New South Wales² has been amended by an Act of 19 June 1942.

The scope of the scheme has been extended to include managers and clerks, for whom the retirement age is fixed at 65.

The pension of 30s. a week for miners retiring at 60 after a substantial period of service, but less than 20 years, has been raised to £2. All retirement and permanent incapacity pensions are now payable at the latter rate. Persons in receipt of retirement pensions who engage in some occupation (which cannot be in the mining industry) have their pensions reduced in so far as the total of their earnings, pension, and dependants' allowances would exceed £5 a week. Another amendment permits the receipt of a pension by a miner also receiving workers' compensation payments, but the pension is reduced by the amount of the compensation.

During the debate on the amending Bill the Minister for Mines stated that approximately 3,000 pensions had been granted since the principal Act became operative in January 1942; 1,600 of the pensioners were persons who had already left the industry before that date.³

PAYMENT OF WAGES AND ALLOTMENTS TO SEAMEN'S FAMILIES IN THE UNITED STATES

Difficulties have been experienced during the last few months in the United States in securing the payment of allotments and

¹ *New South Wales Industrial Gazette*, 31 Jan. 1942, pp. 4-5.

² Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 209.

³ *New South Wales Industrial Gazette*, 31 July 1942, p. 2.

insurance to the dependants of seamen who were torpedoed or lost at sea. This situation has been clarified by an Order of the Maritime War Emergency Board, dated 19 October 1942.¹

The Order provides that where it is unknown whether the master, officer, or member of the crew has lost his life, basic wages and emergency wages at the rate provided in the ship's articles and allotments of such wages which may have been made shall continue to be paid until the issuance of a certificate of presumptive death by the Maritime War Emergency Board.

According to a report of the C.I.O. Maritime Committee quoted in *The Pilot*, the shipping companies are obliged to pay the insurance on receiving such a certificate of presumptive death.

LIVING CONDITIONS

UNIVERSITIES IN WARTIME IN THE U.S.S.R.

The war has brought with it great changes in the work of the higher schools in the Soviet Union. Higher educational establishments are playing an active part in the defence of the country and in the preparation of reserves of both men and material. Wartime demands for qualified engineers, doctors, agronomists, and others are greater than those of peacetime. New cadets have to be trained to meet the needs of the newly organised industrial enterprises working for defence and for the new network of medical institutions, and to replace those specialists at the front. The higher educational establishments are meeting this demand by decreasing the period required to train experts for the needs of the defence and war industry and the whole national economy.

A widespread network of higher educational establishments had already been organised to train cadres of professional workers for all branches of the national economy. Before the war there were upwards of 700,000 students enrolled in the country's 800 institutes. These institutes have graduated 600,000 engineers, doctors, teachers, etc., among whom are leading scientists, artists, architects, designing engineers, famous Red Army commanders, and leading experts in industry and transport.

At the beginning of the school year 1941-42, the college curricula were rearranged. By increasing the number of academic hours in the week and shortening the holiday periods, the speeding up of the graduation of students became possible. The result was that in the year 1941-42, the higher schools provided the country with 170,000 trained specialists, nearly double the normal number. At the same time many institutes enlarged their departments for the training of specialists for war industries, while in other institutes, such departments were organised for the first time.

All higher educational establishments have introduced new subjects in their curricula, linking up the speciality of the student with war needs. Examples of this are the field surgery course in medical colleges; transport of war material, repair of railroads, bridges, etc., in transport institutes; fortifications, defence installations and their camouflage, and strengthening of existing buildings to prevent destruction, in architectural institutes. In some colleges, entirely new courses have been introduced, such as the chemistry of explosives.

Those institutes and colleges which have been evacuated to the remote rear from territory temporarily occupied by the enemy continue to work normally. Upon arrival in the new town, professors and faculty rapidly establish their

¹ Clarification of Decision No. 5 Revised. Cf. *The Pilot*, 30 Oct. 1942, p. 3.

laboratories and classrooms and begin functioning. Odessa and Kharkov Universities are working well in their new homes, and the Kiev Industrial Institute, now in Tashkent, has already graduated 200 engineers.

The war has brought many changes in the conditions and nature of the students' work in colleges. In many cases practical work is done in factories working for defence. Many students are working regularly in industry, where they take the places of those at the front, while others fulfil war orders in workshops, laboratories, and clinics of their own institutes.

Many institutes have assisted and are assisting the industrial commissariats in re-establishing and running industrial concerns which have been evacuated to the rear. The faculty and students of the Tomsk Industrial Institute erected the workshops of an evacuated factory. The Novosibirsk Railway Transport Institute and the Urals Industrial Institute have also assisted in setting up a number of evacuated plants.

During the summer vacation a majority of students helped to gather in the harvest.

Women form a large section of the student youth, and the number of professions mastered by women students in every sphere of activity is constantly increasing as they replace men at the front. Many women students have become qualified nurses, through courses attended by tens of thousands of students, and are now working in military hospitals.¹

COST OF LIVING IN THE GOLD COAST

On 7 April 1942 a report was submitted to the Government of the Gold Coast on the cost of living in December 1941, particularly as compared with 1939. The survey was the work of a standing committee appointed by the Government of the Gold Coast in October 1941. This committee decided to undertake an enquiry with the object of establishing (a) the average amount of money spent on food, clothing, rent, fuel and light, and other items by the small-income class of households in the Gold Coast, and (b) the percentage increase in the cost of these articles since the outbreak of war. The enquiry was conducted in a number of urban districts and was confined to households the head of which received an income not in excess of £5 a month.

The number of households assessed was 849. The total number of persons in the households was 2,950, of whom 938 were men, 671 women, and 1341 children under 18 years of age. During the month the average income of a household was £3.7s.4d., of which £3.6s. consisted of the earnings of working members of the family. In addition to money receipts, gifts of food were received by 45 households, and gifts of clothing by 30 households. During the month the average expenditure of a household was £5.11s.2½d. This expenditure was made up as follows:

	Average per household			Percentage of total expenditure
	£	s	d	
Food	2	15	0	49.46
Rent		10	9	9.67
Clothing		12	1½	10.90
Fuel and cleaning materials		9	2	8.24
Education		1	11¾	1.78
Medical and drugs		1	8	1.50
Household utensils		2	4¼	2.12
Funerals and marriages		1	9½	1.61
Remittances to dependants		7	1¼	6.39
Luxuries		5	5½	4.90
Other expenditure		3	9¾	3.43
Total	5	11	2½	100.00

¹ EMBASSY OF THE U.S.S.R.: *Information Bulletin* (Washington, D.C.), 6 Oct. 1942.

The committee considered that exaggeration of expenditure was probably the most important factor in explaining the divergence between expenditure and income. Other factors were the omission of certain forms of income, the inclusion of goods bought on credit, the incidence of Christmas, and loss of income due to strikes.

For the main items of expenditure the cost was £4.16s.10½d. Equivalent purchases could have been made in 1939 at a cost of £3.3s.10d. When these figures are weighted in proportion to the importance of the items in the household's expenditure, the weighted increase in the cost of living for December 1941 as compared with the average in 1939 is found to be 51.35 per cent.¹

WORKERS' ORGANISATIONS

SIXTY-SECOND ANNUAL CONVENTION OF THE AMERICAN FEDERATION OF LABOR

The American Federation of Labor held its Sixty-second Annual Convention from 5 to 14 October 1942 outside the frontiers of the United States, in the city of Toronto, Canada.² The Convention was welcomed to Canada by the Premier of the Province of Ontario, Mr. Mitchell F. Hepburn, and the Federal Minister of Labour, Mr. Humphrey Mitchell. Over 500 delegates were in attendance, representing a membership which on 31 August 1942 was 5,482,581, as compared with 4,569,056 a year before.

Report of Executive Council.

The Executive Council submitted to the Convention a report dealing with the activities of the A.F. of L. since the last session, which stated in the introduction that "the organised labour movement, like every other national institution, must for the duration of the war devote its resources and its energies to war problems and war needs", and further that: "Undertakings and objectives important for human welfare cannot be advanced when our national institutions themselves are in peril. We, therefore, are holding many such commitments in reserve until the war is won, and are putting our energies in leadership which will enable our unions to help maintain community war undertakings on a democratic basis, so that every group of citizens shall have a right to participate and to serve."

Presidential Address.

In his address opening the Convention, President William Green declared that the great issues involved in the war "transcend and overshadow every other question that could be presented or considered at this Convention", and said that "when those who are to negotiate the peace are sitting around the table... labour must be represented by a very large membership". On the subject of production, alluding to President Roosevelt's visit to war plants in the United States, he said: "I assure him, as the representative of six million workers, that before the end of this year, all the standards he set will be excelled by the workers of America." Mr. Green dealt at length with the question of labour unity in the United States, observing that "we do not know or recognise any dividing line between the Dominion of Canada and the United States of America". With reference to the Congress of Industrial Organizations, he pointed out that the A.F. of L. had taken the initiative and had appealed to those who had left to

¹ *Report on the Enquiry into the Cost of Living in the Gold Coast held in January, 1942.*

² The American Federation of Labor is composed for the greater part of so-called international unions, this term denoting that the unions have branches not only in the United States but also in Canada. This explains why from time to time the A.F. of L. has held its annual conference in Canada. It should be added that nationally the Canadian branches of the A.F. of L. are organised in a separate centre, the Trades and Labour Congress of Canada.

"come back home". "Fortunately", he continued, "after a long interval and after much time has elapsed, steps have been taken for the purpose of resuming peace negotiations", adding that it could be expected that a committee of the A.F. of L. and the C.I.O. would sit around the conference table within the near future "for the purpose of trying to find a basis of accommodation and settlement of our differences". He concluded this part of his address by declaring: "If I could reach that objective" (unity within the ranks of labour) "and realise it within the life of my official service to you, I would feel then that I had practically completed my work as your representative."

Messages to the Convention.

President Roosevelt sent a message expressing his regret at not being able to attend the Convention in person. He also expressed his appreciation to the members of the A.F. of L. for all they had done to further the war effort. "I found the workers doing all that was laid out for them and more", he stated, referring to his recent tour of inspection of the war industries. The message concluded with best wishes "for a Convention whose words and actions will contribute to that unity of purpose so essential in this hour when civilisation itself is at stake."

The International Federation of Trade Unions, in its message, regretted its inability to be represented owing to "technical difficulties" and stated that "the participation of America [in the war] is inspiring great confidence to the toiling masses of all nations in the outcome of the peace battle". It expressed satisfaction at the renewed efforts to restore trade union unity within the ranks of labour in the United States.

Among the other messages read to the Convention was one from Mr. Jan Stanczyk, Polish Minister of Labour and former Chairman of the Polish Trade Union Congress.

Guest Speakers.

The Convention was addressed by a number of distinguished visitors including Mr. W. L. Mackenzie King, Prime Minister of Canada, Miss Frances Perkins, United States Secretary of Labor, Mr. Edward J. Phelan, Acting Director of the International Labour Office, Mr. Jack Tanner and Mr. A. Bryn Roberts, fraternal delegates from the British Trades Union Congress, and Mr. Donovan Swailes, fraternal delegate from the Canadian Trades and Labour Congress. Summaries of their addresses are given below. Other guest speakers were: Mr. Arthur J. Altmeyer, Chairman, U.S. Social Security Board; Mr. Harold Butler, British Minister at Washington, former Director of the International Labour Office; Mr. James J. Davis, U.S. Senator; Mr. John M. Fewkes, President, American Federation of Teachers; Mr. A. McDonald Gordon, Labour Attaché, British Embassy, Washington; Mr. Peter Heenan, Minister of Labour, Province of Ontario; Mr. Russel Kelly, Chairman, Canadian Red Cross Blood Donors Committee; Mr. Wendell Lund, Director, Labor Production Division, U.S. War Production Board; Mr. Spencer Miller Jr., Director, Workers' Education Bureau of America; Mr. Robert P. Patterson, U.S. Under-Secretary of War; Mr. Lessing Rosenwald, Conservation Division, U.S. War Production Board; Mr. J. F. M. Stewart, Chairman, Payroll Section, National War Finance Committee of Canada; Mr. L. Metcalfe Walling, Administrator, U.S. Wage and Hour Public Contracts Division; Mr. Roane Waring, National Commander, the American Legion; Rear-Admiral Clark H. Woodward, Chief, Incentive Division, U.S. Navy.

Mr. W. L. Mackenzie King, Prime Minister of Canada. A summary of Mr. Mackenzie King's address, which was broadcast to the United States and Canada, appears elsewhere in this issue.¹ In thanking the Prime Minister of Canada, President Green took the opportunity to pay him a tribute for having extended a cordial invitation to the International Labour Organisation, "in which we are deeply interested"; "as a result of that invitation "the International Labour Office is now located in . . . Montreal, befriended and supported by the Dominion Government of this great country represented by the Prime Minister, who is here this morning as our guest".

Miss Frances Perkins, United States Secretary of Labor. After paying tribute to Canada for the sacrifices it had made and for its inspiring contribution to the

¹ See above, p. 718.

war effort in the industrial field, Miss Perkins referred to trade unionism in the United States. "American labour is to be congratulated", she said, "on the way it has faced its responsibilities since the United States was forced into the second World War." Trade unionism was no longer a principle barely tolerated, but rather, a widely accepted instrument of co-operation on behalf of the great mass of industrial workers in the nation. After referring to the activities of the Conciliation Service of the Department of Labor and of the National War Labor Board, which with the co-operation of labour and management have been successful in settling disputes and in making possible uninterrupted production, she asked:

Is not this system too good to be scrapped at the close of the war? . . . While retaining the civil right to strike, if we retain and develop this machinery after the war and use it conscientiously and co-operatively, is it not possible that a set of principles and a common moral conception will evolve in this field? . . . Let us not scrap the War Labor Board process when peace comes—let us change its name, retain the experience and the habit which has served a useful purpose.

With regard to the kind of world which should be built after the war, Miss Perkins said:

We want to restore a society where freedom is possible. We want to maintain a place for free business enterprise and free choice, for the free association of working men and other men for common good purposes. To attain such a free society we must plan together for the optimum volume of employment, production, and distribution that can be obtained in a free economy . . . I am glad to report that the Department of Labor is actively studying the means of building a good post-war world.

Mr. Edward J. Phelan, Acting Director, International Labour Office. Mr. Phelan thanked the A.F. of L. for the endorsement given to the work of the I.L.O., and then gave a concise account of the International Labour Conference held in October—November 1941 in New York¹, summing up in the following words:

It is, I think, not too much to say that the discussions at the New York Conference of the International Labour Organisation, the whole atmosphere of that Conference, and more particularly the opportunity which it gave for discussions between the representatives of organised workers in the free Republics of the Americas, did much to prepare the ground for the successful unification of continental opinion in the face of external danger.

After referring to the meeting of the Emergency Committee of the Governing Body held in London in April 1942², and of the Joint Maritime Commission held shortly afterwards³, he turned to post-war problems.

The International Labour Office, he said, was appointed a clearing-house for all the plans and policies concerning post-war reconstruction and was further entrusted with what I may call a right of scrutiny of all such plans—that is, it was recognised that the I.L.O. should be entitled to examine such plans from the point of view of their social implications and, if necessary, to press for their amendment whenever it should consider it desirable to do so. Thus, organised labour, through its representatives in the Emergency Committee, the Governing Body, and the International Labour Conference, can make its views known and can directly influence the preparation of post-war policies at the stage of their preparation.

Mr. Phelan next spoke of the Conference which met in September at Santiago de Chile, on the invitation of the Chilean Government, to examine the problems of inter-American social security, and which solemnly affirmed in a general Declaration that "the health, capacity, and welfare of the workers of any one American nation is a concern of all American nations"⁴. He called this Declaration "a

¹ Cf. *International Labour Review*, Vol. XLV, No. 1, Jan. 1942, pp. 1-24: "The Social Objective in Wartime and World Reconstruction: The New York Conference of the International Labour Organisation".

² *Idem*, Vol. XLVI, No. 1, July 1942, pp. 1-43: "The I.L.O. and Plans for a 'People's Peace': The London Meeting of the Emergency Committee, April 1942".

³ *Idem*, Vol. XLVI, No. 2, Aug. 1942, pp. 166 *et seq.*

⁴ *Idem*, Vol. XLVI, No. 5, Nov. 1942, pp. 606 *et seq.* See also above, pp. 661-691.

further significant step towards continental solidarity in the face of the present crisis". "That the International Labour Organisation", he continued, "should have been able to hold no less than four such important meetings while the world is at war, meetings attended by delegates of Governments and of responsible labour and employer organisations, who in many cases travelled across the Atlantic and even the Pacific to attend them, is indeed a sign of its vitality and its utility."

