



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

PUBLICATIONS OF THE OFFICE

INDUSTRIAL SAFETY SURVEY

The first number of Volume XIX (No. 1, January-March 1943) of the quarterly *Industrial Safety Survey* has just been published, together with an index to Volume XVIII (1942).

The main feature of the new issue is an article on accident experience, entitled "What Good is History?", by R. B. Morley, General Manager, Industrial Accident Prevention Associations, Toronto.

The notes on the work of safety institutions and organisations include an account of the meeting of the Canadian and United States members of the I.L.O. Correspondence Committee on Accident Prevention, held in New York in December 1942. The number also contains summaries of new safety regulations in Argentina, Australia (New South Wales), Belgium, Brazil, Canada (Quebec), France, India (Mysore), Mauritius, Northern Rhodesia, Spain, Switzerland, and Uruguay. In the section on official reports reference may be made, among others, to the summaries of the German report for 1940 on safety in mines, the report of the Swedish Industrial Inspectorate for 1940, and the report on industrial injury experience in the United States iron and steel industry in 1941. The rest of the number consists of the usual reviews of periodicals and books.

SOCIAL AND ECONOMIC POLICY

AN AMERICAN PROGRAMME FOR A PERMANENT WORLD ORDER

THE COMMISSION TO STUDY THE ORGANIZATION OF PEACE

The Commission to Study the Organization of Peace, in the United States, issued a report in February 1943¹ in which it recommends the establishment of a continuing conference of the United Nations to plan for the post-war period and to co-ordinate

¹ The Commission, which was organised in Nov. 1939 under the chairmanship of Dr. James T. Shotwell and with the joint sponsorship of a group of national organisations, has issued three reports: a *Preliminary Report* in Nov. 1940, dealing with the general principles of international relations; *The Transitional Period* in Feb. 1942, concerning the immediate post-war problems of relief, the restoration of law and order, and economic reconstruction; and the present *Third Report—The United Nations and the Organization of Peace*, which discusses the aims of the United Nations, their organisation during the period of reconstruction, and the relation of United Nations control and steps towards a permanent world order.

the work of the varied existing or future agencies that are being separately developed to meet particular problems. Specific references are made in the Report to the International Labour Organisation, its pre-war contribution, its present activities, and the mandate given to it for the preparation of labour and industrial reconstruction. The conclusions of the Report with regard to economic and social reconstruction and the closely allied fields of migration, colonies, and education are summarised below.

Social Reconstruction.

The Report states that freedom from want, like freedom from fear, should be organised not only on a national but also on an international basis. "Basic minimum standards for sanitation, for medical care, for housing, for nutrition, for social security, must be definitely visualised—and at least approached—for all peoples if a stable world order is to be maintained." To achieve social reconstruction the United Nations must utilise every possible existing agency and experience. The experience and techniques which have been acquired from experimentation and advance during the war will be of use in the future.

The same social standards cannot be expected from all nations, and in many areas progress must necessarily be slow. The Report continues:

International leadership and assistance will be needed. The International Labour Organisation has exerted a constant pressure for the improvement of standards in the field of labour and social security. Its Office has served as a centre of information and counsel to Governments. An international public opinion on the raising of the standard of life has been developed in the annual Labour Conferences, which bring together representatives of Governments, industry, and labour. The Conventions adopted at these gatherings set minimum standards which have won a considerable measure of ratification and legal enforcement in the member countries. Its 1941 Conference helped to crystallise the social and economic aims of the free peoples. In the post-war world the work of standard-setting must be taken up on a broader basis. It should be closely integrated with general economic policy and with measures for the development of backward areas and for improving the status of what have been the dependent peoples of the world. One essential in a programme of social reconstruction is, therefore, to strengthen the International Labour Organisation, and to link it more closely with the agencies of the United Nations. Every possible use should be made of it to draw associations of labour and of employers into full participation in the tasks of world organisation.

The Report also calls attention to the work of certain League of Nations organs in these fields. It emphasises the need for the interchange of information and the development of master-plans for social welfare, supplemented by some kind of international grants-in-aid system. "The need is for a system of related agencies for social reconstruction linked on the one hand with economic agencies and on the other hand with health and relief agencies."

Economic Reconstruction.

Stressing the close connection between social and economic reconstruction, the Report refers to the Atlantic Charter and to the statement made by President Roosevelt at the New York-Washington Conference of the I.L.O. in 1941 that economic policy is "a means for achieving social objectives", and it suggests that if agreement upon economic principles and policy can be obtained, a number of organisations will be needed, some of which may well develop from existing or war agencies. In addition to the relief and rehabilitation authority for handling immediate post-war problems, possessing also economic functions, there should be established a United Nations monetary authority, a United Nations commodity corporation, and a United Nations development authority. The Report outlines the part that these and other agencies could play in directing the employment of resources for national and international reconstruction and development.

Migration and Refugees.

In addition to the agencies mentioned above, the Report calls for the establishment of an international agency to deal with the millions of uprooted persons who will seek to return to their homes when the war ends or to find permanent locations elsewhere. Pointing out that the migration problem will be much wider than that of refugees, and that the solution for the refugee problem may be facilitated if dealt with as a special compartment of the general migration problem, the Report draws attention to the experience and the machinery of several existing organisations, such as the International Migration Service, the League of Nations, the Inter-Governmental Committee set up by the Evian Conference, and the Permanent Committee on Migration of the International Labour Organisation.

Colonies.

In discussing the problems of outlying or undeveloped territories of uncertain status when the war ends, the Report points out that the principles of the Atlantic Charter must be applied to the peoples of these territories and their active co-operation sought. An international solution must be found for the difficulties which arise from the economic conflict over the resources of colonies and over questions of security related to strategic location. It is necessary to emphasise the need for enlisting the active co-operation of the inhabitants. Further: "The present poverty in some areas, resulting from under-development, should be met by a positive policy of development, international, national, and local, in which the raising of the standards of living is the chief objective". And the Report concludes:

Actual steps on the part of individual nations to foster the welfare of colonial peoples would help to dispel fear on the part of these peoples and enhance confidence among the United Nations themselves. Establishment of a colonial authority on behalf of the United Nations for the development of a policy of trusteeship and for study and inspection would further increase confidence.

Education.

