



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

SEVENTH CANADA-UNITED STATES MEETING ON LABOUR SUPPLY

The seventh in the series of Canada-United States tripartite meetings on labour supply, held under the auspices of the I.L.O., took place in New York on 13 and 14 February 1943. The agenda of the meeting included two items: (1) an exchange of views on man-power developments in Canada and the United States since the last meeting held in Montreal in August 1942¹; and (2) labour-management co-operation in organising labour supply for war production.

As a basis for the discussion, the Office had prepared a report on British joint production committees² and distributed an article on labour-management committees in United States war plants prepared by a member of the Labor Production Division of the War Production Board; and, at the meeting, a memorandum was circulated which outlined the machinery for management-labour co-operation with the United States War Manpower Commission. In addition, the Office had prepared a list of the principal questions raised by labour-management co-operation in organising labour supply for war production, to serve as a guide in the discussion. Mr. Carter Goodrich, Chairman of the Governing Body of the International Labour Office, acted as chairman of the meeting. The discussion was informal, as in previous meetings of the series, and no resolutions or formal decisions were adopted.

It was agreed to hold the next meeting in the near future, the choice of the date, place, and agenda being left to be decided by the International Labour Office in consultation with the Governments and employers' and workers' organisations concerned.

The Canadian participants in the meeting were the following: Mr. Bryce Stewart, Special Consultant to the Department of Labour; Mr. C. F. Needham, Associate Director, National Selective Service, Department of Labour; Major-General H. J. Riley, Co-associate Director, National Selective Service (Armed Services Branch), Department of Labour; Mr. Allan M. Mitchell, Director of Employment Service and Unemployment Insurance, Department of Labour; Mr. Walter J. Couper, Special Assistant, Department of Labour; Mr. H. C. Goldenberg, Director General, Economics and Statistics Branch, Department of Munitions and Supply; Mr. H. R. Kemp, Economic Adviser, Wartime Prices and Trade Board; Mr. D. B. Chant (replacing Mr. M. M. MacLean, Director of Industrial Relations, Department of Labour); Mr. Charles Chartier, Representative of the Government of the Province of Quebec; Mr. A. C. Thompson, Industrial Relations Department, Canadian Manufacturers' Association (replacing Mr. H. W. Macdonnell, Acting Employer Member of the Governing Body of the International Labour Office); Mr. A. Deschamps, Mr. G. E. Jackson, and

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 442.

² *Idem*, Vol. XLVII, No. 3, Mar. 1943, p. 344.

Mr. H. Taylor, Employer Members, Advisory Board of National Selective Service; Mr. J. A. D'Aoust, Secretary-Treasurer, Trades and Labor Congress of Canada; Mr. W. Dunn, Worker Member, Advisory Board of National Selective Service; Mr. Eugene Forsey, Chief of the Research Department, Canadian Congress of Labour; Mr. Ernest Ingles, Vice-President, International Brotherhood of Electrical Workers (Trades and Labor Congress of Canada); Mr. J. A. McClelland, Worker Member, Advisory Board of National Selective Service; Mr. A. R. Mosher, President of the Canadian Congress of Labour, Worker Member, Advisory Board of National Selective Service.

The United States participants were the following: Mr. Isador Lubin, Commissioner of Labor Statistics, Department of Labor, Economic Assistant to the President of the United States; Major-General Lewis B. Hershey, Director, Bureau of Selective Service, War Manpower Commission; Mr. William Haber, Director, Bureau of Program Planning and Review, War Manpower Commission; Mrs. Anna Rosenberg, Regional Director, War Manpower Commission; Miss Frieda S. Miller, United States Delegate to the International Labour Conferences of 1936, 1938 and 1940; Mr. Philip Clowes, Associate Director, Labor Production Division, War Production Board; Mr. Henry Iler, Mr. Alvin Roseman and Miss Charlotte Carr, Assistants to the Chairman, War Manpower Commission; Mr. W. Ellison Chalmers, Acting Chief of Staff, War Production Drive, Labor Production Division, War Production Board; Mr. Thomas C. Blaisdell, Jr., Assistant Director, National Resources Planning Board; Mr. A. F. Hinrichs, Acting U.S. Commissioner of Labor Statistics, Department of Labor; Mr. J. M. Tone, Labour Consultant, Department of Labor; Miss Marjorie G. Russell, Executive Secretary, Management-Labor Policy Committee, War Manpower Commission; Mr. Henry I. Harriman, Employer Member of the Governing Body of the International Labour Office; Mr. C. G. McDavitt, Substitute Employer Member of the Governing Body of the International Labour Office; Mr. E. B. Dithridge, Alternate Employer Member, Management-Labor Policy Committee, War Manpower Commission; Mr. R. Randall Irwin, Employer Member of the Management-Labor Policy Committee, War Manpower Commission; Mr. James Carey, Secretary-Treasurer, Congress of Industrial Organizations; Mr. William Collins, American Federation of Labor Organizer, New York; Mr. I. Fineberg, Representative of A.F. of L., replacing Mr. David Dubinsky; Mr. Joseph McDonagh, Alternate Worker Member of Management-Labor Policy Committee, War Manpower Commission; Mr. George Meany, Secretary-Treasurer, American Federation of Labor; Mr. Martin H. Miller, Worker Member, Management-Labor Policy Committee, War Manpower Commission; Mr. Thomas Murtha, Central Trades and Labor Council of Greater New York; Mr. Michael Ross, Alternate Worker Member of Management-Labor Policy Committee, War Manpower Commission; Miss Jennie Matyas, Representative of the Women's Policy Committee, War Manpower Commission.

Other persons attending the meeting were: Sir Ramaswami Mudaliar, K.C.S.I., Member of the War Cabinet, London; Mr. Walter Nash, Minister for New Zealand, New Zealand Legation, Washington; Mr. J. B. Brigden, Financial Counsellor, Australian Legation, Washington; Mr. T. R. Aickin, Secretary, New Zealand Legation, Washington; Mr. A. McD. Gordon, Labour Attaché, British Embassy, Washington; and Mr. Alexander Gunn, Ministry of Labour and National Service of Great Britain (temporarily attached to the Department of Labour, Ottawa).

PUBLICATIONS OF THE OFFICE

YEAR BOOK OF LABOUR STATISTICS 1942

The seventh (1942) issue of this annual publication, which presents in tabular form the principal statistics relating to labour conditions in some sixty countries, has now been published.

The plan of the present issue follows closely that of the Year Book for 1941, in which the trilingual form of presentation in French, Spanish, and English was first adopted. The tables are compiled from figures taken, with a few exceptions, from official publications or communicated to the Office by Governments, and have in most cases been submitted to the statistical services of the countries concerned. All the tables have been brought up to date as far as possible, but

in the present circumstances it has not been possible to do this as fully as in the past, in particular for belligerent and occupied countries where many statistical series are no longer published.

Two new tables are added, one on the distribution of food expenditures on the chief food groups as shown in family living studies, and the other showing differences in the percentages of expenditure on the chief groups of items at different income levels. In addition, the table on cost-of-living indices is expanded by including trends of the group indices of fuel and light, clothing, and rent.

The tables are divided into eight sections, dealing with the following subjects: total and gainfully-occupied population; employment and unemployment; hours of work; wages; cost of living and retail prices; family living studies; migration; industrial accidents. The Appendix contains tables of world indices of production, index numbers of wholesale prices, exchange rates, and value of currencies as a percentage of their gold parity in 1929; the data for these tables have been supplied by the Economic, Financial and Transit Department of the League of Nations. The usual list of sources has been restored in the present edition, and a synoptic table added which combines references to these sources with an indication of the countries covered in each table.¹

THE INTERNATIONAL STANDARDISATION OF LABOUR STATISTICS

Under the above title the Office has published a review of the statistical work of the International Labour Office and of various international statistical conferences which revises, amplifies, and brings up to date a report of the same name published in 1934.

Since the publication of the first edition of this report, a number of new developments have taken place, the most important being the adoption by the International Labour Conference in 1938 of a draft Convention concerning statistics of wages and hours of work. The present revised edition also contains the recommendations of the International Labour Office Committee of Statistical Experts on international comparisons of wages, food costs and rents, and extracts from the reports prepared by the Committee of Statistical Experts of the League of Nations, on which the Office is represented, on the statistics of the gainfully occupied and of housing.

The report is divided into two parts. The first discusses the work of the International Labour Office and of the international statistical conferences on the standardisation of labour statistics under the following heads: classification of industries and occupations; employment and unemployment; wages and hours of work; cost of living; international comparisons of real wages and cost of living; family living studies; industrial accidents; housing; collective agreements; industrial disputes; emigration and immigration; Year Book of Labour Statistics. The second part contains the documentary texts, now arranged by topic under the same heads as are used for the first part. The volume also contains a full index.²

LEGISLATIVE SERIES

The quarterly instalment of the *Legislative Series* for January-March 1943 has just been published.

This instalment contains translations or reprints of recent legislative measures affecting labour in the following countries: Bohemia and Moravia, Brazil, Canada, Cuba, Ecuador, Finland, France, Germany, Great Britain, Italy, Union of Soviet Socialist Republics, Sweden, Switzerland, United States of America, and also a translation of an international treaty respecting social insurance between Germany and Hungary. Special mention may be made of the Ecuador Social Insurance Act, the Russian Order for the mobilisation of civilians for agricultural work, and the United States legislation on the stabilisation of wages and salaries.

The Index for the *Legislative Series* 1940 and the Table of Contents for the *Legislative Series* 1941 are issued with this instalment.

¹ *Year Book of Labour Statistics 1942*. Seventh year. Montreal, 1943. xii + 222 pp. Price: paper bound: \$2; 8s.; cloth bound: \$3; 10s. 6d.

² *Studies and Reports, Series N (Statistics) No. 25*. Montreal, 1943. vii + 169 pp. Price: \$1; 4s.

OBITUARY

SYDNEY PARLETT

The Acting Director of the International Labour Office deeply regrets to announce the death at Troy (New York State) on 1 March 1943 of an old and valued member of the staff, Sydney Parlett, at the age of 50 years.

Sydney Parlett came from the rank and file of British labour. He started his career as a transport worker and, while still a young man, he won recognition in the British transport workers' movement by his active participation in trade union life. He acquired some knowledge of foreign languages, which he improved by working for shorter or longer periods in various countries, and prior to the outbreak of war in 1914 he was a translator on the staff of the International Federation of Trade Unions, which then had its headquarters in Berlin. For the whole period of the war of 1914-1918 he was interned in Germany. After the war he re-entered the service of the International Federation of Trade Unions, which meanwhile had transferred its headquarters to Amsterdam. From there he went in 1923 to the International Labour Office in Geneva, where he proved himself particularly fitted for the post of liaison officer, especially with the British trade union movement; and for many years he acted as a guide and counsellor, particularly to the British workers' representatives at the sessions of the International Labour Conference, and in general to those English-speaking labour leaders who took an interest in international labour affairs, whose number he was always trying to increase. His absence from future Conferences will be felt by many of his old friends, not only in Britain but in many parts of the world.

It was characteristic of Parlett that he should have died in harness. Stationed in London since 1940, he had crossed the Atlantic for the second time since the beginning of the war on an official mission for the International Labour Office in Montreal. From Montreal he had gone to New York to meet the members of the Trades Union Congress General Council who were then in the United States, and it was on the return journey to Montreal that he was taken ill. He underwent an operation on 24 February, but survived it only by a few days. The funeral ceremony was attended by representatives of the International Labour Office, and also by Mr. John Marchbank, former General Secretary of the British National Union of Railwaymen, and Mr. Omer Bécu, of the International Transport Workers' Federation.

STEPHEN LAWFORD CHILDS

The Acting Director and the staff of the International Labour Office have learned with deep regret of the sudden death of their former colleague Stephen Lawford Childs, Director of the Bureau of Public Relations at the British Embassy, Teheran, as the result of an air accident in the Middle East on 18 January 1943 while he was on an official mission.

Stephen Lawford Childs joined the staff of the League of Nations in 1921 as special representative in Istanbul of the High Commissioner for Refugees, Dr. Nansen. As Nansen's assistant, he spent the immediate post-war years on refugee work, principally in the Balkans and in Latin America, where he spent several years. He was transferred to the International Labour Office in 1930 and became Personal Assistant to Mr. Harold Butler, then Director of the Office. In this capacity he played an important part in developing the activities of the Office under Mr. Butler's direction, and his experience of international problems, his knowledge of languages, and his keen intelligence made his services highly valued in the Office.

Under the name of Stephen Lawford, he wrote several books. One of them was devoted to the I.L.O. and was published in 1939 under the title *Sowing Justice; or The Romance of the International Labour Office*.

SOCIAL AND ECONOMIC POLICY

POST-WAR PLANNING IN SWEDEN

Motions urging the appointment of agencies to study post-war problems were introduced in both Chambers of the Swedish Riksdag on 21 January 1943 by members of the Social Democratic Party. That submitted to the First Chamber (Upper House) proposes the appointment of a commission to enquire into and prepare the solution of post-war problems and to report within three years of the restoration of peace. The motion submitted to the Second Chamber suggests the appointment of special agencies for economic peace preparedness. The text of these motions is given below, together with a summary of a memorandum submitted to the Government in December 1942 by a number of representative bodies, which called for the appointment of a commission in conformity with the resolution on post-war economic and social problems adopted by the New York-Washington Conference of the International Labour Organisation in November 1941.

The First Chamber Motion.

After pointing out that humanity is standing at the parting of the ways, and that if there is no change after the war there may be a third world war or even civil war within a generation, the motion maintains that a new outlook is necessary and that "reliable guarantees of peace and a new community based on freedom, security, and respect for the human personality and the honour of work" must be created. Accordingly it proposes that:

The Riksdag should decide to request the Government to appoint a commission to enquire into and prepare the solution of post-war problems and to put forward its proposals not later than three years after the restoration of peace.

The Second Chamber Motion.

This motion explains that economic researches are being carried out in Sweden in several respects by both public and private bodies. Several agencies for the control of economic affairs have been set up during the present emergency, just as in peacetime there was a special agency for economic war preparedness. In some cases the agencies have been requested to consider the future peace needs, for example, with regard to agriculture. The time seems to have come to set up a special body which would have authority to concentrate on the task of preparing, surveying, and co-ordinating the transition from a wartime to a peacetime economy. It is considered likely that much of the responsibility in this respect will remain with private undertakings or their free associations. But there are many tasks and problems which exceed the scope of individual undertakings or even individual industries; for example, agriculture depends on industry and industry on agriculture, and both are dependent on international trade, which is now being controlled more and more by Governments.

Accordingly it is held that a first preliminary measure should be to make a general inventory of economic post-war problems which may require official action. The survey should be entrusted to a small number of highly qualified economists, who should be able to refer special studies to suitable experts and institutions, making use of existing institutions where necessary. The results of the survey should be made the subject of political discussion before action is taken which might irrevocably direct future developments into a particular channel.

In the first place the enquiry should investigate what the immediate marketing needs will be when industry, agriculture, forestry, and economic life in general are to change over to peacetime conditions, and how far State intervention can

contribute to the unhampered marketing of production on such a scale that full use is made of all man-power and all the means of production. At the same time an enquiry should be made into how fully this end can be attained in such a way as to preserve a reasonable degree of economic freedom for both producers and consumers.

The motion accordingly proposes that:

The Riksdag should request the Government to set up special agencies for economic peace preparedness, namely:

(1) An agency whose task should be to indicate the general principles for the economic measures that should be adopted in connection with the change-over of economic life to peacetime production;

(2) An agency whose task should be to indicate the methods of giving practical effect to these principles and of integrating them smoothly with the existing process of production.

Memorandum on International Reconstruction Planning.

A delegation representing the Committee of Women's Associations on International Questions, the Swedish Social Democratic Women's Association, the Swedish Confederation of Trade Unions, and the Swedish Section of the International Peace Campaign submitted a memorandum to the Prime Minister on 9 December 1942 urging that a commission should be appointed to study Swedish post-war social and economic problems, and that it should have the right to co-opt experts and committees to enquire into related international problems.¹

The memorandum emphasises the part that Sweden may play in international reconstruction after the war and urges the Government to be prepared for this by studying not only the effect of the war on the internal position of Sweden, but the reconstruction plans being made in other countries.

It calls attention to the role of Sweden as a Member State of the International Labour Organisation, to the resolution concerning post-war relief and reconstruction measures which was adopted at the Conference of the International Labour Organisation in November 1941, and to the request made to the Government by the Director of the International Labour Office that a representative agency should be set up in accordance with that resolution for the study of the social and economic needs of the post-war world, and that information should be sent to the Office concerning the plans being made for development works and for expanding the economic resources of the country and concerning the national and international planning for the post-war period in the economic and social field.

After noting the great variety of post-war problems that might with advantage be studied in advance in Sweden, the memorandum continues:

In order to obtain the greatest possible contact with the corresponding work being done in other countries, it would appear to be of value if the Swedish enquiries were conducted to some extent in consultation with the agency for collaboration which the International Labour Organisation has set up for these questions.

Foremost among the international post-war problems so far as Sweden is concerned is the question of Swedish contributions to relief activity at the end of the war. Thus it has been considered abroad that Sweden, like Switzerland, should be able to make a special contribution as a neutral intermediary in such relief work, especially food relief, at a very early stage, perhaps even before the war ends. It has also been suggested that qualified Swedish personnel might be particularly suitable for taking part in much of the practical reconstruction work in devastated countries. If this and similar contributions could be prepared already, not only would the immediate end in view be served, but other countries, and not least our suffering sister countries in the North, would of course also be made aware of the fact that this country does not propose to reserve the energies that have been spared to it to itself alone.

Long-term measures for the building up and promotion of international

¹ Reference is made in the memorandum to a letter of 3 June 1942 from the Swedish Section of the International Peace Campaign to the Delegation for International Collaboration in Social Questions, and to a memorandum submitted to the Government on 4 July 1942 by thirteen women's associations, in which requests were made for the setting up of agencies to study post-war social and economic problems as proposed at the Conference of the International Labour Organisation (cf. *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, p. 578).

peace and improvement would be the next to be taken up for consideration. Swedish commercial interests belong to this field, and these as well as various other Swedish—and northern—problems must of course be taken into account in such a way that this country will have certain practical alternatives to the Great Powers' proposals ready when peace is concluded. Perhaps a point to stress here is that it should be the duty of the proposed commission to have completed the preliminary enquiries, so as to provide a basis for choosing a particular line of action when the time comes. Within this framework, perhaps the most urgent reconstruction problems will be those relating to the future of northern Europe. A practical decision, for instance, as to a possible lend-lease system in the North for post-war reconstruction, must thus be planned well in advance. Other international efforts should also be able to count on a substantial contribution from Sweden as regards the orientation of social and economic policy, since the measures it took in these fields before the war were such as to attract general attention.

On the international plane there remain finally certain problems of organisation. In the much discussed questions of the future form of general international collaboration, the desires of a small neutral country will perhaps be of minor importance. It therefore seems more expedient to direct Swedish planning (apart from the above-mentioned northern problems) to certain points of detail. One such, for instance, is the future form of international collaboration in social questions. The question of the reconstruction of the International Labour Organisation itself, of its competence, and its connection with other bodies for international collaboration, has long been a live one; and it will acquire increased importance, since at the coming peace settlement social and economic problems far wider than the labour protection questions for which the Organisation was originally created will become the subject of international negotiations.¹

POST-WAR AIMS OF THE UNITED STATES NATIONAL FARMERS' UNION

Mr. James G. Patton, President of the National Farmers' Union in the United States on 29 December 1942 called for leadership not only in the prosecution of the war but in the development of American peace aims. He said:

As surely as the world is in revolution, torn between the idea of slavery and the idea of freedom, between the idea of planned scarcity, monopoly, and exploitation and the idea of abundance and co-operation, so surely are those ideas in conflict here in the U.S.A. Life and liberty are at stake. Political democracy is at stake. In large areas within our nation it is not yet a reality. For millions of Americans it has never been real. They are being asked to fight for a right they have never fully enjoyed. They and their sons defend it with their lives because the Hitler alternative is even worse than the twilight zone they have known. They have heard talk of the Four Freedoms, the Atlantic Charter, and a great day when every last farm will have one hog, some chickens, maybe even a milking cow.

Such political democracy as we have—and few nations have as much—is threatened by stubborn refusal to accept economic democracy in agriculture and in industry. Native fascists are preaching hate, hate among economic, racial, and religious groups, hatred of elected officials and of democratic government. As the people awake to the meaning of this war, so do their exploiters in this and in every nation.

Let us recognise the fact that for many, many millions the pursuit of happiness has lost in the past quarter of a century much of the plausibility it had throughout our nation's history. To-day, we look into the future and plan boldly—for what? Not for happiness, but for mitigation of wholesale misery, for stabilisation of poverty—a Beveridge plan for social security, if you will. It is assumed that the great landmarks of life—birth, marriage, illness, and death—are risks that will break the individual and must be socially insured. We can do this, but, I submit, to make sure of it, we must do much better than this.

¹ Communication to the I.L.O.

By all means let us have our own version of the Beveridge plan and challenge the Tories to say Yea or Nay to it. But to get the economic equilibrium necessary to make its payments certain, we must go more than half way, we must pass from the defensive to the offensive. We must go beyond the rationing of scarcity to the practical provision for the fair and healthy distribution of abundance within the U.S.A. for all people, for farmers, for wage earners and the middle class, for North, for South, for white and black. And, solely as peace insurance, leaving aside all altruism or humanity, we must attend to the distribution of minimum abundance throughout the world.¹

FOOD CONTROL IN CHINA

The first steps for the control of foodstuffs in China² were taken as early as 1938, or within a year of the commencement of Sino-Japanese hostilities. They were followed by numerous measures designed gradually to strengthen the control. A short account of the different steps is given below.

The First Steps.

The National Military Council promulgated in April 1938 a "programme for the control of foodstuffs in different areas". The measure, which was to be enforced by food control bureaux set up in a number of areas, was especially designed to render those areas as far as possible self-sufficient and to deny to the enemy access to supplies. The next step was taken by the Executive Yuan in June of the same year, when it promulgated "measures for the distribution of foodstuffs in-wartime" in order to enable the population to lay up stores. The local administrative organisations were charged with the application of these measures.

There was, however, no shortage of food so long as the rich agricultural provinces of Hunan, Kiangsi, Szechwan, Anhwei, and Shensi, among others, were under the control of the Chinese Government. The harvests had been good for several years in succession and not only was there no scarcity of supplies, but the prices had dropped to such low levels as to cause widespread distress among the farmers.

Establishment of the National Bureau of Food Control.

Towards the latter part of 1939 the situation changed. There was a rise in prices and by June 1940, as compared with the same month in the previous year, they had increased by 400 per cent. In order to deal with the situation the Ministry of Agriculture and Forestry and the National Bureau of Food Control were set up, the former to take measures to increase production and the latter to organise the distribution of supplies and to bring about the stabilisation of prices. Both these organisations were placed under the direct control of the Executive Yuan.

The Bureau of Food Control was established in Chungking in August 1940, and at the same time the organisation of subsidiary offices in the provinces as well as of local food control committees was taken in hand. The Bureau aimed at the provision of facilities, on the one hand, for the storage of supplies so that adequate stocks might be built up for lean years out of the surplus from years of good harvest and, on the other hand, for the transfer of supplies from surplus to deficiency areas. As to the regulation of prices, the policy was to fix maximum and minimum limits, which would take into account the interests of the consumer as well as those of the producer.

The functions of the Bureau may be discerned from the Food Control Regulations issued by the Government at the same time as the Bureau was established. Under these Regulations, dealers in and manufacturers of foodstuffs and private individuals with large stocks in hand were required to register with the competent authorities and submit periodical returns. A system of permits was instituted, which the dealers had to obtain in order to be able to purchase supplies, and limits were imposed on the quantity that might be purchased in specified areas.

¹ UNION FOR DEMOCRATIC ACTION: Press Release, 29 Dec. 1942.

² Only the main food grains, rice and wheat, and rice flour and wheat flour, which form the basis of the diet of the people in all parts of the country, are subject to control.

Local food control offices were required to fix prices after consultation with the local organisations concerned, and the prices so fixed had to be prominently displayed. As a means of stabilising prices, arrangements were made for the purchase and sale of stocks by the Government, and the establishment of a network of silos was also taken in hand, it being made compulsory for private individuals with large stocks to store these in the silos.

One of the first steps taken by the Bureau was to set up an office at Chungking for the purchase and sale of foodstuffs for civilian consumption. Allocations of supplies to be furnished by the neighbouring areas were made, and in their turn the local authorities in those areas determined the share of each village in consultation with the food control office of the village. A food supervisor, with responsibility for directing sales in specified localities and with whom all purchases and sales had to be registered, was appointed. While stocks were bought and sold by the Government at official prices, dealers were employed as purchasing agents, who as a rule combined together and appointed an intermediary in common for the purpose of conducting the actual purchasing operations. Members of civil administrative services and teachers and students were entitled to buy their requirements from the Bureau at the concession rate of a fourth of the official prices.

But before the measures outlined above could be adequately enforced the price situation began to deteriorate owing in part to poor harvests in 1940 and in part to the occupation by the enemy of such important centres as Ichang and the overland route to Indo-China. The situation in Chungking, Chengtu, Loshan, Tzekung and other urban areas became acute. Urgent action was required and, accordingly, in November 1940 the Government issued fresh orders. By these measures particular care was taken to provide adequate supplies to Chungking. The system consisted in the accumulation by local food control committees of sufficient stocks for a period of one year to be sold at prices fixed by the provincial bureaux of food control. Sales to private individuals were restricted to supplies of not more than a month's requirements and persons holding stocks in excess of that limit were required to report to the authorities. Penalties were prescribed for hoarding. Precautions against theft were reinforced, and investigations were also undertaken with a view to releasing for sale private stocks in excess of the prescribed limit.

Notwithstanding these measures there was considerable dissatisfaction among the large majority of the people about the food situation. The dealers, who found the business assigned to them unremunerative, bought supplies of rice from areas for which there were no purchasing restrictions and sold them at Chungking. During the year ending June 1941, the first year of the establishment of the National Bureau of Food Control, the prices of foodstuffs at Chungking rose by 450 per cent. The rate of the increase was higher than during the period when there was no food control. The prospects for the harvest of 1941 were none too good, and it was in those circumstances that the Government decided to establish a Ministry of Food to deal with the problem.

Establishment of the Ministry of Food.

The Ministry of Food was established on 1 July 1941, and some of the more important of the measures taken since then are mentioned below.

Provision for payment of the land tax in kind. Provision has been made for the payment of the land tax in kind, and since the autumn of 1941 the system has been in force in the provinces of Szechwan, Kwangsi, Shensi, Kweichow, Kansu, and Sikang. It has also been introduced in parts of the provinces of Yunnan, Hupei, Hunan, Kiangsi, Honan, Suiyuan, Shansi, Anhwei, Chekiang, and Kwantung, and the area of its application is being gradually extended.

Establishment of a system of food bonds. While the Government's purchases of foodstuffs had to be sufficiently important to influence prices, it was no less essential to avoid inflation, and as a way out of this difficulty a system of food bonds was instituted in September 1941. The total issue was limited to the estimates of Government purchases of supplies for 1941. The bonds carry an interest of 5 per cent. and may be redeemed within a period of five years commencing 1 January 1943. They are not repayable in cash, but will be accepted in payment of the land taxes or for the purpose of securing exemption from the obligation to sell supplies to the Government. The Government's supplies for

the armed forces are, it may be added, secured by this means, while those for civilian consumption are obtained by purchases in the free markets and are paid for in cash.

Appointment of food supervisors. Food supervisors have been appointed especially with a view to the strict enforcement of food regulations and the correction of abuses arising from an undue deference being shown to the big landowners.

Prohibition of hoarding. The Ministry of Food has also taken steps for the effective application of penalties against hoarding, which include not only confiscation and fines but, since May 1941, imprisonment and capital punishment.

Regulation of the purchases at Government depots. In order to prevent profiteering by the purchase of supplies at the cheaper official rates at Government depots and sale in the free markets, such purchase has been regulated by the introduction of a system of coupons. The coupons are issued in areas in which Government depots have been established, and they entitle the holders to buy supplies up to the specified limit. The limit corresponds to an estimate of the holder's requirements for a month.

As a result of these measures sufficient supplies were obtained for the armed forces and for civilian consumption for a number of places, including Chungking, Chengtu, Chienwei, Loshan, Chichun, Nuikiang, Tzekung, and Mienyang. In the province of Szechwan alone no less than a quarter of the total annual production of the province is dealt with by the food control authorities. During the period May 1941 to July 1942, while the general commodity price level rose from 200 to 400 per cent., the rise in the prices of foodstuffs was only 100 per cent. The active intervention of the Government proved to be effective in stabilising prices.