Mr. Phelan concluded his address as follows:

But let us not forget that this is a total war, total not only in its extension over the oceans and the continents, but total in the issues at stake. A total war can only be ended by a total victory—it will not be ended by a military victory only, however complete.

When that victory has been achieved, we must be prepared to go on with the same determination and the same unity to the victory over the devastation, ruin, and dislocation which the war will have caused. We must be ready to wage war against poverty and injustice, against insecurity and want. As Ambassador Winant said in his speech to the miners at Durham: "When the 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 manpower in war must become a drive for employment to make freedom from want a living reality."

The democratic nations were caught unprepared by military aggression. They have paid dearly for it. It is indeed the proof that they nourished no secret designs of attack or conquest.

But they must not be unprepared for the war which will follow this war, the war on the economic and social evils, which if not won must again precipitate military conflict.

It was in that sense that President Roosevelt spoke of the International Labour Organisation, "with its representation of labour and management, with its technical knowledge and experience", as being "an invaluable instrument for peace" in the post-war period and as having "an essential part to play in building up a stable international system of social justice for all peoples everywhere".

To play that part successfully, the Organisation must continue to have the full and enlightened support of all free organised workers. That is why the unanimous endorsement which this Convention gave to the I.L.O. last year is so important. Strengthened by labour's active support, the Organisation can continue to render useful service to the United Nations and can work steadily towards the effective implementation of the mandate given to it by the New York Conference. It can help to focus the democratic will of the free peoples so that when aggression has been decisively defeated, and when the period of destruction has been halted, we may tackle with unity, courage, and determination the task of building something better than what has been destroyed. Only when men everywhere are free to dispose of their true inheritance, only when they can walk on this earth in dignity, freedom, and security, will democracy have won a total victory.

Mr. Jack Tanner, British Trades Union Congress. Mr. Tanner, who is the president of one of the largest unions in Great Britain—the Amalgamated Engineering Union, with a membership of 665,000—first surveyed the industrial situation in Great Britain, and referred particularly to the enquiry into production launched by his organisation in 1941, which had contributed to the development of joint production committees¹, with very satisfactory results in the increase and acceleration of production. "By far the largest increases have taken place in factories with production committees", Mr. Tanner declared.

He then dealt at length with the necessity for unity between the labour movements of the Allied nations, which, in his view, could also result in immediate stimulation of the production of war materials, and he described the foundation and development of the Anglo-Russian Trade Union Committee. "We [the British trade unions] are proud", Mr. Tanner declared, "to be associated with that brave [Russian] people through our trade union organisation, and if we are told that the character and the spirit of their trade unions is different from that

¹ *Idem*, Vol. XLVI, No. 3, Sept. 1942, pp. 284-298: "Joint Production Machinery in Great Britain".

of the British trade unions, I can only reply that the character and spirit of the Soviet trade unionists in the fight against Hitlerism is also somewhat different from what our own has been up to date." He compared the functions of the trade unions in the capitalist countries with the functions of the trade unions in the Soviet State, and said that there was no evidence to support the idea that in Soviet Russia the same kind of trade union activities and organised fights were necessary for the well-being of the workers. "It is only by realising the full weight of that fact—the ownership of the means of production by the workers—that we can understand the relations of the trade union movement to the Soviet State. Might I say that one of the objects of any union is the control of industry in the interests of the community." He terminated this part of his address by urging "that the greatest efforts be made to join together the workers of Britain, Russia, the United States—and I mean all the workers of the United States, this great A.F. of L., C.I.O. and Railway Brotherhoods—the workers of Latin America, Canada, and other of the United Nations in firm solidarity and practical unity." Such unity was essential not only to achieve maximum war production but also because it would permit the workers to play a greater role in making the peace and in dealing with the problems of the post-war period. And Mr. Tanner concluded:

The post-war planners and reconstruction experts mostly fail to take into account the great army of organised workers, who are growing, and whose outlook is changing. Our workers are learning that a world built in accordance with the principles of the Atlantic Charter can be built, and they know that it is they who must shape those principles into a defined reality.

Mr. A. Bryn Roberts, British Trades Union Congress. After describing the difficulties under which the workers in Great Britain had to perform their tasks and the hardships and privations of the people, and thanking the American people for the material assistance which, at the wise direction of President Roosevelt, had flowed across the Atlantic, Mr. Roberts gave details of the wartime regulations at present in force in Great Britain. To some extent, he said, the freedom of the trade unions had been curbed, but collective bargaining had been extended to spheres where previously it was the exception rather than the rule. On one issue, however, the British trade union movement had not compromised: it was opposed to any form of wage fixation by Government decree. The British trade union movement was fully alive to the perils of inflation, but it had submitted its own constructive proposals to counter these perils.

Mr. Donovan Swailes, Canadian Trades and Labour Congress. Mr. Swailes pointed out that nothing could demonstrate the friendship between the peoples of the United States and Canada more clearly than the fact that the A.F. of L. had chosen a Canadian city in which to hold its first wartime Convention. He described the Canadian war effort and then observed:

In spite of the tremendous production of war material, and regardless of the great proportion of men and women drawn from production to go into the armed services, the production and consumption of other forms of goods has not fallen below the pre-war level. We are living on just as high a level as we did before the war. In other words, this remarkable war effort has been made possible by the use of human energy which was unemployed before the war. This gives us some faint indication of the depths of poverty to which we had sunk before the war; this gives us some indication of the utter failure of the pre-war economic system to supply the needs of our people.

The war had solved the problem of unemployment for the time being, but he feared that when peace was declared the problem would be back again, since the economic forces which were the cause of unemployment were still in operation. "If unemployment can be prevented", Mr. Swailes continued, "most of the other problems with which we are faced to-day and will be faced in the future will pretty well take care of themselves." He urged the necessity to plan for the post-war period now, so that the men in the fighting lines may know what they are fighting for and that they will have a living when the war is over.

Presidential Reply to Fraternal Delegates' Addresses.

Thanking the fraternal delegates for their addresses, President Green commented upon some of the suggestions which had been made. With regard to the

suggestion that there should be closer relations between the workers of the United States and Soviet Russia, he observed that the A.F. of L. representatives understood full well the issues involved in the conflict, and that they knew that the issue was between two forms of political philosophy: democracy, and dictatorship or totalitarianism. "Now, totalitarianism is repugnant to our democratic ideals and convictions, no matter in what form it is presented", he declared. Whether it was practised and preached by Hitler, by Mussolini, "or by any other dictator in any other country", the A.F. of L. was against it all. Praising the efforts and heroism of the people of the Soviet Union, he said that it was a part of the policy of the A.F. of L. to give to the Soviet Union a full and complete measure of support. America was producing materials which were being shipped to Soviet Russia, and was contributing to the Russian relief organisations, and "we will continue to do that and co-operate with them to the fullest extent of our ability".

Resolutions and Reports Adopted by the Convention.

A large number of resolutions and reports were submitted to the Convention, which appointed several technical committees to consider them. The reports of these committees were then discussed in plenary session. Those which are likely to interest the readers of the *Review* are summarised below.

International Labour Office. A summary of the report of the International Labor Relations Committee on The International Labour Office appears elsewhere in this issue.¹

International Federation of Trade Unions. The report adopted on relations with the I.F.T.U., to which the American Federation of Labor is affiliated, reads in part as follows:

While the I.F.T.U. has suffered some losses of affiliation as the consequence of totalitarian aggression, the increase of strong unions in the English-speaking countries has counterbalanced this loss. Then too, while its revenue and activities are necessarily restricted in the present emergency, the organisation is nevertheless a strong and effective power for the protection of workers everywhere and for the conservation of traditions and ideals of organised labour.

Your Committee commends the I.F.T.U. for its vitality and aggressiveness under trying circumstances. It also recommends the fullest measure of co-operation of the Federation with the I.F.T.U. as it keeps aloft the banner of free trade unionism in a world in revolution.

United Nations Labour Conference. The report of the Committee on International Labor Relations on this subject stated that "the exclusion of trade unions or organisations of workers of lands other than Britain in the Anglo-American Trade Union Committee is in no way a disclaimer by the Federation of our unequivocal support to the Russian and Chinese workers and to the workers of all other United Nations". The Federation had not hesitated a moment in supporting military aid to Soviet Russia when the Germans attacked that country, guided as they were by the desire "to help a brave people", and by "the realisation that help to Soviet Russia was essential to our own security and the preservation of our vital national interests".

It is the hope and thought of your Committee, the report concluded, that out of this closer and more intimate relationship between the English-speaking free trade unions there will develop ultimately that understanding and international trade union cordiality and co-operation which will embrace the free workers of all lands, not by special arrangement or separate accord but through the agency designed for the federation of trade unions the world over. In the meantime the Anglo-American Trade Union Committee may well serve as an agency-liaison between the labour movements or organisations not at present affiliated to the International Federation of Trade Unions and who are joined with the United Nations in re-establishing and in making secure for all time the rights of free nations, large and small, and in holding inviolate the freedoms and liberties of the people the world over.

Relations between the labour movements of the U.S.A. and the Latin American countries. In view of the great interest taken in this problem, an extensive extract from the report submitted to the Convention on this subject is given below:

¹ See above, p. 716.

Active co-operation among all the Republics in the Western Hemisphere in support of the United Nations war effort has become one of the important influences for victory in the world struggle. To-day that co-operation is more advanced than ever before in the history of the free Republics of the Western Hemisphere. This co-operation, carried out in the spirit of the "Good Neighbour Policy", covers a wide range of military, political, economic, and social activities.

A programme for the development of inter-American co-operation was formulated at the Conference of American Foreign Ministers at Rio de Janeiro last January¹ and is now going into action in many ways. South and Central American countries are assisting in the development of hemisphere resources and expanding existing production for supplies of metals, rubber, quinine, fibres, drugs, and other essential war materials which were formerly obtained outside the hemisphere.

From Canada to the vital Panama Canal area, the continent is at war against the Axis. The two largest countries to the south in population, Brazil and Mexico, are war allies of the United States. Eleven of the other American Republics have declared war. All of the Americas are working together to eliminate anti-American activities, and to improve communications and bases for defence against attack by air, sea, and land. As a result, there is greater unity and a more solid front against a common enemy than ever before in the history of the American Republics.

The United American Nations constitute one of the hardest cores of resistance yet developed against the Axis bid for world domination. From our neighbouring Republics, the United Nations secure much essential needs. We obtain from them part of a major share of supplies of bauxite, copper, lead, zinc, manganese, nitrates, mercury, and other minerals, and hope in the near future to get increasing quantities of rubber, fibres, and drugs to replace our losses in the Far East.

However, the progress already achieved and the hopes for the future cannot rely solely on political co-operation. Labour has learned in its own struggle that action in the field of adequate and efficient Hemisphere relations requires a broad economic and social approach in which the workers of the Republics will play an important part. Any programme which may be developed must derive its major sanction from a fundamental acceptance by the masses of people. In this connection, the field groups of tropical medical specialists and sanitary engineers who have been sent by our nation to twelve countries on projects for the protection of the health of the workers is a notable contribution.

The support of the other Americas for the United Nations war effort is the more impressive when consideration is given to the hardships those countries suffer from the wartime disruption of trade. They have lost, and are losing, much of their outlets for coffee, cotton, cocoa, grain, and other export commodities essential to maintenance of internal trade and employment. They find it increasingly difficult to obtain from the United States the steel, chemicals, rayon, machinery, and other imports they need to maintain employment. At a time when they need revenue most for relief of unemployment, they have suffered serious loss in revenues from import duties.

Conditions facing the trade unions in Latin America have deteriorated considerably since our last meeting. Food scarcities have provoked public demonstrations of discontent. Unions have organised nationwide protests against rising cost and the inefficiency of existing machinery to maintain ceilings as provided by law. The right of assembly for lawful trade union purposes has been curtailed in some instances. International communication among trade union leaders has been restricted. Nazi agents more than ever are attributing the sacrifices the people are required to make to the United States. Mass immigration of workers in search of better employment conditions is affecting production of vital raw materials. These trends are turning for the worse from week to week, and in many instances are threatening the very existence of independent trade unions.

Although it is difficult to speculate on what kind of a world will come out of this struggle, we do know that all the Republics must play an important part in shaping the post-war reconstruction for the days of peace just as they play a vital part in wartime mobilisation of Hemisphere resources. We shall

¹ Cf. *International Labour Review*, Vol. XLV, No. 4, Apr. 1942, p. 416.

continue to need our good neighbours, and they will need us, as much in peace as in war. We are expanding our capacity to produce aeroplanes, tools, light metals, steel, and other products which our neighbours need most, and although because of war needs we cannot supply them now, we can produce and make available these necessities when the war ends.

The other Americas are largely in tropical areas. Their products complement those of the United States. Possibilities are great for increasing inter-American trade growth from such tropical commodities as rubber, vegetable oils, and fibres. These developments will make a lasting contribution not only to inter-American trade but to the foundation and maintenance of peaceful relations in the Western Hemisphere, provided of course we prevent exploitation of Latin American workers by foreign capital and capitalistic interests.

Inter-American unity and understanding can be one of the most powerful influences in the shaping of a decent world when peace returns. In the development of this unity and understanding the American Federation of Labor and the officers and members of international and national unions can make a significant contribution in helping to harness the resources and capacity of all our peoples for the well-being of our American Republics.

We recommend, therefore, wholehearted approval of the work of the Executive Council in exploring the possibilities of a Pan-American labour conference for the purpose of developing channels of consultation, collaboration, and co-operation to promote higher material standards of living with broader educational opportunities for all the workers of the whole of the American continent. We recommend that efforts to bring about a Pan-American labour conference be continued.

We recommend further that the Executive Council consider the advisability of creating an inter-American labour council or other agency for purposes of obtaining and disseminating to labour in all of the Americas facts pertinent to the war effort, the maintenance of independent trade unionism throughout the Hemisphere, and to keep all labour in the Americas informed on the economic, social, and material interests which they have in common.

Then, too, encouragement should be given to a policy of bringing representatives of trade union leaders from Latin America to Washington and other cities in the United States for the purpose of consulting and conferring with responsible trade union leaders of our country as well as with governmental officials on matters relating to vital problems of production, transportation, health, food, and vocational training.

The report was adopted unanimously.

Anglo-Soviet Trade Union Council. A resolution urging the Executive Council of the A.F. of L. to establish international links with the British and Soviet trade unions was referred to the Executive Council.

Labour representation at peace deliberations. The Resolutions Committee pointed out in its report that unless labour is adequately represented it will be impossible to negotiate a final treaty containing the provisions essential for a better world. "Adequate labour representation in itself", the report continued, "is not sufficient; there must be a knowledge on the part of the A.F. of L. of the peace objectives and policy connected with them on the part of the other trade union federations of Europe, for unless trade unionism internationally can present a unified programme, the welfare of labour and the welfare of the United Nations would suffer." The Committee recommended in this connection that the Post-War Problems Committee of the A.F. of L. should maintain close contact with the Anglo-American trade union movement. The report was adopted unanimously.

Resumption of peace negotiations with the C.I.O. Several resolutions which had been presented on this subject were incorporated in the report of the Resolutions Committee, which stated that the Committee "most heartily approves of the resumption of negotiations with the Congress of Industrial Organizations, so that organic unity can be re-established under the banner of the American Federation of Labor". The report added that the Committee was convinced that there were those in the C.I.O. who had a sincere desire to re-establish unity, and expressed the hope that this desire would be translated into a practical

accord. Further, the Committee believed it would be difficult for the unity committee to make satisfactory progress if in the meantime hostile raiding tactics continued, and therefore urgently recommended "that this Convention approve of an immediate armistice as an essential evidence of good faith and sincerity". The Committee's report was adopted unanimously.

Man-power. The Convention adopted unanimously a report of the Committee on Resolutions urging that the hasty action of the War Manpower Commission in freezing metal miners and lumber workers in the Northwest to their jobs should not be repeated for any special problem until general safeguards had been developed and agreed to. The report continued:

We, your committee, stated in connection with the War Production Board, fundamentals of over-all controls and material production need to be developed before man-power can be intelligently planned and justly directed to places of greatest usefulness.

Workers who are asked to give up rights inseparable from personal freedom must be assured in return adequate representation of their own choosing and a degree of social security that will make up for loss of right to make personal decisions. Costs of travel to carry out employment orders, and of moving families to new homes, should be borne either by the employer, the Government, or by both jointly. Equities in social insurance should be maintained intact.

When the U.S. Employment Service becomes the sole agency through which workers may be hired or whose approval is necessary to dismiss workers, then the union must maintain close relationships of co-operation in order that right to union membership must not be impaired.

We urge that our representatives on the Management-Labor Policy Committee refuse to recommend employment control until the need is obvious, and until adequate provisions have been made to assure against misuse of control over employment.