On the need to rebuild education in many countries, both materially and spiritually, the Report states:

There must be mutual effort at international understanding through the study of diverse cultures and ways of living and thinking so that the international community shall not be merely a mechanism for the transaction of the world's business, but a living organism, growingly conscious of its common purposes and interests. Education must not be used to advance nationalistic aims, but to improve individual human beings, and to develop loyalty to an international order. If it is important to provide fair and humane conditions for labour, it is equally important to provide adequate opportunity for education. If social justice is an aim of the United Nations, it must be taught through education.¹

SHIPPING AFTER THE WAR

VIEWS OF BRITISH SHIPOWNERS

The General Council of British Shipping, a body set up in April 1941 to ensure unity of action and policy on important questions affecting the industry as a whole, issued in February 1943 a report on shipping policy, under the title *Freedom and Efficiency: A Policy for Britain's Merchant Fleet*. This report, prepared by a standing committee of, and approved by, the General Council, is not issued as a final statement of the British shipowners' case but as giving form to the views generally held in the industry at the present stage of the war's development.

The substance of the report is reproduced below. It will be

¹ COMMISSION TO STUDY THE ORGANIZATION OF PEACE: *Third Report—The United Nations and the Organization of Peace* (New York, Feb. 1943).

seen that the General Council, while recognising that a temporary continuation of wartime controls after the cessation of hostilities may be necessary, looks forward to the release of the industry from control at as early a date as possible, after which the industry will be run on the basis of competitive private enterprise. The State, it is held, should give encouragement and assistance to the industry but should not exercise control; working conditions should be settled by agreement between the organisations of owners and of officers and men through the National Maritime Board; and there should be a further advance in the "self-regulation" of the industry.

The General Outlook.

The report begins by stressing the necessity for the United Kingdom of imports of food and raw materials, and consequently of an increase in exports, if even the 1939 standard of living is to be enjoyed.

British shipping, it continues, is one of our great export industries, therefore its prosperity is of the first importance. The ability of British shipping to play its part will depend on the equipment and efficiency of British ships, and the extent to which it secures employment must be controlled by the volume of world trade. Substantial freedom in the world market is also a necessity: restrictions imposed by foreign Governments on the employment of ships or foreign subsidised competition will vitally affect the British mercantile marine. The future of shipping is therefore bound up with national economic policy on the one hand, and on the other with the willingness of all nations to maintain and expand international trade in a free market.

The only official indications "of post-war policy are contained in the Atlantic Charter and in the Lend-Lease agreements appended thereto. The Charter lays down the principles of the freedom of the seas and the desirability of fullest economic collaboration between all nations in the economic field as well as enjoyment by all States on equal terms of the trade of the world. Full application of these principles cannot but be beneficial to the interests of shipping: indeed they are essential conditions for its prosperity."

Immediate Post-Armistice Conditions.

The report admits that "the elimination of State control over trade and shipping is not to be expected immediately after the Armistice".

In any case the cessation of hostilities may well be a piecemeal process in time and space. There will be urgent tasks of relief, and of repatriation, and a period of artificial respiration will be required before the economic machine can begin to work normally. The Governments of the United Nations will be obliged to undertake these complicated tasks in co-operation. Some joint executive body will doubtless control the purchase and distribution of food and other commodities, and, as far as necessary, the operations of maritime and land transport. It is quite possible that for a time the tasks of relief and resettlement will engage the services of all available world shipping. For these reasons a temporary continuation of wartime controls may be necessary, and may be the simplest method of handling the problems of the immediate relief period.

As soon, however, as the volume of world production in goods and transport services exceeds the relief programme, a free market will emerge, small at first but gradually expanding as supply overtakes relief demands. This will be a situation which calls for the fullest application of the policy of non-discrimination which underlies the Atlantic Charter. On the transport side the fleets of Allied and neutral nations must assume a proportionate share at comparable rates in the duties of relief and enjoy equal opportunity of securing employment in the free market. Enemy shipping, on the other hand, should be employed entirely in the relief and reconstruction of countries which the enemy has devastated. British shipping will claim and expect release from control at the same time and in the same proportions as any release of shipping under other flags.

Post-War Reconstruction Period.

After pointing out that a time might come when there would be too many ships and urging the desirability, even before war losses have been fully made up, of discontinuing the building of war standard types and commencing the building of specialised ships, the report says:

The whole post-war shipping position will be overshadowed by three facts:

- (a) The shortage of quality ships, especially passenger ships;
- (b) The striking changes in size of the fleets under the different flags; and
- (c) The extensive transfer of ownership of the world's tonnage from the pre-war shipowners to Governments, which is now taking place.

In this situation, and having regard to the difficulties with which British overseas trade may have to contend, the report argues that, whilst control during the immediate relief period may be necessary:

It is essential for control to be gradually relaxed, and to secure this the industry must provide the elasticity in the use of ships necessary to meet a shortage in quality tonnage and changes in the channels of trade. The elasticity should be secured by the Government delegating to the industry through its organisations the task of carrying out the national and international policy in regard to shipping, in the case of liners through a Liner Committee, and in the case of tramps under a licensing system operated by an International Administrative Committee and supported by effective Government guarantees. Corresponding arrangements should be made in the short sea trades, and tankers will also require appropriate organisation, which should include the oil interests. Once the immediate relief period is over, there should be a progressive liberation of shipping coupled with the establishment of effective co-operative machinery in the industry to ensure satisfactory service and to maintain freight markets at a reasonable level. Support will be required from the Governments of the shipowning nations to ensure that vessels of all flags comply with the conditions of this co-operation under pain of suitable penalties. Such assistance, not being financial, should not involve any question of Government control.

On the question of collaboration and co-ordination between air and sea transport, the report states that "shipowners have already asked the Government for an opportunity to consult on these matters before the Government policy is decided, and a special committee of the General Council is engaged in formulating a constructive policy for the co-ordination of sea and air transport".

Relations with Seafaring Personnel.

The report claims that "the National Maritime Board has proved an outstanding example of successful industrial self-government and should continue as the joint machinery for the agreement of all questions affecting the employment and service conditions of personnel. The Board has already submitted confidentially to the Minister of War Transport its views on post-war policy in regard to employment, including continuity of contract, paid leave, and pensions, but these desirable aims are dependent on securing the prosperity of the British mercantile marine."

State or Private Enterprise.

"The suggestion that shipping could be operated as a department of State or by one or more State-financed corporations indicates", in the view of the General Council, "a complete lack of understanding of the management necessary for its successful operation."