A Conference of Directors of the Food Administration Bureaux.

At the end of the first year of the establishment of the Ministry of Food, in order to review its record of work and consider future problems, it was decided to convoke a conference of directors of the food administration bureaux of the different provinces. The responsibilities involved in the regulation of food control had placed a considerable strain on the Government and various problems of administrative organisation, including, in particular, those relating to the establishment of a uniform system of weights and measures and the transportation and storage of foodstuffs, called for urgent attention. It had become clear, moreover, that the payment of the land tax in kind together with the obligation to sell supplies to the Government had placed a very heavy burden especially on the small farmer. The Conference was held in the first week of June 1942 and it was opened by Generalissimo Chiang Kai-shek.

Generalissimo Chiang Kai-shek's address. The following principles were especially stressed by the Generalissimo in the course of his inaugural address: (1) There should be greater adjustment and co-operation between the Ministry of Finance, the Land Administration Department of the Ministry of the Interior, and certain military organisations, all of which were concerned with food administration. It was essential that the purchasing, transport and storage of food supplies should be subject to the over-all supervision of the Ministry of Food. (2) While there was room within the limits of the Government's food policy and administrative methods for adjustment to suit the requirements of particular localities, there could be no deviation from the principle that the total quantity of foodstuffs purchased should be in excess of the total of the collections of the land tax in kind. That was the only way in which the burden on the small farmer could be relieved and the rich landowner could be called upon to do his proper share in the provision of supplies. (3) The importance of distribution and of the improvement of facilities for transportation and storage in implementing measures to give effect to the Government's policy of food control should be fully appreciated.¹

Instructions to provincial Governments. As a result of the deliberations at the Conference, telegraphic instructions were sent to the provincial Governments to the following effect: (1) Once the quantity of foodstuffs to be supplied in lieu

¹ Generalissimo CHIANG KAI-SHEK: *All We Are and All We Have* (speeches and messages since Pearl Harbour, 9 Dec. 1941-17 Nov. 1942, New York, Chinese News Service).

of the land tax had been determined, measures should be taken to ensure that it would be realised in full. (2) The supplies owing from the farmers in respect of the land tax and of their obligation to sell to the Government should be collected at the same time; the small farmers should be exempted from the obligation to sell supplies, while the corresponding obligation on the part of the large landowners should be increased, and these latter should be required to sell supplies to the Government in return for food bonds as well as other bonds issued by the Government. (3) The collection of supplies in the provinces should be the responsibility of the provincial land tax bureaux, under the supervision of the Ministry of Food.

The Conference passed a large number of resolutions dealing with the stabilisation of prices, the collection of supplies (land tax and compulsory purchase) and their distribution, and the extension of food control measures to areas to which they had not been fully applied.¹

MEASURES FOR THE APPLICATION OF THE NATIONAL MOBILISATION ACT IN CHINA

Reference has previously been made in these pages² to the National Mobilisation Act promulgated in China on 29 March 1942 with effect from 5 May 1942. An Order laying down the principles of enforcement, which was considered in draft by the National Mobilisation Council and amended and approved by it, was communicated by the Executive Yuan to the administrative authorities on 22 June 1942 so that they might conform to those principles in the measures for the application of the Act. A summary of the provisions of the Order and of the regulations relating to the organisation of the National Mobilisation Council is given below.

Provisions of the Order.

Establishment of central control. The Order, which specifically assigns responsibility for the administration of the various provisions of the National Mobilisation Act to a Ministry, bureau, administration or other agency of the central Government, provides for the co-ordination of the activities of the different agencies by the National Mobilisation Council, which is responsible to the Executive Yuan. The provincial, municipal, and local authorities are required to assist in the administration of the Act, but before they take any steps they must secure the approval of the central Government.

Estimates are to be prepared of the requirements (munitions, raw materials, tools, labour, transport facilities, facilities for the maintenance of the morale of the people) by the authorities concerned, in order to enable the National Mobilisation Council to draw up an over-all plan.

Organisation of employers' trade associations and of co-operative societies. The local authorities are required to keep a register of public utility concerns and private undertakings and to take steps to ensure that the employers are organised in trade associations. Smaller units engaged in the production or distribution of basic necessities of everyday life are exempted from such registration, but they must also adhere to the appropriate employers' associations and are subject to control. The local authorities are empowered, whether on their own initiative or as a result of requests received from employers' associations, to promote the organisation of federations of such associations. These authorities are also required to assist in the organisation of co-operative societies and, in particular, producers' and consumers' societies, and in the economic organisation of the country generally on the lines laid down in the Order. Private undertakings that disregard the general mobilisation regulations, or are not possessed of sufficient resources to operate efficiently, may be requisitioned, while those that are run efficiently may be provided with Government subsidies.

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLVI, No. 1, July 1942, pp. 58-59, and No. 6, Dec. 1942, pp. 698-700.

Organisation of workers' trade associations. The local authorities are required to take steps (persuasion, compulsion, supervision, direction, provision of facilities to train officers) to promote the organisation of workers, including professional workers, in trade associations of their own and to establish, or assist in the establishment of, federations of such associations. The workers' trade associations may be entrusted with specific tasks in respect of general mobilisation.

Organisation of the National Mobilisation Council.

The regulations relating to the organisation of the National Mobilisation Council, to which the responsibility for all operations concerning mobilisation is assigned, provide that it shall consist for the most part of different Ministers and heads of departments, both civil and military, and the secretary-general of the central headquarters of the Kuomintang. It will have its own secretariat, but is under the direct control of the Executive Yuan and may act only in the name of the Yuan in all matters of importance.¹

PORTUGUESE COLONIAL POLICY

In a speech delivered on 17 August 1942 at Lourenço Marques, the Portuguese Minister of Colonies, Mr. Vieira Machado, gave some views on Portuguese colonial policy which are reproduced below:

We must make a great effort, he said, to be self-sufficient by eliminating unnecessary expenditure and promoting intensive production, so that our goods can serve as a medium of exchange now that gold has ceased to fulfil its traditional function in that respect and mankind has returned to the uncivilised age of barter in international trade.

Such an effort involves the creation of whatever is needed for the soil of Mozambique to produce all kinds of products. Its success requires the co-operation of all, including the Native population. The Native must be protected against abuses and provided with an adequate diet, sanitary housing, assistance in case of sickness, and decent clothing. It is essential to raise the moral and physical standards of the Natives by teaching them improved methods of production and educating them to new needs, while at the same time providing the means of satisfying such needs; otherwise we shall have a dissatisfied and rebellious population.

At the same time, however, we must impress upon the Native the idea that he must work and give up idleness and vice if we wish to exercise a protecting and colonising influence. If vagrancy and crime are punishable offences for whites, we cannot condone them for blacks. If we apply to the white man who lives on the work of a woman an epithet so derogatory that we have had to borrow it from a foreign language, we cannot tolerate such conduct on the part of the Native. If we want to civilise the Native, we must teach him to accept the elementary moral principle that no one has the right to live without working. Modern society, which has been built through suffering, is based on the principle that it is the duty of every fit person to work, and no exception on grounds of race is permissible.

The policy of assimilation which I advocate must be thoroughgoing. Hence, we must lay down for the Native a rule of conduct similar to that accepted for white people by teaching him a sense of responsibility.

It is false friendship to the Native not to impress on him that work is a duty. The idea that he can fulfil his responsibilities to society by paying his taxes in Native money must be vigorously opposed. But at the same time he must be allowed full freedom to choose his own form of work. Once he works, he should be able to exercise his activity in whatever field suits him best. He must also be free to choose his employer if he wants to enter the employment of another person, or to carry on his own business if he prefers, provided that this is not a mere excuse for living on a woman.

The economy of the colony would certainly be more stable if it were based on small Native holdings and on small undertakings managed by whites. A proof of this may be found in the extent of bankruptcy among big capitalist undertak-

¹ Communication to the I.L.O.

ings in times of crisis, while small concerns keep their feet and show an incomparably greater spirit of resistance and sacrifice. Boards of directors, with all their intelligence, make mistakes which the little man is able to avoid by instinct. Those undertakings which employ Native labour have heavy responsibilities which they must not neglect. I am not prepared to countenance the attempts of such undertakings to avoid the fulfilment of their duties by pretending to adopt a system of voluntary recruitment in order to escape the responsibilities involved in the contract system; nor am I prepared to allow them, on whatever pretext, to make Natives work on their plantations dressed in bark. I am not prepared to tolerate the conclusion of contracts which result in reducing the Native birth rate, for although I am vitally interested in seeing the Natives help to produce sugar, tea, sesame, copra, coal, and gold, I attach still greater importance to their having children, even from the economic standpoint, which in this case is secondary. Undertakings must economise labour, which even to-day they use extravagantly in many cases.

These views on Native policy, which I have expressed only briefly, will find practical expression in the amendments I intend to make to the Labour Code.¹

CHILD WELFARE IN CHILE

Under a Decree of 7 October 1942 the majority of the Chilean administrative services dealing with child welfare were centralised in a single body.

This Decree, which implements the recommendations of a special committee set up under a Decree of 12 August 1942 to consider methods of co-ordinating public and private child welfare activities in a permanent form, merges into a General Directorate for the Protection of Children and Youth, attached to the Ministry of Health, Welfare and Social Assistance, the various departments of the Ministry dealing with motherhood, children, and young people and the General Directorate for the Protection of Minors, formerly attached to the Ministry of Justice. The new Directorate is responsible for administering all the Acts and Decrees concerning the legal, medical, and social protection of infants, children of pre-school age, school children, and adolescents, and of expectant and nursing mothers.

The Directorate also has the duty of drafting a programme of work for all maternity and child welfare institutions whether semi-official, municipal or private, and of guiding, co-ordinating, and supervising their activities and suggesting the standards to be laid down and the measures suitable for establishing effective protection.

The Directorate is to collaborate freely with the other departments concerned, namely, the Ministries of Education, National Defence, and Labour, and the General Directorates for Social Assistance and Cultural Activities attached to the Ministry of the Interior, and also with the social insurance funds. An inter-departmental board has been set up, consisting of representatives of each of the departments concerned. Its functions are to consider all economic and administrative problems connected with the Directorate and to supervise its activities, to recommend the approval or dissolution of private institutions for maternity and child welfare, and to suggest appropriate measures and reforms.²

INDUSTRIAL RELATIONS

DISSOLUTION OF TRADE ASSOCIATIONS IN BELGIUM

The German occupation authorities in Belgium issued two Orders on 26 August and 1 September 1942, concerning the liquidation of the property of trade unions and the dissolution and liquidation of employers' associations respectively.³

¹ Communication to the I.L.O.

² *Diario Oficial*, 31 Oct. 1942, p. 2909.

³ *Verordnungsblatt des Militärbefehlshabers in Belgien und Nordfrankreich für die besetzten Gebiete*, 29 Aug. 1942, p. 1007, and 7 Sept. 1942, p. 1014.

Liquidation of Trade Union Property.

Under the Order of 26 August 1942 the property of the former free trade unions has been confiscated and may be transferred to associations formed to replace them.

The Order begins by stating that the former trade unions and associations of workers and salaried employees in Belgium have long since suspended their activities. In order to ensure the proper management of their property and its utilisation for the benefit of Belgian workers, salaried employees, and public officials, the military command has taken the various measures summarised below.

Trustees will be appointed to administer all the property of the trade unions or salaried employees' and public officials' associations, having as their principal object the protection of the social and occupational interests of their members, which existed before 10 May 1940, the date of the invasion of Belgium, or which were set up subsequently. The trustee will assume the functions of the director, board, general meeting, and any other organ of the association or union provided for by law or by the rules. These provisions also apply to the property of the associations or companies in which the organisations covered by the Order are directly or indirectly interested through investments of all kinds.

The Chief of the Military Administration, or the service appointed by him, may direct the property of the unions and associations affected by the Order to be transferred to the organisations which have taken over or will take over their functions. For the purposes of transferring their property, the associations and unions concerned will be regarded as dissolved. The claims of third parties in respect of such property will be settled only within the limits of the real assets of the organisation concerned.

The Chief of the Military Administration, or the service appointed by him, will give a final decision on doubtful cases and on any disputed point which may arise in connection with the application and execution of the Order. In particular, he will decide whether a union or association falls within the scope of the Order.

Assets which have not been used for their proper purpose may be confiscated. If such confiscation is impracticable for any reason, the persons responsible will be liable up to the full extent of their own assets.

The Order also imposes penalties for attempts to prevent the application of its provisions.

Dissolution and Liquidation of Employers' Associations.

The Order of 1 September 1942 concerning the dissolution of employers' associations states that the main lines for the organisation of the Belgian economy have now been laid down¹ and that in consequence certain organisations of employers and industrialists have not been in a position to fulfil their functions.

Accordingly, the Order provides that the Chief of the Military Administration may dissolve certain organisations of employers and industrialists and order their liquidation. The formation of new organisations is prohibited except with the specific written permission of the Chief of the Military Administration.

The Chief of the Military Administration may appoint a trustee to carry out the liquidation under his own supervision. He may also order that the proceeds of liquidation shall be handed over to the organisations which are now performing the functions formerly exercised by the dissolved associations, or which will do so in the future.

As in the case of the Order dealing with workers' organisations, property which has been misappropriated will be confiscated and the persons responsible made liable for any loss, and penalties are provided for any attempts to obstruct or evade the execution of the provisions of the Order.

CANADIAN JOINT PRODUCTION COMMITTEES

The Canadian Minister of Munitions and Supply and the Minister of Labour announced on 2 March 1943 that a Joint Departmental Committee had been set up to deal with the establishment of labour-management production committees in industrial plants.

¹ Cf. *International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 301.

The Committee, which consists of the Director-General of Economics and the Co-ordinator of Production from the Department of Munitions and Supply and the Director of Industrial Relations from the Department of Labour, will seek to interest workers and employers throughout the country in establishing joint production committees in industry. In Canada, as in Great Britain and the United States, the setting up of a committee in any plant will be by voluntary agreement between the employer and the workers; the establishment of such committees has already been endorsed by trade union leaders and representatives of management.

The joint labour-management production committees which are already in operation in some Canadian plants are designed to devise ways and means for developing maximum production and are not concerned with collective bargaining problems, which will continue to be dealt with by the trade unions.¹

In reply to a question in the House of Commons, the Minister of Labour stated that the number of such committees was 631, and that the number of employees engaged in plants where the committees were in operation was 327,395.²

EMPLOYMENT

NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS IN CANADA

By Order in Council dated 19 January 1943, the regulations dealing with non-military selective service in Canada were amended and consolidated under the title National Selective Service Civilian Regulations. The new regulations stipulate that the Minister of Labour "shall carry out the policies of the Government of Canada with reference to the utilisation of man-power in the prosecution of the war by the voluntary placement of labour, if that is practical, and shall only exercise the powers of compulsion vested in him by these Regulations when, in his opinion, such action is necessary to carry out the policies of the Government". The general effect of the new regulations is to tighten the control of the selective service machinery over employment and the use of man-power.

The following regulations are consolidated in the new regulations: (1) National Selective Service Regulations, 1942; (2) regulations affecting technical personnel; (3) regulations affecting university science students; and (4) labour exit permit requirements. The regulations concerning technical personnel, science students, and labour exit permits are unchanged in principle. The more important amendments affect the former National Selective Service Regulations, 1942; these, as incorporated in the new Selective Service Regulations, are summarised briefly below. Otherwise, the essential features of the regulations remain unchanged.³

Scope.

The scope of the regulations is now limited to persons between the ages of 16 and 65; and in addition to classes previously exempt, practical nurses and workers in fish processing plants are now exempt. Workers in building construction are exempt in regard to the requirement of seven days' notice on leaving employment but not from the other provisions of the regulations.

¹ DEPARTMENT OF LABOUR, INFORMATION DIVISION: *Press Release*, 1 Mar. 1943.

² *Labour Gazette*, Feb. 1943, p. 159.

³ National Selective Service Civilian Regulations, P.C. 246, 19 Jan. 1943. Cf. *International Labour Review*, Vol. XLV, No. 6, June 1942, pp. 674-675, and Vol. XLVI, No. 4, Oct. 1942, pp. 479-482.

Supply and Demand.

Two steps have been taken to increase the Government's knowledge of manpower needs and resources. First, all persons between the ages of 16 and 65 (with the exception of full-time students, housewives, and members of the clergy) must register for work at a selective service office if they have not been gainfully employed for seven consecutive days. Second, no employer may keep in his service more persons of any particular skills than are "reasonably necessary" for his immediate needs, unless he notifies the local selective service office of the availability for other employment of all persons whose services are not immediately necessary in his plant.

Control of Employment.

Selective service officers have had the power to direct (by written order) any person: (1) to report for interview; (2) if unemployed or unoccupied, to apply for specified suitable employment and to accept the employment offered; and (3) if not fully employed for more than two consecutive weeks, to apply (within seven days) for specified suitable full-time employment and to accept the employment offered. If an employed person is directed to accept other employment, a copy of the direction order must be sent to his employer as well. In determining whether the employment is suitable, it will be remembered that the selective service officer must consider such factors as prior earnings, training and experience, physical fitness for the job, personal responsibilities, the distance of the job from the worker's home, etc. No employment may be considered suitable if the wages and conditions are worse either than those fixed by collective agreement or, in the absence of an agreement, than those observed by good employers. Where a person is directed to accept employment, he may not leave his job, nor may his employer discharge him for six months without a written permit from a selective service officer.

The two basic changes in the new regulations are the following. First, employed men in age groups subject to military call-up may be required to leave their employment and to accept alternative suitable employment offered them by a selective service officer. This would apply in cases where the men appear to be able to contribute more effectively to the war effort in the alternative employment than in their previous jobs. The men and their employers must be given an opportunity to present the case against this transfer.

Second, a selective service officer may request an employed person to take employment other than that in which he is employed, at the end of a seven days' notice that he is to be requested to transfer. The person affected may leave his employment notwithstanding his contract of employment or other provisions to the contrary. This is intended to make it easier for workers to take other jobs, particularly for those working on long-term contracts.

In cases where an employed person is directed or requested to take other employment of greater war importance and does so, it will be remembered that the provisions of the Reinstatement in Civil Employment Act, 1942, apply to his reinstatement in his former job when the Minister certifies that he is no longer required for the other work.

Separation from Employment.

Experience with the previous regulations showed that a uniform application of the rule requiring seven days' notice for separations from employment was undesirable. In some cases, rigid enforcement of the rule caused hardship to workers or their employers; in other cases, the rule was unsuited to the natural conditions of the industry; and in still others, difficulties arose because of lack of clarity, particularly in regard to the application of the seven-day notice in temporary lay-offs. The new regulations therefore clarify the application of the period of notice.

Causes for reducing the seven days' notice required as a general rule under the Regulations are now specified in the Order. Thus, the notice may be reduced if it is shown that a longer notice is impossible by reason of the absence from work of another worker or group of workers, a power shortage, conditions which might threaten the health of the workers, a shortage of materials or a breakdown of machinery; or on proof that the employer cannot use the worker's services in

alternative employment.¹ However, if an employer applies for a reduction in the seven days' notice and a collective labour agreement calls for a longer notice, the selective service officer is required to consult with trade union representatives before making his decision.

The seven days' notice may now be waived in cases (a) where the worker is employed on building construction work; (b) where he has been in the employer's service for a period of less than one month; (c) where his services cannot be used because of weather conditions, fire, explosion or other calamities; (d) where he has refused to accept a transfer under a collective labour agreement or practice in the industry in accordance with which workers have agreed or are accustomed to transfer from their usual employment to alternative employment with the same employer at a lower rate of pay.

Agricultural Employment.

Persons normally employed in agriculture may now accept employment in another industry without permit from the selective service officer for a total period of not more than 60 days in any one year, at a time when this employment does not interfere with agricultural production, and then only outside towns and cities with a population of more than 5,000. To remain longer in non-agricultural employment, a permit must be obtained from a selective service officer. The permit may be restricted as to the place where employment may be taken and as to the nature and duration of the employment.

Appeals Machinery.

Under the previous regulations, appeals against decisions of selective service officers were made to the national war service boards, largely as a matter of temporary administrative convenience. Under the new regulations, appeals will go to courts of referees chosen in the same manner as those set up to hear appeals under the Unemployment Insurance Act, 1940. The courts of referees established for unemployment insurance purposes consist of a chairman and one or more persons chosen to represent employers together with an equal number of persons chosen to represent workers, appointed from district panels of employers' and workers' representatives. The decision of the court of referees to which any appeal is referred is final and conclusive. The procedure in any case is determined by the chairman of the court of referees, and persons who appear before a court do so at their own expense.

Administration and Enforcement.

The Minister of Labour's powers to administer the regulations now include also the following provisions. He may, by order, require any employer or group of employers to terminate the employment of male persons in their employ who fail to produce any evidence that may be requested to show that they have complied with the provisions of the National Selective Service Mobilisation Regulations. Secondly, he may forbid selective service officers to furnish permits to seek work to all men who fail to produce satisfactory evidence of compliance with the Mobilisation Regulations. These provisions are expected to facilitate the enforcement of the regulations governing military service and training.

The new regulations include additional details on the enforcement powers of the selective service officers, and in some cases penalties for non-compliance have been made more severe.

Reconstitution of National Selective Service Advisory Board.

An Order in Council issued in March 1943 makes changes in the composition of the National Selective Service Advisory Board. The membership now consists of five representatives each of labour and employers, one representative each of agriculture and veterans, and representatives of Government departments interested in man-power questions. The duty of the Board is to advise the Director of National Selective Service "with reference to the utilisation of man-power in the prosecution of the war and the administration and enforcement" of the new Regulations. The previous Inter-departmental Committee on Labour Co-ordination has been abolished.²

¹ When the workers' services are made unnecessary because of material shortages or machinery breakdowns, however, not less than two days' notice must be given.

² DEPARTMENT OF LABOUR: Release, 11 Mar. 1943.

EMPLOYMENT ORGANISATION IN THE UNITED STATES

Several steps have been taken to deal with the increasingly stringent man-power situation in the United States. In the first place, it has been announced that all men of military age in a series of non-essential occupations must either move to essential work within a specified period or be liable for induction into the armed forces. Secondly, employment stabilisation plans have been extended in a number of areas of critical labour shortage. Thirdly, steps have been taken to lengthen hours of work with a view to increasing the potential war labour supply. Lastly, the administrative responsibility for mobilising agricultural labour has been clarified.

Redistribution of Men of Military Age.

The War Manpower Commission has estimated that 3,000,000 people must transfer from less essential to essential work if production needs of 1943 are to be met. Appeals to men to transfer voluntarily to war work have not had a sufficiently ready response. Non-essential industries still have a large pool of men between the ages of 18 and 38, and in particular, of married men with children. In order to press the transfer of these men to war work or service, the Bureau of Selective Service of the War Manpower Commission has instructed its local boards to reconsider the draft status of hundreds of thousands of men between 18 and 38 years of age who are engaged in specified non-essential trades or activities and who have been deferred because of dependency rather than occupation. Stressing the principle that "dependency is an important factor, but to justify its acceptance as a ground for deferment, a worker must also be making a contribution on the home front", the chairman of the War Manpower Commission stated that men affected by these instructions would have until approximately 1 May to find new jobs of importance to the country's war effort.

The list of occupations specified in the instructions includes 29 non-essential occupations considered non-deferrable regardless of the activity in which they are found (such as bartenders, custom tailors, dancing teachers, elevator operators, butlers, gardeners, and waiters) and all occupations in 8 wholesale and retail trade, 9 service, and 19 manufacturing activities (including such occupations as making curtains, glass novelties, and jewelry, selling antiques, beer, novelties and tobacco, and service in night clubs, parking lots, and photographic studios). The list is to be amended and extended from time to time.

The men affected have been urged to advise their local selective service boards of any changes of address or occupational status, to consult with the United States Employment Service concerning employment opportunities on war work or training, and not to proceed to a defence centre unless the Employment Service has arranged a definite job for them there. The local selective service boards, which are to start reconsideration of the men's cases on 1 April, have been urged to use common sense in their re-examination of the men's status, and the following grounds have been specified as acceptable excuses for temporary idleness or for being engaged in a non-deferrable activity or occupation: sickness of the registrant or of his immediate family, physical disqualifications, reasonable vacation, or compelling circumstances that would not permit a shift of occupation without undue hardship on the registrant or his family.¹

Area Employment Organisation.

Production areas in the United States have been classified into four groups. Group I includes areas of current acute labour shortage (of which there are about 32 in the country as a whole). Group II comprises areas of current balance of labour supply and demand but of anticipated labour shortage (of which there are about 95). Group III includes areas of anticipated balanced labour supply and demand for the next six months (of which there are about 61). Group IV includes areas of labour surplus (of which there are about 85).

In areas of labour shortage, the War Manpower Commission is making efforts

¹ OFFICE OF WAR INFORMATION, WAR MANPOWER COMMISSION: Press Releases, 2 Feb. 1943.

to develop area plans of employment stabilisation and organisation. Major steps in the programme are control over changes of employment and voluntary registration and mobilisation of women for war work. By the end of January 1943, employment stabilisation agreements were in effect in more than 20 cities and under development in more than 60 other labour shortage areas. The agreements are generally put into effect after the careful development of a programme by the management-labour War Manpower Commission committee for the area. Union leaders and business and industrial organisations have taken the lead in explaining the plan to their members and in conducting area-wide campaigns to secure voluntary compliance from employers and workers. Reports from areas where the plans have been operating indicate that they have had a substantial effect in reducing turnover, labour piracy, and absenteeism.¹

On 1 February 1943, the Chairman of the War Manpower Commission issued a statement of policies for employment stabilisation programmes which include the exercise of hiring controls in areas of man-power shortage. Regional manpower directors, working in consultation with regional management-labour War Manpower committees, are granted authority to put employment stabilisation programmes into effect in labour shortage areas in their regions and to delegate responsibilities in regard to these programmes to the area man-power directors, who must consult with the area management-labour War Manpower committees before putting a programme into effect. Final approval of an area programme rests with the regional rather than the area directors. Stipulating that the responsibilities delegated to the regional and area man-power directors and committees shall be exercised so as "to permit, encourage and utilise local initiative and co-operative effort in the solution of man-power problems", the statement lays down the following general policies to govern the employment stabilisation programmes:

(1) Prior to the introduction of any hiring control in any area, an area director must be chosen, an area management-labour policy committee must be appointed, and appeals machinery must be established.

(2) No programme shall contain any provisions violating any Federal or State labour law or inconsistent with the policies of the Chairman of the War Manpower Commission.

(3) Coverage of the programmes shall vary according to the local situation. In general, very small establishments (*e.g.* less than 8 persons, and less than 25 workers in the case of non-manufacturing establishments) should be excluded. Domestic service and casual service should generally be excluded. Agriculture should be covered to the extent necessary to control movements of agricultural workers to non-agricultural work but not for any other purpose except in areas where agriculture is represented on the area management-labour War Manpower committee.

(4) Hiring for railroad employment shall be subject to applicable provisions of the programme and carried out, in conformity with Manpower Commission standards, by the Railroad Retirement Board.

(5) Hiring by Federal departments and agencies subject to civil service rules shall be done with the approval of the Civil Service Commission, which shall recruit and place staff in accordance with Manpower Commission standards. State government and local government employment shall be excluded unless they wish to be covered.

(6) All existing hiring channels, such as labour organisations, professional associations, schools and colleges, technical organisations and government agencies, shall be utilised to the maximum degree consistent with achieving the purposes of the Executive Order instructing the Manpower Commission to take action to stabilise employment.

(7) The following hiring practices are specified:

(a) Workers shall be referred to jobs which will utilise their skills most effectively in the war effort.

(b) Priority shall be accorded to employers engaged in essential activities, in the order of the urgency of their activities to meet labour needs that cannot be met by efficient utilisation of labour already employed.

(c) A worker engaged or most recently engaged in an essential activity can be employed only by an employer for work in another essential activity and only then when the worker has obtained a statement of availability

¹ *Idem*, 4 and 28 Jan. 1943.

issued to him by his previous employer or a designated representative of the War Manpower Commission. (In the case of the Federal Government, "employer" means the United States Civil Service Commission.)

(d) The decision to hire or refer a worker shall be based on occupational qualifications essential for performance of the job, and shall be made without discrimination as to race, colour, creed, sex, national origin, or, except as required by law, citizenship.

(e) Insofar as it will not interfere with the effective prosecution of the war, no worker shall be obliged to accept or to continue in employment which is not suitable.