Hours of work in wartime. A long statement submitted to the Convention by the Committee on the Shorter Work Day recalled that numerous studies which have been made on the subject "clearly indicate that it is the course of wisdom to limit the hours of work in war production to 48 hours per week", and that "since the early months of 1942 there has been general realisation that after the work-week has reached 48 or 50 hours, further lengthening of hours seriously impairs efficiency". The Committee recommended that all affiliated unions should make every effort to return to the standard of working hours that they enjoyed prior to the entry of the United States into the war as soon as the war is over, "in order to prevent unemployment and make it possible to employ all of our returning soldiers".

Women and children in war production. The Resolutions Committee emphasized the admonition of the Executive Council that equal pay on the job be made the prevailing practice, and that, since it is obvious that more and more women will come into the nation's work force, unions should make their plans accordingly. The report further drew attention to the "shocking increase in illegal employment of minors", stating that more than twice as many 14- to 18-year-olds went to work in 1941 as in 1940, and that the figures for 1942 showed that this increase was continuing. "There is at the present time no excuse for tolerance of illegal employment", the report concluded, and it urged unions to do their utmost to see that educational opportunities are maintained. The report was adopted unanimously.

National War Labor Board. By a unanimous vote the Convention adopted the Resolutions Committee's report recommending that this tripartite board be made the top authority on all wages policies and issues arising under the Anti-Inflation Act.

Labour-management committees. Commenting on a resolution, adopted unanimously, which called upon all unions to exercise their fullest efforts in bringing about the establishment of labour-management committees, the Resolutions Committee stated in its report to the Convention that "the outstanding material contribution to the present war effort has been made by management and labour through its co-operative relationship; in fact, the contribution of management

and labour to war production so outstripped the most optimistic estimates of Federal agencies that they have actually, in some instances, outstripped the immediate capacity of the country to supply them with necessary raw material".

Race discrimination. The report of the Resolutions Committee admitted that there still remained a degree of discrimination, not only against the coloured races, but also against other groups because of their racial origin. The most effective way of eliminating race discrimination was, in the light of experience gained, education of the trade union movement and of the public, since where compulsory methods were applied prejudices were increased instead of diminished. The Committee did not concur in a proposal, made in one of the resolutions submitted, to set up a Minorities Committee within the Federation to investigate various forms and cases of discrimination that might be presented to it or come to its attention, and recommended that the Convention should confine itself to adopting the statement made in the report to the effect that the American Federation of Labor was vigorously and unequivocally opposed to any discrimination on account of race, colour, religion or national origin. The Committee's report was adopted.

Election of Officers.

Mr. William Green was re-elected President, and Mr. George Meany Secretary-Treasurer. All the Vice-Presidents were also re-elected by acclamation.

Boston was selected as the Convention city for 1943.¹

THE BRITISH TRADES UNION CONGRESS

The Seventy-fourth Annual Session of the British Trades Union Congress was held at Blackpool on 7 September 1942 and following days, under the presidency of Mr. F. Wolstencroft (Amalgamated Society of Woodworkers). It was attended by over 700 delegates, representing 232 affiliated unions with an aggregate membership of 5,750,000, including 1,000,000 women workers.

Presidential Address.

In the course of his presidential address, Mr. Wolstencroft referred to the establishment of the Anglo-Soviet Trade Union Committee, representing the All-Union Central Council of Trade Unions in the U.S.S.R. and of the British Trades Union Congress General Council, in accordance with the decision taken by the Congress in the previous year², and then went on to express profound admiration and gratitude for the heroic resistance of the Red Army and peoples of the U.S.S.R.

After paying a tribute to the women of Britain, Mr. Wolstencroft observed that:

Complaints have been made that industrial workers have not been pulling their weight; though probably those who voice such charges have never done a day's laborious work in their lives. These complaints are foolish and will not stand examination. Who but the industrial workers provided the munitions of war, built the factories and the ships, tilled the fields, got the coal, wove the cloth, transported and distributed the materials which enabled the war to be carried on? Self-praise may be no recommendation, but I consider that the workers whose representatives we are have too long hid their light under a bushel. Taking into account the wholesale transference of jobs, removal from home and familiar surroundings, long hours of labour, night shifts, blackout, raids, and short rations, the response of the industrial workers has been magnificent. They have carried the country on their backs. Shrill criticism is a poor reward for their prolonged and patient effort and unstinted service.

¹ Sixty-Second Annual Convention of the American Federation of Labor, Toronto, 1942. Report of Proceedings.

² Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 213.

Dealing with the other nations within the British Commonwealth, Mr. Wolstencroft said:

It is my earnest hope that when the war is over, and perhaps before it ends, arrangements can be made between the trade union movements of Australasia, Canada, the South African Union, India, and the United States of America, and the British Trades Union Congress, whereby periodical conferences of their representatives can be held to maintain close contact with one another. That is essential for the welfare of the world. I am sure the Congress welcomes the closer ties we have been able to make with the American labour movement. The new Anglo-American Trade Union Committee now being formed is not all we sought to achieve in the way of closer association; but it is a step forward, and we hope that bigger results will follow.

Mr. Wolstencroft then put forward the suggestion that it "would prove exceptionally useful if the various countries could exchange a number of workers for a period of six or twelve months", and continued:

It would help to promote unity and enable us to understand one another better. If this mutual exchange is feasible, the trade unions should be the selecting bodies. In view of the Anglo-Soviet trade union agreement, Russia would, of course, be included. The working class of Britain has been anxious ever since the 1917 Revolution to collaborate closely with the U.S.S.R. We recognise the tremendous importance, therefore, of the Anglo-Soviet Treaty recently concluded, and all that it implies in common action for mutual assistance and the winning of the war. The Treaty is "the first brick in building the future world and an example of the new relations on the basis of which alone can a lasting and just peace be established".

In the concluding portion of his address, the President emphasised the importance which the Trades Union Congress attached to educational reform.

Message from the Acting Director of the International Labour Office.

The following message from Mr. E. J. Phelan, Acting Director of the International Labour Office, was read:

I regret that I am unable to express personally to Congress the greetings of the International Labour Office and its sincere wishes for a successful meeting. My recent visit to London enabled me to see for myself how the spirit of the people has risen to meet the challenge to freedom and with what an admirable combination of determination and cheerfulness they are facing the discomforts, sacrifices and losses involved. It also confirmed my conviction that the British trade union movement is playing a major part in inspiring that spirit and in making practical contributions to the most effective mobilisation of all the forces which a democratic nation can call to its support in time of need. In thus organising the democratic will to victory the foundations of post-war achievements are being laid. The reconstruction mandate accorded to the International Labour Organisation by the New York Conference in 1941 affords the trade union movement an unprecedented opportunity to influence decisively a future of political, economic, and social freedom.

Greetings from the American Federation of Labor.

Fraternal greetings were also voiced by Mr. Daniel Tobin on behalf of the American Federation of Labor, who described the recent visit of Sir Walter Citrine to the United States as having been 90 per cent. successful. Up to the outbreak of war the American labour movement had not believed that the Russian movement was a free labour movement, but they had now agreed that the British representatives should be a link between Russia and America to the end of preserving not only the liberties and freedoms of America and England but also of the self-sacrificing Russian toilers, who were demonstrating their power to maintain freedom of government in their own country and in the world.

Mr. Tobin also stated that at the peace conference labour would be prominently represented and would not be there in a secondary or advisory capacity.

International Relations.

Anglo-American trade union relations. Sir Walter Citrine, General Secretary, reported on his last journey to America and on the formation of an Anglo-American Trade Union Committee, the British members of which would be able to act as liaison between American and Soviet trade unionists.¹ He stated that the Executive of the American Federation of Labor had been opposed to any contact with the Russian trade unions and to his instituting negotiations with the Congress of Industrial Organizations. After hearing his report the General Council had decided in favour of establishing limited collaboration rather than risk having none, and he had written to the President of the A.F. of L. stressing the desire of the British Trades Union Congress to include the C.I.O. and the Brotherhood of American railway workers.

Sir Walter Citrine's statement was noted by the Congress.

Anglo-Soviet relations. On the motion of the Railway Clerks' Association the Congress agreed without dissent to a resolution welcoming the Anglo-Soviet Treaty and the action taken by the General Council to establish closer relations between the British and Russian trade unions. The resolution also approved of the steps taken to associate the American trade union movement with the Anglo-Soviet Trade Union Committee's activities and aims, offered cordial thanks to Sir Walter Citrine for his efforts in this direction, and encouraged the General Council to continue to develop relations between the trade unions of the United Nations.

Post-War Reconstruction.

A number of resolutions dealt with post-war reconstruction. The official organ of the T.U.C.² sums up the decisions taken on this subject as follows:

It was felt by Congress that the Government should issue its statement of a planned policy for post-war political, social, and industrial reconstruction. The resolution proposed that in that statement Congress should demand provisions for the compulsory acquisition of land by the nation; national ownership and control of all the means of production and distribution; a reduction in the working hours per week; early retirement from industry with adequate pensions; and an educational system involving the raising of the school-leaving age, equal educational opportunities for all children, and technical training for young industrial workers.

For the effective development of British agriculture in the post-war period, the Congress was emphatic that the present system of control should be continued and extended. A national board and regional councils, on which workers should be adequately represented, were advocated. The functions of the board and councils should be to ensure that all suitable land is put to its full economic use; that the distribution and marketing of farm produce is efficiently organised to bring reasonable and stable livelihood to farm workers and their employers; and at the same time to assure to everybody an abundance of essential foods as the basis of health and nutrition.

In the distributive trades, too, the need for a planned economy was felt. Its unregulated, unrestricted, and indiscriminate development in the past has not been to the advantage of the community at large, the resolution stated, and in any post-war economic planning, particular attention should be paid to the machinery and methods of distribution.

Nationalisation of transport was urged. The resolution recognised that the Minister of War Transport had taken some steps to co-ordinate and control various forms of transport, but it called for a more comprehensive effort designed to ensure the greatest possible measure of co-ordination covering all forms of transport (road, rail, air, and inland waterways) under national ownership, not only for the purpose of meeting wartime requirements effectively, but as a permanent feature of post-war reconstruction.

The War Effort.

Economic waste and planning. A resolution was carried calling on the Government to take over entirely all industries and staffs vital to the war effort inasmuch as maximum planning and production were impossible while industries essential

¹ *Idem*, Vol. XLVI, No. 3, Sept. 1942, p. 364.

² *Labour*, Oct. 1942.

to the successful prosecution of the war were privately controlled or subject even to partial State control. Another resolution criticised the functioning of controls by the Ministry of Supply and asked the General Council to demand that the trade unions should not only be adequately represented but should have the right to participate in all the discussions and decisions of the control and advisory councils. A third resolution demanded the setting up of a Central Planning Board to survey scientific and technical resources and problems, assess the relative priorities of these problems, and allocate resources to deal with them.

Production committees. In a discussion on the part of the trade unions in the war effort, one speaker, referring to the valuable work being done by the production committees, pointed out that in some shipyards these committees had not yet been allowed. Complaint was made that some firms were still building to individual specifications and refusing to consult their workers. A representative of the Association of Engineering and Shipbuilding Draughtsmen invited the Congress to call on the Government to arrange for more active participation by trade union representatives in the administration and management of all vital war industries. Another speaker, on behalf of the Supervisory Staffs and Engineering Technicians Association, urged that the ability, skill, and technical knowledge of the workers should be given greater scope.

The coal shortage. On behalf of the Mine Workers' Federation of Great Britain, Mr. A. Horner, President of the South Wales Miners' Federation, stated that unless sufficient coal were produced it was waste of time for industries which depended on coal to talk about the possibilities of increased production. In the mining industry there now existed the most advanced form of joint control that there had ever been in Great Britain. It had been discovered that the most important thing was first to convince managements that workmen could inform them on matters on which they considered themselves to be the only experts. It was regrettable that managements, with the best intentions, often regarded it as a reflection on themselves that workmen were able to advise methods of which they had not thought. Continuing, Mr. Horner said that there was, in the experience of the workers, the possibility of unleashing an initiative which had never been known in British industrial history.

Essential Work Orders. The following resolution was adopted on this subject:

Congress instructs the General Council to press for the amendment of the Essential Work (General Provisions) Order: (a) To make compulsory the setting up of joint production committees, representative of all sections of organised workers (including the scientific and technical staffs), in all scheduled undertakings; (b) to give to works committees the necessary facilities to ascertain whether or not the management are carrying out the provisions of the Orders, so that, if necessary, appropriate action may be taken.

Women and war work. On the motion of Miss D. M. Elliot (National Union of General and Municipal Workers) the following resolution was adopted by the Congress:

This Congress expresses its great admiration for the manner in which women workers have responded to the calls of the Government and the needs of the country, and urges the General Council to maintain the utmost vigilance to ensure the efficient and economic use of mobilised women. It pledges itself to take all possible steps to secure the recognition of the principle of equal pay for equal work, both during the war and the post-war periods, in all industries concerned, in order to maintain the standards of both men and women workers and to safeguard the position of men when they return from the Services.

Congress declares that women who have answered the call of the country should have the same training facilities for post-war industry, and the same rights of reinstatement as their male comrades.

The second front. The Congress agreed to a resolution, moved on behalf of the General Council by Mr. George Gibson, expressing "the unalterable resolve of the British workers to see the war through to the end in complete and final

victory", and pledging "the fullest support of the British trade union movement so soon as the competent authorities decide that the time has come to launch an effective offensive action in Europe".

Trade Union Organisation.

Structure and work of trade unions. A resolution was presented on behalf of the National Union of Railwaymen calling upon the General Council to report upon "the present structure of affiliated unions in order to determine (1) where competition and overlapping exist; (2) where such structure is uneconomic; (3) where policy is diverse within an industry"; and upon "the advisability of alteration to the constitution of unions where it could be shown that their present basis of improving the conditions of employment of their members is ineffective from the point of view of general progress both now and in a visualised Socialist economy". It was opposed by Sir Walter Citrine, General Secretary, on the ground that it implied an invasion of the autonomy of individual unions, and was defeated by 3,085,000 votes to 2,153,000.

The Trade Disputes and Trade Unions Act. A report was submitted to the Congress by Sir Walter Citrine on negotiations with representatives of the Conservative Party on the Trade Disputes and Trade Unions Act of 1927, the results of which he described as most unsatisfactory, there being no indication that the Conservative Party was prepared to surrender any of the advantage it had gained by the passing of the Act. A letter had been received from the Prime Minister stating that the Government had again given earnest consideration to the matter, but, in the absence of agreement, strongly urged that it should not be pressed, particularly at this critical period of the war, in order not to impair the national unity and the good relationship between the Government and the T.U.C. Sir Walter said that they would now discuss with the Labour Party the action to be taken; the Congress intended to limit its representations to sections 5 and 6 of the Act, which could not be made the basis of political controversy.

A resolution was adopted expressing profound dissatisfaction with the attitude of the Government and calling for new efforts to secure from it an undertaking to deal with the question at the next session of Parliament.

Representation on trades councils. A motion, presented on behalf of the Amalgamated Engineering Union, to allow trade union organisations freedom to nominate any member as a delegate to the bodies controlled by the Trades Union Congress, irrespective of his or her political standpoint, was defeated by 2,250,000 votes to 2,137,000 votes.

Social Insurance.

The General Council reported on the evidence which it had submitted to the Inter-Departmental Committee on Social Insurance and Allied Services, set up under the chairmanship of Sir William Beveridge. It had made the following recommendations:

Cash benefit in respect of industrial accidents and industrial diseases should be dealt with and administered under separate and specific workmen's compensation legislation, and there should be an inclusive scheme to cover unemployment, sickness, maternity, non-compensable accidents, invalidity, old age, blindness, death, and widowhood and orphanhood, which should cover all gainfully occupied persons irrespective of income and should provide a flat rate of benefit (£2 per week plus dependants' allowances). Unemployment benefit should comprise a scheme for transfer allowances (lodging, removal, etc.) to make it possible for people to move when their industry has closed down. A young widow of working age with no children should not continue to receive benefit if she finds employment, but should inherit her husband's insurance rights under the scheme and have equal employment opportunities with men. Old-age pensions should begin at 65 for men and 60 for women as at present, and the pension should only be paid on retirement from work at the determined age; if a pensioner returns to work, he should forfeit the pension whilst working. The maternity benefit of £2 per week should be paid for the maternity period, subject to any scheme which may be worked out. A sum of £20 should be paid on the death of the insured person, and the orphan's pension should be 15s. per week up to the age of 16 or as long as the child remains at school. Benefit

should continue during the whole period of the contingency provided against. Persons not entitled to benefit should be provided for by a body like the present Assistance Board, properly constituted and remodelled to meet the situation and operating on a personal means test. This would involve the abolition of local authority public assistance committees.