All experiments in nationalisation have proved that the luxury of a State fleet is a most expensive one, and in the past they have been brought to an end by revolt of the taxpayer. Further, they have failed to secure the support of the exporters and importers of the nation concerned; traders have insisted on using the best ship-carrying power available whatever might be its flag. Apart from this, shipping is essentially competitive, and it is fearful to contemplate a situation when a normal incident of commercial competition will

become an act of State with diplomatic reverberations. The fact that bureaucratic control would be disastrous does not mean that the industry believes in the unorganised activity of individuals without regard to the welfare of the workers or the interests of the country. The industry has advanced far along the road of self-regulation, and there is scope for further development without destroying the foundation upon which all engaged in the industry, whether employers or employed, depend for their livelihood.

Reconstruction of an Adequate Mercantile Marine.

This section of the report begins by a declaration that "this country must not be afraid to say to its Allies that a strong British mercantile marine is just as necessary to this country as its Navy, Army and Air Force. Not only must this be said, but the country must be prepared to defend it in argument, and to require that the peace settlement should include effective guarantees against a renewal of the race in subsidies which marked the pre-war period." Government policy during the war having strictly limited the earnings of ships, cash will in many cases not be available, the report points out, to replace obsolescent tonnage surviving the war, and in some cases replacement of war losses, especially of tonnage shipping, will require financing. Attention is called to the effect of the war taxation system and the claim is made that "it is imperative that the industry should retain sufficient financial strength to build the best and most competitive ships". With regard to shipbuilding costs, it is stated that "the industry is considering whether by arrangement with the shipbuilders orders can be spread over the post-war years so as to keep the yards full for as long as possible without so great an increase of costs as took place after the last war, and thereafter to reduce the violent fluctuations in the demand for new tonnage. This might involve a continuance of some licensing system under the control of the industry."

British Agriculture and Shipping.

The report declares that there is no real conflict of interest between British agriculture and shipping:

A prosperous agriculture would itself create a larger demand not only for fertilisers and feeding stuffs which could not be produced in this country, but for luxury and other foods requiring different climates and for imports of machinery and manufactures. This would be a set-off against any reduction in the quantities of imports required to supplement our own production. It follows, therefore, that reasonable steps taken to make British agriculture prosperous should not harm British shipping, provided the cost of living is not raised to the point at which our exports cannot be sold abroad.

SOCIAL POLICY IN CHINA

An important conference to consider the Government's social policy—the first National Social Administration Conference in China—was held at Chungking from 11 to 18 October 1942. A summary of the proceedings of the Conference is given below. It is followed by a short account of the activities of the Ministry of Social Affairs, during the first two years of its existence, for the establishment or promotion of various social services.

THE NATIONAL SOCIAL ADMINISTRATION CONFERENCE

The purpose of the Conference was to consider ways and means of improving the administrative machinery for the application of social policy, extending voluntary associations, expanding the co-operative movement, enforcing the plans for the mobilisation of man-power for the war effort, and kindred matters.

Composition of the Conference.

The Conference consisted of representatives of various bodies attached to the Central Government, the central headquarters of the Kuomintang Party,

and provincial and municipal authorities, as well as officials responsible for the administration of co-operative societies, and experts—the Director of the China Branch of the International Labour Office being among the latter—numbering 214 in all.

The Inaugural Address.

The inaugural address was delivered by the Minister of Social Affairs, Mr. Ku Cheng-kang, who reviewed the policy of the Ministry since the transfer of the administration of social affairs in 1940 to the Executive Yuan from the Kuomintang Party. Voluntary associations ("the people's organisations"), he said, had been strengthened, steps had been taken to correct the lack of collective discipline among the people, and the way prepared for the establishment of organisations with definite social objectives. Measures for the institution of a system of social insurance and of social services had been prepared and the provision of relief was being systematised. The improvement of rural conditions and the promotion of child welfare were among the constant preoccupations of the Ministry. The co-operative movement was being reorganised and strengthened. The registration of skilled workers was being pursued with a view to the establishment of a system of national labour service for the purpose of the systematic mobilisation of man-power and expansion of production. The social services would continue to be reinforced and increased, and it was essential to staff them with fully trained workers.

Generalissimo Chiang Kai-shek's Message.

Social policy, said the Generalissimo in a message to the Conference, in the final analysis should aim at putting into practice the teachings of Dr. Sun Yat-sen and building up a society on the lines laid down in the chapter entitled "Cosmopolitanism" of the Book of Rites. For the present, particular attention should be given to the greater unification of what was still a loose society, the cessation of indifference to public issues, and the evolution of an active and harmonious mode of life, as well as to the promotion of the habit of ready self-sacrifice for the public good instead of that of the pursuit of individual gain.

Referring to the war effort, the message emphasised more particularly the mobilisation of man-power and the control of wages and commodity prices. Efforts should be made, on the one hand, to increase production and reduce consumption and, on the other hand, to promote the organisation of voluntary associations and trade associations, which could assist the Government in the enforcement of wartime economic policy. The normal aspects of social policy should not, however, be neglected and the extension of relief and expansion of the social services should be pursued without interruption. Special consideration should be given to those who had suffered injuries as a result of the war and every effort should be made to assist them.

Message from the I.L.O.

The following message received from the Acting Director of the International Labour Office, Mr. E. J. Phelan, was communicated to the Conference by the Minister of Social Affairs:

On behalf I.L.O. desire address warmest congratulations on initiative convocation first National Social Administrative Conference and extend best wishes success. Confident such conferences of utmost importance for ensuring maximum co-operation all concerned social progress.

The Minister sent the following reply to the Acting Director:

Your message to Social Affairs Administration Conference received with gratitude by all attending. Conference considered measures respecting Social Welfare Administration in furtherance national social reconstruction. Also recommended National Government close co-operation with the I.L.O. in planning and executing post-war reconstruction for purpose early materialisation world-wide social justice.

Conclusions of the Conference.

The Conference adopted a resolution embodying a large number of proposals, including a draft statement on the Government's labour policy, prepared by the

Ministry of Social Affairs. The resolution was then referred to the Central Executive Committee of the Kuomintang.