(f) Insofar as it will not interfere with the effective prosecution of the war, no employer shall be obliged to retain in his employ a worker who is incompetent to perform the work to which he has been assigned or other suitable work offered him by the employer, or who fails to conform to reasonable shop rules or standards of conduct.¹

Hours of Work and Labour Supply.

Attempts are also being made to increase the immediately available supply of labour by relating hours of work to man-power policy. Thus, on 9 February 1943, an Executive Order was issued which proclaimed a general 48-hour minimum wartime work week throughout industry (with time-and-a-half for each hour over the basic 40-hour work week, except where this provision does not apply by agreement or law).² The War Manpower Commission has estimated that by the general adoption of a 48-hour week the equivalent of 1,500,000 workers will be added to the country's available labour force. The Executive Order establishing the principle of the longer work week states: "For the duration of the war, no plant, factory or other place of employment shall be deemed to be making the most effective utilisation of its man-power if the minimum work week therein is less than 48 hours per week." The Chairman of the War Manpower Commission is empowered by the Order to formulate general policies and directives necessary for carrying out the Order and to establish a longer or shorter work week than 48 hours in special cases where, in his opinion, such action would benefit the war effort.

The longer work week has been applied in 32 designated areas of current acute labour shortage, and in the non-ferrous mining and the logging and lumbering industries on a national scale. It may be extended later to other areas or industries of labour scarcity or it may never be applied to areas or industries of labour surplus. The Regulations issued to govern the application of the minimum wartime work week specify that the longer hours will not apply (a) in an establishment or place of employment with less than 8 regular workers, (b) in an establishment or place of employment principally engaged in agriculture, (c) to persons employed by State or local government authorities, (d) to young people under 16 years of age, and (e) to persons unavailable for full-time employment because of other employment, household responsibilities or physical limitations. In plants where the longer work week does apply, an employer is to proceed promptly to lengthen hours to 48 per week where this action would not involve discharging workers. In plants where the regional or area man-power director finds that extension of hours would release workers who can immediately be placed in suitable employment elsewhere, the employer is likewise to extend hours to the minimum wartime work week of 48 hours. In plants where it is found that the extension of hours would release workers who cannot be placed in suitable employment at once, hours of work are not to be lengthened without following a specified procedure, namely: (a) The employer must submit (before 1 April) to the competent man-power director a statement giving the number of workers affected and their occupational classification and a proposed schedule for the timing of their releases; (b) on this basis, the man-power director will authorise a schedule for the extension of hours in that employer's plant and for the release of workers in terms of labour market needs, and the employer must apply this approved schedule.³

¹ *Federal Register*, 4 Feb. 1943.

² Executive Order No. 9301, dated 9 Feb. 1943 (*Federal Register*, 11 Feb. 1943). OFFICE OF WAR INFORMATION, WAR MANPOWER COMMISSION: Release, 9 Feb. 1943.

³ WAR MANPOWER COMMISSION: General Orders No. 5 of 22 Feb. 1943 and No. 6 of 26 Feb. 1943; Regulation No. 3: "Minimum Wartime Workweek of 48 Hours", effective 22 Feb. 1943.

Farm Labour Mobilisation.

War Manpower Commission Directive No. XVII of 23 January 1943 gives the Department of Agriculture full operative responsibility for the recruitment, placement, transfer, and use of agricultural labour, subject to compliance with the policies and standards laid down by the War Manpower Commission and to the Commission's supervision over the Department's work. The Department of Agriculture is to recruit, place and transfer not only the workers already in agriculture but also young people, women, and other workers not already in agricultural work. It is to co-operate closely with the Employment Service. In agricultural areas where agricultural labour needs cannot be met within the area, the Department of Agriculture may place orders with the Employment Service for the additional workers needed. Foreign workers may be brought in for use in agriculture "only in accord with the policies of the War Manpower Commission and only after all local resources are exhausted".¹

The Department of Agriculture announced in February 1943 a general programme for mobilising more than 3,500,000 agricultural workers (year-round workers, seasonal workers, and emergency harvest workers). These workers, to be enlisted in a U.S. Crop Corps, will be drawn from men and women in villages, towns, and cities and non-farm high school boys and girls. If, in a given county, the labour on farms plus local Crop Corps recruits is inadequate, the county can then call on the Government to furnish labour from outside sources. Present plans are for the Farm Security Administration to handle the transportation of the 275,000 seasonal workers, and to arrange for their housing and for operating the farm labour supply centres which are to be set up where no alternative housing is available.²

Extension of the Work of the Employment Service.

During 1942 the United States Employment Service made more than 10 million placements, a total 37 per cent. higher than that for 1941. The Chairman of the War Manpower Commission announced that the Employment Service had placed during 1942 "more than one out of every four new workers hired by essential war plants". Manufacturing placements increased by 47 per cent. and agricultural placements by 74 per cent. The increasing importance of women in industry was shown by the fact that the Employment Service made 2,237,000 non-agricultural placements of women workers during 1942. Many important firms in basic war industries are coming to rely on the Employment Service for all new workers—in particular, shipbuilding firms and leading aircraft, ordnance, machinery, mining, and metal products companies.

Not included in these placement figures are the thousands of workers referred by the Employment Service to the Civil Service Commission for work in Government arsenals, navy yards, and other Government undertakings, and workers referred to unions which have exclusive hiring contracts with employers but not enough workers on their lists to fill the available jobs.³

VOCATIONAL TRAINING AND LABOUR RESERVES IN THE U.S.S.R.

The Decree of the President of the Supreme Council of the U.S.S.R. on labour reserves was published in October 1940. Its objective was to create a vast reserve of trained labour to meet the needs of the expanding socialist economy. In the two years which have passed since the promulgation of this Decree, the schools for vocational training have trained hundreds of thousands of skilled and unskilled workers, who have played an important part in the country's war economy.⁴

In December 1940, some 600,000 people were mobilised for all forms of vocational training and 1,600 training schools were opened to help with their training.

¹ *Federal Register*, 2 Feb. 1943.

² OFFICE OF WAR INFORMATION, DEPARTMENT OF AGRICULTURE: Release, 14 Feb. 1943.

³ OFFICE OF WAR INFORMATION, WAR MANPOWER COMMISSION: Release, 3 Jan. 1943.

⁴ *Izvestia*, 2 Oct. 1942 (article by Mr. G. ZELENEK, Deputy Director, General Directorate of Labour Reserves of the Council of Peoples' Commissaries of the U.S.S.R.); *Trud*, 2 Oct. 1942 (article by Mr. SONIN: "The War and the Labour Supply Problem").

During 1942, new groups of workers were receiving training. From June to August alone, more than 200,000 young people entered industrial training schools.

During a year of war, 900,000 workers were transferred from the trained labour reserves of the country into industry—all of them into war industry. The role of these trained workers and their continuous flow to essential factories and workshops has been of great importance during the war. The young people trained in the factory schools and workshops, in the mines and on construction projects, have been called upon to replace the workers sent to the front as well as to meet expanded war needs for labour. Those trained under the scheme are now working in every important undertaking in the country.

One essential feature of the training has been the productive character of the work accomplished during training. The young trainees have produced all kinds of industrial articles; they have extracted coal, minerals, and oil; and they have built factories and homes. A provisional estimate places the value of the industrial production of the young people while in training at 1,300 million roubles, of which 1,000 million roubles dates from the outbreak of war. During the two years from October 1940 to October 1942, the trainees extracted 3,000,000 tons of coal, nearly 500,000 tons of minerals of various kinds, nearly 150,000 tons of oil, and so forth. They repaired railroad tracks and more than 20,000 railroad cars and 300 locomotives. They built more than 200 ships for inland and sea transport. Nearly 400,000 young people have been trained directly in war factories and workshops; and one of the responsibilities of the managers of these undertakings is to supervise the quantity and quality of the training given.¹

The principal sources of labour supply in the U.S.S.R. are the men and women in urban areas who have not yet been mobilised for industry (especially women), young people of both sexes who have left school temporarily or have finished their education, persons evacuated from territories temporarily occupied by Germany, inhabitants of collective farms, employees in commerce and offices, workers in less essential industries, and workers partially incapacitated from industrial work or war.

Large numbers of young people of 16 and 17 years of age have been mobilised. In addition, during the war, many young people of 14 to 15 years of age have entered the labour market, either interrupting their education temporarily or combining study with work. The managers of war factories and the trade unions and other groups have been urged to recruit these young workers. It has been found that in many factories where special physical strength is not required the productivity of these young people is often higher than that of adult workers.

Another important source of labour for war industry is the adult urban population not yet drawn into war work. Before the war the U.S.S.R. had millions of housewives who had never worked in industry or who had left industrial work for one reason or another. A Decree of the President of the Supreme Council of the U.S.S.R. was made on 13 February 1942 to mobilise for the war period those of the urban population who could be brought into industry and construction (able-bodied men from 16 to 55 years of age and women from 16 to 45 years). In the short time since the promulgation of this Decree, hundreds of thousands of young girls and housewives have entered industry.

As a result of extensions of hours of work and simplifications of administrative organisation during the war, the total number of State officials has been reduced, and many of them are now engaged in industry.

Among the employees in retail distribution, municipal enterprises, communal restaurants, and other such activities are many skilled workers who can be shifted to industrial production. The Decree of 17 April 1942 made possible the mobilisation of hundreds of thousands of city workers for agricultural tasks. In winter, on the other hand, members of the collective farms are drawn into industry, forestry and other non-agricultural work.

The authorities responsible for arrangements for the evacuated populations have been requested to make every effort to find useful work for the evacuees, in particular, for those among them who are skilled workers.

The vast task of organising the redistribution of labour among different branches of production and from one region of the country to another has been greatly facilitated by the existence of a socialist economic structure. As a whole, the labour reserves of the U.S.S.R. are tremendous. Industry is being constantly reinforced by new workers, recruited, above all, from the youth. It is pointed

¹ Cf. *International Labour Review*, Vol. XLII, No. 6, Dec. 1940, pp. 404-405, and Vol. XLVI, No. 3, Sept. 1942, pp. 343-344.

out, however, that this fact should not be allowed to slow up efforts to increase production and labour productivity by all possible action to make the best use of trained workers and that a few of the regional committees on labour reserves have not yet taken sufficient positive action to organise the most effective redistribution of the available labour.

EMERGENCY MEASURES IN INDIA

Reference has previously been made in these pages¹ to emergency measures in India to control employment. Various supplementary measures have since been adopted with the object of ensuring the maintenance of essential services, providing special concessions to civil employees released for military service in respect of their eventual reinstatement, creating a well-trained civil defence force, and increasing the facilities for the vocational adaptation of labour. A short account of these measures is given below.

Maintenance of Essential Services.

The Essential Services (Maintenance) Ordinance. Two formal amendments to the Essential Services (Maintenance) Ordinance, 1941, were made in May and July 1942. These amendments are designed, on the one hand, to make it clear that the obligation under the Ordinance to remain in a certain employment does not override an obligation to undertake employment elsewhere imposed under any other law in force, such as the National Service (Technical Personnel) Ordinance, and, on the other hand, to render the provisions relating to the continuance in service of essential personnel more specific.

Rules for the administration of the Ordinance were promulgated in Bengal in May 1942. Under these Rules the Labour Commissioner is empowered to issue directions regulating the wages and other conditions of service of persons engaged in any employment to which the Ordinance is applied. He is required, however, to enquire summarily into the wages and conditions of service of the workers concerned and to give due consideration to the views of their representatives and of the employers before issuing such regulations; and as regards the settlement of disputes involving an increase or decrease of more than 20 per cent. in the wages or allowances of the workers, or the determination of the conditions in which the employment may be terminated, he must submit his proposals to the Provincial Government for approval before giving effect to them.

Similar Rules were promulgated in Orissa in June 1942. Under these Rules the district magistrates are empowered to regulate the wages and other conditions of service of all employees of essential services, subject to the general control and supervision of the Provincial Government.

A Bill making it an offence for any person employed in certain essential services to disobey any lawful order, or to abandon such employment, or to absent himself from work, or to depart from any specified area without reasonable excuse or consent of proper authority was adopted in June 1942 by the Representative Assembly in Mysore State.²

Employment of troops in essential services. The Defence of India Rules were amended in August 1942 in order to empower the Government of India to order the employment of troops in undertakings engaged in any trade or business which in its view is essential to the life of the community.³

Reinstatement of Civil Employees Released for Military Service.

The Railway Board has had under consideration the provision of special facilities in respect of re-employment at the end of the war for railway employees who have been released for military service, especially to those in railway military units. The Board has decided that all future and existing substantive vacancies in non-gazetted ranks filled by direct recruitment, should, until further orders, be filled only temporarily, so that when permanent appointments are made preference may be given to persons with record of war service.⁴

¹ *Idem*, Vol. XLVI, No. 4, Oct. 1942, pp. 457-459 and 483-485.

² *The Hindu* (Madras), 4 June 1942.

³ *The Statesman* (Delhi), 22 Aug. 1942.

⁴ *Railway Herald* (Karachi), 17 Aug. 1942.

The Government of *Bombay* has sanctioned concessions to safeguard the interests of its civil employees who are released for military duty for appointment as compounders, laboratory assistants, and radiographers. Permanent employees volunteering for appointment to these posts will be allowed to retain liens on their civil appointments. The period spent by them on military duty will count towards pay, promotion, and pension in their substantive civil appointments, and their active service will count double for pay in the civil side.¹

Establishment of a Civil Defence Force.

Steps have been taken for the establishment in the different provinces of a civil defence force, to be known as the Civil Pioneer Force and limited, in the first instance, to 10,000 persons. It will consist of a corps of trained and disciplined workers for duties in conjunction with civil defence, including the construction of roads, buildings or aerodromes, loading and unloading of transport vehicles, and work in dock areas.²

Plan for Upgrading of Semi-skilled Labour to Skilled Categories.

The Government of India has under consideration a scheme for training semi-skilled labour in factories to higher degrees of skill. In a circular to industrial and commercial organisations concerning the proposal, the Government observed that the time had come for inviting employers to co-operate with it in a scheme to provide for the systematic and continual upgrading of men from the less skilled to the more highly skilled posts after a short period of training, with a view to releasing a number of highly skilled men in each factory for transfer to more important work. The employers were also exhorted to expand and increase to the maximum extent possible such training schemes of their own as they might already have in operation, and it was pointed out that the country had become an important industrial supply base for the Allied Nations and was likely to be called upon to undertake a much larger expansion of war industry than had been previously contemplated.³

RESTRICTIONS ON THE EMPLOYMENT OF DOMESTIC SERVANTS IN AUSTRALIA

On 29 December 1942, a Restriction of Employment of Domestic Servants Order was made in Australia, with the object of assisting in meeting wartime demands on man-power by restricting and regulating the employment of men and women as domestic servants.⁴

Under the Order, a person may not (after 17 January 1943) employ or continue to employ any person as a domestic servant⁵ unless the employing person has a valid permit enabling him to employ that person as a servant and the employment is in accordance with the conditions, if any, specified in the permit, or unless an application for a permit has been made and not refused (or, if refused, a period of 14 days has not elapsed since the refusal). However, no permit is required to employ (a) only one domestic servant in a household, or (b) two or more domestic servants in any household for a total number of weekly hours not exceeding 48.

On written application, the Director-General of Man-Power may grant a person a permit authorising the employment of a specified person as a domestic servant, subject to such conditions as may be specified. The Director-General may not refuse to grant a permit to any person unless, prior to the refusal, the

¹ Press Note of 31 July 1942 issued by the Director of Information, Bombay.

² Unofficial Note of 30 June 1942 issued by the Principal Information Officer, Government of India.

³ *Times of India* (Bombay), 24 Sept. 1942. Communication to the I.L.O.

⁴ Restriction of Employment of Domestic Servants Order, dated 29 Dec. 1942 (*Commonwealth of Australia Gazette*, No. 335, 29 Dec. 1942).

⁵ "Domestic servant" is defined in the Order to include all persons employed for the purpose of carrying out or assisting with duties normally performed by all types of household workers (including gardeners, chauffeurs, washerwomen and housekeepers) but to exclude all nurses and persons employed by or on behalf of Commonwealth, State or local government authorities or by the proprietors of laundries, hire car businesses, hotels, boarding houses, clubs, hostels, etc., cake shops, canteens, fish shops and refreshment rooms, and nursing homes, hospitals, and educational establishments.

person has been offered employment which the person is capable of performing and which the Director-General is satisfied should be performed by that person in view of wartime labour requirements.

Permits may be varied or revoked and the Director-General of Man-Power may declare that the Order shall not apply in particular areas specified by notice in the *Gazette*.

The forms for permits to employ domestic servants, issued by the national service offices, provide space for the names of four domestic servants for whom permits might be sought and require the following particulars: name, address, identity card number, date first engaged, whether servant lives in, hours a week employed, period of permit, whether servant is now employed, whether other servants are employed and their hours of employment. On the reverse side of the form, information must be given regarding the permanent members of the household, including name, age, relationship to employer, occupation and employment (including whether full or part-time), and size of house.

UNEMPLOYMENT AND PUBLIC PLACING IN CHILE

Measures to deal with unemployment and to organise public placement agencies were introduced in Chile by a Decree of 19 January 1943. The preamble to the Decree explains that these measures aim at combating unemployment, which has recently increased in consequence of the effects of the war on the national economy.

The Decree sets up a committee to study unemployment and recommend methods for its prevention and cure and for distributing labour. The committee is attached to the Ministry of Labour and is composed of the Under-Secretary of State for Labour as chairman and of the heads or directors of kindred services of the Ministries of Public Works, the Interior, Finance, Health, and Economy and Commerce. The secretary of the committee is the head of the National Placement Service, which has been raised to the rank of a department attached to the General Directorate of Labour and has been made the executive organ of the committee.

The functions assigned to the new department include study and information on the one hand and supervision and execution on the other. In particular, it is responsible for studying the factors which may affect employment in order to recommend methods of stabilisation; considering and, if necessary, proposing the alteration of hours of work and the organisation of work in shifts with a view to preventing unemployment and promoting the employment of the unemployed on public or private works; supervising the application of the legislation concerning contracts of employment; co-operating with the General Directorate for Social Assistance in the granting of relief by verifying whether applicants are unemployed through no fault of their own; organising and supervising the operation of the placement services attached to the labour inspection offices and trade unions and of approved private employment offices.

The Decree also provides that the General Directorate of Public Works and all other administrative services carrying out such works must in future engage their workers through the labour inspection offices attached to the General Directorate of Labour. Lastly, all public authorities or bodies whose activities are affected by unemployment or related to production are required to furnish the National Placement Service with all necessary information and facilities.¹

MOBILISATION AND CONTROL OF LABOUR IN FRANCE

In pursuance of the Act of 4 September 1942 concerning the utilisation and redistribution of labour in France², a number of Decrees and Orders were published on 20 September 1942 concerning the registration of persons liable to compulsory labour and the control of engagement and termination of employment.

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 78.

Compulsory Labour Service.

The Act of 4 September 1942 provides that every Frenchman or male French national living in France who is over 18 and not more than 50 years of age and whose physical fitness has been attested by a medical certificate must be able to show that he is engaged in nationally useful employment. If he is unable to do so, he may be required to take a job found for him by the agencies of the Secretariat of State for Labour.

A Decree of 19 September 1942 required any person falling within the above definition who was not regularly employed for at least 30 hours in the week to report the fact to the local mayor's office of the district within 15 days of the publication of the Decree. A receipt for the report was to be issued. Persons under treatment in a hospital or institution, students regularly registered with a university faculty or school, and apprentices were exempt from reporting.

Any person employed in an undertaking covered by the special regulations for engagement and dismissal described below must also report immediately he is released from his job. The report must state the reasons why the person concerned is not in regular employment. A person incapable of any kind of work for reasons of health or because of a physical defect must produce a doctor's certificate or a statement by the mayor to that effect.

The report may be made at the mayor's office, at a police station or at the offices of the gendarmerie, but the mayor is responsible for collecting the report forms and forwarding them to the appropriate department.

Control of Engagement and Dismissal.

Two Orders dated 19 September 1942 deal with the special regulation of engagement and dismissal provided for by the Act of 4 September 1942. The first defines the undertakings to which these provisions apply, which are those covered by some sixty economic organisation committees.¹ The second lays down the conditions for their application.

Voluntary termination of employment. No person employed in an undertaking to which the regulations apply may leave his employment without obtaining the prior consent of the labour inspector. Application for permission to leave must be forwarded through the employer to the inspector, who must give his decision within 10 days. A medical examination may be required if health reasons are advanced for the application.

Every male worker who receives permission to leave his employment in this way must immediately report to the mayor's office.

Dismissal. The head of any of the undertakings covered who wishes to discharge persons in his employment must similarly inform the labour inspector beforehand, furnishing all appropriate information, including the skill or trade of each of the workers concerned and the reasons for the discharge. A medical examination may be required, and the inspector may be regarded as having given his tacit consent if he does not reply within 10 days, or, in the case of dismissal for disciplinary reasons, within 3 days.

Engagement. The engagement of workers in the undertakings covered is also subject to a permit issued by the labour inspector on application from the employer, who must supply all the necessary information. The inspector may again be regarded as having given his tacit consent if he does not reply within 10 days. A worker who has been unemployed since 20 September 1942 may, however, be engaged immediately.

Staff register. A record of workers who have entered or left the service of the undertaking since 20 September 1942 must be kept up-to-date in all the undertakings concerned, and must show particulars of their work, skill or trade, and the dates of entering and leaving employment, to enable the inspecting officers to keep a check on the position. This register, together with the labour inspector's decisions, must be kept available for consultation by the inspectors and must be retained for a year.

¹ A subsequent Order, dated 2 Oct. 1942, extended the provisions concerning engagement to all undertakings or parts of undertakings, whether industrial or commercial, irrespective of the number of persons employed (*Journal officiel*, 11 Oct. 1942, p. 3445).

Other provisions. Lastly, it is provided that the rates of pay, holidays with pay, and general conditions of employment of the staff of the undertakings concerned must be in accordance with labour and social legislation, and that rules of employment must be drawn up for the undertaking and communicated to the labour inspector.¹

MAN-POWER POLICY IN GERMANY

A summary is given below of new measures taken in Germany to draw up the programme for the vocational guidance of youth for 1942-43, to regulate the transfer of German workers to occupied territories, to control employment through employment offices, and to regulate the remuneration of students working on the land during their vacations.

VOCATIONAL GUIDANCE

The German Youth Leader has issued an Order prescribing the programme of vocational guidance for youth to be followed during the year 1942-43.

The programme covers all young people whose period of compulsory schooling ends during 1943-44 and aims at guiding them into employment which is in harmony with national interests. The German propaganda offices, the youth sections of the Labour Front and of the Organisation for Industrial Economy (economic chambers, chambers of industry and commerce, chambers of handicrafts) and the youth sections of the National Food Corporation are required to take part in the campaign.

In accordance with the slogan adopted by the Hitler Youth Organisation for the year, young people are to be recruited for the eastern territories recently incorporated in the Reich, namely the districts of Zichenau, Bielystok, Sudauen and Memel, adjacent to East Prussia, the Danzig region and West Prussia, the Wartheland, and the Protectorate of Bohemia and Moravia. Recruitment for these regions is to be carried out throughout the old Reich, and the young men recruited must be guided mainly into rural occupations, employment in the agricultural service of the Hitler Youth Organisation and rural handicrafts. For girls the most important jobs are in domestic service, nursing, social welfare, and teaching.

The Order also gives a list, drawn up in agreement with the General Controller of Labour, of the occupations to which the vocational guidance campaign should especially draw attention throughout the Reich during the coming year. It describes in detail the propaganda methods to be used and the special duties of the institutions which are to take part in the campaign.²

EMPLOYMENT OF GERMAN WORKERS IN THE OCCUPIED TERRITORIES

A circular of 18 August 1942, issued by the General Controller of Labour to labour trustees, explains that German workers are bound within the terms of their contract of employment to accept, where necessary, a transfer to the occupied territories.

It is pointed out that the question has often arisen as to whether a worker is bound under the terms of his contract of employment to accept transfer to an occupied country. In the case of the staffs of public administrative services the obligation to transfer from one place of work to another forms part of the staff regulations, and this obligation must be interpreted as covering transfer to an occupied country also. For workers in private employment the question is not specifically dealt with in collective rules of employment, but the circular points out that an Order issued by the General Controller of Labour on 20 July 1942³ makes the refusal by a worker to perform any work assigned to him by his em-

¹ *Journal officiel*, 20 Sept. 1942, pp. 3218-3219.

² *Reichsarbeitsblatt*, 15 Aug. 1942, No. 23, Part I, p. 353.

³ *Idem*, 5 Aug. 1942, No. 22, Part I, p. 850.

ployer punishable as a breach of discipline. As the munition workers who are asked to transfer to occupied territory are required to carry out work of particular importance, the labour trustees are requested to act swiftly and firmly in any case of refusal. If necessary, the worker must be sent to a disciplinary camp.¹

CONTROL OF EMPLOYMENT

An Order of the General Controller of Labour dated 11 July 1942 lays down that all applications of any kind for labour must be addressed to the local employment office of the area in which the undertaking is located, and to none other. Only in urgent cases, defined by agreement between the General Controller and the Minister of Armaments and Munitions, may statements of labour requirements be made directly through the Minister to the central employment authorities.

This new Order is intended to put a stop to the sending of applications for labour to agencies which have nothing to do with the control of employment or to several agencies at once.²

EMPLOYMENT OF STUDENTS DURING VACATIONS

New instructions concerning the placing of students of both sexes in agriculture during vacations were issued to employment offices in a circular of the General Controller of Labour dated 3 July 1942.³

It is pointed out that the output of students who are inexperienced in agricultural work often does not justify payment at the rates fixed in collective rules of employment. Consequently the General Controller of Labour has decided, in agreement with the Leader of German Students, the Minister of Food, and the Minister of Agriculture, that students employed in agriculture shall receive, in addition to free board and lodging, pocket money at the rate of 60 pfennigs for youths and 50 pfennigs for girls. Extra pay, bringing the rate up to that prescribed by the collective rules, may be granted at the employer's discretion in return for a particularly high output, but such increased payment may not be retroactive.

Detailed rules are laid down for the repayment of travelling expenses to and from the place of work.⁴

THE EMPLOYMENT MARKET IN SWITZERLAND IN 1941-42

The position on the employment market in Switzerland, which had undergone a steady improvement from the outbreak of war up to the end of June 1941⁵, continued to develop favourably during the ensuing year, although difficulties in obtaining raw materials and the consequent restrictions on production and consumption tended to increase.

There was little change on the employment market during the second half of 1941. The low level of unemployment in July, August, and September is attributable chiefly to the activity of industry, which in the main was satisfactory, and to the brisk demand for labour for agriculture and for construction works of national importance. During the last three months of the year the number of wholly unemployed persons rose from 5,440 to 15,581 as a direct result of the unemployment which usually occurs at that time of the year in seasonal occupa-

¹ *Reichsarbeitsblatt*, 5 Sept. 1942, No. 25, Part I, p. 385.

² *Idem*, 5 Aug. 1942, No. 22, Part I, p. 337.

³ *Cf. International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 80.

⁴ *Reichsarbeitsblatt*, 15 Aug. 1942, No. 23, Part I, p. 355.

⁵ *Cf. International Labour Review*, Vol. XLV, No. 3, Mar. 1942, p. 331.

tions. The number of unemployed thus increased by 10,141, as compared with an increase of 12,868 during the corresponding period of 1940. Building and allied industries accounted for the largest proportion of unemployment.

Partial unemployment also varied but little during the second half of 1941. There was a small increase, also of a seasonal nature, from October onward, especially among garment and leather workers and to a less extent in the textile industry. At the end of December 1941 the membership of unemployment insurance funds included 14,877 partially unemployed persons, as compared with 12,864 in December 1940.

On 17 December 1941 the Federal Department of Economic Affairs issued an Order concerning the employment of labour on land improvement work with a view to increasing the production of food.¹ This Order, which aims at supplying the labour necessary for the land improvement work required by the scheme for the extension of cultivation, was also expected to have the effect of absorbing a considerable amount of unemployment.