There should be a flat rate of contribution, and the proportion might be 25 per cent. from insured persons, 25 per cent. from employers, and 50 per cent. from the State. Contributions should only be payable in respect of the present contribution schemes including death benefit. This proposal would ensure that contributions would not be paid for benefits not now on a contributory basis, e.g., blindness.

The scheme should come under the direction of one Ministry, with special arrangements for health services. A comprehensive national medical service for the prevention and cure of sickness should be provided by the nation and be made available to everybody. It should include a statistical department for the provision of occupational and geographical records necessary to safeguard the health of the people. There should also be a complete rehabilitation service on up-to-date lines.

In the administration of the new scheme there should be no room for the furtherance of commercial interests, but bodies like the trade union approved societies, with their long and honourable tradition of service, ought to be preserved so that the benefit of their experience and good will might be utilised on behalf of the State. The local authorities should be regarded as the medium for giving effect to national policy in their localities for such services as may be decided. In the consideration of any co-ordinating scheme of social service, adequate provision should be made to safeguard the interests of persons employed in all the existing schemes.

The report was approved by the Congress.

Workmen's compensation. On behalf of the Mine Workers' Federation, Mr. William Lawther criticised the smallness of the amounts paid in workmen's compensation. A resolution was adopted instructing the General Council to try to secure amendment in regard to the "pressing" problems arising from the administration of workmen's compensation for accidents.

Children's allowances. The Congress approved the recommendation of the General Council to accept the principle of children's allowances paid directly by the State on a non-contributory basis unaccompanied by any means test.

Memorandum on Education after the War.

A memorandum was submitted by the General Council on the subject of post-war education. The report dealt with: full-time schooling, day continuation schools, the service of youth, the further education of the adolescent and the adult, the avenue to the universities and similar types of institutions, the health and physical well-being of the child, the recruitment and training of teachers, the units of local educational administration, the existence of denominational schools, teachers' salaries, and the finance of education. Some discussion took place in the Congress on the part of the report dealing with denominational schools and allied problems. The General Council proposed that:

While the debt which is owed to the church schools for their pioneering work in education is fully recognised, the denominational schools have proved to be unable to equip themselves for modern educational work as effectively as the State schools have been equipped. They cannot, therefore, give children that equality of opportunity which is essential, and they should, therefore, be incorporated in the State system of schools, except in so far as denominations themselves may be able and willing to bear the whole cost of their separate institutions. This would place denominational schools on the same footing as other non-State schools.

Religious instruction in schools should be in accordance with an agreed syllabus. It should be given at the beginning or end of school sessions, and the present rights of withdrawal should be maintained.

There should be no class of "reserved" teachers for religious instruction, as the establishment of such a class would be bound to lead to unfair inequalities as between teachers.

All the proposals put forward in this connection are without prejudice to denominational schools which pass the tests proposed for non-State schools and are prepared to be self-supporting.

In presenting the report, Mr. George Chester, on behalf of the General Council, stated that its object was to ensure that social distinctions and privileges should no longer play any part in education. The object was the full achievement of personality and the principle of service to the community, which would replace the competitive motive as the main factor of school life.

After the discussion, the motion to adopt the memorandum was adopted.

Election of Officers.

The election of the General Council showed only one change: Mr. Charles Jarman (National Union of Seamen) was elected in place of Mr. W. R. Spence, who retired.

After the Congress the General Council unanimously elected Miss A. Loughlin, National Union of Tailors and Garment Workers, Chairman of the General Council for the ensuing year of office.¹

BRITISH WORKERS AND TRADE UNIONISM IN THE COLONIES

At a meeting of the Executive Council of the National Union of Distributive and Allied Workers, it was unanimously decided to perpetuate the memory of the late Mr. J. Jagger, M.P., President of the Union, by contributing the sum of £1,000 for the establishment of a "John Jagger National Memorial Fund" to be administered by the General Council of the Trades Union Congress for the purpose of developing trade unionism in the colonies, by providing travelling bursaries and/or other facilities for trade union representatives from the colonies, with particular reference to the West Indies.²

¹ Communication to the I.L.O.

² *The New Dawn*, 26 Sept. 1942.

STATISTICS

Unemployment, Employment and Hours of Work

The tables given below contain the statistics of different countries concerning employment and unemployment in general and hours of work, which are published in the *Review* at regular intervals, brought up to date in accordance with the latest data received.

It has not, however, been possible to bring the statistics up to date as completely as in normal times because the publication of the series has in many countries been suspended either recently or for some time past, and also because information from certain countries no longer reaches the Office.

Figures will be found relating to the different industries and occupations covered by these statistics in the *Year Book of Labour Statistics* for 1941. For a fuller account of the method of drawing up the statistics, see the January 1942 number of the *Review* under the heading "*Statistics, Explanatory Notes*", pp. 104-113.

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 ° signifies: "economic group represented by a few branches only".

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

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

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

TABLE I. STATISTICS OF UNEMPLOYMENT IN GENERAL

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Date	AMERICA							
	Canada			United States				Chile
	VI		V	VI			V	VI
	Unemployed (estimated)		Applicants for work registered	Unemployed (estimated)			Applicants for work registered	Unemployed (estimated)
		%		N.I.C.B. ¹	A.F.L. ⁴	W.P.A. ⁴		
1929	107,000	4.2	14,996 ¹	0.9	3.9	*	*	*
1930	341,000	12.8	33,008 ¹	6.0 ^r	9.7	*	*	89,690
1931	442,000	17.4	69,719	14.2 ^r	17.4	*	*	287,462
1932	639,000	26.0	75,140	22.7 ^r	25.9	*	*	339,378
1933	646,000	26.5	81,809	23.4 ^r	26.4	*	*	275,774
1934	521,000	20.6	88,888	19.1 ^r	22.5	*	*	234,538
1935	483,000	19.0	84,050	17.4 ^r	20.8	*	7,449,841	191,371
1936	430,000	16.7	90,133	14.3 ^r	18.2	*	7,705,270	186,904
1937	337,000	12.5	88,516	12.3 ^r	15.8	*	5,154,838	180,128
1938	407,000	15.1	105,236	18.5 ^r	20.5	*	7,404,187	209,332
1939	386,000 ¹	14.1 ¹	103,739	16.6	18.7	*	6,246,036	198,593
1940	281,700 ²	10.1 ¹	100,417	14.3	16.9	8,100,000 ³	5,314,806	184,274
1941	*	*	53,663	6.3	—	5,616,667	4,804,863	—
1941: Oct.	*	*	41,756	3.0	—	3,900,000	4,228,769	—
Nov.	*	*	42,973	5.1	—	3,900,000	4,234,455	—
Dec.	*	*	24,094	5.7	—	3,800,000	4,412,628	—
1942: Jan.	*	*	31,930	8.5	—	4,300,000	4,893,333 ^r	—
Feb.	*	*	32,211	7.9	—	4,000,000	4,880,528 ^r	—
Mar.	*	*	36,654	6.3	—	3,600,000	4,552,437 ^r	—
April	*	*	33,020	3.1	—	3,000,000	4,397,651 ^r	—
May	*	*	31,367	—0.2 ¹⁴	—	2,600,000	4,253,979	—
June	*	*	78,837	—2.5 ¹⁴	—	2,800,000	4,279,825	—
July	*	*	68,389	—3.5 ¹⁴	—	2,800,000	3,254,240	—
Aug.	*	*	56,722	—	—	2,200,000	—	—
Sept.	*	*	—	—	—	1,700,000	—	—
Persons cov. (thousands)	2,986	*	*	54,986 ^r	54,286	54,000	*	*

Date	ASIA				EUROPE			
	Nether-lands Indies	Japan ¹		Palestine	Germany			
	V	VI		IV	Old Territory	Austria	Total	
	Applicants for work registered	Unemployed (estimated)		Unem-ployed (registered)	Unemployed (registered)			
			%			%		
1929	*	*	*	*	1,898,604	9.3	192,062	*
1930	*	369,408	5.3	*	3,075,580	15.3	242,612	*
1931	6,912	422,755	6.1	*	4,519,704	23.3	300,223	*
1932	10,922	485,681	6.8	*	5,575,492	30.1	377,894	*
1933	14,571	408,710	5.6	*	4,804,428	26.3	405,740	*
1934	15,784	372,941	5.0	*	2,718,309 ⁹	14.9 ⁹	370,210	*
1935	17,398	356,044	4.6	*	2,151,039 ¹⁰	11.6 ¹⁰	348,675	*
1936	22,691 ⁷	338,365	4.3	*	1,592,655	8.3	349,663	*
1937	22,978	295,443	3.7	*	912,312	4.6	320,961	*
1938	18,842	237,371	3.0	*	429,461	2.1	244,788 ¹¹	*
1939	19,466	*	*	21,045 ¹¹	*	*	*	284,132 ¹²
1940	18,603	*	*	24,791	*	*	*	*
1941	15,636 ¹⁴	*	*	15,377	*	*	*	*
1941: Oct.	13,810	*	*	9,777	*	*	*	*
Nov.	14,951	*	*	8,964	*	*	*	*
Dec.	—	*	*	9,135	*	*	*	*
1942: Jan.	—	*	*	8,509	*	*	*	*
Feb.	—	*	*	6,961	*	*	*	*
Mar.	—	*	*	7,170	*	*	*	*
April	—	*	*	7,148	*	*	*	*
May	—	*	*	6,748	*	*	*	*
June	—	*	*	—	*	*	*	*
July	—	*	*	—	*	*	*	*
Aug.	—	*	*	—	*	*	*	*
Sept.	—	*	*	—	*	*	*	*
Persons cov. (thousands)	*	8,172	*	*	22,090	*	*	*

I. Compulsory unemployment insurance statistics. IV. Trade union returns.
 II. Voluntary unemployment insurance statistics. V. Employment exchange statistics.
 III. Trade union funds returns. VI. Official estimates.

¹ Since September 1939, including previously unemployed wage earners who have enlisted. ¹¹ I-X. ¹² National Industrial Conference Board. ¹³ American Federation of Labor. ¹⁴ Work Projects Administration. ¹⁵ IV-XII. ¹⁶ Since 1936, including applications for work registered at the correspondents. ¹⁷ The monthly figures relate to the 1st of the following month. ¹⁸ Since 31 July 1933, not including persons employed in labour camps. ¹⁹ Since March 1935, including the Saar territory. ²⁰ Before April 1938, applicants for work registered. ²¹ Average of 9 months. ²² Excess of employment over estimated economic labour force. ²³ I-XI. ²⁴ VIII-XII.

TABLE I. STATISTICS OF UNEMPLOYMENT IN GENERAL (cont.)

EUROPE (cont.)							
Date	Belgium		Denmark			Spain	Finland
	II		III		V	V	V
	Unemployed ¹ (insured)	Days of unemplmt. ⁴	Unemployed (tr. unionists)		Applicants for work registered	Unemployed	Unemployed (registered)
		%		%			
1929	13,000*	1.9	42,817	15.5	44,581	*	3,877
1930	36,000*	5.4	39,631	13.7	40,551	*	8,009
1931	110,000*	14.5	53,019	17.9	59,430	*	11,495
1932	211,000*	23.5	97,508	31.7	126,039	*	17,351
1933	210,000*	20.5	97,478	28.8	121,115	*	17,139
1934	235,000*	23.4	81,756	22.1	97,595	621,819	10,011
1935	210,927	21.7	78,195	19.7	92,406	696,990	7,163
1936	154,038	16.2	78,669	19.3	93,261	*	4,796
1937	125,929	13.1	95,103	21.9	108,634	*	3,695
1938	173,913	17.6	97,136	21.4	112,050	*	3,602
1939	195,211	18.8	88,924	18.4	102,066	526,169	3,300
1940	—	—	119,593	23.9	133,358	*	3,955
1941	123,192	—	43,476*	7.6*	48,501*	450,000†	3,384
	*						
1941: Oct.	69,752 ^r	—	46,715	8.8	51,961	405,000†	1,918
Nov.	71,093	—	52,483	9.8	57,597	405,000†	1,808
Dec.	76,623	—	70,375	13.1	75,848	388,000†	1,204
1942: Jan.	93,173	—	117,420	21.9	124,515	365,000†	1,713
Feb.	—	—	115,871	21.6	123,615	346,000†	1,797
Mar.	—	—	95,737	17.8	102,485	340,000†	1,795
April	—	—	46,191	8.6	51,171	323,000†	2,164
May	—	—	21,880	4.1	25,027	307,000†	1,801
June	—	—	—	3.2	20,000†	279,000†	1,400†
July	—	—	—	3.8	23,000†	—	1,400†
Aug.	—	—	—	4.0	24,000†	—	—
Sept.	—	—	—	—	—	—	—
Pers. cov. (thousands)	1,000†		494		*	*	*

Date	EUROPE (cont.)						
	France		Great Britain and Northern Ireland			Great Britain	
	I		I			V	
	Unemployed (on relief) ³	Applications for work registered	Unemployed (insured, per cent.)			Applicants for work registered	
			Wholly ¹²	Tempor.	Total	Wholly ¹²	Tempor.
			%	%	%		
1929	928	10,052	8.2	2.2	10.4	95,593	264,911
1931	56,112	75,215	16.7	4.6	21.3	2,049,710	579,851
1932	273,412 ⁹	308,096	17.6	4.5	22.1	2,178,311	566,478
1933	276,033	307,844	16.4	3.5	19.9	2,070,046	450,570
1934	345,033	376,320	13.9	2.8	16.7	1,795,437	363,794
1935	426,931	465,875	13.1	2.4	15.5	1,730,194	306,228
1936	431,897	475,272	11.2	1.9	13.1	1,507,979	246,996
1937	350,333	379,095	9.3	1.5	10.5 ¹³	1,283,523	200,876
1938	375,742	408,024	10.0 ¹³	2.6 ¹³	12.6	1,418,725	371,956
1939	361,930 ¹⁰	404,804 ¹¹	8.8	1.5	10.3	1,297,801	215,759
1940	*	*	5.9 ⁸	1.1 ⁸	*	802,921 ¹⁴	160,615
1941	337,000	*	*	*	*	292,402	57,403
1941: Oct.	207,000	223,000	*	*	*	195,747	20,452
Nov.	184,000	203,000	*	*	*	183,090	16,012
Dec.	185,000	—	*	*	*	175,093	13,261
1942: Jan.	176,000	—	*	*	*	180,112	14,736
Feb.	166,000	—	*	*	*	171,150	17,267
Mar.	143,000	—	*	*	*	127,526 ¹⁵	8,236
April	123,000 ^r	—	*	*	*	121,018	6,481
May	110,000	—	*	*	*	112,195	5,789
June	—	—	*	*	*	102,500	3,670
July	—	—	*	*	*	103,741	3,264
Aug.	—	—	*	*	*	110,203	3,622
Sept.	—	—	*	*	*	—	—
Pers. cov. (thousands)	*	*	15,032			*	

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union funds returns.

VI. Official estimates.

¹ Daily average during the month. ² Estimates. ³ Listed unemployed. ⁴ Percentage of total possible working days of insured workers during the month. ⁵ New series; July-December. ⁶ I-IX. ⁷ Public relief fund statistics. ⁸ Since January 1937, the figures relate to the last week entirely included in the month. ⁹ From July 1932 onwards, including unemployed in receipt of relief from the welfare offices. ¹⁰ I-IX and XI. ¹¹ I-VIII and XI. ¹² Including casuals. ¹³ Including agriculture. ¹⁴ Since July 1940, excluding men in attendance at Government training centres who were unemployed when they entered the centres. ¹⁵ Excluding men classified as unsuitable for ordinary industrial employment and women unsuitable for normal full-time employment.

TABLE I. STATISTICS OF UNEMPLOYMENT IN GENERAL (cont.)