The resolution emphasised the need for the formulation of a satisfactory labour, farm, and population policy in accordance with Dr. Sun Yat-sen's Three Principles. It recommended the adoption of measures to ensure the systematic establishment of voluntary associations in all parts of the country so that these might serve as the necessary foundation for the safeguarding of the people's rights; the close co-ordination of the activities of such associations and their participation in the mobilisation of the national resources for the war effort; a new approach to social work which would regard it as an obligation of the State and not as mere philanthropy; the extension of the provision for child welfare, in the first instance, to the more needy cases, the promotion of the welfare of labour (steps to safeguard health and promote efficiency), the establishment of a satisfactory system of factory inspection and provision of Government assistance to employers in respect of measures taken by the latter for the promotion of labour welfare; the institution of an experimental system of accident and health insurance in certain districts with a view to the eventual development of a comprehensive social insurance system and the organisation of employment offices; the reorganisation of the co-operative movement with a view to making it more effective, and, more particularly, of co-operative finance; the institution of a national labour service on the lines contemplated in the draft statement on the Government's labour policy; the provision of assistance by authorities responsible for the administration of social services to the military authorities in respect of the enforcement of conscription measures; the control of prices, wages, and employment; the practice of economy in the administrative services; the preparation of plans for post-war reconstruction (more particularly in respect of the reorganisation of the co-operative movement, the reinforcement of social services, the provision of relief to refugees and the sick and the wounded, and the promotion of public health); and the provision of special facilities for the training of staff for the social services and an increase in the expenditure on such services.

The draft statement on the Government's labour policy enumerated a number of principles, including those relating to the enforcement of the policy in wartime. Reference is made, in particular, in the draft to the need for close co-operation with the International Labour Organisation, and it is observed that such international labour Conventions as are applicable in China should be ratified. A comprehensive summary of these principles will be given in an early issue of the *Review*.¹

ACTIVITIES OF THE MINISTRY OF SOCIAL AFFAIRS

The activities of the Ministry of Social Affairs during the first two years of its existence consisted of the extension of relief to refugees, establishment of social service centres, promotion of child welfare and labour welfare, preparation for the institution of a system of social insurance, and establishment of vocational guidance services. Measures have also been taken by the Ministry to provide assistance to private bodies engaged in various types of relief work.

Extension of Social Relief.

In addition to increasing the facilities for the provision of relief to refugees, the Ministry prepared draft legislation on the subject for the consideration of the Executive Yuan. The centres established by provincial and municipal authorities, with facilities for the care of refugees, aged and disabled persons and children (clinics, nurseries, recreational centres), total 560.²

A model centre has been established at Chungking for the care of old and disabled persons and children; maternity clinics are also provided. In order to give the inmates a useful occupation or to enable them to qualify themselves

¹ Communication to the I.L.O.

² These centres are distributed as follows: Chekiang (49), Kansu (12), Kiangsi (112), Chinghai (1), Hunan (49), Fukien (24), Szechwan (151), Kwangtung (44), Hopei (1), Kwangsi (6), Yunnan (8), Shansi (6), Honan (31), Ninghsia (6), Shensi (58), and Chungking (2). Similar centres established by various *hsien* authorities are not included in this number.

for employment, handicrafts (printing, weaving, sewing) have been established and vocational and technical training is given. Unemployed persons in the locality are admitted to the training classes.

Establishment of Social Service Centres.

The Ministry has set up social service centres of its own and assists other bodies in the establishment of similar centres. The Ministry's centre in Chungking provides residential, recreational, and educational facilities, including vocational guidance services. Similar centres have been opened in Kweiyang, Kweilin, Hengyang, Neikiang (Szechwan), and Tsunyi (Kweichow), and in the provinces of Kwangsi, Honan, and Yunnan by the respective provincial authorities.

Establishment of a Factory Inspection Service.

A factory inspection service has been established by the Ministry, with six inspectors, who completed their training in 1942. They have visited 140 factories in the neighbourhood of Chungking. Others are being trained and, when their training has been completed, the service will be extended to other parts of the country.

Promotion of Labour Welfare.

The Ministry has urged factories to take measures for the promotion of labour welfare. Factories have been asked to allot a part of their profits for such work and good progress has been made in this respect in almost all the factories in Chungking.

Preparation for the Institution of a System of Social Insurance.

It is proposed to set up a Bureau of Social Insurance in 1943. Plans are being prepared for the institution of a system of life insurance for civil servants, and of accident and health insurance as an initial measure.

Promotion of Child Welfare.

Two nurseries with provision for 500 children are directed by the Ministry and it is expected to open two more shortly. The Ministry is also directing a children's camp. Plans are under way for the establishment of four homes for the children of wounded soldiers and a children's hospital in Chungking. Infanticide and the abandonment of children have been strictly prohibited, and public assistance is provided for private orphanages and nurseries.¹

WARTIME LABOUR POLICY IN INDIA

At a press conference held at New Delhi on 30 October 1942 the Member for Labour of the Viceroy's Council, Dr. B. R. Ambedkar, recalled the various steps taken by the Government of India during the period of the war for the improvement of the conditions of the workers and commented upon the measures. A summary of his remarks is given below.

Labour Legislation.

Pre-war labour legislation, said Dr. Ambedkar, had dealt with three main types of questions—those covered by the Factories Acts and other similar legislation, those dealt with by the Workmen's Compensation Act and the Payment of Wages Act, and those relating to the regulation of industrial relations with which the Trade Disputes Act and the Trade Unions Act were concerned. Legislation during the war had been voluminous, but the Defence of India Rule 81 (A)², the Essential Services (Maintenance) Ordinance³ and the National Service (Technical Personnel) Ordinance⁴ might be regarded as typical. These measures had imposed certain restrictions on the workers. The first required, for instance, that in all cases in which a strike was contemplated a fortnight's notice must be given.

¹ *National Herald* (Chungking), 17 Nov. 1942; communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, pp. 457-458.

³ *Ibid.*, p. 483.

⁴ *Ibid.*, p. 484.

While the rule had formerly been confined to public utilities, at the present time it was universally applied. But the rule also enunciated the important principle of compulsory arbitration and of the enforcement of the arbitrator's award. Compulsory arbitration had in fact been applied in some 25 cases so far.

The two Ordinances mentioned above debarred persons from leaving their jobs and enabled the Government to transfer a certain proportion of the labour force from one industry to another, but they also empowered the Government to prescribe wages and conditions of service when those restrictive provisions were applied.

So far as my experience goes, he remarked, I have known of many strikes which petered out without bringing any benefit to the workers. To-day such a thing cannot happen because there is the distinct provision that if the workers want to go on strike, and if they formulate definite grievances, the Government is bound to refer the matter to arbitration. If the arbitrator finds the demands just and proper, the Government has the power to enforce the award. This is a great advance on the chaotic conditions that prevailed previously.

The other principle, namely, the right to fair wages and fair conditions of service, was also new. "These two principles", he commented, "will never be dislodged but will be amplified and enlarged in legislation that may come hereafter."

Labour Welfare.