During the early months of 1942 the employment market was mainly affected by the weather. Outdoor work had to be virtually suspended in January and February owing to the severity of the winter, and a large number of workers, particularly in the building industry, were thus thrown out of employment. The number of wholly unemployed persons, which at the end of December 1941 was 15,581, rose to 23,477 in January, to drop again to 20,661 at the end of February. These figures are considerably higher than the corresponding figures for the previous year. With the improvement in weather conditions, activities were resumed, with a consequent improvement in the employment position, and the number of wholly unemployed persons fell to 7,705 at the end of March and to 4,479 at the end of June. The demand for labour was especially heavy in March and April, especially in agriculture and construction work of national importance, so that workers who had been discharged owing to the shortage of raw materials were used for this type of work. Furthermore, many workers benefited by the measures adopted to create openings for employment (relief works, labour service, training courses, working and supervision squads, voluntary military service). The workers affected by these schemes numbered 18,852 at the beginning of January 1942 as compared with 22,769 (the maximum ever recorded) at the end of June 1942.

The Federal Council is continuing to pay special attention to measures for maintaining and developing existing openings for employment and for creating new ones when private enterprise cannot supply sufficient employment. Generally speaking, the Confederation gives priority to measures which will enable private enterprise to provide suitable jobs within a short time and by its own efforts. At times when there is practically full employment it is proposed to suspend the execution of public or private works and to resume it when unemployment reappears.²

CONDITIONS OF WORK

LABOUR CONDITIONS IN BRITISH GOVERNMENT CONTRACTS

It has long been recognised that the rules governing labour conditions in British Government contracts laid down in what is known as the Fair Wages Resolution passed by the House of Commons in 1909 are not entirely appropriate under present circumstances, and the question of a new Resolution has been under consideration for some time.³ As a result of discussions between

¹ *Idem*, Vol. XLVI, No. 4, Oct. 1942, p. 465.

² Information communicated to the I.L.O. by the Federal Office for Industry, Handicrafts and Labour in accordance with Article 1 of the Unemployment (No. 2) Convention, 1919.

³ For the text of the 1909 Resolution and a survey of the whole position in Great Britain, see INTERNATIONAL LABOUR OFFICE, Studies and Reports, Series D, No. 23: *Labour Conditions in War Contracts* (Montreal, 1942), particularly pp. 18-21.

the British Employers' Confederation, the Trades Union Congress, and the Government, agreement has been reached on the draft of a new Resolution for submission in due course to the House of Commons for its approval.

The text of this draft is as follows:

(1) (a) The contractor shall pay rates of wages and observe hours and conditions of labour not less favourable than those established for the trade or industry in the district where the work is carried out by machinery of negotiation or arbitration to which the parties are organisations of employers and trade unions representative respectively of substantial proportions of the employers and workers engaged in the trade or industry in the district.

(b) In the absence of any rates of wages, hours or conditions of labour so established, the contractor shall pay rates of wages and observe hours and conditions of labour which are not less favourable than the general level of wages, hours and conditions observed by other employers whose general circumstances in the trade or industry in which the contractor is engaged are similar.

(2) The contractor shall in respect of all persons employed by him (whether in execution of the contract or otherwise) in every factory, workshop or place occupied or used by him for the execution of the contract comply with the general conditions required by this Resolution. Before a contractor is placed upon a department's list of firms to be invited to tender, the department shall obtain from him an assurance that to the best of his knowledge and belief he has complied with the general conditions required by this Resolution for at least the previous three months.

(3) In the event of any question arising as to whether the requirements of this Resolution are being observed, the question shall, if not otherwise disposed of, be referred by the Minister of Labour and National Service to an independent tribunal for decision.

(4) The contractor shall recognise the freedom of his workpeople to be members of trade unions.

(5) The contractor shall at all times during the continuance of a contract display, for the information of his workpeople, in every factory, workshop or place occupied or used by him for the execution of the contract a copy of this Resolution.

(6) The contractor shall be responsible for the observance of this Resolution by sub-contractors employed in the execution of the contract, and shall if required notify the department of the names and addresses of all such sub-contractors.

In presenting the draft in a parliamentary paper the Government pointed out that the most important changes embodied in it are as follows:

(1) The standard of fair wages will no longer be solely the practice of "good employers" in the district. The employer will be required to observe such conditions as have been established for the trade or industry in the district by representative joint machinery of negotiation or by arbitration.

(2) The new Resolution specifically requires the contractor to observe "fair" conditions of labour as well as "fair" wages and to apply them to all persons employed by him in every factory, workshop or place where the contract is being executed. Contracting departments will require an assurance from a new contractor that to the best of his knowledge and belief he has complied with the general conditions of the Resolution for at least the previous three months.

(3) Under the old Resolution the Minister of the contracting department had, if called upon, to decide whether or not fair wages were being paid. Under the new Resolution any such questions will be reported to the Ministry of Labour and National Service and if not disposed of by negotiation, will be referred to arbitration.

(4) The contractor must recognise the freedom of his workpeople to be members of trade unions.

At the present time the position of Government contractors with regard to wages and conditions of employment is governed by the Conditions of Employ-

ment and National Arbitration Order, 1940 (made under the Emergency Powers (Defence) Act, 1939).¹ The Government therefore considers that there is no immediate need to ask Parliament to amend the existing Resolution, and that in the meantime it is desirable to have further experience of the administration of the 1940 Order; but it agrees with the General Council of the Trades Union Congress and the British Employers' Federation that a statement should be made now of the intention to submit a new Resolution to Parliament at the end of the war, and of the conditions which it is proposed to embody in the new Resolution.²

ABSENTEEISM AMONG BRITISH ENGINEERING WORKERS

FINDINGS OF THE AMALGAMATED ENGINEERING UNION

Interesting material on absenteeism in Great Britain has been assembled by the Amalgamated Engineering Union as a result of several production enquiries carried out by the Union from September 1941 to November 1942. The first enquiries contained no specific questions in regard to absenteeism, but a good deal of information was nevertheless given spontaneously by additional reports and letters of Union members. A more detailed analysis of absenteeism was made in the latest enquiry, completed in November 1942. The findings of the Union on the problem of absenteeism are summarised briefly below.

Absenteeism in the Spring of 1942.

The enquiry into production completed in the spring of 1942 showed that, on the whole, engineering workers were conscious of the ill effect of absenteeism on production. In 6.3 per cent. of 740 plants reporting, absenteeism and late arrivals were considered major obstacles to output. In 30 per cent. of the factories, however, there were improvements in timekeeping and attendance. It was emphasised that more attention was given to these problems in plants with joint production committees than in those without committees. Better attendance was found to be closely linked with better transport facilities, including staggered hours, workmen's tickets, and routes arranged for the convenience of war workers. Absenteeism also tended to fall where the management had agreed to waive the disciplinary move of locking out men for half a day if they arrived a few minutes late. The report on production of March 1942 stated that this change had been important "as evidence of good faith on the management's part and a sign that they are more concerned with war production than with the maintenance of managerial autocracy". The worst absenteeism records reported in the spring of 1942 were attributed to faulty bonus systems, excessive overtime and physical conditions in the workshops.³

Absenteeism in the Autumn of 1942.

The latest production enquiry of the A.E.U. was completed in the autumn of 1942. This enquiry included a more detailed analysis of the causes and possible cures of absenteeism and of the constructive part which could be played by absenteeism sub-committees set up under the joint production committees.

It was found that attendance improvements were associated with increased output in 58 per cent. of the factories with joint production committees, but in only 30 per cent. of those without such committees. In 4 per cent. of the reporting plant units, absenteeism was reported to be hindering production and to be associated in roughly the same proportion with firms showing no increase in production over a given period and with those showing an actual decrease in production.

Absenteeism and bad timekeeping figured on the agenda of joint production committees (or their sub-committees) in 41 per cent. of all cases analysed. These questions were more frequently discussed than any other single item, except canteens, which were discussed in 58 per cent. of all cases.

¹ Cf. *International Labour Review*, Vol. XLII, Nos. 4-5, Oct.-Nov. 1940, p. 252.

² *Fair Wages Resolution*, presented by the General Secretary to the Treasury to Parliament, Oct. 1942 (Cmd. 6399).

³ One large aircraft firm, employing 11,000 workers, reported that average absenteeism accounted for 76,000 man-hours per week.

In certain munitions factories, leaflets by the workers' representatives were circulated. These drew attention to the "unenviable task" of the special sub-committees set up to deal with late arrivals and avoidable absenteeism, and appealed to their fellow workers to co-operate in eliminating the "really serious crime" of bad attendance "in these critical times".

Women were found to be absent more frequently than men. In this connection the necessity of providing adequate shopping time and nursery school facilities was stressed.

Causes and Cures of Absenteeism.

On the basis of the enquiry, the A.E.U. lists the causes of avoidable absenteeism in the following order of importance and makes the following suggestions for overcoming them:

(1) *Failure to accept personal responsibility for the industrial war effort.* The failure to accept personal responsibility for the industrial war effort can only be overcome by building an atmosphere of urgency throughout the whole plant, not excluding managements, and by realistic propaganda, e.g., by talks by service men able to describe the actual use made of the products being manufactured; in plants making parts, by diagrams showing the place and essential nature of component parts in completed weapons of war; by talks by trade union officials or other outside speakers thoroughly familiar with the industry, on the meaning of the war and the fate of the working class movement under fascism, etc. It is pointed out that exhortative posters and speeches by Government officials have no effect in factories where the workers are not already alive to the issues and dealing in their own way with absenteeism problems.

(2) *Inadequate transport facilities.* The methods adopted by arrangement with the London Passenger Transport Board in the Greater London area are the only known solution to the difficult transport problem. Under this plan, groups of factories combine, through representatives of the workers and employers, to approach the regional transport authorities and work out a plan to accommodate all the workers, taking into account the areas where they live and the staggering of starting and leaving times. Where fewer factories are concerned and the situation is less complicated, bus routes must meet the needs of war workers and priority must be given to war workers at factory starting and leaving times. It is suggested that the new Trades Union Congress district production committees, where they exist, can help in this field. The aim is to ensure transport facilities which do not mean long waits, long walks, "standing room only", and unsuitable schedules, all of which add so unnecessarily to the fatigue of war workers that sheer physical need brings increased late-coming and absenteeism.

(3) *Absence of welfare conditions in the factory.*¹ Where these conditions exist, the management will need prodding. The most effective prodding can come from the works council or the welfare sub-committees set up to supersede works councils by the joint production committees. In many cases, the workers' representatives on these committees have been able to obtain much-needed improvements. It has been found that factories where physical conditions are neglected tend also to have poor output and a general lack of enthusiasm for the war effort. The result is absenteeism and slackness as much due to "under par" health (which just falls short of actual sickness and is therefore technically "avoidable" absenteeism) as to the general apathy bred by managements which have not bothered to establish decent working conditions.

(4) *Bad organisation and planning of work.* Bad organisation and planning of work lead to periodic waiting time and work shortages which discourage the workers and give them the impression that there is no urgency for production. Joint production committees exist primarily for helping to improve the organisation, methods, and processes by which production can be speeded up. If faulty planning is the root of production hold-ups and shortages of work, the workers' side of the committee can bring the mass of their fellow workers into the effort to bring about reorganisation and improvements. If the work shortages and hold-ups are due to matters outside the plant's control, the management should

¹ Poor welfare conditions would include bad ventilation, bad lighting and heating, lack of proper canteen provisions, insanitary or dirty conditions in the factory, and absence of first-aid and adequate welfare supervision (particularly for women workers).

make this clear to the workers affected, and the workers and the management jointly should take the matter to the district and regional production machinery. It is emphasised that the frustration which breeds absenteeism need never develop in these cases if the workers are brought to see that faulty organisation is an opportunity for more vigorous action on their part. This depends therefore on the effectiveness of the joint production committees and the development of workers' initiative through these committees, which rest, in their turn, upon the degree of confidence established between managements and workers.

(5) *Faulty bonus systems and wage grievances.* It is suggested that these matters are not so outstanding a feature in absenteeism as has been represented. Questions of wages naturally play a large part with workers, even when the men and women are aroused to a full sense of responsibility for production. They will only play a decisive part in work attendance, however, if they are a reflection of bad relations with management (e.g., a refusal to adjust bonus schemes) or if the whole atmosphere is slack so that production questions are never brought to the fore. The "high earnings" problem occurs only where piece rates prevail and where there has been a failure to inculcate a sense of personal responsibility for production in the war effort.

(6) *Home Guard and civil defence duties.* In some cases these duties have interfered with a worker's capacity to carry on at his job. The solution is to make certain that workers' hours of duty are regulated in accordance with their factory hours, and that the amenities provided for fire watchers are adequate.

Summary Conclusions.

The A.E.U. report emphasises that where absenteeism is a genuine problem, the trade unionists in the plant have a basic part to play, not only in bringing home to their fellow workers in the most acceptable way the vital importance of regular and punctual attendance, but also in going forward, through their representatives on the joint production committees (or special sub-committees), to remove the root causes of absenteeism.

Secondly, experience has shown that, before disciplinary action of any kind is taken, special and patient attention is generally given by the production committees or absenteeism sub-committees to the personal and domestic circumstances of the offender. This accounts for the marked difference in attendance records between establishments with and those without committees.

Finally, one note of warning is sounded. Some production committees were set up as "a necessary evil" by the managements. They have been turned into something little better than absenteeism courts and have quite failed to fulfil their proper function as production committees. They have also naturally failed to deal effectively with absenteeism because they mark no progress in better co-operation of managements and workers in the interests of the war effort.¹

EQUALITY OF TREATMENT FOR CHINESE SEAMEN IN GREAT BRITAIN

An agreement signed in London on 24 April 1942 between the British Minister of War Transport and the Chinese Ambassador regulates the conditions of employment of Chinese seamen in accordance with the principles of equality of treatment with British seamen. The terms of this agreement, which has already been mentioned in these pages², are summarised below.

The Government of the United Kingdom undertakes that British shipping companies will offer, on the terms defined in the appendix to the agreement, continuous employment to all Chinese seamen originally engaged in Asia and now serving in British ocean-going ships, until they can be repatriated to their home port. The contracts concluded between British shipping companies and Chinese seamen are to be open to inspection by the Chinese consular authorities, and any dispute between the parties will, if necessary, be referred for settlement to the Chinese diplomatic representative in the United Kingdom and the Minister of War Transport or their representatives.

¹ Communication to the I.L.O. from the Amalgamated Engineering Union.

² Cf. *International Labour Review*, Vol. XLVI, No. 1, July 1942, p. 87.

Heads of Agreement.

The basic wages paid to Chinese ratings are increased by a flat figure of £2 a month. The agreement also provides for war risk money at the rate of £5 a month, subsequently increased to £10 as from 1 May 1942.

The period of service is 12 months, and each time-expired rating who signs for a further period of 12 months' service will receive a bonus equal to two months' basic wage.

Any man who is at sea when his contract of service expires will be entitled to receive an addition to his wages at the rate of one-sixth of his basic wage for the period in excess of the contract period which he has to serve until the vessel arrives at a United Kingdom port or some other port where he can be relieved.

Each rating is entitled to two days' leave per month of service, to be taken at a time convenient to the ship, but the British shipowners undertake to do all in their power to arrange that leave is given at least once every 12 months.

Provision is made for the payment of back wages and tea money to every rating who had refused to re-sign for further service on or after 16 February 1942, provided that within 10 days of the signing of the agreement he signed a statement signifying his acceptance of the agreed terms and his willingness to go to sea when called upon to do so.

In the case of men who were at sea and serving at the time the agreement was signed, the increase in the basic rate of pay was dated back to 1 January 1942, and in the case of those to whom back wages were payable, to 1 February 1942.

Questions relating to the improvement of the other conditions of employment of Chinese seamen—pensions, compensation, and the promotion of their general welfare—were left for further discussion.

Supplementary Agreement.

An agreement supplementary to that of 24 April 1942 was signed on 7 May 1942 by the representatives of the Chinese Ambassador, the British Minister of War Transport, and the shipowners.

This agreement prescribes the procedure for bringing existing contracts into line with the agreement signed on 24 April 1942. Further, it lays down that survivors of ships lost by enemy action shall receive basic wages and war risk money until arrival at a port where they can take their survivors' leave and can remain until reappointment is arranged. Survivors will be given a bonus of one month's basic wages and one month's leave on basic pay plus an additional one-sixth of the basic pay. The period during which survivors are off service will be considered as part of their service period.

In ports of the United Kingdom and other ports where reserve crews are maintained, wages and other payments will be paid fortnightly to ratings on shore.

Ratings who have to remain on shore owing to illness or injury due neither to enemy action nor to their own fault are to be maintained and to receive pay at the basic rate of wages up to a period of three months in any one contract of service. After that period, if they are still incapacitated for service at sea and no suitable alternative employment is available, they will be maintained and will receive payment at the rate of £3 a month until fit for service at sea or for other suitable employment, or until repatriation, up to a period of 12 months. After the expiry of the 12 months' period, maintenance will be continued until repatriation is possible or other employment is available.

In the case of injuries arising out of or in the course of employment, this payment will not prejudice the seamen's rights to settlement under the British Workmen's Compensation Acts.

The period of three months or less during which sick or injured ratings are receiving basic wages is to be regarded as part of the contract period.¹

WAGE STABILISATION IN THE UNITED STATES

THE POLICY OF THE NATIONAL WAR LABOR BOARD

In the application of the wage stabilisation policy of the United States, the most important rule to be observed by the National

¹ Communication to the I.L.O.

War Labor Board restrains wage increases to a maximum of 15 per cent. above the level obtaining on 1 January 1941¹, a rule which is being severely criticised by labour leaders because the cost of living has risen by more than 15 per cent. since the base period. In addition, however, the Board will consider wage adjustments if they can be justified under one of the following heads: correction of maladjustments; correction of inequalities and gross inequities; elimination of substandards of living; aid in the effective prosecution of the war.² The Board has been inclined to place a wide interpretation on these requirements, with the result that its policy is frequently more flexible and generous than a strict reading of the 15 per cent. rule would imply. This is illustrated by its decisions in the cases reviewed below.³

In correcting maladjustments, for example, the Board recently applied to a number of steel fabricators the requirement for a 5½ cent per hour wage increase, retroactive to 15 February 1942, which had been a feature of its decision with regard to the United States Steel Corporation. In the Mackintosh-Hemphill Co. case it was held that the company, although it was not part of the basic steel industry, was bound by the decision because it had formerly followed the pattern of wage adjustments set by the leaders of the industry. And in the Phoenix Iron Co. case, although the company could show that the required wage increase would raise total increases above the 15 per cent. level as compared with the base period, the Board held that considerations of uniformity in the industry were paramount.⁴

As regards the determination of inequalities in wages, the Board has exercised a wide discretion in selecting the points of reference which will be decisive. In the Burlington Dyeing and Finishing Co. case the union in the dispute argued for a wage increase which would eliminate the differential with a union mill in the district, whereas the company offered a smaller increase to eliminate the differential with a non-union mill. The Board chose the union mill as its point of reference.⁵ In the General Steel Casting Co. case the Board chose 1 February 1941 as the date on which to base the 15 per cent. wage increase because during January 1941 the company had voluntarily made a wage adjustment to meet the wage levels of competitors, which had risen in former years. The result was to raise wages very considerably in excess of 15 per cent. as compared with the usual base date, 1 January 1941. In the Western Union Telegraph Co. case a 15 per cent. wage increase was given because the company's service had deteriorated owing to the lag in its wage schedules, and in spite of the company's objection that its rates were fixed by the Federal Communications Commission. The Board held that the company could afford the increase, and in any event a cognate Government agency could make necessary adjustments lying within its jurisdiction if this seemed warranted as a result of the Board's actions in pursuit of sound public policy. In the Fairchild Engine and Airplane Corporation case the company protested against a wage increase designed to remove inequalities because its added costs could be met only by contract renegotiation with Federal procurement agencies. The Board held that its responsibility is to remove wage inequalities which threaten the productive process, and that the inability of a company to pay wage increases does not excuse the Board from meeting this responsibility.⁶

Throughout its tenure of office the Board has been reluctant to define what "substandard wages" may be. But in the San Francisco Hospital Conference case it rejected the contention that standards set by the minimum wage provisions of the Fair Labor Standards Act determine the matter. Therefore employees receiving between 40 cents and 45 cents per hour were awarded increases in excess of 15 per cent. because the employers lived in an area of high living standards and had practicable means of increasing their income in order to meet the wage increases. On the other hand, in the Quaker City Cold Storage Co. case wages between 30 cents and 40 cents per hour were designated substandard, but the

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 490.

² *Idem*, Vol. XLVI, No. 5, Nov. 1942, p. 589.

³ *Idem*, Vol. XLVII, No. 3, Mar. 1943, pp. 383-384, for an account of certain other recent decisions.

⁴ *Wage and Hour Reporter*, Vol. 6, No. 5, 1 Feb. 1943, p. 103.

⁵ *Idem*, Vol. 6, No. 2, 11 Jan. 1943, p. 30.

⁶ *Idem*, Vol. 6, No. 4, 25 Jan. 1943, p. 76.

increases awarded did not amount to 15 per cent. because the employers were financially embarrassed and were quite unable to increase their income.¹

In deciding on wage increases which are requested because they will "aid in the effective prosecution of the war", the Board has repeatedly declared that it would not approve increases for the purpose of directing the flow of man-power, although it would co-operate with other Government agencies in this connection if asked by such agencies to do so.² Recently, however, this subordinate principle has been at least partially abandoned. In the American Smelting and Refining Co. case it was established that wages had been increased 29.75 per cent. since the base period, but that the company was still experiencing an acute labour shortage and turnover. Without giving an opinion, the Board's employer and labour representatives allowed a 5 cent per hour increase. In a vigorous dissent the public members contended that there were no inequalities or gross inequities in the case, and that prevention of loss of man-power was the sole basis for granting the increase. This, however, is contrary to the Board's policy, since it is the equivalent of deciding that employees should work in one industry rather than another. In the absence of a confirming view by other Government agencies, such a decision involves a matter of policy outside the Board's province. Nevertheless, in the Virginia Public Service Co. case, with the employer members dissenting, the Board allowed street-car and bus employees a wage increase very much in excess of 15 per cent. in order to eliminate inequalities with shipyard workers and to enable the company to maintain adequate transport service for these workers. This decision was justified as constituting an "aid in the effective prosecution of the war".³

HOURS OF WORK OF RAILWAY EMPLOYEES IN VENEZUELA

In compliance with Decree No. 138 of 13 June 1942⁴, which authorises the Federal Executive of Venezuela to make such changes in the labour laws as may be deemed necessary, notwithstanding any written provisions of the Constitution to the contrary, the Ministry of Labour and Communications issued an Order, No. 15, on 4 December 1942, authorising railway undertakings to extend the working week of enginemen, firemen, trainmen, and brakemen to 60 hours, provided that the hours of work shall in no case exceed 12 per day.

The purpose of this special measure is to overcome an acute shortage of these skilled workers in the railway industry, which must be speeded up to compensate for the wartime restrictions placed upon motor transport.⁵

THE WEEKLY REST IN THE ARGENTINE REPUBLIC

Two recent Argentine Decrees authorise overtime on Saturdays and Sundays in undertakings for the smelting, rolling, and wire drawing of copper and in shipyards.

The Decree relating to the copper industry prescribes that employees affected by the new measure shall be entitled to a compensatory rest period of 48 consecutive hours; in order to make possible a complete change of shifts every three weeks, this rest may be divided into two periods of 48 hours and one of 24 hours, or two periods of 32 hours and one of 56 hours. The administrative authority concerned must be notified at least 48 hours in advance of any change made in working hours under the new regulations.

The Decree concerning overtime in the shipyards lays down that the persons who are employed after 1 p.m. on Saturdays, and on Sundays, shall be granted a compensatory rest period, which may be accumulated during a three-week

¹ *Wage and Hour Reporter*, Vol. 6, No. 2, 11 Jan. 1943, p. 30.

² *Monthly Labor Review*, Vol. 55, No. 6, Dec. 1942, p. 1146.

³ *Labor Relations Reporter*, Vol. 11, No. 19, 11 Jan. 1943, pp. 594-595.

⁴ Cf. *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, p. 606.

⁵ *Gaceta Oficial*, 4 Dec. 1942, p. 139,740.

period and taken in accordance with the following rules. When the compensatory rest is taken within the week immediately following the Saturday and Sunday on which the worker was employed, it shall consist, in accordance with section 18 of Decree No. 16117 of 16 January 1933¹, of 35 consecutive hours beginning at 1 p.m. on one day and ending at 12 p.m. on the following day; if the worker was employed for only part of the time on Saturday and Sunday, the compensatory rest shall equal the number of hours during which he worked between 1 p.m. on Saturday and 12 p.m. on Sunday. When the compensatory rest is taken at any other time within the next 21 days, it may be divided into two periods of 48 hours and one of 24 hours, or two periods of 32 hours and one of 56 hours.

The maximum overtime which may be worked is 400 hours in the year, 40 hours in the month or 4 hours in the day. Employers who wish to avail themselves of this authorisation must notify the National Labour Department.

Overtime pay will be in conformity with section 5 of the Hours of Work Act No. 11,544 of 12 September 1929, which prescribes time and a half for ordinary overtime, but double the normal rate of pay for work carried out on holidays, as is the case here. Any higher rate agreed upon between an employer and his employees must prevail.

These new regulations are to remain in force for one year starting from 11 January 1943.²

REGULATION OF THE EMPLOYMENT OF WOMEN AND CHILDREN IN BRAZIL

In connection with the reorganisation of the National Labour Department of Brazil a special section to deal with the employment of women, children, and young persons was established by Legislative Decree No. 5902 of 15 December 1942.

This section forms part of the Department of the Ministry which also includes the sections for industrial health and safety. It is considered that the welfare problems connected with the employment of women and young persons should be closely linked with those of health and safety.³

The establishment of the new section is in accordance with a suggestion made by the Labour Conferences of the American States which are Members of the International Labour Organisation, which both at Santiago de Chile and at Havana recommended that services of this type should be set up in every national administration.

INDUSTRIAL WELFARE TRAINING IN AUSTRALIA

The Industrial Welfare Division of the Commonwealth Department of Labour and National Service in Australia has organised several courses designed to train men and women to serve as industrial welfare officers either in Government factories or in private industry.

In Melbourne, three courses have been given at the University of Melbourne and in the welfare departments of factories, by special arrangement between the Department of Labour and the Board of Social Studies and with the help of trade unionists and employers with a knowledge of industrial welfare. The selection of the trainees is made by a committee representative of the Department of Labour, the Australasian Council of Trade Unions, the University of Melbourne, and employers. Before beginning the course, the candidates must pass a medical examination, get a release from their present work, and sign an agreement to serve the Commonwealth, if required, as an industrial welfare officer. The course lasts six months and trainees are given free tuition and a living allowance.⁴

¹ Cf. *Industrial and Labour Information*, Vol. XLV, No. 12, 20 Mar. 1933, p. 343.

² Communication to the I.L.O.

³ *Diario Oficial*, 29 Dec. 1942; communication to the I.L.O.

⁴ *Labor Call* (Melbourne), 26 Nov. 1942.

SOCIAL INSURANCE AND ASSISTANCE

SOCIAL INSURANCE PLANS IN CANADA

APPOINTMENT OF COMMITTEES BY THE DOMINION PARLIAMENT

In the Speech from the Throne, delivered on 28 January 1943 by the Governor-General, the Dominion Government announced its intention of working out a comprehensive national scheme of social insurance which would constitute a charter of social security for the whole of Canada. The House of Commons agreed on 5 March 1943 to set up a special committee to examine and report on the most practicable measures of social insurance, and in particular, the establishment of a national system of health insurance. A similar decision was taken by the Senate.

On 16 March a general report on social security for Canada, a report on health insurance, and the draft of a Health Insurance Bill were laid before the special committee of the House of Commons. An analysis of these documents will be published in the May issue of the *Review*.

The Speech from the Throne.

The text of the relevant passage in the Speech from the Throne is as follows:

It is in the general interest that freedom from fear and from want should be the assured possession of all. A nation-wide plan which would provide insurance against the inevitable consequences of major economic and social hazards is essential if this objective is to be attained. In Canada, a considerable measure of social security has already been provided through federal enactments establishing annuities, unemployment insurance, and pensions for the aged, the blind and for disabled veterans; and through provincial enactments related to accidents, sickness and hospitalisation, widows' and mothers' allowances and maternity benefits. There is, however, no approach to a nation-wide plan of social security.

Terms of Reference of the Committee.

The select committee, consisting of 41 members representing all parties, is to examine: (1) existing social insurance legislation in the Dominion and in the provinces; (2) social insurance policies of other countries; (3) the most practicable measures of social insurance for Canada, including health insurance, and the steps which will be required to effect their inclusion in a national plan; (4) the constitutional and financial adjustments which will be required for the achievement of a nation-wide plan of social security; and (5) other related matters.

The committee has power to appoint sub-committees, and to take and publish evidence for its own use and that of the members of the House of Commons.