781

EUROPE (cont.)							
Date	Hungary	Ireland		Italy	Latvia	Lithuania	
	V	I		V	*	V	
	Applications for work registered	Unemployed (insured)		Applicants for work registered	Wholly unemployed	Applications for work registered	Unemployed registered
1929	15,173	*	%	20,702	300,786	5,617	*
1931	52,305 ¹	*	*	25,230	734,454	8,709	*
1932	66,235	*	*	62,817 ²	1,006,442	14,587	*
1933	60,595	*	*	72,472	1,018,955	8,156	*
1934	52,157	*	*	103,671	963,677	4,972	*
1935	52,048	*	*	119,498	*	4,825	3,780
1936	52,114	*	*	99,272	*	3,851	3,533
1937	48,359	*	*	81,760	*	3,014	3,144
1938	47,426	*	*	88,714	*	2,164	2,618
1939	48,348	55,165	15.6	93,074	*	2,484	1,893 ⁴
1940	43,684	54,677	15.5	84,054	*	*	*
1941	48,892	50,967	14.6	74,656	*	*	*
1941: Oct.	47,623	45,748	13.1	60,915	*	*	*
Nov.	42,726	50,388	14.4	98,019	*	*	*
Dec.	37,737	49,266	14.1	96,486	*	*	*
1942: Jan.	40,128	—	—	103,882	*	*	*
Feb.	42,054	—	—	96,836	*	*	*
Mar.	43,706	—	—	90,681	*	*	*
April	39,456	—	—	89,244	*	*	*
May	38,443	—	—	81,551	*	*	*
June	—	—	—	56,644	*	*	*
July	—	—	—	54,577	*	*	*
Aug.	—	—	—	57,772	*	*	*
Sept.	—	—	—	—	*	*	*
Persons covered (thousands)	*	349		*	*	*	*

Date	EUROPE (cont.)									
	Norway			Netherlands					Poland ⁵	
	III		V	II ⁶			V	V		
	Unemployed (trade unionists)		Unem- ployed (regist'd)	Unemployed (insured)		Days of unem- ployment †	Wholly unem- ployed regist'd	Applications for work registered		
1929	5,902	%	10,089	24,300	%	%	*	129,450	%	
1931	*	15.4	28,027	82,800	18.1	5.9		299,502	4.9	
1932	14,790	22.3	34,309	153,500	29.5	14.8	138,231	255,582	12.6	
1933	16,588	30.8	36,703	163,000	31.0	25.3	271,092	249,660	11.8	
1934	15,963	33.4	36,876	160,400	32.1	26.9	322,951	342,166	11.9	
1935	14,783	30.7	36,776	173,700	32.1	28.0	332,772		16.3	
1936	13,267	25.3	33,517	169,387	36.3	31.7	384,691	381,935	16.7 ¹¹	
1937	16,532	18.8	33,517	169,387	36.3	32.7	414,512	367,327	15.6	
1938	19,230	20.0	29,881	137,674	29.2	26.9	368,909	375,088	14.6	
1939	16,789	22.0	30,296	134,304	27.2	25.0	353,646	347,509	12.7	
1940	—	18.3	28,251	112,612 ^r	21.7 ^r	19.9	253,261 ^s	414,584 ¹⁰	14.1 ¹⁰	
1941	—	23.1	29,099	117,145	22.9	19.8 ^r	205,003	*	*	
	—	—	—	—	—	—	126,920	*	*	
1941: Oct.	—	—	7,000†	33,838	14.3	12.8	100,107	*	*	
Nov.	—	—	8,000†	36,097	14.8	13.3	101,464	*	*	
Dec.	—	—	10,000†	40,901	16.7	15.1	122,998	*	*	
1942: Jan.	—	—	13,000†	59,297	24.9	22.6	135,838	*	*	
Feb.	—	—	14,000†	65,496	27.6	25.5	138,566	*	*	
Mar.	—	—	14,000†	—	—	21.2	119,261	*	*	
April	—	—	—	—	—	13.5	87,000†	*	*	
May	—	—	—	—	—	11.2	74,000†	*	*	
June	—	—	—	—	—	—	62,000†	*	*	
July	—	—	—	—	—	—	—	*	*	
Aug.	—	—	—	—	—	—	—	*	*	
Sept.	—	—	—	—	—	—	—	*	*	
Persons covered (thousands)	95†		*	238 ^r			*	2,978		

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union funds returns.

VI. Official estimates.

¹ Since January 1930, including non-fee-charging private employment agencies. ² Extended series. ³ Up to July 1933, social insurance fund statistics; since July 1933, employment exchange statistics. ⁴ During 1939, excluding the territory of Klaipėda (Memel). ⁵ Since January 1940, end of the month; including persons employed on public works. ⁶ Excluding agriculture. Weekly averages. ⁷ Days of unemployment, as a percentage of the total possible working days of insured workers during the month. ⁸ Since April 1939, excluding persons employed on special relief works. ⁹ Since January 1939, including the territory of Silesia beyond the Odra. ¹⁰ I-VI. ¹¹ Since 1935, percentage based on the number of persons covered by compulsory social insurance schemes.

EUROPE (cont.)								
Date	Portugal	Rumania	Sweden		Switzerland			
	V	V	IV		I/II*		V	
	Unem- ployed (registered)	Unem- ployed (registered)	Unemployed (tr. unionist)		Unemployed (insured)		Applica- tions for work registered	
					Wholly	Partially		
				%				
1929	*	7,449	32,621	10.2r	10,212	1.8	1.7	8,131
1931	*	35,737	64,815	16.7r	46,540	5.9	12.1	24,208
1932	33,352	38,958	90,677	22.2r	113,907	9.1	12.2	54,366
1933	25,255	29,060	97,316	23.4r	164,773	10.8	8.5	67,867
1934	34,711	17,253	84,685	18.0r	114,802	9.8	6.1	65,440
1935	42,315	13,778	81,385	15.1r	61,581	11.8	5.9	82,468
1936	43,057	13,549	71,884	12.6r	35,601	13.2	5.3	93,009
1937	40,240	10,851	67,351	10.8r	18,213	10.0	2.6	71,130
1938	*	7,271	74,582	10.9r	14,927	8.6	4.5	65,583
1939	*	5,989	75,600*	9.2	15,360	6.5	2.9	40,324
1940	*	3,192	99,900	11.8	12,695	3.1	2.1	16,374
1941	*	862	94,300r	11.3	22,219	2.0	1.7	10,550
1941: Oct.	*	517	62,177r	8.2	12,610	1.3	1.7	8,962
Nov.	*	167	75,917r	10.0	14,781	1.7	2.0	11,125
Dec.	*	223	96,910	13.0	19,583	3.6	2.8	17,088
1942: Jan.	*	378	102,406r	13.7	25,259	4.9	2.6	26,243
Feb.	*	1,443	94,601r	12.5	25,149	4.4	2.7	22,863
Mar.	*	430	81,917r	11.1	22,062	2.3	2.4	9,779
April	*	711	60,866	8.1	15,535	1.3	1.9	7,566
May	*	—	45,048	6.0	10,060	1.1	1.7	7,602
June	*	—	35,745	4.8	7,941	0.9	1.6	5,999
July	*	—	—	—	7,000†	1.0	1.5	6,074
Aug.	*	—	—	—	7,000†	—	—	6,000†
Sept.	*	—	—	—	—	—	—	—
Persons covered (thousands)	*	*	743		289*	529		*

Date	EUROPE (concl.)				OCEANIA		
	Czechoslovakia		Yugoslavia	Australia		New Zealand	
	III	V	V	IV		V	
	Unemployed on benefit (tr. union)	Applicants for work (registered)	Unemployed (registered)	Unemployed (trade unionist)		Unemployed (males)*	
		%			%		
1929	23,763	2.2	41,630	8,370	47,359	11.1	2,895
1931	102,179	8.3	291,332	9,930	117,866	27.4	41,431
1932	184,555	13.5	554,059	14,761	120,454	29.0	51,549
1933	247,613	16.9	738,267	15,997	104,035	25.1	46,944
1934	245,953	17.4	676,994	15,647	86,865	20.5	39,235
1935	235,623	15.9	686,269	16,752	71,823	16.5	38,234
1936	208,096	13.1	622,687	19,436	53,992	12.2	36,890
1937	151,167	8.8	408,949	21,650	41,823	9.3	*
1938	161,391*	9.1*	335,518*	22,517	40,526	8.7	4,757*
1939	*	*	44,080†	24,223	45,775	9.7	6,422 ¹⁰
1940	*	*	*	26,724	39,116	8.0	4,352
1941	*	*	*	—	20,013	3.7	2,000†
1941: Oct.	*	*	*	—	*	*	1,911
Nov.	*	*	*	—	*	*	1,408
Dec.	*	*	*	—	16,628	2.9	1,200†
1942: Jan.	*	*	*	—	*	*	1,033
Feb.	*	*	*	—	*	*	906
Mar.	*	*	*	—	10,767	1.8	841
April	*	*	*	—	*	*	—
May	*	*	*	—	*	*	—
June	*	*	*	—	10,353	1.7	3,788
July	*	*	*	—	*	*	—
Aug.	*	*	*	—	*	*	—
Sept.	*	*	*	—	*	*	—
Persons covered (thousands)	1,782†		*	*	537r		*

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union funds returns.

VI. Official estimates.

† The monthly figures relate to the 1st of the following month. * From January 1939, including agricultural workers. † Local unemployment committees. † Number of relief funds (Oct. 1939, units). † Compulsory insurance in certain cantons, voluntary in others. † I.VIII. † Average of 11 months. † Up to 1932, numbers of unemployed (males) remaining on registers of Government Labour Bureaux. † Excluding persons totally unfit for employment for health or other reasons (approximately 8,000 at the end of 1937). † Since April 1939, numbers of unemployment benefits in force.

Indexes of numbers employed
(1929 = 100)¹

Date	AFRICA		AMERICA						ASIA	EUROPE	
	Union S. Africa		Canada	United States			Argentina (Buenos Aires)	Colombia ²	Japan	Germany ⁷	Austria
	Europ.	Total		B.L.S. ³	N.I.- C.B. ⁴	A.F.L. ⁴					
	III (A/B)		III (A)	IV	IV	IV	III (A)	III (B)	IV	I	I
	M.I.T. ⁵		M.I.T.C. ⁶	M.I.T.C. ⁶	A.M.I.T.C. ⁶		I.T.C. ⁶	M.I.T. ⁵	M.I.T.	A.M.I. T.C. ⁶	M.I.T.
	W.S.		W.S.	W.S.	W.S.	W.S.	W.	W.	W.	W.S.	W.S.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0	100.0
1930	98.4	99.3	95.3	90.6r	94.3	95.2	100.9	*	97.8	93.3	95.1
1931	96.0	95.2	86.1	79.3r	86.7	88.1	97.8	*	96.9	81.5	86.6
1932	91.9	88.7	73.5	67.5r	78.7	79.8	94.2	*	97.7	71.1	76.4
1933	98.0	94.9	70.1	68.9	79.5	80.0	98.2	*	103.1	74.0	70.6
1934	111.0	108.1	80.7	77.2r	85.6	85.0	104.4	*	115.5	85.5	69.8
1935	123.2	122.1	83.5	80.8r	88.4	87.8	113.2	*	121.6	90.6 ⁸	66.8
1936	134.2	134.9	87.1	87.5r	93.4	91.7	119.5	*	123.8	97.2	64.6
1937	143.6	143.1	95.9	93.7r	97.3	95.3	126.1	*	131.2	104.3	67.4
1938	146.2	148.1	93.9	84.4r	91.0	91.0	129.5	100.0 ⁹	137.7	110.9	*
1939	148.1	148.9	95.7	90.0r	92.9	94.1	132.1	84.2 ⁹	*	116.5 ⁹	*
1940	148.9	155.8	104.4	94.5r	95.9	97.3	129.2	*	*	*	*
1941	154.5	164.3	130.1	106.1r	104.0	—	135.0	—	*	*	*
1941: Oct.	156.6	166.6	140.8	111.2r	106.9	—	*	—	*	*	*
Nov.	157.2	166.4	141.8	111.2r	104.5	—	*	—	*	*	*
Dec.	158.5	166.6	139.3	112.1r	108.2 ¹⁰	—	*	—	*	*	*
1942: Jan.	158.3	166.8	139.0	111.3r	105.1	—	*	—	*	*	*
Feb.	160.1	171.9	138.7	111.6r	105.8	—	*	—	*	*	*
Mar.	159.4	172.9	138.8	112.5r	107.8r	—	*	—	*	*	*
April	159.4	172.0	140.7	114.5r	111.4	—	*	—	*	*	*
May	159.3	171.7	144.3	115.3r	115.4	—	*	—	*	*	*
June	158.0	170.8	147.6	116.3r	118.0	—	*	—	*	*	*
July	158.6	171.8	149.4	118.0	119.1	—	*	—	*	*	*
Aug.	—	—	—	119.7	121.0	—	*	—	*	*	*
Sept.	—	—	—	120.8	123.5	—	*	—	*	*	*
Persons covered (thousands)	-/188r	-/797r	1,221	26,323r	50,356r	46,683	*	13	6,600†	21,414	976

Date	EUROPE (contd.)									
	France	Great Britain		Hungary	Latvia	Luxemburg	Norway	Netherlands	Czechoslovakia ¹¹	U.S.S.R.
	III(A)	II	II	I	I	III(A)	III(B)	I/II ¹²	I	III(A)
	M.I.T. ⁵	M.I.T. ⁵	A.M.I.T. ⁵	M.I.T.C. ⁶	I.T.C. ⁶	M.I.T.	M.I.T.C. ⁶	M.I.T.C. ⁶	A.I.T. ⁵	A. ⁶
	C. ⁶	C. ⁶	C. ⁶						C. ⁶	M.I.T.C. ⁶
	W.S.	W.S.	W.S.	W.S.	W.S.	W.	W.S.	W.S.	W.	W.S.
1929	*	100.0	*	100.0	100.0	100.0	*	100.0	100.0	100.0
1930	100.0	95.8	*	94.3	104.9	98.1	*	102.2	97.6	119.4
1931	98.5	92.2	*	89.2	97.5	84.1	*	96.0	92.3	156.1
1932	80.9	91.4	*	82.0	82.5	67.6	*	85.3	82.6	188.6
1933	79.4	94.7	*	81.2	87.8	64.8	*	85.0	75.4	183.5
1934	79.4	99.2	*	86.9	95.1	65.5	*	86.6	75.0	194.6
1935	75.5	101.5	*	91.2	100.9	66.8	100 ¹³	84.2	78.6	203.1
1936	74.1	106.7	*	97.7	107.1	68.8	103	85.1	82.4	211.8†
1937	73.6	112.3	*	104.0	116.3	74.9	110	91.5	90.0	221.8†
1938	81.2	111.1	100.0 ¹¹	110.6	123.6	76.2	110	95.4	91.0 ¹⁰	228.5†
1939	83.4†	114.2 ¹⁰	102.7 ¹⁰	118.8	*	74.3	116	99.0†	—	—
1940	*	*	*	125.6	*	*	115	98.0†	—	—
1941	*	*	*	157.0†	*	*	—	*	—	—
1941: Oct.	*	*	*	168.6	*	*	*	—	—	*
Nov.	*	*	*	167.4	*	*	*	—	—	*
Dec.	*	*	*	153.0†	*	*	*	—	—	*
1942: Jan.	*	*	*	—	*	*	*	—	—	*
Feb.	*	*	*	—	*	*	*	—	—	*
Mar.	*	*	*	—	*	*	*	—	—	*
April	*	*	*	—	*	*	*	—	—	*
May	*	*	*	—	*	*	*	—	—	*
June	*	*	*	—	*	*	*	—	—	*
July	*	*	*	—	*	*	*	—	—	*
Aug.	*	*	*	—	*	*	*	—	—	*
Sept.	*	*	*	—	*	*	—	—	—	*
Persons covered (thousands)	2,403	12,110	12,940	1,748r	212	31	207†	1,365r/ 527	1,298	27,800†

I. Compulsory social insurance statistics (sickness, accidents, etc.). II. Compulsory unemployment insurance statistics. III. Statistics of establishments. III (A): All establishments of a given importance. III (B): Representative sample of establishments. III (A/B): Type B series (for the recent period) linked to a type A series. IV. Estimated. W. Wage earners. S. Salaried employees.
¹ Except for the series in italics. ² Bureau of Labor Statistics. ³ National Industrial Conference Board. ⁴ "American Federation of Labor." ⁵ Central Zone. ⁶ V 1938. ⁷ Old territory. ⁸ Since XI 1935, including the Saar territory. ⁹ I-VII. ¹⁰ I-VIII. ¹¹ 18 VI 1938 = 100. ¹² IX-XII 1935 = 100. ¹³ Until 1938, accident insurance statistics; from 1939 extrapolation with reference to unemployment insurance statistics. ¹⁴ Since IX 1938: Bohemia-Moravia; average for 1939 = 100. ¹⁵ I-XI. ¹⁶ Since December 1941: including the armed forces.