Dr. Ambedkar stated that a number of shops at which food grains were sold at cost price had been opened. That step might appear to be no more than charity, but underlying it was the very important principle that the Government recognised that, next to military requirements, labour requirements should be assigned priority. The principle might not have been laid down in so many words, but the fact remained that the Government had agreed to the opening of such shops, and that it had further been agreed that a portion of any loss on such shops might be charged to the Central Government. The Government had also the power to secure stocks of food grains for labour in an emergency, had undertaken air-raid precautions both in factories under its control and in others, and had accepted the principle of the provision of relief for the higher cost of living at a flat rate instead of a rate varying with the wages; the flat rate benefited the lower paid worker.

There was also the appointment of the Labour Welfare Adviser to the Government of India and of eight officers to assist him.¹ For the successful administration of welfare work, three things were necessary: the establishment of direct contact between the workers and the Central Government; the dissemination of information among the workers on what the Government had done for them; and the establishment of machinery by which the Central Government would be informed of the situation as soon as it became unsatisfactory, so that the necessary action might be taken. The appointment of the welfare officers was a most important and essential step.

Provision of Facilities for Technical Training.

Referring to the provision of facilities for technical training, he mentioned the Bevin scheme as well as the technical training scheme initiated by the Government of India in July 1940.² The latter scheme, he added, had been expanded to such an extent that the number of trainees was expected to total 70,000 by June 1943.

The Constitutional Position.

Labour legislation, Dr. Ambedkar pointed out, was a subject over which, under the present Constitution, the Central and provincial Governments had concurrent jurisdiction, and the administration of Central labour laws had to be left to the provinces. Wartime labour legislation had given certain new powers to the Central Government, and it was to be hoped that it might prove to be a step in securing greater control of labour matters by the Centre. He himself had always taken the view that labour should be a Central subject.

The Indian Constitution had much in common with the Constitution of the United States, which was a source of many difficulties for labour as a result of the

¹ Cf. *International Labour Review*, Vol. XLVII, No. 2, Feb. 1943, p. 219.

² *Ibid.*, p. 234.

dichotomy of Federal and State powers. It had been held in the United States that the States by themselves were unable fully to deal with labour measures and that the Federal Government should come to their aid. The problem had been solved by a scheme of grants in aid, and the extent to which the Federal Government had by that means been able to secure control of the administration of labour measures had been described in recent reports. It might be hoped that it would be possible to follow a similar procedure in India.¹

GOVERNMENT RECOMMENDATIONS TO EMPLOYERS ON LABOUR WELFARE MEASURES

The Government of India is reported to have recommended the adoption of various labour measures by employers in order to maintain the stability of labour in industrial employment during the war.

These measures include the opening of cost price food grain shops, the laying up of adequate stocks of grain (a week's supply, to be distributed free of cost if necessary) in order to ensure supplies in the event of an emergency, the provision of canteens, as well as the provision of special facilities for the remittance by the workers of allowances to their families (transmission of the remittances free of cost) and amelioration of conditions of work (short breaks during the working day).²

SCHEME FOR THE DEVELOPMENT OF TELECOMMUNICATIONS IN INDIA

Work is being started in India on a scheme for the extension of telecommunications, involving an expenditure of 80 million rupees. Over 100,000 miles of wire will be erected under the scheme, which will not only be of assistance to the defence of the country during the war but will make available for civilian use nearly twice as many circuits as are at present available for all purposes, civil and military.

A Telecommunications Development Board has been set up for the purpose with the Director-General of Posts and Telegraphs as chairman. As much as possible of the materials necessary for the scheme is being manufactured in the country, and such apparatus and material as cannot be obtained locally will be imported from abroad under high priority. Arrangements are being made for securing the supply of skilled workers required. Staffs of telephone companies and cable and radio concerns are being taken on, retired men of the Posts and Telegraphs Department and men of the Burma Posts and Telegraphs at present in India are being pressed into service, large training establishments are being set up, and the Posts and Telegraphs Department's workshops are being enlarged.³

MEASURES FOR THE PROMOTION OF INDUSTRIALISATION IN AFGHANISTAN

An Order passed by the Afghan Government on 2 April 1941 relating to the measures to be adopted for the promotion of industrialisation in the country is mentioned in two issues of the Afghan economic journal, *Madjalleh Egtessad*, which have recently been received at the International Labour Office. These measures, a short summary of which is given below, were to be brought into effect one month after their publication and the Ministry of National Economy was to be responsible for their enforcement.

¹ *The Statesman* (Delhi), 31 Oct. 1942; *The Leader* (Allahabad), 3 Nov. 1942.

² *Journal of the Indian Merchants' Chamber* (Bombay), Oct. 1942; communication to the I.L.O.

³ *Indian Information* (New Delhi), 15 Oct. 1942; communication to the I.L.O.

Provision was made for granting various concessions to industrial undertakings operated by mechanical power amounting to not less than 10 h.p. and employing not less than 10 persons and to handicraft undertakings with not less than 10 workers. The industrial undertakings concerned are classified in four groups in accordance with the total number of workers they employ and the amount of mechanical power they utilise. The concessions provided for are the following: grants of land for the purpose of enlarging the undertaking or effecting improvements, at concession rates with facilities for payment over a period of 10 years in urban areas and free of cost in other areas; exemption from all taxes on the land so granted; exemption from customs duty on the machinery and other accessories imported from abroad; grants of loans on favourable terms by the National Bank; exemption from duty on exports of articles manufactured by the undertakings; preferential treatment for such articles in respect of Government purchases, on condition, however, that Government undertakings are not engaged in the same business; and protectionist measures. The services of Government technical consultants and experts are also placed at the disposal of the undertakings in question.¹

ECONOMIC REORGANISATION IN NORTH AFRICAN TERRITORIES UNDER ALLIED MILITARY OCCUPATION

The economy of territories in North Africa under Allied military occupation is being rapidly reorganised, and an Economic Board has been established under the joint supervision of Mr. Robert Murphy, United States Minister to North Africa, and Major-General Humphrey M. Gale of the British Army, the chief administration officer of the Allied Headquarters. These two officers are responsible to General Dwight D. Eisenhower for all phases of civilian occupation activities. A brief account of the Board and the arrangements already made is given below.

Organisation of the Economic Board.