Debate in the House of Commons.

The Prime Minister, in opening the debate on the motion to set up a national committee on social insurance, stated his conviction that industry exists to serve a social end, as well as to serve the needs of the individuals. "Under that view men and women are the great asset of the State. The well-being of all the human resources, the men and women, who supply the labour, the thought and skill essential for planning and carrying on industry ought to be the first concern of the State. And where the State makes possible the carrying on of industry, they are entitled to have the State see that they are protected against inevitable hazards." While the world's wealth had vastly increased, its distribution had become increasingly disproportionate and the economically strong were able to survive hazards which ruined those who possessed little of the world's goods. Under any scheme of social security, life and personality, not wealth, should be the first consideration of the State. Health insurance was deemed to be deserving

of more immediate consideration than some other aspects of social security, such as unemployment insurance and old-age pensions, which had already been the subject of federal legislation. Other measures had been taken by the provinces but were not correlated in one great national scheme.

In the course of the debate on the motion, some members urged the desirability of speedy action and proposed the appointment of a Minister of Social Security and Reconstruction, while others were of opinion that a careful preliminary investigation would be necessary. Others maintained that social security should be considered only as part of a wider policy of planning or distribution, and stressed the need of improving existing social security legislation, such as unemployment and old-age provisions. Arguments were advanced both for and against centralisation.

In winding up the debate, the Prime Minister said that he thought it had shown that there was general agreement among all parties in the House as to the importance of the measures to be referred to the committee and the magnitude of the problem involved. It had served to indicate the necessity for a careful and wide study in approaching these problems in the hope of making a practicable and immediate contribution. The study of social security measures might eventually lead to a further study of the causes which underlie the situation that necessitates insurance against these inevitable economic hazards.

Social security, the Prime Minister stated, was the object to be attained; social insurance was a means whereby that object could be attained, but only one means, the one relating to those industrial and social hazards which were inevitable and arose regardless of the circumstances in which people might live and came to rich and poor alike. Those not in a position to meet these inevitable risks should be enabled to do so with the aid of the State. Social security legislation did not, however, mean "perpetuating the weak at the expense of the strong", as was feared by some, but enabled "those who have their own lives to care for, instead of being crushed under conditions of society such as we have to-day, to preserve their health and strength so that they can be real assets to the community instead of becoming liabilities".

A national plan would not imply identical legislation in all provinces, but rather meant the careful study of such social security measures as could best be effected through co-operation between the provinces and the Dominion.

When the committee begin their studies, the Prime Minister concluded, they will find that what is needed, if social security measures are to be effective, is not only a national minimum for industrial workers in any one country, but an international minimum which will help to preserve higher standards not in one country only but in all parts of the world.¹

The House then agreed to the appointment of the special committee on social insurance.

Senate Committee on Post-War Conditions.

The Senate has also decided to appoint a special committee of 38 members to consider and report upon matters arising out of post-war conditions, particularly those relating to problems of reconstruction and re-establishment and a national scheme of social and health insurance.

It was pointed out in the course of the debate on the motion, that the urgency of preparing for the post-war period could not be denied and that it was essential to the welfare of Canada to draw on the resources and past experience of a body such as the Senate by appointing a committee which would give that House an opportunity to study the problem fully.²

HEALTH INSURANCE PROPOSALS IN QUEBEC

A report recommending the establishment of health insurance was tabled in the Legislative Assembly of the Province of Quebec on 4 March 1943. This recommendation was made by the Commission originally appointed in August 1941 to study the economic conditions of the hospitals operating under the Public Charities

¹ *House of Commons Debates*, Vol. LXXXI, Nos. 1 and 25-27, 28 Jan., 3, 4, and 5 Mar. 1943.

² *Debates of the Senate*, Vol. LXXXI, Nos. 8-10, 3, 4 and 5 Mar. 1943.

Act and of the mental asylums, first in the metropolitan area and subsequently in the whole of the Province. In March 1942 the terms of reference of the Commission were enlarged so as to include, *inter alia*, recommendations with a view to improving the general situation of hospitalisation conditions in the Province.

Findings of the Commission.

The Commission arrives at the conclusion that the present system of hospitalisation for indigents has not proved satisfactory. Under that system of charitable assistance, two-thirds of the charges are borne by provincial and municipal subsidies and one-third is borne by the hospitals.

The hospitals, which, in the main, still depend on private charity, are finding it more and more difficult to obtain the necessary subscriptions and are no longer in a position to contribute to the cost of hospitalisation of indigents as they are now bound to do under the Public Charities Act of 1921 in order to obtain the subsidy. This Act, moreover, does not provide for any compensation to doctors for the treatment of indigents in hospitals. The municipalities, on the other hand, are entrusted with the task of investigating claims and applying the means test, a procedure which has made for great differences in the treatment of claims. They too, are facing expenditure for hospital assistance which municipal revenues are no longer sufficient to meet, and consequently owe large amounts to the Province. The heaviest burden, moreover, falls on the poorest communities least able to bear it. Both hospitals and municipalities therefore request that they should be relieved of financial liability for the hospitalisation of indigents.

If the Province, however, takes over the entire financial responsibility for the hospitalisation of indigents, it will also have to assume control of this assistance. The taxpayers, who contribute to the cost of assistance in the double capacity both of taxpayers and of paying patients, are entitled to a system that, while providing the necessary hospital and medical care for indigents, is also equitable and economical. If the people have to devote part of their income to medical and hospital care, the State is responsible for the most efficient and fruitful distribution of the sums thus expended.

Moreover, the present system of charitable assistance has not resulted in an improvement of the health of the population in general, since assistance is given only when the condition of the indigent has reached the stage where hospitalisation becomes necessary. The question therefore arises whether a system of assistance is sufficient or whether the State should not find other means of protecting and improving the health not only of the poor, but of the whole population.

Availability of medical care is one of the essential needs of humanity; hospitals are therefore entirely public services, meant not only to ensure the cure of disease but to assist in improving the nation's health. Even a modified system of assistance under the control of the Provincial Government would not, therefore, in the opinion of the Commission, offer a satisfactory solution of the problem. The assistance system does not contribute to the improvement of the health of the large section of the population for whom it does not make provision and favours neither the prevention of disease nor the extension of hospital and clinical facilities for the whole population. It prejudices the equitable and economical distribution of that part of the national income which must be devoted to medical care. The means test, moreover, will never afford an efficient method of ensuring that the beneficiary who can do so contributes to the cost.

The Commission accordingly recommends a more radical solution in the form of a general health insurance scheme, which in its view would have the following advantages:

- (1) Availability of medical services to the whole population, irrespective of means, and thus, provision for one of the essential needs;
- (2) Better distribution of that part of the national income which is necessarily devoted to medical care and public health;
- (3) Abolition of the means test;
- (4) Unified, and therefore more efficient, control of public hospitalisation services, involving the full responsibility of the Province, now the competent authority;
- (5) Elimination of municipal problems in health matters and reduction in municipal public assistance expenditure; provincial centralisation making for a reduction in the cost of administration;

- (6) Provincial standards of qualification for medical care;
- (7) Final settlement of the hospital problem, avoidance of difficulties now arising out of the Charities Act, and assurance of a regular revenue;
- (8) Payment of fees to the doctor for the treatment of any patient, whether at the patient's home or in an institution (the Commission points out that the Canadian Medical Association has declared itself in favour of health insurance¹);
- (9) Creation of a preventive system likely to improve the health standard of the population;
- (10) Safeguarding of the family unit and direct aid to large families, if the insurance scheme is based on a contribution for the family and not for the individual.

Recommendations on Provincial Hospitals.

The Commission accordingly submits the following recommendations:

(1) Adoption by the Quebec Legislature, in virtue of the powers conferred on it by the British North America Act, of legislation laying down the principles of a system of general health insurance financed by contributions of the State, the employer, and the employee;

(2) Provision, by legislation, for calculating the insurance contribution per family unit and not on an individual basis; availability of benefits to all members of the family, who should be insured on the same footing as single persons;

(3) Appointment of a commission instructed to put the law into effect; this commission should have the four-fold task of:

(a) Preparing, after consulting the interested bodies, the insurance scheme, determining the nature of benefits, the conditions of hospitalisation, the scope of domiciliary care, the form of insurance institutions, the rates of contributions, etc.;

(b) Fixing the share of the contribution to be borne by the State, the employer, and the employee in the case of wage-earners, and the share of the State and the insured person in the case of owners of one-man businesses, members of the liberal professions, and persons engaged in agriculture and forestry;

(c) Recommending the appropriate means for the payment of contributions in the case of indigent persons;

(d) Determining the conditions under which persons not covered by health insurance may obtain medical care (visitors, temporary residents, etc.).

(4) Finally, legislation should take into account the risk of mental disease and adapt the insurance plan accordingly.

The Premier of Quebec, on 5 March 1943, stated that the Government accepted State health insurance in principle and would propose legislation at the present session to create the commission recommended for the purpose of organising and administering the new system.²

ATTITUDE OF THE CANADIAN MEDICAL ASSOCIATION

A special meeting of the Council of the Canadian Medical Association was held in Ottawa on 18 and 19 January 1943 to consider and define the position of the Association with regard to health insurance.

The nature of the problems involved in any national plan of health insurance has been for nearly ten years the object of study by the Association, and as departmental studies have now reached the stage of tentative planning towards the introduction of legislative measures, it was felt that the time had come when the Association should make a definite statement. The following resolution was accordingly submitted to the Council in plenary session:

Whereas the objects of the Canadian Medical Association are (1) the promotion of health and the prevention of disease, (2) the improvement of

¹ See below.

² *Rapport de la Commission provinciale d'enquête sur les hôpitaux*, Parts I and II; *Gazette* (Montreal), 5 and 6 Mar. 1943.

health services, (3) the performance of such other lawful things as are incidental or conducive to the welfare of the public;

Whereas the Canadian Medical Association is keenly conscious of the desirability of providing adequate health services to all the people of Canada;

Whereas the Canadian Medical Association has for many years been studying plans for the securing of such health services;

Therefore be it resolved that:

(1) The Canadian Medical Association approves the adoption of the principle of health insurance.

(2) The Canadian Medical Association favours a plan of health insurance which will secure the development and provision of the highest standard of health services, preventive and curative, if such plan be fair both to the insured and to all those rendering the services.

The resolution was adopted unanimously.

The adoption of the principle of health insurance does not, however, imply that the Association supports a system of State medicine under which doctors would be civil servants.¹

The Association, which is being kept fully informed of the steps taken by the Government in the matter of health insurance, had already declared its willingness to co-operate in the formation of health insurance legislation in the summer of 1942.²

SOCIAL INSURANCE REGULATIONS IN COSTA RICA

A Decree No. 8 of 25 August 1942 contains the regulations for putting into force in certain regions of Costa Rica the Social Insurance Act published in November 1941³, specifying which risks are to be covered and the scope of insurance. This Decree amends the general regulations of 17 January 1942.⁴

The present Decree provides for the collection of employers' and insured persons' contributions as from September 1942, in the four principal towns of the country. The contribution of the employer—and also that of the State where it is an employer—is fixed at 2½ per cent. of wages; the insured person's contribution is at the same rate; and the State contribution for insured persons generally is fixed at 1 per cent. of wages. These are provisional rates only since the Decree lays down normal rates of 5½ per cent., 3½ per cent., and 3 per cent. of wages from the employer, the insured person, and the State, respectively. The present rates will be increased gradually as the Fund introduces new benefits.

Risks Covered.

In certain areas the Fund has already established insurance against sickness, maternity, and death. Sickness and maternity insurance are financed on the assessment system by the employer's contribution, that is, 2½ per cent. of wages. Death benefits are financed on the reserve system by the contributions of the insured person; any surplus revenue from these contributions, after the cost of these benefits has been met, is credited to the account of each insured person individually, so that it may be used to build up an old-age pension for him. The regulations provide that the employer's contribution shall be paid in advance and that all contributions shall be collected on the basis of the employer's payroll.

Benefits.

The sickness benefits provided by the Fund comprise medical care, hospital care, medicines, and cash benefit. In order to be entitled to these benefits, the insured person must show that he has been employed in the service of one or more employers for at least three months before becoming affiliated to the Fund. Patients obtain general and specialist medical care either in the doctor's consulting room or at home or in one of the dispensaries which the Fund has already opened. Hospital care is given in State establishments, to which the Fund pays only half the actual cost. The pharmaceutical benefit consists in the supply of all medicines

¹ *Medical Association Journal*, Vol. 48, No. 2, Feb. 1943, p. 93, and No. 3, Mar. 1943, pp. 239 and 251 *et seq.*

² *Cf. International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, p. 214.

³ *Idem*, Vol. XLV, No. 1, Jan. 1942, p. 95.

⁴ *Idem*, Vol. XLV, No. 5, May 1942, p. 575.

prescribed by the doctor, who must, however, carefully observe considerations of economy and efficacy. An insured person who is under treatment and incapable of work becomes entitled, after a waiting period of eight days, to a cash benefit fixed at 50 per cent. of his remuneration during the previous month; the benefit is payable for a maximum of three months and is granted only to wage earners. Public employees receive directly from the State half their monthly salary in case of incapacity for work resulting from sickness. The regulations require the Fund to take the necessary steps to arrange for compulsory periodical medical examinations of its members, and to apply compulsory treatment in cases of tuberculosis and venereal disease.

Insured women who have contributed for six months are entitled to maternity benefits, consisting of medical and hospital care, pharmaceutical benefit, a cash benefit, and a nursing benefit. The regulations provide that when the financial situation of the Fund allows, the wives of insured men shall be entitled to the same benefits. The Fund is considering the possibility of installing in factories and other establishments employing large numbers of women special rooms for the use of women who are nursing their infants. Medical, hospital, and pharmaceutical benefits are similar to those afforded under sickness insurance. The cash benefit is paid at the rate of 50 per cent. of the average remuneration during the 30 days preceding and the 30 days following the confinement, on condition that the woman stays away from employment during this period. Where the doctor certifies that she cannot nurse her child, she receives the necessary food for the child from the Fund. Insured women are required, in every case, to place themselves under medical supervision during the four months preceding the probable date of the confinement.

On the death of an insured person, the Fund at once grants a funeral benefit equal to his monthly remuneration for insurance purposes, thus amounting to between 25 and 300 colones. Whether the deceased was a contributor or a pensioner, his surviving dependants are entitled to a lump sum, varying with the wage class to which he belonged from 100 to 1,200 colones. The regulations also specify how insured persons are to be classified in wage classes on the basis of their wages or salaries, whether hourly, daily, weekly, fortnightly, or monthly.

Inspectors of the Social Insurance Fund.

An Act dated 13 August 1942 provides the Costa Rican Social Insurance Fund with a body of inspectors for enforcing the principal Act and its regulations. The inspectors are entitled to visit undertakings and verify the number of workers employed in them, the wages they receive, and the amount of the contributions paid. The Act also prescribes the fines which may be imposed for resisting or obstructing the work of the inspectors, and provides for the publication of the names of persons who infringe the principal Act.¹

A COMMISSION TO STUDY PENSION REFORM IN ARGENTINA

The Argentine Government has recently appointed a commission to study the reform of the pension insurance schemes. The commission is directed by the Ministry of Finance, which, in virtue of the budget law now in force, is responsible for all the social insurance funds, which formerly were under the supervision of several departments.

At a meeting of the commission convened for the purpose of explaining its duties, the Minister of Finance stated that it was necessary to proceed to a complete reform of the Argentine pension schemes: the reform should be comprehensive, covering all the funds, and should give effect to the true purpose of social insurance by providing at least a minimum of protection to all groups of workers at present excluded.

The Minister explained the Government policy as regards the reform of the Railwaymen's Pension Act², and stated that it was the Government's intention to submit, during the 1943 session, a Bill embodying the conclusions reached by the commission.³

¹ *Su Seguridad*, No. 5, 12 Sept. 1942, pp. 9-25.

² Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 387.

³ Communication to the I.L.O.

THE SOCIAL INSURANCE MOVEMENT IN CHILE

NON-MANUAL WORKERS' MEDICAL SERVICE

A Chilean Decree No. 32/1552 of 14 November 1942 entrusts to a single institution the responsibility for the preventive and curative medical services of the National Fund for Public Employees and Journalists, the Fund of the National Mercantile Marine, the Retirement and Social Insurance Fund of Municipal Employees of the Republic, and the preventive medical services of the Salaried Employees' Fund and of the auxiliary provident funds for the salaried employees of certain establishments.

The National Medical Service for Non-Manual Workers will carry out all the functions which the Preventive Medicine Act (No. 6174) entrusted to the provident institutions of non-manual workers in public and private employment, and will also be responsible for providing curative medical care for the members of those funds which afford it as a benefit.

The Service is managed by a director-general and a council, of which the chairman is the Minister of Health, and whose members represent the various funds concerned, the insured persons, and the Chilean Medical Association.

The Service is financed (1) by the employer's contribution of 1 per cent. of salaries which was introduced by Act No. 6174; (2) by the contribution of 2½ per cent. of the gross revenue of the institutions affiliated to it; (3) by the funds accumulated in their preventive medicine account by the affiliated institutions; and (4) by special grants from the Funds for Public Employees and Journalists and for the National Mercantile Marine for the purpose of providing curative medical care. The Service is under the supervision of the Ministry of Health and its Social Insurance Department.¹

Results of Health Examinations.

Already before this Decree was issued, the medical services of the provident funds for salaried employees, public employees and journalists had been co-ordinated and were carrying out an interesting experiment in the application of the Preventive Medicine Act. This combined service had already examined, by micro-radiography, 25,000 individuals, and had proved the efficacy and economy of this method of examining large groups of the population. It had extended its work to the rural areas and obtained successful results from the use of a mobile diagnostic equipment. The latter consists of a team of doctors travelling in specially constructed automobiles equipped with radiological and electro-cardiological apparatus and laboratory.

These combined services had, up to September 1942, carried out 44,612 examinations. Of the persons examined, 32.8 per cent. were found to be healthy, 29.4 per cent. were referred to a tuberculosis specialist, 23.9 per cent. to a heart specialist, and 13.9 per cent. to a specialist in venereal diseases. When the specialists, in turn, had made their examinations, the final results were as follows: suspected and confirmed cases of tuberculosis, 24.2 per cent.; confirmed cases of cardio-vascular disease, 16.7 per cent.; probable cases of syphilis, 10.8 per cent.²

THE WORKING OF THE COMPULSORY INSURANCE FUND

In September 1942 the Statistical Section of the Chilean Compulsory Insurance Fund published the first Statistical Year-Book of this institution. The publication contains interesting figures of revenue and expenditure, and statistics of morbidity, invalidity, and death. The following paragraphs provide a summary of the most significant data, together with an account of the application of the Preventive Medicine Act by the Fund, according to the latest information available.

¹ *Diario Oficial*, 10 Dec. 1942, p. 3248.

² DEPARTAMENTO MÉDICO COORDINADO: *El Exámen Sistemático de Salud y el Reposo Preventivo* (Santiago de Chile, 1942).

Revenue and Expenditure.

During the fiscal year 1941-42, the total revenue of the Fund was 345 million pesos (equivalent to 15 per cent. of the national budget for the year), derived mainly from employers' and workers' contributions and State subsidies. Contributions were collected in respect of wages amounting to 3,063 million pesos.

Expenditure totalled 82 per cent. of revenue. The several items of expenditure and the proportion of each to the total were as follows: medical services, 62 per cent.; cost of administration, 17 per cent.; sickness benefit, 7 per cent.; benefit under Preventive Medicine Act, 6 per cent.; pensions, 4 per cent.; other items, 4 per cent.

The total value of the investments was given as 478 million pesos, the principal items, in order of their amount, being real property (valued at 310 million), bonds, and shares. The real property holding consists of premises for the medical service, housing estates, agricultural estates, and letting premises.

Invalidity Pensions.

The law provides for the grant of a life annuity in case of permanent total incapacity for work, if the insured person has paid at least 104 weekly contributions. Between 1937 and the end of 1941 the Fund awarded 8,428 invalidity pensions, the cost of which in the last-mentioned year was about 15 million pesos. Of these cases of invalidity, diseases of the circulatory system accounted for 32.1 per cent., arteriosclerosis being the chief in this disease group; infectious diseases and those of parasitic origin caused 25.6 per cent. of the cases, the vast majority (24.1 per cent.) being due to all forms of tuberculosis. Taking the diseases singly instead of in groups, pulmonary tuberculosis was the greatest cause of invalidity, accounting for 24.2 per cent. of cases among men and 17.1 per cent. of cases among women.

The average monthly rate of the pensions granted during the first half of 1942 was 360 pesos. This may be compared with an average daily wage of 15.50 pesos for the entire country during the same period.

Morbidity.

In a total of 364,841 cases examined (226,340 men and 138,501 women), the percentages suffering from the chief illnesses were as follows:

	Men	Women
	per cent.	per cent.
Tuberculosis	3.0	2.3
Syphilis	4.5	2.9
Gonorrhea and other venereal diseases	3.7	0.8
Grippe	7.1	7.4
Cancer	0.3	0.4

By disease groups the morbidity figures yield the following results:

	Men	Women
	per cent.	per cent.
Diseases of nervous system and sense organs	8.3	6.8
Diseases of circulatory system	3.7	3.5
Diseases of respiratory system	7.4	6.7
Diseases of digestive system	20.4	28.5
Diseases of skin and tissues	9.4	6.1
Bone and joint diseases	6.2	3.1
Accidents from external causes	4.6	0.9

The Fund provides medical care for children from birth until the end of the second year. The children belong to a socio-economic group which is more or less homogeneous in point of education, income, housing, and nutrition, and are treated by paediatrists, who attend at fixed hours or make a round of visits. In 1940 the morbidity of 217,296 children in this group was studied. Bronchitis—classified among the diseases of the respiratory system—was the cause of 15.8 per cent. of infantile morbidity; next in importance were dyspepsia—classified among the diseases of the digestive system—and then uncomplicated grippe and colds, which accounted for 10.6 per cent. Diseases of the skin and cellular tissues together

caused 14.4 per cent. of the morbidity, whooping cough, 4 per cent., and rickets about the same. This last figure is rather low compared with other general statistics, but probably this is due to the fact that the child is brought to the health centre only at the time when the disease reaches its acute stage.

Mortality of Insured Persons.

In considering the following figures it should be remembered that they have been recorded on the basis of claims received by the Fund for refund of contributions at death and for funeral benefit. In 1941 tuberculosis caused 34.1 per cent. of all deaths, cardio-vascular diseases, 11.3 per cent., and diseases of the respiratory system other than tuberculosis, 10.8 per cent.; the total number of deaths was 9,269.

Cases Treated by Medical Service.

In 1941 more than a million first consultations were given, and more than a million and a half subsequent consultations, while about 200,000 visits were paid to patients in their homes. Hospital admissions numbered 77,000. The number of serological, radiological, and laboratory examinations totalled over 600,000. These items do not include treatment given by the maternity and child welfare services, which are analysed separately below.

In the venereological section the number of first consultations in 1941 was 46,400. About half the total cases involved syphilis, and in 66 per cent. of these the form was that of serological latent syphilis. Of the 219,000 Wassermann and Kahn examinations made in 1941, 22 per cent. were positive. It is interesting to note that in tertiary syphilis, affections of the circulatory system were the most numerous.

In 1941 there were 18,626 first consultations for tuberculosis and 140,000 subsequent consultations. More consultations were given for tuberculosis in evolution than for the parenchymatous or other types.

Maternity and Child Welfare Service.

In 1941 maternity benefits were paid to the amount of 16,220,000 pesos, in respect of 3,412,605 days of abstinence from work. In addition maternity grants were paid to the uninsured wives of insured men in 20,000 cases to the amount of 1,500,000 pesos, and nursing benefits were paid in 115,000 cases at a cost of 1,800,000 pesos. The maternity and infant welfare services, which came into operation in 1936, looked after 80,000 confinements and gave 1,100,000 consultations to infants in 1941. About 60 per cent. of these consultations concerned healthy infants, being for the purpose of ascertaining weight, height, nutrition, etc.

Since 1938 these services have undertaken to place children with other families in cases where separation from the child's own family is necessary in order to avoid contagion from a tuberculous mother or is indicated for some important social reason. During 1941, 128 children were boarded out on various grounds.¹

Preventive Medicine.

A systematic search among the apparently healthy, such as workers at their jobs, for unnoticed forms of tuberculosis, syphilis, and cardio-vascular disorders had led to the discovery that these diseases together accounted for over 50 per cent. of deaths at working ages, over 60 per cent. of invalidity cases giving rise to pensions from the Insurance Fund, about 60 per cent. of concealed morbidity among workers in Santiago, and over 50 per cent. of hospital cases. These findings led to the adoption of the Preventive Medicine Act of 1938², the essential features of which are: (a) the periodical and systematic medical examination of the employed population; (b) preventive rest on full wages in curable cases; and (c) directed and supervised medical care.

In order to carry out the examinations required by the Act, the Insurance Fund has appointed a special medical staff in the main centres of population, but has relied on the existing staff in the smaller centres. Persons who, at the first

¹ CAJA DE SEGURO OBLIGATORIO: *Estadísticas—1941* (Santiago de Chile, Sept. 1942).

² Cf. *International Labour Review*, Vol. XXXVIII, No. 2, Aug. 1938, pp. 161-189; "The Chilean Preventive Medicine Act", by Eduardo CRUZ COKE; Vol. XLVI, No. 2, Aug. 1942, pp. 123-135; "The Aims and Achievements of the Chilean Preventive Medicine Act", by Manuel DE VIALDO.

health examination, are suspected of being, or are found to be, diseased are sent to the appropriate specialised clinic (tuberculosis, syphilis, cardiology). In Santiago special clinics have been established to administer the preventive medical service.

The Fund has set up preventive medicine committees in the main centres of population with the duty of granting preventive rest benefit, which, in conformity with the law and regulations, is practically confined to cases of tuberculosis and cardio-vascular disease. This benefit lasts for such period as the committee may determine, but may not exceed one year. The Ministry of Health has laid down a series of standards which must be followed in the award of the benefit, but which are amended from time to time as experience indicates.

Up to 31 December 1941 preventive rest benefit had been granted in 19,687 cases, of which 86.5 per cent. were cases of tuberculosis and 13.4 per cent. of cardio-vascular disease, while the remaining 0.03 per cent. related to other diseases. The benefit payments in these cases totalled 17,500,000 pesos.

During 1941, 110,490 health examinations were carried out, with the following results: passed fit, 63.3 per cent.; syphilis, 7.8 per cent., tuberculosis, 7.2 per cent.; cardio-vascular disease, 4.5 per cent.; mixed pathology, 1.2 per cent.; other diseases, 16 per cent.

In the four years during which the Act has been in force, from 1938 to 1941 inclusive, 400,000 persons were examined, and 5.3 per cent. were presumed to be tuberculous. If each year's examinations are considered separately, the percentage is seen to increase from one year to the next, as the result of improving technique in the conduct of the examination. Again, the same effect is visible if the above figure is compared with the statistics of cases sent to the specialised clinics by the preventive medicine teams which visit factories: of the first 19,813 insured persons examined by such teams, 9.27 per cent. were diagnosed as suspected cases and 4.83 per cent. as confirmed cases.

Among the statistical tables which deserve particular attention is that which shows the distribution of tuberculosis among 7,850 insured persons classified in wage groups. It was found that the incidence of the disease was highest, not in the lowest wage group but in the middle group—a result which confirms the findings of Dr. Abreu's well-known investigation of tuberculosis among municipal employees in Brazil. It thus appears from the latest investigations that the wage is not a factor determining the incidence of pulmonary tuberculosis, although it does influence the development of the disease once it has been contracted. Tuberculosis would therefore become a purely epidemiological manifestation. The preventive medical service in Chile does not yet reach the families of insured persons, and therefore has no effect on them as centres of contagion.

During 1941, 1,937 persons receiving preventive rest benefit for tuberculosis were discharged. In 50 per cent. of these cases the result was cure or improvement; in 18.3 per cent. the disease remained stationary or was aggravated; and in 31.5 per cent. the result was unknown. The average number of days of preventive rest was 249.5.

As regards syphilis, the proportion of the 400,000 persons examined in the four-year period who were found to be suffering from this disease was 6.6 per cent. At present the Insurance Fund and the social assistance authorities are providing mass anti-syphilis treatment, and are carrying on anti-venereal campaigns on epidemiological lines, in close co-operation with each other and with the sanitary authority.