(a) *Indexes of numbers employed*
(1929 = 100)

Date	AFRICA		AMERICA						ASIA	
	Union S. Afr.	Canada	United States	Argentina	Chile	Colombia (Bogota)	Mexico	Uruguay	Japan	Palestine
	III (A/B) ¹	III(A) ¹	III (A/B) ¹	III(B) ¹	III(B) ¹	III(B)	III(B) ¹	III(B)	III (A/B) ¹	III(B)
	W.S. ¹⁴	W.S.	W.	W.	W.	W.	W.	W.	W.	W.
1929	100.0	100.0	100.0	*	*	*	*	*	100.0	*
1930	98.6	93.1	87.2	*	*	*	*	*	86.1	*
1931	97.7	81.4	73.7	*	*	*	*	*	84.3	*
1932	94.2	72.1	62.5	*	*	*	*	*	87.7	*
1933	108.0	69.1	69.2	*	*	*	*	*	95.9	*
1934	130.1	77.0	80.8	*	*	*	*	*	109.2	*
1935	146.2	82.9	86.1	*	*	*	*	*	115.6	*
1936	160.3	88.3	93.4r	*	*	*	*	*	126.3	*
1937	170.8	97.7	102.5r	100.0	100.0	*	100.0 ¹⁵	—	142.9	*
1938	167.1	94.8	85.8	104.3	105.5	100.0 ¹	100.7r	118.3	157.3 ¹	100.0
1939	164.6	95.9	94.2	108.6	108.1	90.0	98.6r	114.8	172.9	82.3
1940	160.6	112.1	101.4	111.1	117.0	80.3	100.4r	113.7	178.3	92.6
1941	165.9	147.0	120.5r	118.9 ¹¹	132.4	—	105.4	119.6	—	116.1
1941: Oct.	*	160.1	127.7r	118.2	149.6	—	*	*	183.0†	122.5
Nov.	*	160.9	127.2r	119.2	151.6	—	*	*	184.0†	120.7
Dec.	*	159.8	126.6r	120.7	151.0	—	107.6	118.1	—	124.7
1942: Jan.	*	163.3	125.0r	121.4	151.6	—	*	*	—	129.6r
Feb.	*	167.1	126.2r	120.7	147.7	—	—	—	—	135.8r
Mar.	*	170.3	127.5r	123.8r	—	—	*	*	—	134.9r
April	*	172.8	128.9r	124.6	—	—	*	*	—	—
May	*	175.8	130.0r	124.0r	—	—	—	—	—	—
June	*	178.9	131.4r	127.9	—	—	*	*	—	—
July	*	181.4	134.2	—	—	—	*	*	—	—
Aug.	*	—	137.6	—	—	—	—	*	—	—
Sept.	*	—	139.8	—	—	—	*	*	—	—
Persons covered (thousands)	-/57	844	10,596r/4,238†	241r	23	3	119r	37	2,995/1,510†	14

Date	EUROPE										Latvia
	Germany ⁴		Denmark	Estonia	Finland	France	Great Britain	Hungary	Italy		
									M.C. ¹⁰	F.C.I. ¹¹	
	III(B) ⁶		III(A) ¹	III(A) ¹	III(A) ¹	III(A) ⁶	II ¹	I	III(B)	III (A/B)	
W.	S.	W.	W.	W.	W.	W.S.	W.	W.	W.	W.S.	
1929	100.0	100.0	*	100.0	100.0	*	100.0	100.0	*	100.0	100.0
1930	87.0	94.7	*	95.9	87.4	100.0	92.5	91.3	*	97.3	107.5
1931	72.0	83.6	100.0	88.5	78.4	91.6	84.5	82.9	*	88.8	98.3
1932	59.5	69.6	91.7	81.9	76.6	79.0	84.7	73.0	*	78.5	82.6
1933	65.9	68.4	102.9	82.9	84.7	78.0	89.8	73.6	*	79.2	93.4
1934	83.5	76.3	116.0	96.4	97.3	76.7	94.5	79.9	100.0	82.9	108.4
1935	91.9	83.5	125.8	108.6	105.4	72.1	96.0	85.9	117.1	94.0	117.7
1936	100.5	90.0	131.6	125.8	117.5	73.0	102.2	94.7	121.6	94.9	123.7
1937	110.8 ⁸	97.9 ⁸	138.1	144.5	125.2	77.6	110.2	104.0	156.6	104.5	135.1
1938	117.4	105.4	138.4	146.8	129.7	80.7	104.1	112.3	141.0	110.7	144.0
1939	122.9 ⁹	112.3 ⁹	151.1	150.1	122.6	82.1 ⁹	113.0	123.9	144.9 ¹²	113.3 ¹²	140.6
1940	*	*	—	*	104.1†	*	*	129.7	*	*	*
1941	*	*	—	*	—	*	*	142.0†	*	*	*
1941: Oct.	*	*	*	*	—	*	*	149.0†	*	*	*
Nov.	*	*	*	*	*	*	*	149.0†	*	*	*
Dec.	*	*	*	*	*	*	*	143.0†	*	*	*
1942: Jan.	*	*	*	*	—	*	*	133.0†	*	*	*
Feb.	*	*	*	*	*	*	*	135.0†	*	*	*
Mar.	*	*	*	*	*	*	*	140.0†	*	*	*
April	*	*	*	*	—	*	*	—	*	*	*
May	*	*	*	*	*	*	*	—	*	*	*
June	*	*	*	*	*	*	*	—	*	*	*
July	*	*	*	*	—	*	*	—	*	*	*
Aug.	*	*	*	*	*	*	*	—	*	*	*
Sept.	*	*	*	*	*	*	*	—	*	*	*
Persons covered (thousands)	3,500†	*	171r	43	63†	1,850	6,152	802r	1,167	3,037/1,522	100

I. Compulsory social insurance stat. (sickness, accidents, etc.) II. Compulsory unemployment insurance statistics. III. Statistics of establishments. III (A). All establishments of a given importance. III (B). Representative sample of establishments. III (A/B). Type B series (for the recent period) linked to a type A series. IV. Estimates. W. Wage earners. S. Salaried employees.

¹ Excluding building. ² V 1938. ³ Statistics of type B, linked up with statistics of type A of the preceding period. ⁴ Old territory. ⁵ Including mines. ⁶ Since 1937, including the Saar territory. ⁷ I-VII. ⁸ Including part of transport, but excluding a large part of building. ⁹ I-VIII. ¹⁰ "Ministry of Corporations". ¹¹ "Fascist Confederation of Industrial Employers". ¹² I-VI. ¹³ IX-XII. ¹⁴ Europeans only. ¹⁵ Yearly figures exclude the crackers and macaroni industry; quarterly figures exclude in addition the alcohol and sugar industry.

(a) Indexes of numbers employed (concl.)
(1929 = 100)

Date	EUROPE (concl.)									OCEANIA	
	Norway	Netherlands	Poland ¹	Rumania	Sweden	Switzerland		U.S. S.R.	Yugoslavia	Australia ¹⁷	New Zealand
	III (A/B) 1 2	I ¹	III (A)	III (A) ¹	III (B)	III (A)	III (B)	III (A) ¹	I	III (A/B)	III (A)
	W.	W. S.	W.	W. S.	W.	W.	W.	W. S.	W. S.	W. S.	W. S.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0
1930	100.4	101.6	84.5	86.6	99.8	95.8	96.5	135.4	*	93.0	94.0
1931	79.9	92.9	71.3	75.6	91.3	88.7	88.3	183.4	*	74.6	83.1
1932	91.8	80.2	62.3	75.6	86.0	78.8	75.9	216.0	*	74.1	83.1
1933	93.2	80.9	65.0	92.0	85.0	76.9	73.3	195.5	100.0	81.8	88.0
1934	98.4	83.3	72.0	103.5	91.6	78.1	73.7	208.2	106.8	89.6r	95.2
1935	106.2	80.2	77.1	114.9	96.9	76.0	70.4	211.9	111.4	99.4r	104.8
1936	115.7	80.9	83.4	129.9	102.1	76.4	70.2	224.1†	124.6	109.4	115.7
1937	124.9	88.4	94.1	138.8	109.1	88.0	78.1	—	141.5	115.6r	122.9
1938	121.5 ¹	92.7	101.6	143.9	110.0	86.3	77.9	—	150.7	124.0r	124.1
1939	125.9	99.8 ¹	102.0 ¹	—	112.7	89.9	76.8	—	152.6	125.5r	131.3
1940	119.3	*	*	—	109.2	—	80.3	—	—	130.8r	137.3
1941	*	*	*	—	89.0 ¹	100.4	84.3	—	—	145.3r	—
1941: Oct.	*	*	*	*	91.7	*	*	*	—	160.7r	*
Nov.	*	*	*	*	82.1	*	*	*	—	161.9	*
Dec.	—	*	*	*	87.6	*	87.4	*	—	159.0r	*
Jan.	*	*	*	*	87.4	*	*	*	—	159.9	*
Feb.	*	*	*	*	87.3	*	*	*	—	161.1	*
Mar.	*	*	*	*	87.1	*	85.6r	*	—	163.1	*
April	*	*	*	*	88.0	*	*	*	—	162.9	*
May	*	*	*	*	91.1	*	*	*	—	162.9	*
June	—	*	*	*	94.2	*	85.6	*	—	—	*
1942: July	*	*	*	*	94.0†	*	*	*	—	—	*
Aug.	*	*	*	*	—	*	*	*	—	—	*
Sept.	—	*	*	*	—	*	*	*	—	—	*
Pers. cov. (thousands)	144/58r	820/388	688	289	385/262	411r	260r	10,225†	574	704r/—	114r

(b) Indexes of total hours worked
(1929 = 100)¹⁰

Date	AMERICA		ASIA	EUROPE									
	United States	Colombia		Germany ¹¹	Denmark	Estonia	Finland	France	Hungary	Italy	Norway	Poland	Sweden
	III (A/B)	III (B)		III (B)	III (B)	III (A)	III (A)	III (A)	I-III (A) ¹¹	III (A/B)	III (A/B)	III (A)	III (B)
	W.1	W.		W.1	W.1	W.1	W.1	W.1 ¹¹	W.1	W.	W.1 ¹²	W.	W.1 ¹²
1929	100.0	*	100.0	100.0	*	100.0	100.0	*	100.0	100.0	100.0	100.0	100.0
1930	82.8	*	*	83.5	*	94.7	85.3	100.0	89.7	94.2	99.6	82.9	98.6
1931	66.9	*	*	66.4	100.0	84.4	74.6	89.1	79.8	83.5	79.9	69.3	85.8
1932	52.3	*	85.9	53.8	91.6	75.6	74.8	71.9	60.4	72.4	90.6	56.9	77.8
1933	57.3	*	97.1	61.5	102.4	77.9	84.5	73.6	70.5	75.5	90.3	58.3	78.4
1934	61.1	*	109.2	80.6	113.2	95.0	98.4	70.5	78.2	77.8	96.0	67.1	89.5
1935	68.8	*	115.8	88.4	123.2	105.4	105.8	68.8	84.5	81.0	104.9	72.6	96.2
1936	79.9	*	126.6	99.4	128.0	120.0	111.9	69.5	91.2	81.0	115.1	77.9	102.2
1937	86.5	*	144.0	110.8 ¹⁴	134.6	139.6	128.1	64.9	99.6	91.7	119.4 ¹	89.8	109.8
1938	66.6	100.0 ¹⁵	159.0 ¹	118.8	133.8	141.4	129.7	66.0	105.4	95.5	117.3	97.8	107.7
1939	77.6	91.6	173.2 ¹²	124.1 ¹	145.0	143.8	120.6	68.0 ¹⁴	113.9	97.7 ¹	124.3	97.7 ¹	111.5 ¹
1940	84.5	78.6	*	*	126.3	*	102.3†	*	121.8	*	112.9	*	105.6
1941	106.9	*	*	*	110.4	*	*	*	—	*	*	*	—
1941: Oct.	114.8	—	*	*	127.9	*	—	*	*	*	*	*	*
Nov.	112.2	—	*	*	124.3	*	*	*	*	*	*	*	*
Dec.	114.4	—	*	*	122.2	*	*	*	*	*	*	*	*
1942: Jan.	113.6r	—	*	*	115.6r	*	—	*	*	*	*	*	*
Feb.	115.9r	—	*	*	117.0r	*	*	*	*	*	*	*	*
Mar.	118.7	—	*	*	116.3r	*	*	*	*	*	*	*	*
April	118.6r	—	*	*	120.5r	*	—	*	*	*	*	*	*
May	121.3r	—	*	*	131.0	*	*	*	*	*	*	*	*
June	122.6	—	*	*	134.3	*	*	*	*	*	*	*	*
July	124.7	—	*	*	129.0†	*	—	*	*	*	*	*	*
Aug.	129.0	—	*	*	—	*	*	*	*	*	*	*	*
Sept.	—	—	*	*	—	*	*	*	*	*	*	*	*
Pers. cov. (thousands)	10510r/4238†	3†	2995/1510†	3,500†	90†	43	63†	1850	802r/275†	3037/1522	176/102	688	385†

1. Compulsory social insurance stat. (sickness, accidents, etc.). II. Compulsory unemployment insurance statistics. III. Statistics of establishments. III (A). All establishments of a given importance. III (B). Representative sample of establishments. III (A/B). Type B series (for the recent period) linked to a type A series. IV. Estimates. W: Wage earners. S: Salaried employees.

¹ Excluding building. ² Including mines. ³ Statistics of type B. Linked up with statistics of type A of the preceding period. ⁴ See footnote, table II. ⁵ I-VII. ⁶ Since I-1939, including the territory of Silesia beyond the Odra. ⁷ I-VI. ⁸ IX 1939 = 100. ⁹ Covering all factories, as defined by Factory Act. ¹⁰ Except for series in italics. ¹¹ Calculated by the I.L.O. by multiplying index of numbers employed by an index of hours worked per worker. ¹² I-VIII. ¹³ Old territory. ¹⁴ Since 1937, including the Saar territory. ¹⁵ Including part of transport, but excluding a large part of building. ¹⁶ I-V. ¹⁷ Average of the 12 months ending in June of the year indicated. ¹⁸ V 1939 = 100.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY

(a) *Hours actually worked per worker*

Date	AMERICA					ASIA	EUROPE				
	Canada ¹	United States		Argentina (Buenos Aires)	Mexico	Japan	Germany ¹⁰	Estonia	Finland	France	
		B.L.S. ²	N.I.C.B. ⁴								
	Ind. ³	Ind. ³	Ind. ³	Ind., transp., com.	Mi., ind., transp.	Ind. ³	Ind.	Ind.	Ind. ³	Ind. ³	Ind. ³
	Per week	Per week	Per week	Per week	Per week	Per day ⁵	Per week ¹¹	Per day ¹²	Per fortnight	Per week ¹⁴	Per week ¹⁴
Number of hours											
1929	*	*	48.3	49.09	*	(9.83) ⁷	46.02	8.18	93.0	*	*
1930	*	*	43.9	48.46	*	*	44.22	8.16	90.8	48.0	48.0
1931	*	*	40.4	48.12	*	*	42.48	8.05	88.5	46.7	46.7
1932	48.9	38.2	34.8	47.60	*	9.63 ⁸	41.46	7.86	90.9	43.7	43.7
1933	48.7	37.8	36.4	47.41	*	9.95	42.96	7.88	92.8	45.3	45.3
1934	49.2	34.5	34.7	45.76	*	9.83	44.58	7.91	94.0	44.7	44.7
1935	48.7	36.5	37.2	45.49	*	9.85	44.46	7.97	93.4	44.5	44.5
1936	48.7	39.1	39.5	45.49	*	9.85	46.7	8.00	93.2	45.7	45.7
1937	48.8	38.6	38.7	45.49	*	9.91	47.6	8.03	93.8	40.2	40.2
1938	46.7	35.5	34.3	45.49	*	9.94 ⁸	48.5	8.15	93.0	38.7	38.7
1939	47.2	37.6	37.6	44.50	44.50 ¹	9.46 ⁸	48.7	8.10	91.5	40.8 ¹²	40.8 ¹²
1940	—	38.1 ^r	38.6	45.25	44.27 ¹	*	49.2	*	—	—	—
1941	—	40.5	41.2	45.05	43.60 ¹	*	—	*	—	—	38.3
1940: Dec.	*	39.8	40.1	*	*	*	49.6	*	*	35.6	35.6
1941: Mar.	*	40.4	41.2	*	43.60 ¹	*	49.9	*	*	36.4	36.4
June	*	41.3	41.7	*	*	*	—	*	*	37.6 ^r	37.6 ^r
Sept.	*	40.9	41.6	*	*	*	50.4	*	*	39.1	39.1
Dec.	*	41.2	41.6	*	*	*	—	*	*	39.6	39.6
1942: Mar.	*	42.5	42.7	*	—	*	—	*	*	39.3	39.3
June	*	42.6	42.7	*	*	*	—	*	*	—	—
Sept.	*	—	43.4	*	*	*	—	*	*	—	—
Index numbers: 1929 = 100											
1929	*	*	100.0	100.0	*	100.0	100.0	100.0	100.0	*	*
1930	*	*	90.9	98.7	*	*	96.1	99.8	97.6	100.0	100.0
1931	*	*	83.6	98.0	*	*	92.3	98.4	95.2	97.3	97.3
1932	100.0	100.0	72.0	97.0	*	98.0 ⁸	90.1	96.1	97.7	91.0	91.0
1933	99.6	99.0	75.4	96.6	*	101.2	93.4	96.3	99.8	94.4	94.4
1934	101.0	90.3	71.8	93.2	*	100.0	96.9	96.7	101.1	93.1	93.1
1935	99.6	95.5	77.0	92.7	*	100.2	96.6	97.4	100.4	92.7	92.7
1936	99.6	102.4	81.8	92.7	*	100.2	—	97.8	100.2	95.2	95.2
1937	99.8	101.0	80.1	92.7	*	100.8	—	98.2	100.9	83.8	83.8
1938	95.5	92.9	71.0	92.7	*	101.1 ⁸	—	99.6	100.0	80.6	80.6
1939	96.5	98.3	77.8	90.7	100.0 ¹	96.3 ⁹	—	99.0	98.4	85.0 ¹³	85.0 ¹³
1940	—	99.6	79.9	92.2	99.6 ¹	*	—	*	—	—	—
1941	—	106.0	85.3	91.8	98.0 ¹	*	—	*	—	79.8	79.8
1940: Dec.	*	104.2	83.0	*	*	*	—	*	*	74.2	74.2
1941: Mar.	*	105.8	85.3	*	98.0 ¹	*	—	*	*	75.8	75.8
June	*	108.1	86.3	*	*	*	—	*	*	78.3 ^r	78.3 ^r
Sept.	*	107.1	86.1	*	*	*	—	*	*	81.5	81.5
Dec.	*	107.9	86.1	*	*	*	—	*	*	82.5	82.5
1942: Mar.	*	111.3	88.4	*	—	*	—	*	*	81.9	81.9
June	*	111.5	88.4	*	*	*	—	*	*	—	—
Sept.	*	—	89.9	*	*	*	—	*	*	—	—
Persons covered (thousands)	587	3,936	*	*	*	1,564	3,500 [†]	41	*	—	—