The North African Economic Board, whose functions and responsibilities have been fully defined in an order issued by General Eisenhower, has organised five Divisions: an Imports Division, under a representative of the United States Lend-Lease Administration; a Procurement and Development Division, under a representative of the United States Board of Economic Warfare; a Financial Control Division, headed by a United States Army officer who was formerly a member of the staff of the United States Treasury Department; a Coal Division, directed by a British coal expert; and a Relief and Welfare Division, formerly in charge of a representative of the Red Cross but at present under a representative of the United States Office of Foreign Relief and Rehabilitation Operations, the Director of which is Mr. Herbert H. Lehman.²

The Imports Division. The United States Lend-Lease Administration, through the Imports Division in North Africa, ships consumer goods needed by the population in that area. At the request of the United States Board of Economic Warfare, the Administration also arranges for the purchase of such machinery and equipment as are needed to assist the territory in expanding its agricultural, mining, and other production. The Board of Economic Warfare supervises at present the expansion of all such production for export from North Africa, and is also endeavouring to increase production locally of foodstuffs such as wheat, for instance, in order to build up stocks for the Army, so that when the United States forces move into Europe from North Africa a shorter supply line may be established.

The Financial Control Division. This Division concerns itself with the establishment of a sound currency, the fixing of the rates of exchange, as well as action to check the existing inflationary trends and to block the bank accounts and take over the holdings of enemy interests.

The Coal Division. Coal is used for so many purposes that it was decided to establish a separate Division to supervise imports of that commodity, and a British expert on the spot was appointed in charge of it.

¹ *Madjelleh Egtessad*, Mar.-Apr. and Apr.-May, 1942.

² Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 65.

The Relief and Welfare Division. The free distribution of foodstuffs and medicines is the main task of this Division. It has already begun the free distribution of powdered milk to all children up to 14 years of age.¹

THE NEW LABOUR DEPARTMENT IN NIGERIA

A separate Labour Department has recently been set up by the Government of Nigeria. It has been placed in charge of Mr. W. A. Miller, a senior administrative officer with long experience of the colony and its people. In view of the active part which the colony is playing in connection with the war effort and the consequent development of new labour problems, Mr. Miller will be assisted for twelve months by Mr. F. Hampton, Assistant Regional Controller and Regional Industrial Relations Officer of the British Ministry of Labour and National Service, who is being seconded for that period as Industrial Adviser to the new Department.

The Department will have four labour officers, including two officers who during the last few years have been inspectors of labour in the colony, and a trade unionist from Great Britain who was appointed early in 1942 as Labour and Welfare Officer to the Nigerian Railways and has been transferred to the new Department. Arrangements have also been made for four Africans to be trained in the Department with a view to their eventual appointment as assistant labour officers, and two candidates have already been selected.

In addition to the above staff, two experienced administrative officers are performing duty as labour officers in the tin-mining area under the supervision of the Administrative Director of Minerals Production.²

BRITISH COLONIAL ECONOMIC RESEARCH

The British Colonial Office has recently announced the appointment of a Colonial Products Research Council.

One of the functions of the Colonial Research Committee, which was set up in 1942 under the chairmanship of Lord Hailey, was to review the whole field of research as it affects the colonial empire and to make recommendations for filling gaps in the existing organisation for conducting such research. The new Council fills one such gap.

Unlike the Colonial Research Committee, the new Council will be an executive body. It will consider what colonial raw materials may be made of value for the manufacture of products required by industry and it will initiate and supervise research, both pure and applied, on such products, and generally consider how by the application of research greater use can be made of them. In framing its programme the Council, it is stated, will have as its principal objective the promotion of the welfare and prosperity of colonial peoples, and will endeavour also to increase the colonial contribution to the welfare and prosperity of the British Empire and of the world as a whole. The Council will co-operate with existing institutes, such as the Department of Scientific and Industrial Research and the Medical Research Council. Certain members of the Council are also members of the Colonial Research Committee, and the Council will work in close touch with that body. It will be financed out of the provision for research under the Colonial Development and Welfare Act.³

PROMULGATION OF THE BOLIVIAN GENERAL LABOUR ACT OF 1939

As recorded in these pages, a Decree dated 24 May 1939 was issued in Bolivia under the dictatorship of Colonel Busch to bring into force a General Labour Act or Code.⁴ (It was to advise on

¹ *New York Times*, 20 Mar. 1943.

² Communication to the I.L.O.

³ *The Times*, 19 Jan. 1943.

⁴ Cf. *Industrial and Labour Information*, Vol. LXXII, No. 9, 27 Nov. 1939, p. 244.

the application and revision of this Act that the International Labour Office sent a technical mission to Bolivia early in 1940.¹⁾

Since constitutional government was restored in 1940, the Supreme Court of the Republic has ruled that this Decree did not possess force of law on the ground that it had not been approved by Congress. In the meanwhile the competent officials of the Ministry of Labour have been preparing a new Draft Labour Code, which was submitted to Congress in the autumn of 1942. Congress did not have time to make a thorough study of the new text, but, in order that the country should not be practically without labour legislation, it decided, "pending the study and approval of the Labour Code", to give force of law to the Decree of 24 May 1939. The new Act of Congress was signed by the President and promulgated on 28 November 1942. The text which has thus been given full legal validity is identical with that embodied in the 1939 Decree except for the following modifications:

- (1) The new provision in regard to dismissal pay lays down that:

If a wage-earning or salaried employee is dismissed for reasons over which he has no control, the employer shall be bound, in addition to giving notice, to pay to the employee, by way of compensation in respect of length of service, a sum equivalent to one month's salary or wages for every year of continuous employment; or, if the employee has been employed for less than a year, a sum in proportion to the number of months worked, provided that the first three months shall be deemed to constitute a probationary period and shall not be taken into account. Only the first such three-monthly period shall be considered as a probationary period, to the exclusion of subsequent periods during which the probation is prolonged or renewed. If a salaried employee has been employed for more than fifteen years, or a wage-earning worker for more than eight years, he shall be entitled to the above-mentioned compensation even if he leaves his employment voluntarily.

The 1939 Decree did not include the sentence limiting the probationary period to the first three months, and it required the payment of compensation in case of voluntary retirement after more than eight years' employment in the case of both wage-earning and salaried employees.

- (2) For the purpose of calculating the compensation due in case of industrial accidents and diseases, the basic wage is to be the average earned during the ninety days immediately preceding the day of the accident or the day on which the disease first appeared. Under the 1939 Decree the basis of calculation was the remuneration to which the employee was entitled on the date of the accident or on the date on which the disease first appeared.

- (3) Railway and tramway workers are exempted from the prohibition of strikes in public services contained in the 1939 Decree.