The morbidity due to cardio-vascular disease during the same period was 4 per cent. on the average.¹

THE SOCIAL INSURANCE MOVEMENT IN BRAZIL

HOUSING ACTIVITIES OF THE INDUSTRIAL WORKERS' PENSION INSTITUTION

In conformity with a Legislative Decree No. 4508 of 23 July 1942, the Brazilian Industrial Workers' Pension Institution has been empowered to make loans to industrial undertakings in order to enable them to provide for their workers properly constructed and healthy dwellings.

¹ CAJA DE SEGURO OBLIGATORIO: *Boletín Médico-Social*, No. 100, Oct. 1942, pp. 549-580.

The dwellings must be erected within a distance of one kilometre from the undertaking. The loans are granted on mortgage for a maximum of 15 years, and bear interest at the rate of 7 per cent. per annum. The dwellings built by the employer must be for the exclusive use of his workpeople, and the rent, payable monthly, may not exceed 7 per cent. of the capital invested, as valued by the Institution. The Institution will furnish employers with technical help in carrying out their building projects, and its approval is required for the site of the projected dwellings.

The Institution may itself build dwellings to be let exclusively to insured persons affiliated to it.

In September 1942 the Institution declared open 1,600 houses in the workers' housing estate of Realengo. These houses have, as a rule, 3 or 4 rooms, kitchen, bath, etc., and are let at 115 to 145 cruzeiros a month. The estate has its own dispensary, nursery school, playground, swimming bath and cinema theatre. The estate, when completed by the Institution, will comprise 2,300 houses.

It may be added that, in the first half of 1942, the Institution made 210,118 benefit payments of a total amount of about 24,000,000 cruzeiros, including 538,000 for funeral benefit, 3,400,000 for survivors' pensions, 12,763,000 for invalidity pensions, and 7,272,000 for cash sickness benefit. From 1938, when the Institution began to operate, until July 1942, its benefit payments reached a total of 76,823,276 cruzeiros.¹

BRAZILIAN ASSISTANCE LEGION

In August 1942 the Brazilian Assistance Legion was formed with the object of promoting the welfare of the civilian population during the war. It will pay special attention to the welfare of mothers and infants, the aged and the disabled; it will provide medical care for necessitous persons and will contribute to the improvement of the nutrition and housing of the population.

In the execution of its programme, the Legion will have the co-operation of the Federal authorities, the States, municipalities, insurance institutions, etc.

The Legion has designed its wartime programme with a view to affording the fullest possible support to the Government in the conduct of the war, and in this connection it will provide help for necessitous families whose breadwinners have been mobilised.

A Legislative Decree No. 4830 of 15 October 1942 recognises the Legion as a body which co-operates with the authorities in matters of social assistance, and therefore assigns to it the following sources of revenue: (a) a monthly contribution of one-half per cent. of the wages on which insured persons contribute to pension insurance institutions and funds, to be deducted from wages at the same time as the insurance contribution; (b) a monthly contribution of equal amount paid by the employers and collected in the same way; (c) a contribution paid by the Federal Government of the same amount. Contributions (a) and (b) will be paid to the Legion by the pension insurance institutions and funds.

The hospitals of Rio de Janeiro have offered to the Legion the use of 100 beds for its requirements free of charge.

RELIEF FUND FOR BARRISTERS

A Legislative Decree No. 4563 of 11 August 1942 empowers the Brazilian Bar to set up relief funds for its members, to be administered by a board of three to five members and an audit committee; the members of both bodies will be elected for two years and will be unpaid.

The funds will grant cash benefits in case of disability, whether partial or total, temporary or permanent, and in case of lack of work, and it will also grant widows' and orphans' pensions. The Decree lays down that when the resources of a fund so permit, it may introduce a medical benefit. The relief funds will derive their income from the following sources: (a) an annual sum paid by mem-

¹ *Boletim do Ministerio do Trabalho, Industria e Comercio*, No. 96, Aug. 1942, pp. 47-50.

bers of the Bar; (b) half the costs paid to barristers in the different courts; (c) fines imposed by the Bar; (d) the existing relief funds of the Bar; (e) income derived from the property of the Bar; (f) donations and legacies.

The Government has appointed a committee of three members, representing the Bar, the Ministry of Justice, and the Ministry of Labour, to proceed to the immediate application of the Decree.

ACTIVITIES OF PENSION INSTITUTIONS

Recent reports published by certain pension institutions on their activities are summarised below.

Rio de Janeiro Municipal Services.

The pension fund for persons employed in the traction, lighting, power and gas services of Rio de Janeiro has just published a summary of its operations during 1941.

The fund had 19,733 active members and 3,706 pensioners. Its accumulated capital amounted to 81,741,866 cruzeiros, and it had distributed more than 33,000,000 cruzeiros in benefits, of which 26,000,000 were for retirement pensions and 7,000,000 for survivors' pensions. The fund invested its capital mainly in federal bonds, shares of the Bank of Agricultural and Industrial Credit, shares of the Reinsurance Institute of Brazil, and preference shares of the National Steel Company.

Commercial Workers.

The Pension Institution for Commercial Workers granted benefits to a total amount of 5,710,588 cruzeiros during the first half of 1942. The number of pensions during this period was 1,792, and the expenditure incurred on this account was about 2,500,000 cruzeiros; of these pensions, 1,026 were for invalidity, costing 714,000 cruzeiros, and 191 were old-age pensions. In the same period, 4,644 maternity benefits were granted at a cost of 1,118,537 cruzeiros; 1,060 sickness benefits were paid at a cost of over one million cruzeiros; and 858 funeral benefits were granted at a cost of about 219,000 cruzeiros.

Transport Workers.

At the end of 1942 the Pension Institution for Transport Workers published its report for the financial year 1941.¹ The Institution, which was established on 18 August 1938, has absorbed all the funds which existed at that date in the road transport undertakings of the country.

On 31 December 1941 the number of workers affiliated to the fund was 159,000, of whom over 54,000 were in the State of São Paulo. About half the members are married men and about 40 per cent. are unmarried men, insured persons between 21 and 40 years of age representing 66.75 per cent. of the total membership.

The income of the Institution, which is derived mainly from contributions at 3 per cent. of wages each from insured persons and employers and from a State subsidy financed by special taxes, amounted to 51,381,610 cruzeiros in 1941.

In the year covered by the report, 1,182 funeral benefits were granted at a total cost of 162,427 cruzeiros. Invalidity pensions during the same period numbered 954, the largest proportion of the claims arising in the Federal District. It is interesting to note that the majority of the invalidity claims were from workers engaged in loading and unloading goods, and that the chief cause of invalidity was tuberculosis of the respiratory system, which accounted for 28.56 per cent. of cases during the year and was heaviest in its incidence among persons between the ages of 26 and 35. At the end of 1941 there were 1,679 persons in receipt of invalidity pensions, 39.13 per cent. of whom were disabled by diseases of the circulatory system, 24.42 per cent. by infectious and parasitic diseases (including tuberculosis), and 13.52 per cent. by diseases of the nervous system and sense organs.

The amount paid out in invalidity pensions including pensions paid to the invalid aged during 1941 was over 3,000,000 cruzeiros.

¹ INSTITUTO DE APOSENTADORIA E PENSÕES DOS EMPREGADOS EM TRANSPORTES E CARGAS; *Relatório* (Rio de Janeiro, 1942).

The number of survivors' pensions awarded in 1941 was 766, and 656,618 cruzeiros were paid out on account of the survivors' pensions in force, which totalled 1,591.

The Institution is making careful preparation for the extension of medical benefits so as to include medical, surgical, and hospital care, and cash benefits in case of maternity and sickness. At the end of 1941 the Institution already had at its disposal 1,100 doctors, who had given 54,593 attendances to its members. The most important causes of illness were diseases of the respiratory system, followed by diseases of the digestive system and tropical diseases. In 1941, 580,878 cruzeiros were spent on medical care.¹

PENSIONS FOR DOMESTIC SERVANTS IN URUGUAY

A Uruguayan Legislative Decree of 22 July, 1942 provides for the compulsory affiliation of domestic servants, of both sexes, and doorkeepers to the Pension Fund for Industry, Commerce and the Public Services.²

For the purpose of calculating the pension, the minimum monthly wage is fixed at 25 pesos. The employer pays 10 per cent. of the wages of his domestic staff, and those who employ more than one servant pay an addition of 1 peso monthly for each. The domestic servant pays a contribution of 5 per cent. of his wage.

The benefits provided for under the Decree are granted subject to completion of a qualifying period of five years, except that the pension for permanent total incapacity and the survivors' pension, amounting in either case to 10 pesos a month, may be claimed after contributions have been paid for one year only. Domestic servants are not entitled to the unemployment pension, but they are covered by an unemployment insurance which secures to them a benefit for a maximum of six months after they have contributed for five years.³

SEAMEN'S COMPENSATION FOR WAR INJURIES IN CUBA

By Decree No. 3163 of 4 November 1942 the Cuban Government has established a Sea Warfare Compensation Fund for the duration of the war, to compensate seamen of the mercantile marine and their dependants in respect of the risks inherent in their work during the period of hostilities.

Scope.

The Fund covers every person enrolled as a member of the crew of a vessel flying the Cuban flag and engaged in foreign trade, in coasting trade, or in fishing outside the limits of ports. Cuban seamen serving on foreign ships are excluded, and likewise those whom the shipowner, at his own expense, has covered by a life insurance policy of at least 5,000 pesos. The Fund will pay compensation for all accidents occurring in sea warfare, *i.e.*, death, disappearance, or injuries resulting in permanent total incapacity, to a member of a crew of any ship damaged either during navigation or in port by enemy action.

Compensation.

Compensation is payable to a disabled seaman and to members of the family of seamen who are killed or missing. The members of the family entitled to compensation comprise the widow or widower, minor children, and adult children who are mentally or physically incapacitated and dependent on the deceased; in the absence of the foregoing, relatives in the ascending line; and brothers and sisters. In addition, every seaman who survives a shipwreck due to enemy action is entitled to an indemnity of 250 pesos.

¹ Communication to the I.L.O.

² Cf. INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1934, Ur. 1.

³ *Diario Oficial* (Montevideo), 27 July 1942, p. 185a.

Administration.

The Decree sets up a Sea Warfare Compensation Committee, consisting of representatives of the Ministries of Finance and Labour, employers' organisations, and seamen's organisations. The Committee has to examine each case individually and settle the amount of the compensation. Appeals from the decisions of the Committee may be carried directly to the President of the Republic. Compensation will be paid in monthly instalments, and its amount will be proportionate to the basic wage of the seaman, disregarding any special war bonuses. In case of death, the members of the family will receive a lump sum of 5,000 pesos.

The law defines as "missing" a seaman who fails to appear within six months of a sea warfare accident.

For the purpose of fixing compensation in proportion to wages, the Decree contains a wage schedule for the officers and for the crew of ships ranging from 150 to 4,500 tons. It also fixes the amount of any monthly bonus and payments for overtime.

The Fund is financed by a grant of 250,000 pesos from the national budget, by the revenue which the State receives from persons who charter its ships, and by the voluntary gifts of institutions or individuals.

The Fund will operate as long as war risks subsist; thereafter it will be liquidated and its resources will be used for the development of the national mercantile marine.¹

FAMILY ALLOWANCES IN BULGARIA

A system of family allowances for workers was introduced in Bulgaria for the first time by regulations issued by the Council of Ministers on 4 August 1942. The cost of the scheme is borne by employers in public and private undertakings and its operation is retroactive from 1 July 1942.

Scope of Scheme.

Family allowances are payable to all workers of Bulgarian nationality or origin who are covered by social insurance and are employed in private industrial undertakings, tobacco factories, mines, and electric power stations, and to workers and employees in public, communal or autonomous institutions, undertakings, and estates.

In addition to the father or mother, a sister or brother who supports minor children may be regarded as the head of the family. The allowance is payable up to the age of 21 years provided that the child does not work.

Administration.

The family allowance scheme is administered by the Directorate of Labour, to which a special section and a self-governing fund have been attached for the purpose. On the local plane it is operated by the labour inspector, or where there is no inspector, the mayor, and by the employers, who are responsible for the payment of the allowances.

Financial Arrangements.

The Family Allowance Fund is financed by a contribution of 10 per cent. of the wages and salaries paid by private undertakings and by the sums provided for the purpose in the budgets of public institutions and undertakings. The allowance is at the rate of 100 leva a month for the first child and 200 leva a month for the others. The employer is required to keep monthly accounts of the allowances paid by his undertaking and to submit them to the Labour Inspectorate. Allowances are paid on production of the applicant's social insurance card and of a certificate attesting his civil condition.²

¹ Communication to the I.L.O.

² *Drjaven Vestnik*, 4 Aug. 1942, No. 170.

CO-OPERATION

CONSUMERS' CO-OPERATION IN THE UNITED STATES IN 1941

The United States Bureau of Labor Statistics has published a survey of consumers' co-operative societies in the United States in 1941, the first since 1936.

The survey covers practically all the co-operative societies, with the exception of agricultural co-operatives proper. It therefore excludes the farmers' supply co-operatives for buying in common the necessary goods for agricultural production, and co-operative marketing societies, but includes purchasing departments of marketing associations, various kinds of service associations, credit unions and insurance associations. It also includes mere buying clubs.

Local Associations.

A table giving the estimated membership and business of local consumers' co-operative societies in 1941 is reproduced below.

Type of association	Number of associations	Number of members		Business in 1941
		Fully paid	Partly paid ¹	
Retail distributive	3,850	1,163,200	142,393	\$ 000's 345,150
Stores and buying clubs	2,400	500,000	43,125	160,000
Petroleum associations	1,400	645,000	89,102	179,000
Other distributive associations	50	18,200	10,166	6,150
Retail distributive or purchasing departments of marketing associations ²	524	156,000	—	119,122
Service associations	621	264,400	3,416	10,897
Associations providing rooms and/or meals	325	28,000	1,315	4,525
Housing (apartments or dwellings)	59	2,100	—	1,575
Medical and/or hospital care:				
On contract or insurance arrangement.....	24	86,950	2	1,425
Own facilities.....	11	14,000	615	1,125
Burial	41	27,000	1,072	265
Cold storage ³	45	25,000	141	900
Water ⁴	33	2,000	115	375
Printing and publishing	16	75,000	58	450
Recreational facilities	22	3,000	83	70
Miscellaneous	45	1,350	15	187
Electricity associations ⁵	825	1,205,000	—	33,410
Telephone associations	5,000	330,000	—	5,485
Credit unions	10,425	3,532,000	—	362,779
Insurance associations	2,000	10,000,000	—	170,000

¹ Members who either pay off their share by instalments or use the dividends for that purpose as compared with members who already own a share. ² Includes only purchasing departments handling consumer goods; figures are not estimates but data given by reporting associations. ³ Excluding the producers' processing associations. ⁴ Excluding associations providing water for irrigation of farm land. ⁵ Data furnished by the Rural Electrification Administration, plus allowance (partly estimated) for pre-REA associations.

For associations reporting for both 1940 and 1941, the latter year showed an increase in membership of the local associations of over 7 per cent., and in sales

of about 23 per cent. The estimated business of the distributive and service co-operatives amounted to \$356 million, representing nearly a 90 per cent. increase in the five-year period since 1936. The 16,000 local distributive and service associations which supplied information on that item had net earnings of \$11,533,148.

The report states that the largest number of co-operative stores are to be found in Minnesota, Wisconsin and Michigan. Practically all the co-operative stores sell gasoline. Many co-operative societies whose main line of business was the selling of petroleum began to handle groceries, or at least canned goods; some have opened a grocery department. This new development is expected to help these societies to overcome the wartime crisis.

An interesting development is that of associations whose purpose is the operation of a water system. The survey quotes 33 associations of this kind with a membership of 2,000, the majority having been started to supply water in suburban sections of metropolitan districts to which the local city water system does not reach. Most of them are in Oregon, Washington and Wisconsin.

Many co-operatives have been formed under the Farm Security Administration programme for the rehabilitation of small farmers and farm labourers. Most of these are in connection with subsistence homestead projects¹, but at least 135 were handling consumer goods or providing some consumer service. Several of the more successful of these co-operatives are those of Negroes. Of 68 Negro consumer co-operatives known to the Bureau of Labour Statistics, 13 are in Farm Security Administration communities, largely in the South.

Indian co-operatives are usually of the producer rather than the consumer type and have as their function the marketing of crops or handicraft articles. There are, however, at least 8 store associations, 6 of which are in Arizona.

The survey also gives a rough estimate of the distribution of consumers' co-operatives as between the farm and the non-farm associations. An association is considered to be a farmers' association if the members are preponderantly farmers, even though they may also serve and admit to membership a small percentage of non-farmers. In the retail distributive field, the urban co-operatives are more numerous (1,500 farm co-operatives and 2,350 urban) but they are smaller both in membership (675,000 members in farm co-operatives as compared with 488,200 members in urban co-operatives) and in volume of business (\$180 million in farm co-operatives and \$165 million in urban).

Among the service associations those providing meals and rooms, housing and water, are entirely urban. The cold storage associations, the electricity associations, and a large part of the burial co-operatives are farmers' organisations. Out of 5,000 telephone associations, 3,500 are farm co-operatives; all but 10 per cent. of the insurance associations are also farmer-owned. On the other hand, about 90 per cent. of the credit unions are urban.

Co-operative Wholesale Societies.

The co-operative wholesale societies are subdivided into two inter-regional associations, the National Co-operatives and the United Co-operatives, with a total business of \$4,204,059; 27 regional co-operative wholesale societies, with 3,104 affiliated co-operatives and a business of \$97,273,366; and finally, 13 district wholesales, with a membership of 182 societies and business amounting to \$2,909,388.

The number of societies affiliated to the regional wholesales increased by 8.9 per cent. and that of the district wholesales by 18.6 per cent. as compared with 1940. During the same period the sales of the regional wholesales increased by 23 per cent. and those of the district wholesales by 26.7 per cent.

The number of persons employed full time in the wholesales, together with about 1,400 retail and service co-operatives, was nearly 12,000. The wages paid amounted to \$17,879,000.

The wholesale societies have in recent years widened the scope of their business and nearly all the regional organisations provide some service in addition to the distributive business which is still their chief activity. Of the total business done by co-operative wholesales in 1941, amounting to \$104,386,831, the wholesale distributive business accounted for \$100,759,851 (or 96.5 per cent.) the retail branches of the wholesales for \$1,338,568 (1.3 per cent.), and services for

¹ For on account of the Farm Security Administration, cf. M. COLOMBAIN: "Land Tenure and Agricultural Unemployment in the United States", in *International Labour Review*, Vol. XLIII, No. 6, June 1941, pp. 645-686.

\$1,925,900 (1.8 per cent.). In addition to various types of services provided by the service departments of the wholesales (mostly trucking, auto repair, insurance, printing, accounting, auditing, etc.) there are several wholly service associations. Services to the value of \$2,242,565 were provided in 1941, about equally divided between 12 service federations and the service departments of wholesale societies.

Productive departments of wholesales had an output valued at \$8,221,244 in 1941; in addition, seven central productive associations owned jointly by two or more regional wholesales had an output totalling \$5,988,426. Most of the goods produced by the central productive associations are for the use of farmers, as for instance gasoline and lubricating oil, fertiliser and feed. These were covered by the survey because they are owned by wholesales handling consumer goods.¹

WORKERS' ORGANISATIONS

AN INTERNATIONAL MEETING OF SEAMEN

A Conference of the Seamen's Section of the International Transport Workers' Federation (I.T.F.) was held in London at the end of January 1943. It was attended by representatives of the Belgian, British, Chinese, Danish, French, Greek, Indian, Netherlands, Norwegian, Polish, Swedish, and Yugoslav seamen's unions, and by a delegation from the International Marine Officers' Association. The resolutions passed by this Conference are quoted in full or summarised below.

Seamen and the International Labour Organisation.

After recalling the discussions on matters affecting seamen at the Conference in New York in 1941 and at the meeting of the Joint Maritime Commission held in London in June 1942², the resolution concludes as follows:

Whilst appreciating the efforts made in respect of life-saving measures and welfare arrangements, [the Conference] expresses the disappointment and discontent of the seamen at the fact that other important resolutions of the Joint Maritime Commission have not received adequate attention;

Expects of the Governments concerned individual and collective action for ensuring the prompt and universal application of the decisions aiming at improving the conditions of work and employment of merchant seamen; thus removing the suspicion that their promises were idle ones;

Urges the International Labour Office and its Governing Body to press all Governments concerned to co-operate effectively in the rapid implementation of the decisions affecting the life and work of merchant seamen, and to give full publicity to its action in this respect.

Equality of Treatment of Asiatic, African, and East and West Indian Seamen.

The resolution adopted on this subject reads as follows:

Whereas a number of Asiatic, African, and East and West Indian Seamen continue to be employed under conditions less favourable than those of the white seamen;

Whereas the Joint Maritime Commission of the International Labour Organisation, composed of representatives of employers and workers in the shipping industry, has unanimously called for the cessation of this state of affairs;

Whereas the Governments of the maritime countries have not since then, to our knowledge, taken any action to secure full equivalence of conditions of employment for all of these seamen;

Whereas racial discrimination against seamen who are making a gallant

¹ *Monthly Labor Review*, Nov. 1942, pp. 980-999.

² Cf. *International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, p. 166.

and indispensable contribution to the war effort of all the United Nations is not only an injustice but also favours the insidious propaganda of the enemy and of Japan in particular;

This Conference of the Seamen's Section of the International Transport Workers' Federation, meeting in London on 30 and 31 January 1943, urges the Governments concerned—particularly the Government of India—and the International Labour Office and its Governing Body to take prompt and effective action to secure the universal application of the principle of equality of treatment for all seamen without distinction of race.

Protest against Criminal Methods of Warfare.

The resolution dealing with this matter calls the attention of the seamen of Axis countries to the criminal methods of warfare at sea adopted by their rulers, such as the torpedoing of merchant ships at sight, without warning and without giving crews and civilian passengers time to take to the lifeboats, shelling and machine-gunning of lifeboats, and other acts of inhumanity. The resolution calls upon the seamen of the Axis countries to give tangible proof, during the war, that they disapprove of this criminal warfare and actively endeavour to prevent it, if they desire, after having regained their freedom through the victory of the United Nations, to belong once more to the brotherhood of the sea. The resolution declares that "the seamen of the United Nations will secure the inclusion of the men responsible for these crimes among the war criminals from whom severe retribution will be exacted".

Increased Safety of Convoys.

While affirming that the seamen of the merchant fleets of the United Nations are determined to continue to man the ships in spite of the barbarous methods of warfare of the Axis Powers, which exact heavy toll among the personnel of these ships, the Conference nevertheless expressed its opinion that losses could be curtailed by giving more adequate protection to certain convoys, and specified a number of measures by which the present state of affairs could be improved. Its resolution on this subject concludes as follows:

The Conference also expresses its alarm at the fact that post-war commercial considerations and interests have hitherto prevented the building of high-speed ships, and urges the Governments concerned to build the cargo vessels best suited for war purposes, even if it has to be assumed that the commercial post-war value of such ships will be no higher than that of the weapons to be scrapped after the cessation of hostilities.

The Conference instructs the officers of the Seamen's Section of the International Transport Workers' Federation to submit to the appropriate authorities suggestions of a technical nature, derived from the seamen's experience, for increasing the safety of convoys.

Inter-Allied Tripartite Conference on Uniformity of Working Conditions of Seamen.

After recalling a previous declaration by the I. T. F. upon the desirability of establishing uniformity of working conditions of seamen of various nationalities¹, the Conference decided that the I.T.F. should pursue its efforts with this end in view, and called upon the affiliated unions to bring all possible pressure to bear upon the Governments and the shipowners' associations of their respective countries with a view to securing the calling of an Inter-Allied Conference at the earliest possible date, as the first step towards the realisation of this aim.

Warning to Workers in Axis and Axis-Occupied Countries.

The Conference decided to warn the workers in Axis and Axis-occupied countries who work in or live near industrial establishments engaged in the building and repairing of submarines, engines and parts for submarines and aircraft supporting the submarines, that "the men of the sea who are exposed to the dangers of submarine warfare" demand that such establishments be wiped out.²

¹ Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 106; No. 2, Feb. 1943, p. 253.

² INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report*, 1 Feb. 1943.

MEETING OF THE ANGLO-AMERICAN TRADE UNION COMMITTEE

A delegation of the British Trades Union Congress, headed by Sir Walter Citrine, visited the United States early in February 1943 and held several meetings with the American members of the Anglo-American Trade Union Committee, headed by President William Green of the American Federation of Labor.

It was announced that agreement had been reached on the following objectives:

(1) Promotion of the greatest possible war production drive in both countries in order to win the war in the shortest possible time;

(2) Fullest exchange of information regarding the treatment of vital labour and production problems in Great Britain and the United States;

(3) Formulation of joint policies which will assure adequate labour representation at the peace conference following victory and give labour a voice in determining the post-war reconstruction programme of the United Nations.

On the subject of post-war aims, it was found "that much research work must be done in this field before it will be possible for British and American labour to arrive at joint understandings for post-war objectives". It was pointed out that the International Federation of Trade Unions is now conducting exhaustive studies into proposed post-war social security programmes which will be helpful when these problems are given further consideration at future sessions.

It was decided to hold the next meeting of the Committee during the first week of July in London.¹

THE TRADE UNION MOVEMENT IN THE UNITED STATES

RELATIONS WITH THE TRADE UNION MOVEMENT OF LATIN AMERICA

The recent efforts by the trade union movement of the United States to establish closer relations with the trade union movement in the Latin American countries include the setting up by the Congress of Industrial Organizations of a special committee for this purpose, and a joint invitation by the American Federation of Labor and the Congress of Industrial Organizations to the Secretary-General of the Chilean Labour Federation to visit the United States.

C.I.O. Committee for Closer Relations with Latin American Labour.

On the occasion of the reception of Mr. Lombardo Toledano, President of the Latin American Workers' Confederation (C. T. A. L.), by the Executive Board of the Congress of Industrial Organizations in the early part of February 1943, it was announced that the C.I.O. had set up a special committee, headed by Jacob S. Potofsky, Vice-President of the Amalgamated Clothing Workers, for the purpose of developing relations with Latin American labour.

The members of the committee are: Mr. George Baldanzi (textile workers), Mr. L. S. Buckmaster (rubber workers), Mr. Joseph Curran (maritime workers), Mr. S. J. Hogan (marine engineers), Mr. O. A. Knight (oil workers), Mr. Milton Murray (Newspaper Guild), Mr. Joseph Selly (communications workers), and Mr. Samuel Sponseller (packinghouse workers).

In a speech delivered at a banquet in honour of Mr. Lombardo Toledano, Mr. Philip Murray, President of the C.I.O., said that the newly formed committee will engage in discussions with the labour movements of all Latin American countries and has full power to work out plans for closer relations for the approval of the C.I.O. Executive Board.

He further expressed the wish that the American Federation of Labor and the Railroad Brotherhoods would join with the C.I.O. in the creation of healthy relations and close bonds of brotherhood with the labour movements of Latin America.²

¹ AMERICAN FEDERATION OF LABOR: *Weekly News Service*, 2 and 16 Feb. 1943.

² *The C.I.O. News*, 15 Feb. 1943.

Goodwill Visits between Representatives of the United States and Latin American Trade Union Movements.

At the Executive Council meeting of the American Federation of Labor held during January 1943, Mr. William Green announced that the A. F. of L. and the C.I.O. had jointly invited Mr. Bernard Ibañez, Secretary-General of the Chilean Labour Federation to visit the United States as a guest of organised labour.

Mr. Green said it has always been the desire of the A. F. of L. to promote friendlier relations between the labour movements of South and Central American countries and labour in the United States. He added that it might be considered advisable later to invite a representative of the labour movement of the Argentine to make a similar visit, and that possibly the A. F. of L. might subsequently send a good-will labour delegation to Latin America.¹

AGREEMENT ON LEGISLATIVE ACTIVITY

An agreement on joint legislative activity has been reached by the Congress of Industrial Organizations, the American Federation of Labor, the Railroad Brotherhoods, and the National Farmers Union. The joint strength of the organisations concerned is about 13 million. Preliminary discussions have already been held, and a first meeting will take place at an early date, at which a joint programme for action will be worked out.²

SOUTHERN WAR CONFERENCE OF THE AMERICAN FEDERATION OF LABOR

A Southern War Labor Conference, under the auspices of the American Federation of Labor, was held at Atlanta, Georgia, on 16 and 17 January 1943. There were in attendance more than 3,000 delegates from labour organisations in Virginia, West Virginia, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Alabama, and Arkansas, and also national executive officers of the American Federation of Labor, headed by Mr. William Green, President, and executive officers of various international unions and railway brotherhoods. The Conference adopted a declaration of policy, some of the main points in which are summarised below.