¹ Excluding overtime. Yearly figures: month of highest employment. ² Excluding building. ³ "Bureau of Labor Statistics". ⁴ "National Industrial Conference Board"; monthly figures: first week of the month. ⁵ IV. ⁶ After deduction by I.L.O. of rest periods. ⁷ I.L.O. estimates, based on Imperial Cabinet statistics of normal hours. ⁸ From 1932 to 1938, statistics of the Bank of Japan; from 1939, statistics of the Imperial Cabinet, with which statistics of the Bank of Japan have been incorporated. ⁹ I-XI. ¹⁰ Territory before 1938. Up to 1936, excluding building; from 1939, including mines. ¹¹ Average hours slightly lowered by absence for sickness, holidays, etc. ¹² I-VII. ¹³ Annual figures: up to 1937, averages of two half-yearly figures; 1938: average for April-December. ¹⁴ Monthly figures: 1st of the following month.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY (cont.)

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(a) Hours actually worked per worker (concl.)

Date	EUROPE (concl.)								
	Hungary	Italy		Latvia	Norway	Netherlands (Amsterdam)	Poland	Sweden	Switzerland
		M.C. ¹	C.F.I. ²						
	Ind. ¹	Ind.	Ind.	Ind.	Ind. ¹	Ind. ¹	Ind.	Mi., ind. ^{11,12}	Ind.
	Per day	Per week ⁴	Per month	Per week	Per week	Per week ¹⁰	Per week ¹¹	Per week ¹¹	Per week
Number of hours									
1929	8.97	(46.7-48.3)	182	*	*	*	44.8	(47.7) ¹⁴	(47.8-48.2) ¹⁵
1930	8.82	(44.5-47.7)	175	*	*	*	43.9	*	*
1931	8.64	(43.9-47.5)	170	*	*	*	43.3	*	*
1932	8.53	(43.0-47.2)	168	(42.1-45.1) ⁹	*	*	41.4	*	*
1933	8.59	(44.4-47.5)	174	(43.9-45.5)	*	*	41.5	46.0	(45.3-46.5) ¹⁴
1934	8.78	(42.7-47.1)	172	(44.4-45.9)	*	*	42.2	47.0	(45.7-46.9) ¹⁵
1935	8.83	(39.6-42.9) ⁶	159	(43.6-46.1)	*	46.9	42.6	47.4	*
1936	8.64	(39.4-42.7)	157	(43.8-46.2)	45.5	46.7	42.7	47.6	*
1937	8.59	(41.0-43.5)	163	(44.8-46.4)	44.9	47.1	43.3	47.2	(46.4-47.0) ¹⁵
1938	8.42	(39.8-42.8)	159	(44.7-46.5)	44.1	46.8	43.7	46.8	(45.3-46.9)
1939	8.24	(40.3-43.1) ⁷	157 ⁸	(44.0-46.3)	45.2	*	43.7 ⁷	45.8	(46.8-47.7)
1940	8.33	*	*	*	*	—	*	46.6	47.3
1941	—	*	*	*	*	—	*	47.0	47.0
1940: Dec.	*	*	*	*	*	*	*	46.6	(46.8)
1941: Mar.	*	*	*	*	*	*	*	*	(47.0)
June	*	*	*	*	*	*	*	*	(47.1)
Sept.	*	*	*	*	*	*	*	*	(47.2)
Dec.	*	*	*	*	*	*	*	47.0	(46.8)
1942: Mar.	*	*	*	*	*	*	*	*	(46.7)
June	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	—
Index numbers: 1929 = 100									
1929	100.0	100.0	100.0	*	*	*	100.0	100.0	100.0
1930	98.3	97.1	96.2	*	*	*	98.0	*	*
1931	96.3	96.2	93.4	*	*	*	96.7	*	*
1932	95.1	94.9	92.3	100.0 ⁹	*	*	92.4	*	*
1933	95.8	96.8	95.6	102.6	*	*	92.6	96.4	95.6 ¹⁴
1934	97.9	94.5	94.5	103.7	*	*	94.2	98.5	96.5 ¹⁴
1935	98.4	86.9 ⁶	87.4	103.0	*	100.0	95.1	99.4	*
1936	96.3	86.5	86.3	103.2	100.0	99.6	95.3	99.8	*
1937	95.8	89.1	89.6	104.6	98.7	100.4	96.7	99.0	97.3 ¹⁴
1938	93.9	86.9	87.4	104.6	96.9	99.8	97.5	98.1	96.7
1939	91.9	87.7	86.1 ⁸	103.7	99.3	—	97.5 ⁷	96.0	98.5
1940	92.9	*	*	*	*	—	*	97.7	98.5
1941	—	*	*	*	*	—	*	98.5	97.9
1940: Dec.	*	*	*	*	*	*	*	97.7	*
1941: Mar.	*	*	*	*	*	*	*	*	*
June	*	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*
Dec.	*	*	*	*	*	*	*	98.5	*
1942: Mar.	*	*	*	*	*	*	*	*	*
June	*	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*
Persons covered (thous' ds)	275†	1,156	1,485	39	102†	86	629	351	260r

¹ Excluding building. ² "Ministry of Corporations". ³ "Fascist Confederation of Industrial Employers". ⁴ Monthly figures: last week of the month. ⁵ I.L.O. estimates from percentage of table IV(b). ⁶ 1935: average for V-XII. ⁷ I-VI. ⁸ I-IV. ⁹ II-XII. ¹⁰ Annual figures: averages for the second half-year. ¹¹ Monthly figures: averages of weeks without holidays. ¹² Including mines. ¹³ Annual figures: up to 1937, November figures; 1938: July figure; 1939: average for March and June; 1940 and 1941: November figure. ¹⁴ I.L.O. estimates based on statistics of earnings. ¹⁵ I.L.O. estimates based on census of establishments (August 1929 and September 1937). ¹⁶ Averages for the second and third quarters.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY (concl.)

(b) Percentage distribution of workers working a certain range of hours

Date	AMERICA									EUROPE					
	Canada ¹					United States				Finland ²			France ³		
	Per week					Per week ⁴				Per fortnight			Per week		
	Up to 40 h.	41-47 h.	48 h.	49-54 h.	55 h. and more	Up to 39 h.	40-49 h.	50 h. and more		Under 80 h.	80.0-95.9 h.	96 h. and more	Under 40 h.	40 h.	Over 40 h.
1929	*	*	*	*	*	*	*	*		7.5	58.9	33.6	*	*	*
1930	*	*	*	*	*	*	*	*		3.3	62.0	34.7	0.4	0.8	98.8
1931	*	*	*	*	*	*	*	*		25.2	45.4	29.4	8.0	7.7	84.3
1932	15.7	21.3	16.4	22.5	24.1	*	*	*		8.8	66.7	24.5	20.2	11.2	68.6
1933	16.8	21.5	15.3	22.5	23.9	*	*	*		3.7	64.8	31.5	9.2	8.3	82.5
1934	13.3	22.3	18.0	21.3	25.1	*	*	*		0.8	68.1	31.1	13.1	9.5	77.4
1935	12.8	23.7	23.0	18.9	21.6	*	*	*		0.6	68.8	30.6	13.7	9.4	76.9
1936	12.5	23.7	22.9	19.2	21.7	*	*	*		0.3	68.2	31.5	7.1	6.9	86.0
1937	11.8	25.3	22.1	19.6	21.2	*	*	*		0.0	65.7	34.3	6.7	84.9	8.4
1938	21.0 ⁵	25.6 ⁶	20.7	17.4	15.4	*	*	*		0.3	73.3	26.4	21.5	76.6	0.2
1939	18.0 ⁵	24.7 ⁶	22.2	19.1	16.0	*	*	*		2.9	74.1	23.0	11.1 ⁷	63.2 ⁸	25.7 ⁹
1940	—	—	—	—	—	20.0	60.6	19.4		—	—	—	—	—	—
1941	—	—	—	—	—	18.1	63.4	18.5		—	—	—	32.5	42.5	25.0
Persons covered (thous'ds)	587					*				*			—		

Date	EUROPE (concl.)														
	Italy ¹				Latvia			Sweden ^{2, 13}				Switzerland			
	Per week ⁹				Per week			Per week ¹⁴				Per week			
	Un. 40 h.	40.0- 44.9 h.	45.0- 48.0 h.	Over 48 h.	Under 46 h.	46 h.	Over 46 h.	Up to 40 h.	41- 47 h.	48 h.	Over 48 h.	Under 36 h.	36.0- 47.9 h.	48 h.	Over 48 h.
	a	b			*	*	*	*	*	*	*	*	*	*	*
1929	8.9	75.5	15.6		*	*	*	*	*	*	*	*	*	*	*
1930	20.8	66.7	12.5		*	*	*	*	*	*	*	*	*	*	*
1931	24.2	64.6	11.2		*	*	*	*	*	*	*	*	*	*	*
1932	28.4	63.6	8.0		24.9 ¹²	73.0 ¹²	2.1 ¹²	*	*	*	*	*	*	*	*
1933	20.8	70.7	8.5		13.6	84.6	1.8	8.5	32.7	51.3	7.5	7.2 ¹¹	20.8 ¹¹	59.5 ¹¹	12.5 ¹¹
1934	30.5	61.9	7.6		11.3	80.4	8.4	8.0	29.1	42.5	20.4	4.2 ¹¹	21.2 ¹¹	65.3 ¹¹	9.3 ¹¹
1935	28.3 ¹⁰	39.6 ¹⁰	21.7 ¹⁰	10.4 ¹⁰	17.6	62.0	20.4	6.1	35.4	37.1	21.4	*	*	*	*
1936	27.5	44.0	18.7	9.8	16.1	63.8	20.1	4.6	35.8	39.6	20.0	*	*	*	*
1937	16.5	47.4	26.7	9.4	13.4	62.9	23.7	4.6	41.9	36.5	17.0	*	*	*	*
1938	21.7	52.2	18.8	7.3	11.0	64.7	24.3	8.5	46.1	36.6	8.8	2.8	22.1	69.9	5.2
1939	19.1 ¹¹	51.9 ¹¹	20.4 ¹¹	8.6 ¹¹	15.4	61.2	23.4	16.3	58.0	12.3	13.4	1.7	14.2	71.8	12.3
1940	*	*	*	*	17.7 ⁷	63.3 ⁷	19.1 ⁷	10.2	40.2	29.5	20.1	1.2	14.7	66.6	17.5
1941	*	*	*	*	*	*	*	7.1 ^r	42.3 ^r	31.6 ^r	19.0 ^r	0.8	18.3	69.7	11.2
Pers. cov'd (th's.)	1,156				36			394				260 ^r			

¹ Excluding overtime; figures for the month of highest employment. ² Excluding building. ³ Up to 43 h. ⁴ 44-47 h. ⁵ W.P.A.; non-agricultural employment; October of each year. ⁶ I-VII. ⁷ I-V. ⁸ "Ministry of Corporations". ⁹ Before May 1935: a = under 48 hours; b = 48 hours. ¹⁰ V-XII. ¹¹ I-VI. ¹² I-XII. ¹³ Including mines. ¹⁴ Up to 1937: XI; 1938: VII; 1939: VI; 1940 and 1941: XI.

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Aaltonen, Frank. *Maynard Weavers. The story of the United Co-operative Society of Maynard.* Maynard, Mass., United Co-operative Society, 1941. 75 pp. Illustrated.

History and description of one of the most successful consumers' co-operative societies in the United States, first founded by a community of Finnish immigrants in 1907. A characteristic feature of the society is the variety of service it performs for its members: grocery, bakery, restaurant, filling station, supply of coal, farm service department, etc.

American Year Book, The: A Record of Events and Progress for 1941. Edited by William M. SCHUYLER and Albert Bushnell HART. New York, Thomas Nelson and Sons, 1942. xxiii + 1,054 pp. \$8.50.

This twenty-seventh annual edition of the well-known year-book surveys twenty-seven major fields of activity in or relating to the United States. It also includes financial, political, and war chronologies, a necrology, and lists of societies and periodicals.

Condliffe, J. B. *Agenda For a Postwar World.* New York, W. W. Norton & Co. Ltd., 1942. 232 pp. \$2.50.

In setting out to list what must be done if a co-operative and prosperous post-war world is to be created, Professor Condliffe argues that the most important problems to be faced are those of national economic policy. Nevertheless, the success of national policies aimed at achieving higher standards of living will require a high degree of international co-ordination. The book's analysis is devoted to specific economic aspects of the immediate post-war situation because future economic needs and problems are more clearly discernible now than the future patterns of political forces. But three political assumptions are outlined as representing the minimum basis for successful economic reconstruction. These are: that the United Nations, and especially the United States, must recognise their responsibility for maintaining international order and controlling international collaboration; that certain specific limits must be set to State sovereignty; and that the creation of supra-national institutions will be recognised as a necessary means of implementing social welfare policies. Throughout, the author stresses the paramount importance of United States public opinion: if the United States will lead the way, other nations will be bound to follow; but if the United States should abdicate responsibility for helping to initiate helpful post-war changes, no basis can be laid for an enduring peace.

Professor Condliffe first stresses the difficulties in the way of organising a durable democratic peace. The initial problem will be to avert an immediate post-war inflation which would be followed by a drastic deflation, as in 1919-1921. To deal with this problem many wartime economic controls must for a time be maintained. Over the longer term the economic activities over which Governments should have paramount control, and those left to individual enterprise,

should be more clearly defined than they were before the war. The maximising of social welfare will be best achieved not only by extending State control over natural monopolies, but by giving greater assurance to the driving power of private enterprise in its proper sphere.

This book does not seek to provide a blue-print for post-war economic organisation, but it does illuminate a number of the most pressing problems. First, the idea of economic regionalism is subjected to analysis, but is rejected. Both in Europe and in southeast Asia, the countries concerned have more intimate economic ties with overseas States than with their geographic neighbours. Therefore there is no benefit to be gained from regional groupings which will not be had on at least an equal, if not a greater, scale by way of universal economic co-operation. And the latter can be solidly based on the international economic machinery now in existence—the International Labour Office, the technical Services of the League of Nations, the Bank for International Settlements, etc.—and on the organisations in process of development for the inter-Allied co-ordination of wartime activities of all kinds. The semi-permanent crisis created by surplus agricultural production can be cured, in the author's opinion, only by restoring a greater measure of free trade in order to maximise the gains which can be had from a sane international division of labour. He advocates a programme of promoting public works and encouraging new consumers' goods industries for the purpose of solving the problems which will be created by demobilisation, but warns that if these policies are to be successful, there must be a high degree of co-ordination among the nations.

The difficulties of inter-Allied repayment and of reparations are posed, and in this connection the suggestion is made that the aggressor nations might legitimately be forced to make good in real terms the destruction they have caused. That is, they could be forced to supply the labour and materials for rebuilding, say, factories in the invaded countries. But in no circumstances should international accounts and exchanges be burdened with repayment or reparations in monetary form. The paramount need for a revived and augmented flow of international investment is stressed at length, and also the importance of providing for technical aid and for refugee settlement as a means to international economic development.