It is understood that Congress will resume its consideration of the Draft Labour Code when it meets in August 1943. In the meanwhile, it has been decided to submit the Draft for purposes of consultation to the employers' and workers' organisations and to competent individuals. The International Labour Office has also been asked for a report on the Draft.²

ECONOMIC MEASURES IN COLOMBIA

By an Act promulgated in Colombia on 2 March 1943 a National Economic Defence Committee was set up. Measures were taken to put a stop to the rise in prices due to reduced imports and con-

¹ Cf. *International Labour Review*, Vol. XLII, No. 6, Dec. 1940, p. 378.

² Communication to the I.L.O.

sequent speculation, and the Government was given certain economic powers.

The new National Economic Defence Committee is to consist of five members appointed by the President of the Republic. Its duties will be:

- (1) To direct the industry, agriculture and stock-raising of Colombia into the channels leading towards a larger production of the most necessary articles;
- (2) To regulate the imports and exports of raw materials and manufactured or semi-manufactured goods with a view to promoting the economic development of the country;
- (3) To study and prepare financial measures for the better execution of the plans approved by the Government in virtue of the provisions of the Act.

With a view to counteracting the rise in prices, the Act empowers the Government to issue measures for the regulation of the prices of prime necessities and the rents of urban dwellings and premises. The Government is also given authority to found or subsidise co-operative societies for the production, distribution or consumption of foodstuffs, to fix the conditions in which import, export, and sales licences will be granted, and, if necessary, to suspend or amend the existing exchange control regulations. It may impose special conditions as to the maximum sale price of articles imported under licence. The Government may also itself undertake the importation of goods, directly or through contracts securing a fair price for the imported goods.

With a view to lowering the rate of interest and adjusting the public credit agencies to technical requirements, the Government has power to reform or amalgamate the various official and semi-official credit institutions.

Further, the Government is empowered to issue national debt bonds up to a total amount of 50 million pesos, the proceeds to be used towards the nationalisation of public utility undertakings and of entailed property in the hands of foreigners.

Lastly, the Act empowers the Government to reorganise the administration of the railways and the National Transport and Tariff Board.¹

ACTIVITIES OF THE LAND SETTLEMENT FUND IN CHILE

The Land Settlement Fund of Chile, created under the provisions of Act No. 4,496 of 10 December 1928 and reorganised under the terms of Act No. 5,604 of 15 February 1935 as the sole official body responsible for founding, directing, and administering agricultural settlements², completed a successful period of fourteen years' work on 10 December 1942. Some data indicating the extent of its activities during this period are given below.

The Fund acquired, distributed, and put into operation 68 production centres, some of which were made up of two or more holdings under a single denomination; 14 properties which have not yet been parcelled and 5 of which have been developed as experimental agricultural settlements; and two groups of an aggregate area of 101,000 hectares with 26 holdings, some of which have already been settled by people actually working on the land.

The 68 production centres referred to are subdivided into 2,704 holdings of various dimensions, exclusive of the lots reserved for schools, co-operatives, stores, nurseries, etc.

The total area of the holdings in the possession of the Fund is 582,000 hectares. This figure does not include the public lands which have been transferred to the institution.

The total initial fund of the settlements which have been established is over 176 million pesos, this amount including the initial purchasing price of the land and the various expenditures up to the establishment of the settlements.

¹ Communication to the I.L.O.

² Cf. *International Labour Review*, Vol. XXXIV, No. 3, Sept. 1936, pp. 361-369, "Land Settlement in Chile".

The Fund has invested a sum of about 30 million pesos in the organisation of the settlement. It may be recalled in this connection that the Settlement Act of 1928, preceding that now in force, provided that the establishment expenses should be met by the settlers themselves.

During the fourteen years, the loans granted to the settlers have exceeded 37 million pesos, of which 29 million pesos were redeemed from 1936 to the end of 1942, representing 80 per cent. of the authorised credits.

Since 1939, the year when the first co-operative societies of land settlers were formed, some 34 of these institutions have been constituted, with a capital of more than 2 million pesos and a membership of 1,159 small holders. The Settlement Fund has now completed the studies for the establishment of many more co-operative societies.

From the social point of view the Fund has taken a great interest in rural housing and has itself built many houses and buildings in the various settlements throughout the country. This has contributed greatly to the improvement of conditions of hygiene and work in the countryside.

The opening of modern schools has also helped to solve the problem of rural education, and it may be noted that the attendance at the schools and the education available for farmers' children have improved.¹

INDUSTRIAL RELATIONS

A NEW SLIDING-SCALE WAGE AGREEMENT IN SWEDEN

Two important points in the Swedish Government's economic programme were established at the close of 1942. On 18 December 1942 the Government authorised the Food Commission to fix the prices of agricultural products for the period up to 31 August 1943 on the basis of the negotiations that had taken place with the agricultural organisations. On 19 December 1942 a new general sliding-scale wage agreement was signed between the Swedish Employers' Federation and the Confederation of Trade Unions. This agreement, like the three preceding ones concluded since the outbreak of war, took the form of a recommendation to the affiliated organisations concerning the provisions fixing cost-of-living supplements to wages when collective agreements were to be renewed²; but in fact it had already been approved in advance in the collective agreements concluded for the coming year in the more important industries. For agriculture the negotiations were more protracted, and a new collective agreement was not reached until the middle of January, which provided for a 6 per cent. increase in basic wages.

With regard to the new general agreement, which is largely on the lines of the preceding agreements, the following communiqué was issued:

According to the sliding-scale agreement which was concluded in January 1942, workers in industry are at present entitled to a variable supplement amounting to 20.7 per cent. of their wages in 1938. This percentage was payable from 1 August 1942 onwards, the cost-of-living index having reached the figure 237 on 1 July.

The new agreement provides in the first place that the rules concerning variable supplements to wages inserted in existing collective agreements shall continue to apply to the supplements now being paid. Further, if the cost-of-

¹ *Tierra Chilena*, Year IV, No. 89, 15 Dec. 1942.

² Cf. *International Labour Review*, Vol. XLVI, No. 1, July 1942, p. 79.

living index rises to not less than 249, an additional supplement of 5 per cent. of wages is to be paid as from the first day of the second month in the quarter in which the index reaches this figure. The most recent index number, that published in October 1942, was 239, which means that the new supplement will not be paid until the index has risen by a further 10 points. Its payment will therefore depend on the success of the Government's efforts to effect a price stop.

The new agreement also provides that if the cost of living rises to such an extent that the index reaches the figure 257 or more during the period of the agreement, the Employers' Federation and the Confederation of Trade Unions will have the right to give notice to terminate the provisions concerning variable supplements.¹

Comments on the New Agreement.