Wartime Policy.

The dominant thought of the Conference was given to the study of the war effort. In this connection, it gave its whole-hearted support to the A.F. of L. policy of a strike truce for the period of war emergency, and asked that employers should not take advantage of the patriotic stand of the American trade unionists in this matter.

The Conference also voiced its conviction that "labour can render its greatest possible support to the Government only when labour is properly represented on Government boards and agencies", and therefore expressed the desire that the United States Government should give full representation to labour on all such boards and agencies. It was pointed out that while in some States and in some sections labour is fairly well represented, it is officially reported that not more than 10 per cent. of Government boards and agencies have labour representatives. The declaration states that "this is not only an injustice to the workers whose welfare and lives are at stake in this crucial time, but it is detrimental to the nation's whole war effort, regional, State and local, and this condition should be remedied at once".

Furthermore, considering that "free labour is a nation's strongest asset in winning a war for freedom", the Conference pointed to labour's record of willing

¹ AMERICAN FEDERATION OF LABOR: *Weekly News Service*, 26 Jan. 1943; *New York Times*, 22 Jan. 1943.

² *The C.I.O. News*, 8 Feb. 1943.

effort and sacrifice in the war as proof of its conviction that "no adverse labour legislation, either national or State, is needed in the United States of America". In a similar connection the declaration of policy approved the voluntary payroll deduction plan under which workers authorise their employer to deduct from their wages each pay-day regular sums for investment in war savings bonds, and recorded its belief that "American workers and wage earners do not have to be placed under any congressional compulsion in order for the Government to obtain loans from their wages".

Minimum Wages and the Protection of Child Labour.

To help in the solution of the problems of workers, both white and coloured, who are in "substandard" wage groups, the Conference strongly urged the American Federation of Labor and its affiliated organisations to exert their full efforts and influence with the Wage Stabilisation Commission to establish a minimum wage rate essential to fair living conditions, declare all wages under that rate to be substandard wages, and then to permit an increase in wages in this substandard group when agreed upon between employers and labour.

With reference to child labour problems, the Conference appealed to the American public to resist any attempt to seek solutions of difficulties at the expense of American childhood. "It must be remembered", the statement proceeded, "that certain industries in America were built on child labour, and it can hardly be expected that all men have died who once exploited child labour." The Conference therefore asked that full investigation of every announced need should be made in every instance where efforts are put forth to eliminate any of the conditions that have been built up for the protection of the children of America.

Progress of Organisation.

The Conference congratulated itself on the fact that, as a result of the efforts of organised labour, more than 300,000 Negroes were members of American Federation of Labor unions in the twelve Southern States represented at the Conference. While it was true that thousands of Negro workers still lived on substandard wages, the same applied to thousands of white people in the Southern States. Organisation of workers of both races in the South had been difficult, but greater progress had been made there in the past five years than in any other section of the United States. The Conference heartily endorsed the fundamental principle of the American Federation of Labor that the labour movement should serve workers without regard to race, creed or colour. It was grateful for the increased number of organisers sent to the Southern States, and hoped that still more would be sent in the future.

Post-War Problems.

Defining its policy on post-war problems, the Conference stressed the importance of planning for the post-war period in good time. In this connection, reference was made to the International Labour Organisation in the following terms:

As a solution to the post-war world problems, fortunately there was established at the close of World War No. 1 the International Labour Organisation, with headquarters in Geneva, Switzerland. This Organisation, although seriously handicapped by lack of interest and appreciation of its great possibilities, did actually serve a great purpose in the solution of world problems affecting labour and government in the 60 nations affiliated with the Organisation. Given proper moral and financial support by the Government of the United States, the International Labour Organisation would become one of the greatest influences in establishing peace between nations, and in solving the unemployment problems arising in all of the countries of the world. This Conference urges not only continued support of the International Labour Organisation by the Government of the United States but seriously and earnestly implores the Congress to make more adequate provision for enlarging the facilities of this Organisation by making proper appropriations for carrying on this most important work in the reconstruction of this war-torn world.¹

¹ Communication to the I. L. O.

SECOND CONGRESS OF THE GENERAL CONFEDERATION OF LABOUR OF ARGENTINA

The Second Congress of the General Confederation of Labour of Argentina (*Confederación General del Trabajo de la República Argentina*) was held in Buenos Aires from 15 to 19 December 1942, and was attended by about 150 delegates, representing more than 180,000 members. Among the messages received were fraternal greetings from the International Federation of Trade Unions, the American Federation of Labor, the Congress of Industrial Organizations, and the Latin American Workers' Confederation (C.T.A.L.). The International Labour Office was represented by its Argentine Correspondent.

Mr. Angel G. Borlenghi, Secretary of the Union of Commercial Employees, was elected Chairman of the Congress by 117,713 votes, 60,069 votes being cast in favour of the General Secretary of the Confederation, Mr. José Domenech.

Numerous resolutions were adopted, some of which are summarised below.

One of the resolutions demands the introduction of a system of social legislation to ensure full protection to all workers, at the same time requesting the Confederation, as long as this object has not been attained, to favour the creation of pension schemes by industries.

On the subject of freedom of association, the Congress voiced its condemnation of the attitude of the employers in various industries who prevented their workers from joining trade unions, and demanded the re-employment of all those workers who had been victimised as a consequence of this attitude.

The Congress decided that help to the Free Countries ought to be intensified. It instructed the Confederation to continue its campaign in favour of the democratic countries which were fighting totalitarianism, and requested the breaking off of relations with the Axis as being the "deep-rooted aspiration of the working classes and the whole population of Argentina".

The Congress demanded a return to the good electoral practices prevailing before 1930; only in this way would it be possible to re-establish real democracy and permit the representatives of the authentic majorities to have access to the government of the State. The Congress expressed itself in favour of the Central Committee's decision to support national democratic unity and to initiate a movement amongst all political parties, trade unions and cultural organisations which accepted a democratic platform in order to attain this object.

The Congress decided to send fraternal greetings to the Anglo-Russian Trade Union Committee and to recommend to the Executive Committee that relations with this Committee should be maintained. Further, it recommended the Central Committee to express to the Latin American Workers' Confederation the desire of the Argentine workers to support its endeavours to attain international unity of the working classes.

The Congress also called upon the Argentine Government to re-establish diplomatic relations with the U.S.S.R.¹

TRADE UNION CONSOLIDATION IN GREAT BRITAIN

A move has been made towards greater unity in the trade union movement among British railwaymen. Closer amalgamation in the engineering and allied industries is also advocated by the official organ of the Amalgamated Engineering Union.

Establishment of Joint Committee to Consider Amalgamation of Railwaymen's Unions.

The Executives of the three principal railwaymen's unions—the Associated Society of Locomotive Engineers and Firemen, the Railway Clerks' Association and the National Union of Railwaymen—met in London on 12 January 1943 to

¹ Communication to the I.L.O.

consider proposals to establish a single union for all railway workers. The meeting was held at the offices of the National Union of Railwaymen, which sponsored the proposal.

After the meeting it was stated officially that there had been a frank exchange of views and that the need for closer working had been generally recognised. A measure of agreement had been reached, and a joint committee from the three Executives had been set up to examine the whole position.

At the end of 1941 (the figures for 1942 are not yet available) the distribution of the British railwaymen was as follows: National Union of Railwaymen, 64 per cent.; Railway Clerks' Association, 14 per cent.; Associated Society of Locomotive Engineers and Firemen, 10 per cent.; other organisations and unorganised, 12 per cent.¹

Suggested Amalgamation in Engineering Trades.

In an editorial note in the organ of the Amalgamated Engineering Union, it is pointed out that in the group of engineering, founding, and vehicle building unions there exist no less than 38 separate organisations. The note continues as follows:

It would be not only consistent with the policy of this Union, but also in strict accord with its history and tradition, to take the lead in trying to bring about another great amalgamation in this group of trades. Given the requisite degree of genuine goodwill and sincere intention, we say here and now that the Amalgamated Engineering Union is prepared to take the initiative. It cannot truly be said that the present methods and machinery employed for the purpose of concerted action among the unions in the engineering and shipbuilding trades are successful in their operation. . .

We are convinced that something stronger and more coherent in the way of organisation is required. . . It will be needed far more for the post-war problems with which we shall have to cope in our group of trades.²

NEWS IN BRIEF

A periodical census of industrial workers is to be taken in *Egypt*, under an Act of 20 July 1942, the administration of which is entrusted to the Ministries of the Interior, Finance, Justice, and Social Affairs.

* * *

Under the Factories (Safety of Workers) Regulations, 1942, promulgated in the British colony of *Mauritius*, the cleaning of prime movers or transmission machinery by women and young persons under 16 years of age is prohibited, and young persons may not work at dangerous machinery unless they are fully instructed as to the dangers inherent in the work, sufficiently trained, and adequately supervised by skilled workers.

¹ INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report*, 18 Jan. 1943.

² *Amalgamated Engineering Union Monthly Journal*, Vol. X, No. 1, Jan. 1943.

STATISTICS

Cost of Living and Food Prices

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

The table shows:

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

(2) Index numbers of retail food prices (that is, indices for the first group mentioned above).

For further information on the scope and method of these statistics, see the January 1943 issue of the *Review*: "Statistics, Explanatory Notes", pp. 116-125.

EXPLANATION OF SIGNS USED IN THE TABLE

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

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

The sign † signifies: "provisional figures".

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

The sign — between two figures of a series indicates a change in method or scope such that figures above and below the line are no longer strictly comparable.

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

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

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES

(Base: 1929 = 100)

Country	AFRICA			AMERICA						
	Egypt	Southern Rhodesia	Union of South Africa	Canada	United States		New-found land	Argentina	Brazil	Chile
					B.L.S. ¹	N.I.C.B. ²				
Town or no. of localities	Cairo	6	9	69	32-51	51-174	St. John's	Buenos Aires	Rio de Janeiro	Santiago
Original base (=100)	Jan. 1913- July 1914	Aug. 1939	1938	1935- 1939	1935- 1939	1923	Oct. 1938	Oct. 1933	1928- 1929	Mar. 1928
<i>Cost of living</i>										
Composition of the index	a-e	a, b, d ³	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	100	*	100	100	100
1930	98	100	98	99	97	97	*	101	91	99
1931	91	96	94	90	89	87	*	87	88	98
1932	87	92	90	81	80	78	*	78	88	104
1933	83	87	87	78	75	75	*	83	87	130
1934	84	86	89	79	78	79	*	78	94	130
1935	86	85	88	79	80	82	*	83	99	132
1936	86	85	88	81	81	84	*	91	114	144
1937	85	88	91	83	84	88	*	93	123	162
1938	87	90	94	84	82	86	100 ⁴	92	128r	169
1939	87	90	94	83	81	84	104 ⁴	93	131	171
1940	95	92	97	87	82	85	—	95	136	193
1941	117	93	102	92	86	89	125 ⁷	98	152	222
1942: Jan.	133	99	106	95	91	94	131	102	162	245
Feb.	136	100	107	95	92	95	134	103	163	250
Mar.	140	101	108	95	93	96	136	104	163	262
April	143	101	108	95	94	97	137	104	—	272
May	—	102	109	96	95	97	136	104	—	278
June	—	102	111	97	95	97	137	105	—	276
July	—	101	111	97	96	98	141	104	—	277
Aug.	—	102	110	96	96	98	144	103	—	287
Sept.	—	102	111	97	96	99	143	104	—	292
Oct.	—	102	112	97	97	100r	145	104	—	302
Nov.	—	103	—	98	98	100	150r	104	—	302
Dec.	—	—	—	—	98	101	150	104	—	—
1943: Jan.	—	—	—	—	98	101 ⁸	150	105	—	—
<i>Food</i>										
1929	100	100	100	100	100	*	100	100	100	100
1930	94	95	96	98	95	*	102	88	96	96
1931	85	89	91	77	78	*	89	84	87	87
1932	79	87	83	64	65	*	73	90	97	97
1933	72	84	86	63	63	*	81	88	124	124
1934	80	83	90	69	71	*	73	98	125	125
1935	84	82	88	70	76	*	81	102	130	130
1936	80	81	88	73	76	*	94	115	144	144
1937	79	83	89	77	79	*	96	128	172	172
1938	82	85	93	77	74	100 ⁴	91	128r	180	180
1939	80	84	93	75	72	109 ⁴	92	130	177	177
1940	84	85	96	78	73	—	93	137r	206	206
1941	104	88	103	86	80	138 ⁷	96	148	236	236
1942: Jan.	109	92	108	91	88	149	103	151	266	266
Feb.	—	95	109	92	88	154	104	152	271	271
Mar.	—	98	110	92	90	158	107	152	282	282
April	—	99	112	92	90	157	107	—	292	292
May	—	98	114	94	92	156	107	—	302	302
June	—	97	115	97	93	157	108	—	298	298
July	—	94	115	96	94	162	106	—	300	300
Aug.	—	94	112	95	95	170	105	—	320	320
Sept.	—	94	113	96	96	168	106	—	332	332
Oct.	—	93	115	98	98	170	106	—	348	348
Nov.	—	95	—	99	99	179	105	—	340	340
Dec.	—	—	—	—	100	—	107	—	—	—
1943: Jan.	—	—	—	—	100	—	107	—	—	—

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

¹ Including heating and soap. ² Since July 1941: a-e. ³ Up to June 1941: including heating and lighting.⁴ Bureau of Labor Statistics. ⁵ National Industrial Conference Board. ⁶ Oct. ⁷ May and July-Dec. ⁸ Feb. = 102.

(Base: 1929 = 100)

Country	ASIA (cont.)								Palestine
	India		Nether-lands Indies	Indo-China	Iran	Japan			
	Bom-bay	Ahmed-abad	Bata-via	Saigon	N.B. ¹	I.C. ²	O.A.S. ⁴	B.J. ³	
Town or no. of localities	Bom-bay	Ahmed-abad	Bata-via	Saigon	7	24	13	Tokyo	3
Original base (= 100)	Jul. 1933-June 1934	Aug. 1926-Jul. 1927	Jan. 1929	1925	21 Mar. 1936-20 Mar. 1937	July 1937	July 1914	July 1914	Jan. 1922
Cost of living									
Composition of the index	a-e	a-e	a-e	a, d, e	a-e	a-e	a-e	a-c, e	a, b, e
1929	•	100	100	100	•	•	•	100	100
1930	•	90	•	107	•	•	•	86	89
1931	•	77	•	93	•	•	98 ¹	75	80
1932	•	78	62 ¹	81	•	•	100	75	82
1933	•	74	•	75	•	•	103	80	79
1934	100	73	•	69	•	•	106	82	80
1935	100	73	52 ¹	69	•	•	110	84	79
1936	101	73	49 ¹	70	100	•	113	88	84
1937	106	78	52	83	115	100	118	96	88
1938	106	73	53	95	131	110	126	110	80 ⁶ 86 ⁷
1939	106	75	53	97	140	121	135	123	82 87
1940	112	81	55	•	155	144	•	143	99 100
1941	122	90	61	•	212	147	•	145	139 128
1942: Jan.	137	98	66	•	287	152	•	148	198 174
Feb.	135	97	•	—	303	151	•	148	214 178
Mar.	137	99	•	•	314	152	•	148	219 197
April	138	102	•	•	339	153	•	148	205 202
May	142	106	•	—	—	154	•	148	198 191
June	152	114	•	•	—	154	•	149	200 196
July	168	121	•	•	—	—	•	149	—
Aug.	—	—	•	—	—	—	•	149	—
Sept.	—	—	•	•	—	—	•	150	—
Oct.	—	—	•	•	—	—	•	150	—
Nov.	—	—	•	—	—	—	•	151	—
Dec.	—	—	•	•	—	—	•	151	—
1943: Jan.	—	—	•	•	—	—	•	—	—
Food									
1929	•	100	100	100	•	•	•	100	100
1930	•	83	•	105	•	•	•	85	89
1931	•	67	•	82	•	•	94 ¹	74	80
1932	•	69	46 ¹	68	•	•	100	78	82
1933	•	65	•	62	•	•	103	79	79
1934	100	63	•	54	•	•	110	81	80
1935	103	64	41 ¹	57	•	•	120	84	79
1936	107	63	38 ¹	60	100	•	125	91	84
1937	114	70	42	78	115	100	131	95	88
1938	113	64	44	97	128	110	140	103	80 ⁶ 86 ⁷
1939	114	67	44	97	131	123	153	117	82 87
1940	125	75	46	•	143	153	•	138	99 100
1941	140	81	51	•	215	153	•	—	139 128
1942: Jan.	154	90	57	•	302	156	•	—	198 174
Feb.	153	89	•	—	323	155	•	—	214 178
Mar.	156	93	•	•	327	155	•	—	219 197
April	158	97	•	•	365	157	•	—	205 202
May	164	102	•	—	367	158	•	—	198 191
June	177	113	•	•	368	158	•	—	200 196
July	200	119	•	•	—	—	•	—	—
Aug.	—	—	•	—	—	—	•	—	—
Sept.	—	—	•	•	—	—	•	—	—
Oct.	—	—	•	•	—	—	•	—	—
Nov.	—	—	•	—	—	—	•	—	—
Dec.	—	—	•	•	—	—	•	—	—
1943: Jan.	—	—	•	•	—	—	•	—	—

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

¹ Average calculated for a period of less than one year. ² National Bank. ³ Imperial Cabinet. ⁴ Osaka Asahi Shimbun Co. ⁵ Bank of Japan. ⁶ New series, based on food, soap and kerosene, linked up with old index, priced in Arab markets. ⁷ New series, based on food, soap and kerosene, linked up with old index, priced in Jewish markets. ⁸ Up to 1937: including heating and lighting.

(Base: 1929 = 100)

Country	AMERICA (<i>cont.</i>)							ASIA		
	Colom- bia	Costa Rica	Cuba	Mexico	Peru	Uru- guay	Vene- zuela	Burma	China	
Town or no. of localities	Bogotá	San José	30	Mexico	Lima	Monte- video	Cara- cas	Ran- goon	Shang- hai	Chung- king
Original base (=100)	Feb. 1937	1936	July-Dec. 1937	1934	1913	1929	1933	1931	1936	Jan.-June 1937
<i>Cost of living</i>										
Composition of the index	a-e	a-e	*	a-c	a-e	a-e	*	a-e	a-e	a-e
1929	*	*	*	*	100	100	*	*	100	*
1930	*	*	*	*	96	100	*	*	113r	*
1931	*	*	*	*	90	100	*	100	109r	*
1932	*	*	*	*	86	99	*	98	102r	*
1933	*	*	*	*	83	93	*	90	94r	*
1934	*	*	*	100	85	93	*	87	95	*
1935	*	*	*	108	86	96	*	89	96r	*
1936	*	100	*	114	90	96	*	88	104r	*
1937	100	106	*	139	96	98	*	89	124r	100
1938	113	107	*	153	97	98	*	88	157	116
1939	118	108	*	155	96	103	*	86	205r	192
1940	115	105	*	157	104	108	*	95	445r	550
1941	113	108	*	164	112	107	*	105 ¹	859r	1840
1942: Jan.	114	119	*	177	122	107	*	*	1255	2662
Feb.	116	120	*	176	124	110	*	*	1417	2757
Mar.	118	122	*	180	124	111	*	*	1851	3051
April	122	123	*	185	125	111	*	*	2298	3432
May	122	126	*	188	125	112	*	*	2767	3927
June	123	—	*	189	125	111	*	*	4022	3948
July	122	—	*	188	126	112	*	*	—	3998
Aug.	124	—	*	188	127	110	*	*	—	4319
Sept.	123	—	*	195	128	110	*	*	—	—
Oct.	128	—	*	195	127	110	*	*	—	—
Nov.	132	—	*	199	128	111	*	*	—	—
Dec.	129	—	*	199	130	111	*	*	—	—
1943: Jan.	—	—	*	204	130	112	*	*	—	—
<i>Food</i>										
1929	*	*	*	*	100	100	*	*	100	*
1930	*	*	*	*	99	98	*	*	117r	*
1931	*	*	*	*	93	96	*	100	108r	*
1932	*	*	*	*	90	97	*	97	97r	*
1933	*	*	*	*	87	91	100	87	86	*
1934	*	*	*	100	93	91	91	84	88r	*
1935	*	*	*	107	93	96	89	88	90r	*
1936	*	100	*	114	99	95	92	87	101r	*
1937	100	107	100	137	109	96	94	91	123r	100
1938	112	105	100	158	106	92	96	88	140r	103
1939	120	103	94	156	100	97	101	86	192r	139
1940	114	97	92	154	109	102	97	101	463r	479
1941	110	101	100	158	124	102	95	115 ¹	908r	2067
1942: Jan.	111	113	112	170	133	103	98	*	1238	2863
Feb.	114	113	119	168	138	109	97	*	1459	2899
Mar.	118	116	123	172	137	109	101	*	1937	3232
April	123	117	126	176	136	109	97	*	2366	3637
May	121	119	133	181	136	106	103	*	2929	4171
June	122	—	135	179	138	106	105	*	4315	4132
July	121	—	136	178	139	106	—	*	—	3999
Aug.	125	—	139	178	139	103	—	*	—	4155
Sept.	122	—	140	186	141	103	—	*	—	—
Oct.	127	—	142	186	140	104	—	*	—	—
Nov.	127	—	142	187	141	104	—	*	—	—
Dec.	127	—	143	187	142	105	—	*	—	—
1943: Jan.	—	—	—	192	143	107	—	*	—	—

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

¹ Up to Sept. 1933: excluding heating. ² Including soap and coal. ³ Jan.-Oct.

stimulation of two wars, an unbridled outpouring of foreign loans (chiefly from the United States) in the 1920's, and heavy governmental deficit spending in the 1930's. The chief sign of its decay is the fact that it is no longer the improvement of technology which sets the pace for production and the limits of consumption, but rather the necessity for maintaining profits. This leads more often than not to curtailment of output in the interests of price maintenance, with consequent under-consumption and its complement, a "hard core of permanent unemployment". The author demonstrates that "business" (the profit motive) has not only failed signally to promote welfare in peacetime, but has also fumbled the war effort to date. In contrast, the Nazi system has successfully united full use of technological advances with a limited version of the profit motive, and because its economic effort is completely planned it enjoys many marked advantages for war purposes over its opponents, with the sole exception of Russia. But since in the author's view the item of planning is the only feature of life in either Germany or Russia that is worthy of emulation, he attempts in this book to blueprint a scheme for a "democratic collectivism" which would adequately promote welfare by providing continuously full employment. He feels that a country's planners can be freely elected, yet its regional and major industrial groupings organised so as to provide the greatest production they can attain. Only very large and monopolistic industries and the whole complex of financial institutions must be "collectivised", small businesses and farming being left to proceed under the relatively loose form of control now exercised by the United States Department of Agriculture under the Agricultural Adjustment Act. In this way it would be possible to mould that "single unitary system" in the economic sphere which is vitally necessary for waging war and no less valid a concept for achieving a higher standard of living in peacetime. And although industrial output, prices, and interest rates, would be controlled, he believes that maintaining large areas of relative economic freedom, including especially the right of labour to strike for a larger share of the national income, would secure as great a degree of "democratic freedom" as the complex modern world will afford.

Emerson, Rupert, Mills, Lennox A., and Thompson, Virginia. *Government and Nationalism in Southeast Asia*. I.P.R. Inquiry Series. New York, Institute of Pacific Relations, 1942. xiii + 242 pp. \$2.

A valuable addition to the several admirable studies that have been published by the Institute of Pacific Relations in its Inquiry Series. The volume consists of three parts. The first, the introduction, contains a general survey of the whole region, while the second and third parts review, in more detail, the structure of the government of, and the nature of the national awakening in, each of the constituent territories prior to the present emergency. Southeast Asia has had a long and eventful history, with the result that the population even in the more distinct parts of the region is far from being uniform. As the introduction points out:

A vastly more important problem than that of the border areas of indeterminate allegiance is that of the peoples who through deep divergences in race and culture are severed from the national movements of the areas in which they live and have lived, in some instances, for generations. Southeast Asia is a region which has been subject to many migrations which have left behind them an inextricable tangle of minorities of race, language, and religion. If European rule, however inadvertently, has done much to extend political consciousness on broad national scales, it must also bear a large responsibility for having confused the basic picture through its introduction of great numbers of alien elements, primarily for the purpose of securing abundant supplies of cheap labour. Even assuming all imperialist influences to have disappeared from the scene—an assumption far removed from the present realities—the problems of a national minority character which the new native administrations would face would tax the skill and wisdom of the world's greatest statesmen.

Fisher, Thomas Russell. *Industrial Disputes and Federal Legislation. With Special Reference to the Railroad, Coal, Steel and Automobile Industries in the U.S. since 1900*. New York, Columbia University Press, 1940. 370 pp. \$4.75.

A comprehensive survey of federal legislation affecting industrial disputes in the United States, covering the period from 1900 to 1939. It opens with an analysis of the general problem of industrial disputes in modern industrial society, followed by an account of the gains for labour in American industry since 1900.

ciation have offered. . . The Dominican Republic cannot be expected to provide new homes for a very large number of refugees, but an effort can be made to establish a small number there under conditions that will demonstrate the practicability of settling larger groups in other tropical countries which have more land and greater undeveloped resources.

Carr, Edward Hallett. *Conditions of Peace*. New York, The Macmillan Company, 1942. xxiv + 282 pp. \$2.50.

In this lucid, well-informed, and original book Professor Carr analyses, with an acute critical sense and great force of argument, the reasons which led to a fresh outbreak of world war after an interval of barely twenty years and the essential conditions, political and economic, for the building of a durable peace in Europe after the defeat of the Axis Powers.

The first world war was in reality a revolutionary outbreak, the nature of which the framers of the treaties of 1919-1920 failed to recognise. This revolution has since continued. It is characterised by the decline of confidence in a democratic system which is incapable of meeting the physical needs of its citizens, by the bankruptcy of a political system in which the principle of self-determination had led to the creation of a multiplicity of small sovereign States all equally incapable of independent existence, by the paralysis of an economic system which, in spite of the abundance created by mechanised production, was still regulated by the profit motive as in the age of manual production, and, finally, by a world-wide moral crisis due to mankind's failure to discern a moral purpose in community life. These are the fundamental problems which an enduring peace must solve. From his analysis of each of them, Professor Carr draws certain definite conclusions, some of which are summarised below.

The new democracy must achieve a reinterpretation, in predominantly economic terms, of the democratic ideals of liberty and equality. Just as liberal democracy won the struggle to make political rights effective over military power, so the new democracy must win the struggle to make political rights effective over economic power, and thus to restore to the masses the sentiment of belonging to democracy. The existence of certain cultural or linguistic ties within a group does not necessarily imply that it is desirable to give each such group the prerogatives of an independent State; the trend of opinion which prevailed in 1919 to exalt the principle of nationality must now be reversed, and emphasis laid on the necessary limitations to which sovereign power must be subject. Planned production must be accompanied by planned consumption, and the whole economic process must henceforward be directed to the interests of the consumer and not of the producer, this change implying the substitution of the criterion of utility for that of profit as the regulator of the economic system. War itself has provided the British people with a powerful moral stimulus by recreating a spirit of solidarity among citizens; if we are to escape from war, a new moral purpose must be sought, which may well be found in the building of a better world for everyone.

In the second part of the book the author considers, in the light of the foregoing considerations, the future policy of Great Britain both in home affairs and internationally, in particular with regard to continental Europe and Germany. The final chapter shows how the chaos which will reign in Europe when the occupied countries are evacuated by the German armies can be turned to a constructive use. He proposes the creation of a European Reconstruction Corporation, endowed by the victorious nations with extraordinary powers and facilities, to organise food supplies first, and then the restoration of economic life in the various countries, considered not as independent units but as a single unit from the standpoint of industrial and agricultural production, transport, currency, and so forth. Professor Carr believes that by instituting a provisional system of this kind with the function of re-establishing normal physical conditions in the different parts of the continent, rather than by consecrating frontiers by permanent treaties, a common purpose and common institutions may be formed between States which were formerly divided into water-tight compartments, and the necessary atmosphere developed for the building up of stable continental institutions.

Dreher, Carl. *The Coming Showdown*. Boston, Little, Brown and Company, 1942. viii + 419 pp. \$3.

The author, a successful businessman-engineer, argues that the capitalist system has been kept going during the last thirty years only through the artificial

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Book Notes

Bolles, Joshua K. *The People's Business. The Progress of Consumer Co-operatives in America.* New York and London, Harper & Brothers, 1942. x + 170 pp. \$2.