Finally, the problems connected with commercial policy and access to raw materials are analysed. Professor Condliffe feels that only a return to freer trade can resolve the frictions set up by maintenance of high-cost production through tariff and auxiliary protectionist devices. Wartime controls over trading and foreign exchange transfers are unlikely to be removed altogether until artificial barriers to trade are reduced or abolished. Throughout the book emphasis is laid on the necessity of restoring competitive practices and a sound international division of labour, and on the impossibility of achieving immediately an ideal solution for post-war economic problems. Progress will surely be made, but only after a series of compromises and concessions to temporary political pressures.

The book as a whole constitutes a major contribution to the growing literature of post-war reconstruction.

Cooper, Alfred M. *Employee Training*. New York and London, McGraw-Hill Book Company, Inc., 1942. ix + 311 pp. \$2.50.

The author's main purpose is to assist undertakings in carrying out educational programmes for their employees by the conference method. Experience has shown, he points out, that instruction by means of lectures is not the best method for such purposes; "nowadays the older classroom methods of teaching are employed in industry only when the conference method obviously is unsuitable". Drawing on his extensive personal experience, he shows how the conference method of instruction should be organised and applied, with a wealth of detail that is often picturesque. Thus, those who aspire to act as conference leader are informed exactly what constitutes a "kindly facial expression", and are given detailed advice as to their personal appearance and mannerisms.

Day, Clive. *Economic Development in Europe*. New York, The Macmillan Company, 1942. xxii + 746 pp.

An interesting, though condensed, analysis of the economic development of seven European countries—Great Britain, France, Germany, Italy, Russia, Spain, and Ireland—from the middle ages up to the outbreak of the second world war. The author's object is to discuss the inter-relation of economics and politics

in history, since he is firmly convinced that "progress in the production of wealth has been found dependent on a social and political system that would stimulate activity and enterprise and would assure them their reward". Apparently such a state of affairs can be found only in a firmly based capitalist system in which Government regulation is practically restricted to preventing the excessive exploitation of labour and providing for collaboration between the Government and manufacturers in such matters as research and between manufacturers themselves for the amalgamation and rationalisation of industry. Professor Day considers that much of the criticism levelled against the capitalist system should be directed against the Governments, "which have been unable to make the best of it". "The worst fault of capitalism is that it has outrun our political competence." To illustrate his thesis that bad Government can ruin a country's economy, he takes Spain and Ireland as examples of economic pathology. The conclusions that he draws should be salutary for the more earnest advocates of economic planning, but they are not sufficient to prove that an enlightened regulation of economic activity by the State must necessarily prove disastrous. In a word, it may be questioned whether a study of economic history must inevitably lead to the conclusion that an economic system which was no doubt efficient in the past will have to play a part in a future in which the fundamental situation may be profoundly altered.

Fishbein, Morris. *The National Nutrition.* New York, The Bobbs-Merrill Company, 1942. 192 pp.

A readable and interesting little book. The author maintains that a "knowledge of foods and their effects on the human body is as essential as cleanliness for optimum health"; accordingly he gives a very clear and concise analysis of the relative nutritional value of the different food products, and translates his figures into terms of everyday foods. He claims that while the population of the United States has long been the best fed, "too many of our people have been and still are ill nourished"; "but if we use all the knowledge and resources we have available, we can extend the advantages of adequate nutrition to develop a still healthier people", a matter of special importance in a long war.

Hayden, Joseph Ralston. *The Philippines: A Study in National Development.* New York, The Macmillan Company, 1942. xxvi + 984 pp. Illustrated. \$9.

This is a very full study of the evolution of the Philippines under American tutelage from the date of their acquisition from Spain until the outbreak of the present war. Almost from the outset American policy seems to have aimed at preparing the islands for self-government as rapidly as possible. The preparation took two forms. Economic and—of particular importance in the tropics—public health measures were adopted to increase the internal strength of the Philippine economy, and American political institutions were fostered. These institutions, the author notes, have been adapted to Philippine needs by Filipino leaders, particularly during the long period of President Quezon's leadership. Consequently Filipino democracy may be described as more Rooseveltian than Jeffersonian, and in particular the powers of the Chief Executive are not subject to the same restraint of judicial review as has developed in the Constitution of the United States. The doctrine of "national leadership" which was developed by President Quezon under the Commonwealth gives the Chief Executive a dominant position in the Constitution which the principle of checks and balances denies the President of the United States. The author calls attention to the adaptation of American institutions to meet the needs of a Filipino democracy, and points out that the Philippine Constitution is not necessarily undemocratic for the mere reason that it differs from that of the United States. He also draws attention to the problem of insecurity facing the Philippines in the Western Pacific and discusses the strain which the complete separation from the United States, planned for 1946, would have placed on the economic life of the Philippines.

Johnson, Charles S. *Growing up in the Black Belt. Negro Youth in the Rural South.* Washington, D. C., American Council on Education, 1941. xxiii + 360 pp.

A report prepared for the American Youth Commission which is based upon original field research undertaken to see wherein Negro youth faces distinctive

problems in their development. Eight counties, representing the major types of southern agricultural life, were selected for this study. The report contains interesting chapters concerning the social world of youth; status and security; youth and the school, etc. The chapter on "Occupational Outlook and Incentives" gives useful information on the work done by rural Negro youth and their preferred occupations.

Keesing, Felix M. *The South Seas in the Modern World.* With a Foreword by J. B. Condliffe. Institute of Pacific Relations, International Research Series. New York, John Day Company, 1941. xv + 391 pp. \$3.50.

A scholarly and timely analysis of the resources, peoples and problems of the Pacific Islands by the Professor of Anthropology at the University of Hawaii. Professor Keesing stresses the great potential resources of the South Sea islands and foresees the possibility of intensified development within the framework of the commercial economy; but he also discusses the possibility that the island peoples may be driven in certain circumstances to resort to a subsistence economy. He reviews the alternative policies of isolation, assimilation, and education of the indigenous populations, advocating no sudden or sweeping readjustments, and concluding that "the outside world can present possible lines of action by example and education and can make available material and intellectual tools, but for effective readjustment decisions must rest with the people themselves". Similarly, he concludes that educational problems are best determined according to local needs. Possible future administrative systems are also examined: transfer of sovereignty to the mandatory nations; integration and administration by joint commissions; or, alternatively, "the development of international collaboration with appropriate government machinery". Tribute is paid to the stimulus towards improvement of labour conditions which has been given by the activities of the International Labour Organisation. The book as a whole is comprehensive, fully documented, and well written. It will repay study by all who are concerned with the formulation of policy for the Pacific Islands and for other territories with comparable problems.

Kingsley, J. Donald, and Petegorsky, David W. *Strategy for Democracy.* New York, Toronto, Longmans, Green and Co., 1942. ix + 342 pp. New York, \$3; Canada, \$4.

This book is largely concerned with the long-term questions of social and economic action, indicating that, according to the authors, the choice which must be made is between the extension of democracy and its destruction. It states that:

We are equally and immediately concerned with the problems of post-war reconstruction because we feel that a scheme of rehabilitation must be an integral part of any programme for democratic victory . . . A clarification of the problems of reconstruction to-day is no less important in our struggle against fascism than military strategy or the mobilisation of military resources; and unless an intelligent plan for the post-war world has been evolved by the time hostilities are finally ended, our victory may prove a wholly illusory one.

Summarising the problems that the volume as a whole proposes to deal with, the authors maintain that the basic elements of society to be achieved in a new social order are: a planned economic order in which resources are made available for the well-being of all people; recognition of human need rather than profit or power as the guiding principle of social policy; refusal to recognise any limitations but those of resources, skill or knowledge to the continuous extension of the frontiers of human welfare; adequate assurance of social, economic, and political equality to all races and creeds, with protection for their cultural and religious freedoms; the creation of an international order that will reduce to a minimum the possibility of future wars.

In addition to the chapters written by the authors, five papers are included: "The Framework of International Organization" by Pierre Cot; "Mastering the Military Machine" by Max Werner; "Culture and Territory" by Albert Guérard; "Towards a Solution of the Minorities Problem" by Oscar I. Janowsky; and "Towards a Planned Economy" by Mordecai Ezekiel. These papers were originally presented at a Conference on Progressive Action and Post-War Reconstruction held at Antioch College in June 1941.

In the concluding section, written after the United States came into the war, the authors state that none of their views are altered by the changed political situation. They propose, *inter alia*, the establishment in the Federal Government of an Office of Reconstruction, charged with the task of planning for the post-war period and integrating and co-ordinating the research and analyses of various private groups and individuals on the problems of reconstruction, and the training of a civilian reconstruction force which will be prepared to assist in the rehabilitation of devastated areas. Finally, it is emphasised that:

The strengthening of progressive movements and organisations everywhere has become all the more compelling. They must achieve what their Governments are unwilling or unable to do. The labour and progressive movements of the United Nations, particularly of the United States and Great Britain together with Soviet and Chinese delegations, must begin at once to formulate a common programme of peace aims which will embody the minimum they will accept in any post-war settlement. A declaration by the progressive forces within the United Nations that they are determined to use their tremendous power to effect such a peace settlement, and no other, would probably have a far greater impact within the fascist and fascist-dominated lands than any formal official pronouncements. . . Nor must the efforts of the progressive and labour movements throughout the world cease with the formulation of peace aims. They should proceed at once to set up permanent commissions and machinery for the preparation of plans for reconstruction that will co-ordinate the work of progressive groups in all lands.

Métall, R. A. *O seguro-doença na América do Sul*. Rio de Janeiro, Imprensa Nacional, 1942. 27 pp.

Dr. Métall's pamphlet gives an account of compulsory sickness insurance in South America. It describes, in some detail, the schemes in operation in Chile, Ecuador, and Peru, and the proposals under consideration in several other countries.

Mukerjee, Radhakamal (editor). *Economic Problems of Modern India*. Vol. I. Toronto, The Macmillan Company of Canada, Limited, 1939. xix + 443 pp. \$3.50.

Mukerjee, Radhakamal, and Dey, H. L. (editors). *Economic Problems of Modern India*. Vol. II. Toronto, The Macmillan Company of Canada, Limited, 1941. xxxvii + 522 pp. \$5.

A valuable publication, which not only provides, in the comparatively brief space of some thousand pages, an authoritative summary of a great deal of information on conditions in India, derived from numerous official publications and other studies, but also throws light on lines of further advance. The survey, it is stated, has been planned "as a strictly scientific undertaking towards an adequate comprehension of the various factors and constituents making up the Indian economic situation as a whole". It will be found to be of considerable assistance to those who are desirous of making themselves familiar with the background of problems which are widely discussed at the present time.

It is made up of contributions by civil servants, university teachers, and others, both Indian and British, who have acquired competence in their different lines by long experience. Each volume, which opens with a general introduction, is composed of three parts, and each part comprises several chapters. Vol. I deals with the background, agriculture, and trade, while Vol. II covers industry and labour, currency and banking, and public finance. The indexes to the two volumes add to the usefulness of the publication.

Parker, J. S. *Social Security Reserves*. Foreword by Edwin E. Witte. Washington, D. C., American Council on Public Affairs, 1942. xvi + 340 pp. Cloth \$3.50; paper \$3.

This book is a discussion of the question whether or not an actuarial reserve is desirable for financing the old-age and survivors' benefits provided for by the American Social Security Act, 1935-9. Though it is not, therefore, a systematic theoretical study of the principles of financing great schemes of pension insurance, yet several of the issues examined are fundamental also for foreign schemes of somewhat similar design and extent, and the arguments presented in relation to the United States situation are applicable, with some modification, in relation

to the situation in other countries. The book is divided into three parts. The first recounts the considerations and events that determined the pension insurance provisions of the Social Security Act. The second examines the experience of numerous private and public pension funds in the United States, and of the general schemes of Germany, Great Britain, France, and Sweden. The third discusses a series of fundamental issues, *e.g.* whether a nation can save for its future, how a pension insurance reserve might be invested so as to increase the productivity of future generations, and the effect of a large pension insurance reserve upon the financial interests of commercial life insurance companies. It early becomes clear that the author is a partisan of the accumulation of an actuarial reserve for the American pension insurance scheme, and this thesis is developed throughout the book. There is a very persuasive chapter advocating the investment of the reserve in public works, but the reader is not shown how investments of undoubted social utility but earning no specific revenue can be reconciled with the "honest book-keeping" which is also recommended by the author.

Pennsylvania, University of. Bicentennial Conference. *Studies in Political Science and Sociology.* Philadelphia, University of Pennsylvania Press, 1941. 194 pp. \$2.

Of the eleven essays contained in this volume, three are concerned with evaluating American education in terms of the political objectives of an enlightened democracy and six with minorities and emigration. Those who selected the topics seem to have recalled that Pennsylvania was one of the first of the American States to extend generous treatment to racial and linguistic minorities and one of the first to have an enlightened educational policy. The papers dealing with education examine American education in terms of its professed objective of equality of opportunity, its efficiency as judged by the relation between the persons capable of absorbing higher education and the persons who actually receive it, and the appropriateness in a democratic society of traditional teaching habits based on competitive examination. The general topic of minorities and immigration is examined in many of its aspects. The historical position of minorities in the United States and their present status and composition are discussed. In addition to the essays mentioned above, all by American scholars, Dr. Hu Shih contributes a plea for an "instrumentalist" view of political institutions, and Professor Rappard recalls the effect of American institutions on the development of Swiss federalism in the first half of the nineteenth century.

Poblete Troncoso, Moisés. *Evolución del Derecho Social en América.* Santiago de Chile, Editorial Nascimento, 1942. 480 pp.

This work makes no claim to be a systematic treatise on Latin American labour legislation, but the student of social law will find in it an analytical description of the evolution of that legislation, showing the special conditions in which it took place in the different countries and also bringing out any features that the Latin American countries have in common in this respect. The study covers the whole period from the pre-Columbian era (the Inca and Aztec civilisations) up to 1940. It examines the interesting question of the influence of social law on the traditional branches of law, and examines the codification of social law in Latin America and the problem of freedom of association. In conclusion, a full account is given of the international aspect of the social policy of the Latin American countries, with special attention to their relations with the International Labour Organisation.

Ryan, John A. *Distributive Justice. The Right and Wrong of Our Present Distribution of Wealth.* New York, The Macmillan Company, 1942. xi + 357 pp. \$4.

A study from the Catholic standpoint of the moral aspects of the distribution of wealth and income among the four classes that contribute the necessary factors to the process of production: landowners, capitalists, business men, and wage earners. With regard to landownership and rent, the author considers private ownership as socially preferable to the socialist and single-tax systems, but he admits that the present system of land tenure presents very grave defects, which are the promotion of monopolies, the diversion of excessive gains to landowners, and the exclusion of large masses of men from the land because the owners

will not sell it at its present economic value. Remedies can be found in a reasonable scheme of taxation and of leases to individuals of those lands which are owned by the State or cities. In the next section of his book, dealing with private capital and interest, he maintains that the State is justified in permitting the practice of taking interest, since it is uncertain whether sufficient capital would be provided otherwise, but suggests that the burden of interest might be lessened by a reduction of the rate and a wider diffusion of capital through co-operative enterprise. Further, a business man who does not use unfair competitive methods has a right to profits, but the Government is bound to take action in order to put a check on excessive profits. The State should either operate or control all natural monopolies and prohibit artificial monopolies and over-capitalisation. Progressive taxes on income, excess profits, and inheritance would allow a better distribution. Lastly, the adult wage earner is entitled to a living wage, sufficient to provide himself and his family with a decent livelihood. The methods of increasing wages are mainly four: setting up a minimum wage by law, labour unions, profit sharing, and a share in the ownership of the industry.

Tartakowsky Henker, Wladimiro. *El Problema de la Migración. Los movimientos de la población analizados a través de la historia de la Humanidad.* Santiago de Chile, Dirección General de Prisiones.—Imp., 1941. 198 pp.

The author sketches a picture of the human migrations that have taken place since the remote past until the present time and tries to bring out their principal features in each era. He shows that migration is an essentially economic phenomenon and stresses the importance of the part it has played as a factor in the progress of civilisation, whether the immigrant brings with him the knowledge of a higher civilisation or assimilates that which he finds in the country he enters. In conclusion, the author examines the policy which he considers that Chile should adopt as a country of immigration.

It is indispensable, he says, that we should try to increase our population by all the means at our disposal, and that we should encourage foreign immigration, which will bring great economic and social advantages since it will affect all the productive activities of the nation, especially if a wise land settlement policy is adopted. But the immigrants we need are not only those from the industrial and agricultural proletariat. We also need skilled men who will bring us, in addition to their manual ability, an intellectual and spiritual capital that will enrich the country . . . Manufacturing industry, which is still in its inception, needs an adequate number of competent workers, not only as foremen in the different workshops, but also as technicians and experts for its various branches.

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¹ Mention in this list does not preclude publication of a book note in a subsequent issue of the *Review*.

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