Written to meet "the widely expressed need for a short, popular book dealing with the extent and progress of consumer co-operation" in the United States, this work is the outcome of visits to co-operative organisations of different kinds throughout the country and gives a vivid description of urban consumers' co-operatives, regional co-operative wholesale societies, farmers' purchasing co-operatives, the beginnings of the movement in the field of production, and credit unions.

Brookings Institution. *Refugee Settlement in the Dominican Republic. A Survey Conducted under the Auspices of the Brookings Institution.* Washington, D.C. 1942. xvi + 410 pp. Illustrated. \$4.

This survey, which was conducted by a group of experts in agriculture and economics under the direction of Dana G. Munro, director of the School of Public and International Affairs of Princeton University, is much more than a study of the work and future prospects of the Dominican Republic Settlement Association. To provide the necessary basis for such a study, the authors have considered in their task to analyse the special problems involved in refugee settlement and to make a full survey of the economic and social conditions prevailing in the Dominican Republic, and it is against this background that the possibilities of refugee settlement in the country are discussed in the last part of the book. A description is given of the organisation, development, and present situation of the Sosua Colony, which was created in 1940 by the Dominican Republican Settlement Association to place a number of refugees from Europe on the land.

The Dominican Government had originally stated that it was prepared to admit 100,000 persons for gradual settlement, but the authors definitely conclude from their survey that the country would be unable to accommodate such a number of immigrants. In their opinion the total colonisation capacity of the Republic would not exceed 5,000 persons. As the Sosua Colony could not absorb more than the 500 persons who are already living there, the additional settlers would have to be located in remote and widely scattered communities, which would involve increased expenditure. The authors also consider that the economic opportunity for settler development in the country is not great. Their general conclusion is therefore that:

Unless it seems imperative to bring large numbers of people to the Republic simply to save them from persecution, it would clearly be better to establish a small successful colony on a sound basis than to take a chance of failure by over-rapid expansion. . . . Though only a relatively small number of refugees can hope to find homes in the Dominican Republic, the Sosua project may have great importance in demonstrating that successful refugee colonies can be established under tropical or sub-tropical conditions, and that their establishment promotes the prosperity of the country which opens its doors to them. . . . The Dominican Republic is one of the few countries in the world offering admittance to a considerable number [of refugees]. . . . The problem, in short, is to make the most of the opportunities which the generosity of the Dominican Government and of the financial backers of the Settlement Asso-

(Base: 1929 = 100)

Country	EUROPE (<i>cond.</i>)								OCEANIA	
	Portugal	Rumania	Sweden	Switzer-land	Czecho-slovakia	Turkey	Yugoslavia		Aus-tralia	New Zealand
		C.S.I. ²	Soc. ⁴				N.B. ⁷	C.L. ⁸		
Town or no. of localities	Whole country	Bucha-rest	49	34	Prague	Istanbul	Bel-grade	3 (Croat. & Slav.) ⁹	30	4-25
Original base (=100)	June 1914	1933	1935	June 1914	July 1914	Jan.-June 1914	1926	July 1914	1923-1927	1926-1930
<i>Cost of living</i>										
Composition of the index	a, b, c	a-e	a-e	a-d	a-e	a-e	a-c, e	a-e	a-e	a-e
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	97	98	98	92	92	92	95	98
1931	84	*	94	93	93	87	87	85	85	90
1932	83	*	92	86	92	85	81	77	81	84
1933	83	100	91	81	91	76	79	66	78	79
1934	83	95	92	80	90	75	75	61	80	81
1935	84	102	92	80	92	69	74	60	81	83
1936	86	108	93	81	93	70	74	61	83	86
1937	89	116	95	85	94	71	78	65	85	92
1938	86	128	98	85	99	70	87	69	87	95
1939	81	138	101	86	106 ⁵	71	90	71	89	98
1940	85	198	115	94	*	78	117	93	93	103
1941	96	208 ¹	131	108	*	93	—	126	98	107
1942: Jan.	107	—	*	116	*	111	—	168	*	109
Feb.	109	—	*	117	*	116	—	171	102 ¹⁰	108
Mar.	110	—	139	117	*	125	—	179	*	107
April	113	—	*	119	*	130	—	182	*	108
May	115	—	*	119	*	137	—	190	105 ¹⁰	109
June	117	—	139	120	*	140	—	198	*	109
July	117	—	*	121	*	—	—	228	*	110 ¹⁰
Aug.	—	—	*	121	*	—	—	—	107 ¹⁰	111
Sept.	—	—	141	121	*	—	—	—	*	112
Oct.	—	—	*	122	*	—	—	—	*	112
Nov.	—	—	*	123	*	—	—	—	109 ¹⁰	113
Dec.	—	—	141	124	*	—	—	—	*	—
1943: Jan.	—	—	*	125	*	—	—	—	*	—
<i>Food</i>										
Composition of the indices:	1								11	
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	93	97	94	83	90	91	90	96
1931	84	*	86	90	86	72	85	83	79	83
1932	83	*	84	80	82	66	77	76	77	77
1933	83	100	81	75	79	55	73	64	72	72
1934	83	95	83	74	76	59	69	60	75	76
1935	84	107	87	73	79	57	69	60	77	82
1936	86	118	89	77	81	60	70	62	79	86
1937	89	123	93	83	81	61	74	67	82	94
1938	86	135	96	83	83	59	83	74	85	98
1939	81	143	100	85	100 ⁴	62	85	75	89	104
1940	85	207	114	94	114	73	105	103	90	108
1941	96	311 ¹	130	112	131	95	—	148	91	109
1942: Jan.	107	—	137	122	154	115	—	196	94	113
Feb.	109	—	140	124	156	128	—	201	95	108
Mar.	110	—	139	125	156	147	—	215	96	107
April	113	—	139	126	157	157	—	221	98	109
May	115	—	139	127	159	160	—	239	98	109
June	117	—	141	128	160	163	—	256	99	109
July	117	—	143	130	167	—	—	278	—	110
Aug.	—	—	143	129 ^r	—	—	—	—	—	112
Sept.	—	—	140	130	—	—	—	—	—	113
Oct.	—	—	138	131	—	—	—	—	—	115
Nov.	—	—	138	132	—	—	—	—	—	116
Dec.	—	—	139	133	—	—	—	—	—	—
1943: Jan.	—	—	139	134	—	—	—	—	—	—

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

¹ Including heating and lighting. ² Central Statistical Institute. ³ Jan.-Aug. ⁴ Social Board. ⁵ Jan.-July.⁶ Slovakia only; Jan. 1939 = 100. ⁷ National Bank. ⁸ Chamber of Labour. ⁹ Since Mar. 1941: Zagreb only.¹⁰ Quarterly averages. ¹¹ Including heating.

(Base: 1929 = 100)

Country	EUROPE (<i>cont.</i>)									
	Hun-gary	Ireland	Iceland	Italy	Latvia	Lithu-ania	Luxem-burg	Norway	Nether-lands	Poland
	Town or no. of localities	Buda-pest	Rey-kjavik	50	Riga	104	9	31	Amster-dam	War-saw
Original base (= 100)	1913	July 1914	Jan.-Mar. 1939	June 1928	1930	1913	1914	July 1914	Oct. 1923-Sept. 1924	1928
<i>Cost of living</i>										
Composition of the index	<i>a-d</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-c</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>
1929	100	100	*	100	*	100	100	100	100	100
1930	91	97	*	97	100	89	102	97	96	92
1931	86	91	*	87	94	83	91	92	90	82
1932	83	89	*	83	86	71	79	90	84	74
1933	77	86	*	80	79	61	79	89	83	67
1934	76	87	*	76	77	57	76	89	83	62
1935	78	89	*	77	76	50	74	91	81	60
1936	82	91	*	83	77	51	75	93	79	58
1937	87	97	*	91	84	56	79	100	82	62
1938	88	98	*	98	90	57	81	103	83	61
1939	87	101	100	102	94	60	81	105	83	61 ¹
1940	94	117	131	119 ^r	*	*	*	122	92	*
1941	111	128	163	138	*	*	*	143	—	*
1942: Jan.	125	*	183	*	*	*	*	149	—	*
Feb.	126	135	183	*	*	*	*	149	—	*
Mar.	128	*	183	*	*	*	*	150	—	*
April	128	*	182	*	*	*	*	151	—	*
May	128	136	183	*	*	*	*	152	—	*
June	128	*	183	*	*	*	*	152	—	*
July	129	*	195	*	*	*	*	153	—	*
Aug.	131	142	210	*	*	*	*	153	—	*
Sept.	132	*	250	*	*	*	*	152	—	*
Oct.	133	*	260	*	*	*	*	153	—	*
Nov.	131	155	272	*	*	*	*	153	—	*
Dec.	134	*	—	*	*	*	*	159	—	*
1943: Jan.	—	*	—	*	*	*	*	—	—	*
<i>Food</i>										
1929	100	100	*	100	*	100	100	100	100	100
1930	85	95	*	94	100	80	100	96	93	86
1931	78	87	*	82	88	71	85	88	84	76
1932	74	83	*	78	74	58	69	85	73	67
1933	65	78	*	73	71	49	70	83	74	60
1934	62	80	*	70	68	46	66	84	76	54
1935	66	83	*	72	66	38	65	87	73	51
1936	70	87	*	77	68	41	66	91	74	50
1937	76	92	*	85	74	48	71	100	78	56
1938	77	94	*	92	78	48	74	104	80	54
1939	75	96	100	96	80	49	74	106	80	*
1940	85	108	141	113 ^r	*	*	*	127	—	*
1941	106	119	194	136	*	*	*	152	—	*
1942: Jan.	118	*	226	*	*	*	*	157	—	*
Feb.	118	124	227	*	*	*	*	156	—	*
Mar.	118	*	228	*	*	*	*	157	—	*
April	118	*	225	*	*	*	*	158	—	*
May	118	123	225	*	*	*	*	159	—	*
June	118	*	223	*	*	*	*	160	—	*
July	126	*	248	*	*	*	*	160	—	*
Aug.	129	132	266	*	*	*	*	160	—	*
Sept.	130	*	342	*	*	*	*	159	—	*
Oct.	130	*	356	*	*	*	*	159	—	*
Nov.	—	148	374	*	*	*	*	154	—	*
Dec.	—	*	—	*	*	*	*	—	—	*
1943: Jan.	—	*	—	*	*	*	*	—	—	*

Composition of the indices: *a* = Food; *b* = Fuel and light; *c* = Clothing; *d* = Rent; *e* = Miscellaneous.¹ Jan.-July.

(Base: 1929=100)

Country	EUROPE									
	Germany ¹	Belgium	Bulgaria	Denmark	Spain	Estonia	Finland	France	Gr. Britain & N. Ireland	Greece
Town or no. of localities	72	59	12-67 ²	Whole country	50	Tallinn	36 ⁴	45 dep.	24-509	44 ⁵
Original base (= 100)	1913-1914	1921	1914	1935	June 1936	1913	1935	1930	July 1914	Dec. 1914
<i>Cost of living</i>										
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	*	100	100	*	100	100
1930	96	104	92	96	*	89	92	100	96	87
1931	88	93	80	90	*	86	85	97	90	100
1932	78	84	74	90	*	80	84	91	88	106
1933	77	83	68	92	*	75	82	87	85	114
1934	79	79	64	96	*	74	80	83	86	116
1935	80	80	60	99	*	75	81	78	87	117
1936	81	85	57	101	100	84	81	86	90	121
1937	81	92	58	104	*	89	86	102	94	131
1938	82	94	60	106	*	93	87	117	95	130
1939	82	93	62	109	154 ³	95	90	—	96	130
1940	84	—	68	135	178	*	107	—	113	142
1941	86	—	84	157	232	*	126	—	121	—
1942: Jan.	87	—	106	*	246	*	137	*	122	—
Feb.	88	—	108	*	248	*	138	—	122	—
Mar.	88	—	110	159	248	*	141	*	121	—
April	89	—	112	*	247	*	144	*	122	—
May	89	—	112	*	246	*	145	—	121	—
June	90	—	114	163	248	*	146	*	122	—
July	91	—	115	*	247	*	146	*	123	—
Aug.	90	—	113	*	247	*	157	—	122	—
Sept.	88	—	—	—	248	*	159	*	122	—
Oct.	88	—	—	*	—	*	159	*	122	—
Nov.	88	—	—	*	249	*	160	—	122	—
Dec.	88	—	—	166	246	*	167	*	121	—
1943: Jan.	—	—	—	*	—	*	—	*	—	—
<i>Food</i>										
1929	100	100	100	100	*	100	100	*	100	100
1930	94	96	82	92	*	82	86	100	94	87
1931	84	81	64	79	*	71	77	97	85	100
1932	74	69	59	76	*	64	80	89	82	108
1933	73	69	56	79	*	61	80	84	78	118
1934	76	65	56	85	*	60	78	79	79	120
1935	77	67	55	91	*	62	81	72	81	122
1936	79	73	56	92	100	71	80	82	84	129
1937	79	80	59	95	*	76	87	99	90	141
1938	78	82	63	98	*	80	88	113	91	138
1939	79	80	65	100	178 ³	82	91	—	92	137
1940	83	—	71	122	215	*	112	—	107	154 ⁵
1941	83	—	93	148	300	*	131	—	109	—
1942: Jan.	82	—	124	*	320	*	139	*	106	—
Feb.	84	—	127	*	323	*	140	—	105	—
Mar.	85	—	129	154	320	*	143	*	104	—
April	85	—	131	*	319	*	144	*	104	—
May	86	—	131	*	315	*	144	—	103	—
June	87	—	133	154	319	*	146	*	104	—
July	89	—	136	*	318	*	146	*	104	—
Aug.	88	—	131	*	317	*	168	—	104	—
Sept.	83	—	—	—	318	*	168	*	105	—
Oct.	82	—	—	*	—	*	166	*	106	—
Nov.	83	—	—	*	320	*	161	—	106	—
Dec.	83	—	—	154	—	*	167	*	106	—
1943: Jan.	—	—	—	*	—	*	—	*	—	—

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

¹ Territory before 1938. ² 1929-1930: 65 towns. Monthly indices: 12 towns. ³ July-Dec. ⁴ Until 1936: 21 towns. ⁵ Until end of 1930: 106 towns, excluding clothing and rent. ⁶ Jan.-Nov.

The legislation and the administrative orders affecting labour relations and the legal methods and techniques affecting labour disputes are then discussed in detail, and separate chapters are devoted to the important industries selected for special study. Employees' representation as a means of preventing industrial disputes and the role played by the Government in such disputes are examined, and in conclusion the author assesses the contemporary and future need for social legislation.

Graubard, Mark. *Nutrition and Labor. Superstition and Science in Our Daily Food.* Washington, D.C., American Federation of Labor, Union Label Trades Department, 1943. 44 pp.

This pamphlet is a reprint of a series of articles originally prepared for the labour press. In it Dr. Graubard, who is Industrial Workers Nutrition Specialist in the United States Office of Defense Health and Welfare Services, illustrates the extent to which eating habits are determined by custom and tradition and emphasises the need to take these factors into account in planning any campaign to improve the level of popular nutrition. He also draws attention to the growing interest of trade unions in this question and stresses the role which they may play in measures for improving the nutrition of industrial workers. The pamphlet contains much information on the subject of proper food and diet and is written in a popular and interesting style.

Gregory, Charles O. *Cases and Materials on Labor Law.* Chicago, The University of Chicago Book Stores, 1941. 721 pp.

A valuable compilation of cases and materials on labour law presented in chronological order under the following headings: I. Background Materials—English and American; II. Modern American Labor Law in the Pre-New Deal Period; III. Labor Law Under "New Deal" Political Influences.

Harris, Seymour E. *The Economics of American Defense.* New York, W. W. Norton and Co. 1941. 350 pp. \$3.50.

This work is an application of fundamental economic principles to the problems of war and defence. In analysing the basic economic problems involved in mobilising the nation's resources, the author considers first the extent to which the necessary supplies can be secured by increases in the productivity of labour, by expansion of industrial capacity, and by the diversion of resources from normal civilian uses. Detailed statistics and estimates at each step add to the value of this presentation. The study of the physical aspects of the problem is complemented by an analysis of fiscal policies and direct economic controls. Considerable attention is directed to the advantages and disadvantages of inflation, borrowing, and various types of taxes in each stage of the defence programme. Each aspect is considered in relation to the problem as a whole, and on the basis of the general analysis the policies actually followed in the United States up to the middle of 1941 are criticised as lacking in consistency and integration, defects which the author attributes to the departmentalisation of American administration. International aspects, such as foreign exchange control, aid to Britain, and the international economic position of the United States are discussed and a short but useful chapter deals with methods of maintaining income and employment in the immediate post-war period.

The active participation of the United States in the war since the book was written has altered such data as the size of the armament programme and the potential labour supply, but the basic problems are unchanged, and hence the analysis given is still a useful guide to their understanding and solution.

Kiplinger, W. M. *Washington is Like That.* New York, Harper & Brothers. vi + 522 pp. \$3.50.

This book meets a real need. The importance of Washington as the political and administrative capital of the United States has been steadily growing for the past few years, and the public needed a clear and easily accessible account of the structure and operation of the expanding, complex, and delicate machinery by which the United States is governed. As editor of the *Kiplinger Washington Letter* the present author is especially well fitted to carry out this task. His book describes the Executive with its multitudinous departments, Congress, the Supreme Court, the city of Washington itself and its population, and also all the

outside but related factors, such as the press, trade associations and trade unions, and pressure groups, which, although they have no place in the Constitution, nevertheless play an essential part in public affairs. The book also contains a series of sketches of some of the chief personalities in the public life of the United States, a short bibliography, and an excellent index. It will be invaluable to all who seek a general picture of the capital of the United States and what goes on there.

Latin American Economic Institute. *The Economic Defense of the Western Hemisphere: A Study in Conflicts.* A Symposium. Washington, D.C., American Council on Public Affairs, 1941. 170 pp.

A collection of papers in which various aspects of the economic defence of the American continent are examined by a number of experts, who, although they may differ in their opinions and points of departure, and therefore in their conclusions, are all agreed on the need for organisation and planning. Dr. Horace B. Davis discusses "The Influences of the Second World War"; the National Planning Association, "Canada as an American Problem"; Dr. Ethel B. Dietrich, "Inter-American Collaboration"; Mr. Fred Lavis, "A Businessman's Program"; Dr. Richard F. Behrendt, "The Totalitarian Aggressors"; Dr. Scott Nearing, "Britain's Rivalry"; and Dr. Rodrigues Silva, "Brazil's Nationalist Economy". Dr. John F. Normano, Director of Research of the Latin American Economic Institute, presents "Some Basic Considerations" in the concluding chapter, in which he undertakes an analysis and revision of the concept itself in the light of the preceding contributions.

Leiserson, Avery. *Administrative Regulation. A Study in Representation of Interests.* Chicago, The University of Chicago Press, 1942. xiii + 292 pp. \$3.

This book deals with the very timely subject of "interest representation" in administrative regulation. It refers specifically "to the process of integrating conflicts of economic groups with the exercise of public authority insofar as such authority affects their respective interests". The author makes a thorough study of the main aspects of the problem of interest representation, such as group interests as sources of public policy, interest representation in administrative procedure, interest representation on administrative boards, representative advisory committees, and administrative functions of interest groups.

McQueen, H. C. (and others). *The Background of Guidance.* New Zealand Council for Educational Research. Educational Research Series, No. 16. Christchurch, Whitcombe & Tombs; London, Oxford University Press, 1941. x + 128 pp. 6s.

The purpose of this book is to provide material upon which vocational guidance in New Zealand schools can be based. The six authors set about to discover why children went to the schools they did, how the schools affected their choice of a job, and what kind of a job they got when they finished school. They found by a study of primary school leavers and post-primary school records that many of the impelling factors in the choice of school and the choice of occupation were irrelevant to both aptitude and opportunity for success. Children were sent to schools for sentimental reasons, and there was a tendency to regard commercial schools and commercial studies as rather inferior to "academic" secondary schools. A general tendency among children to prefer occupations carrying a higher socio-economic standing than that of their parents was found. Among those who left school at an early age three factors predominated—shortage of money, distaste for school, lack of success in it. The authors concluded that in general parents seem ill-informed about the nature of post-primary schools in their area, and of the relation their courses bear to the kinds of work available. There is scope in the schools for vocational guidance based on observation and aptitude tests. But the authors urge that mere guidance will not eliminate all maladjustments unless a great deal of supplementary effort is devoted to educating teachers in child development and in revising the curriculum. Though this study is confined to a limited aspect of New Zealand schools, both its method and its conclusions should evoke a much wider interest.

Ravard, Francisco Alfonso. *La cuestión social.* Caracas, C.A. Artes Gráficas, 1942. xxxi + 454 pp. 12 bolívares.

This book is a survey of the theoretical aspects of the social problem, or more exactly, the problem of labour. The various tendencies which have prevailed at the different stages of world history since the thirteenth century are analysed, together with the most significant trends of economic and social thought. The subject is dealt with in a methodical form which makes the book easy to read, and the discussion is based on full and interesting documentation. In the final part of the book, under the title "The Catholic Reaction", the author gives the history of the Catholic attitude towards social problems, describing the principles it upholds, for which he shows a decided preference.

Robison, Sophia M. (compiler). *Refugees at Work.* Prefatory note by Eleanor ROOSEVELT. New York, King's Crown Press, 1942. xi + 81 pp. \$1.50.

This booklet presents the results of a study undertaken by the Committee for Selected Social Studies, at the request of Mrs. Eleanor Roosevelt, to determine the real part played by the refugees in the economic life of the United States and to counter by established facts the current misapprehensions and prejudices on this problem. The first chapter analyses the number, distribution, and background of the refugees who have entered the country during the past ten years and shows how insignificant a fraction they form of the total population, whether of the country as a whole or of the localities in which they have settled, except in the case of New York. The second chapter considers how soon and with what facility newcomers have been able to establish themselves in business and what relation their new occupation bears to their former one. Chapter III shows, by means of concrete examples, how the refugees have enriched the economic life of the United States through their enterprise, technical skill, and industrial experience, and the new employments they have created, especially in New York. The conclusion drawn is that the widespread fears aroused by the refugees have no basis in fact. From the standpoint of competition with American businessmen or workers the refugee is a negligible factor, and those refugees who have set up new types of business have provided far more jobs for American workers than they have taken from them, quite apart from the indirect effects of their activities on the American economy.

Towndrow, F. E. (editor). *Replanning Britain.* Faber and Faber Limited, London, 1942. 173 pp.

A summarised report of the Conference of the Town and Country Planning Association, held in Oxford in March 1941 to consider certain practical problems of national planning, at which leading British experts dealt with such problems as planning principles, policy in location of industry, agricultural land and planning, problems of decentralisation, land ownership, and the machinery of planning.

Twentieth Century Fund. *How Collective Bargaining Works. A Survey of Experience in Leading American Industries.* New York, The Twentieth Century Fund, 1942. xxviii + 986 pp. \$4.

A most valuable source of information on collective bargaining in the United States. The volume contains very comprehensive surveys, contributed by trained and impartial research workers, of the actual working of collective bargaining in 16 leading American industries, and less detailed summaries covering 13 other fields. Each study provides factual data on the characteristics of the industry, the growth of unionism, and the development of collective bargaining. The most controversial problems of to-day's industrial relations in the United States—open or closed shop, check-off system, maintenance of membership clauses, industry or craft organisation, industry-wide collective bargaining, grievance machinery, labour-saving technological improvements—are treated for each of the industries covered.

Wissmann, Rudolph Walter. *The Maritime Industry. Federal Regulation in Establishing Labor and Safety Standards.* New York, Cornell Maritime Press, 1942. xiv + 386 pp. \$5.

This is a comprehensive, methodical, and well-documented survey of the federal legislation regulating conditions of employment in the maritime industry

in the United States. As a compact source of information, it will be of great service to all those who seek a knowledge of the measures introduced in the United States to protect a class of workers who are exposed to special hazards. The Conventions on maritime questions adopted by the International Labour Conference are dealt with at length in the various chapters, in particular those adopted since the United States became a Member of the International Labour Organisation.

Books Received¹

Alguy, Jeremiah S. *Permanent World Peace*. New York, Standard Publishing Co. Inc., 1943. 304 pp.

Ashley, C. A. (editor). *Reconstruction in Canada*. Toronto, The University of Toronto Press, 1943. xvi + 148 pp.

Bowley, A. L. (editor). *Studies in National Income*. National Institute of Economic and Social Research, Economic and Social Studies I. Cambridge, Cambridge University Press, 1942. ix + 255 pp. 15s.

Cassidy, Harry M. *Social Security & Reconstruction in Canada*. Toronto, Ryerson Press, 1943. x + 197 pp. \$2 paper; \$2.50 cloth.

Cook, Arthur Norton. *British Enterprise in Nigeria*. Philadelphia, University of Pennsylvania Press; London, Humphrey Milford, Oxford University Press, 1943. ix + 330 pp. \$3.50.

Dorfman, Adolfo. *Evolución Industrial Argentina*. Buenos Aires, Editorial Losada, S.A., 1942. 388 pp.

Eby, Herbert O. *The Labor Relations Act in the Courts*. New York and London, Harper & Brothers, 1943. xvii + 250 pp. \$3.50.

Garcia, Emilio. *Economía Política. Análisis de los Fenómenos Económicos del Paraguay*. Asunción, La Colmena S.A., 1942. 122 pp.

Harris, Seymour E. *The Economics of America At War*. New York, W. W. Norton & Company Inc., 1943. 418 pp. \$3.75.

Hutt, W. H. *Plan for Reconstruction. A Project for Victory in War and Peace*. London, Kegan Paul, Trench, Trubner & Co. Ltd., 1943. 328 pp. 18s.

Kuczynski, Jurgen. *300 Million Slaves and Serfs. Labor under the Fascist New Economic Order*. New York, International Publishers, 1943. 48 pp. 10c.

Kuczynski, R. R. *The New Population Statistics*. National Institute of Economic and Social Research, Occasional Papers I. Cambridge, Cambridge University Press, 1942. 31 pp. 1s.6d.

Kurtz, Russel H. (editor). *Social Work Year Book 1943. A Description of Organized Activities in Social Work and in Related Fields*. Seventh Issue. New York, Russell Sage Foundation, 1943. 764 pp. \$3.25.

Martin, Edgar W. *The Standard of Living in 1860. American Consumption Levels on the Eve of the Civil War*. Chicago, The University of Chicago Press, 1943. x + 451 pp. \$4.50.

Murphy, Mary E. *The British War Economy 1939-1943*. New York, Professional & Technical Press, 1943. xiv + 403 pp. \$2.50.

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

Ramirez Gronda, Juan D. *Leyes Nacionales del Trabajo de la República Argentina y Sus Reglamentaciones.* Buenos Aires, Editorial Ideas, 1942. 621 pp. 22 pesos.

— *Los Conflictos del Trabajo: Sus Soluciones en el Derecho Argentino y Comparado.* Buenos Aires, Editorial Ideas, 1942. 223 pp. 5 pesos.

Shirras, G. Findlay, and Rostas, L. *The Burden of British Taxation.* National Institute of Economic and Social Research, Economic and Social Studies II. Cambridge, Cambridge University Press, 1942. xiii + 240 pp. 15s.

Sindicato dos Trabalhadores nas Industrias Metalurgicas, Mecanicas e de Material Eletrico de São Paulo. *O Metalurgico*, Vol. I, No. 1. São Paulo, Sept. 1942.

Sufrin, Sidney C. *Labor Policy and the Business Cycle.* Washington D.C., American Council on Public Affairs, 1943. 52 pp.

Whitaker, Arthur P. (editor). *Inter-American Affairs, 1941. An Annual Survey: No. 1.* New York, Columbia University Press, 1942. vii + 240 pp. \$3.

ERRATA

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No. 2, February. "Statistics of the General Level of Wages." Page 265, columns 6, 7, and 8, under "Japan": for "Yen" read "Sen".

The same correction should be made on page 634 of Vol. XLVI, No. 5, Nov. 1942, of the *Review*, and on page 108, columns 4, 5, and 6, of *Year Book of Labour Statistics 1942*.¹

"Bibliography: Bureau of National Affairs." Page 272, line 11: for "\$7.50" read "\$10".

No. 3, March. "Hours of Work in Bulgaria." Page 386, line 26: for "Act of 5 April 1942" read "Act of 5 April 1917".

"Social Insurance Movement in Argentina." Page 388, lines 12-13: for "in excess of 300 pesos" read "in excess of 100 pesos"; line 14: for "in excess of 1,000 pesos" read "in excess of 300 pesos".

¹ See above, p. 480.