The organ of the Confederation of Trade Unions, commenting on the new agreement, notes that it was concluded on the understanding that the proposed elimination of the tax item in the calculation of the cost-of-living index would not take place, and also lays stress on the need for the limitation of the dividends declared by undertakings; such a measure would be complementary to the excess profits tax and would give the needed tightening up of the system of price control for making the price and wage stop effective. (At the beginning of the 1943 session of the Riksdag, the Government in fact introduced a Bill to limit dividends to 6 per cent. of the total capital of companies.)

With regard to the substance of the agreement, the commentary continues:

At the date when the first sliding-scale wage agreement came into force, the cost-of-living index number was 178. . . The rise from 178 to 256, the maximum limit for the validity of the present agreement, is one of 43.8 per cent. As compared with a wage increase of 25.7 per cent., the average compensation for the rise in the cost of living is thus 58.6 per cent. At this maximum limit fixed for the validity of the new agreement, the decline in real wages would amount to 12.5 per cent. For every unit by which the cost-of-living index remains below this "ceiling", that is, below 256, the deterioration with regard to real wages will be smaller.²

In this connection it may be recalled that on 30 October 1942 the Government decided to extend the system of price control and to intensify the direct regulation of prices by setting an immediate price stop for most necessities and many services. In spite of certain apprehensions, arising among other things out of the changes made in the system of discount cards for certain foodstuffs³, it was found when the cost-of-living index of the Social Board was calculated for January 1943, that there had been no change since the end of the preceding quarter and that the index still stood at 239.

During a broadcast discussion on the community and collective bargaining which took place on 26 January 1943, Mr. August Lindberg, President of the Confederation of Trade Unions, made the following statement, after having emphasised that neither employers nor workers in Sweden were particularly fond of the index clauses in collective agreements, but that these were indispensable in a period of emergency:

The leaders of the trade union movement gave their full support to the Government's efforts to bring about the price stop. All experience shows that it is the wage earners who lose most when prices rise. However favourable a wage compensation may be, this fact remains. Prices will always be ahead of wages. To bring about a price stop, there also had to be a wage stop. This too was accepted on the specific condition that the wage (income) stop would apply not only to the workers but also to the other sections of the community. It is under these conditions that the new sliding-scale agreement has been concluded. A certain margin for rising prices has been allowed before compensation is granted. This must be regarded as a sacrifice which the workers make once and for all. If all the different forces collaborate, we hope that the index will not rise to 249—the figure giving a right to a 5 per cent. increase in wages—during 1943.

¹ *Fackföreningsrörelsen*, No. 1, 1943.

² *Idem*, No. 2, 1943.

³ Cf. Tage ERLANDER: "Swedish Social Policy in Wartime", in *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 302.

I cannot agree with the idea held in some quarters that if the trade unions had been stiffer in their policy, they could have prevented the fall in real wages. That fall is due to wartime conditions and to the deterioration in the economic situation of the country. This is the grim truth which the trade union movement had to take into account. Humanly speaking, the present state of the world cannot last much longer. Peace must after all return soon and with it, normal relations between the peoples. That means also a restoration of the conditions in which workers can again obtain a rise in real wages. That the trade union movement will neglect nothing to bring about such a rise may be regarded as certain.¹

The following comment may be given from the organ of the Swedish Employers' Federation:

In the agreement that has now been reached, the Confederation of Trade Unions has shown no small measure of self-control and insight into the danger to real wages of a general rise in prices even if there is a race between nominal wages and prices. The social sense which has thus found expression is all the more valuable in that a shortage of labour is usually an incentive to press general wage demands. But as already pointed out on earlier occasions, the present shortage is not to be compared with that which occurs in normal economic conditions. The restraint shown by the trade unions is praiseworthy even if it is due to caution in the face of a disturbing tendency towards inflation. The very fact that the trade union movement shows its realisation of the danger to wage stability is evidence of its maturity. Another kind of shortage, that of agricultural products, has been exploited with much less restraint by the producers. . . . The trade union movement has been considerate; the agricultural producers have had to be made to show that consideration for the evident needs and interests of the community and the public which is the duty of all.²

THE WORK OF THE UNITED STATES NATIONAL LABOR RELATIONS BOARD, 1941-42

According to a statement made by the Chairman of the National Labor Relations Board in the United States on the Board's seventh annual report to Congress, the activities of the Board during the fiscal year July 1941-June 1942 "marked several significant developments, all pointing to the increasing acceptance and use of the procedures of collective bargaining". The most outstanding development was the sharp rise and preponderance in the number of representation cases (that is, cases of dispute as to the organisation entitled to represent the workers for collective bargaining purposes) as contrasted with the much slower rise in charges of unfair labour practices. The year also brought the largest number of cases yet received by the Board in a comparable period. With a view to speeding the consideration and handling of these cases in a war economy, the Board streamlined its procedure, set up a system of priorities for the handling of war production cases, and perfected a system of liaison with other federal agencies.

Statistics of Cases.

The increased membership of labour organisations, the division and competition within the labour movement, and the giving up of the right to strike³ combined to increase the work of the Board. During the year ending 30 June 1942, a total of 10,977 new cases were filed with the Board, a 20 per cent. increase on the figure for the preceding year. Representation cases for the first time were in the majority, numbering 6,010 as against 4,967 unfair labour practice cases; the increase in the former was 39 per cent., in the latter, only 3 per cent.

¹ *Social-Demokraten*, 27 Jan. 1943.

² *Industria*, No. 1, 1943; communication to the I.L.O.

³ Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 182.

In 3,420 out of the 6,010 representation cases, the Board settled the controversy over recognition through agreement on informal methods, such as checking union cards against company payrolls. In 1,157 instances, formal hearings were held. The Board issued 951 decisions, an increase of 28 per cent. over the preceding year. The growth in the number of representation cases is held to indicate increasing acceptance of the Act by employers. It shows that the election machinery made available by the Board, rather than direct action, is becoming the accepted means of settling and determining representation disputes. Over a million workers utilised this machinery during the year under review to choose collective bargaining representatives in 4,212 such elections.

With regard to unfair labour practices, the Board was able to settle 92 per cent. of the cases without the necessity of formal proceedings, by obtaining agreements, dismissing cases of no merit, and requesting withdrawals of unfounded charges. The remedies in these cases were varied; a total of 8,251 workers were reinstated to remedy discriminatory discharges, while 32,137 in addition were reinstated after strikes caused by unfair labour practices; 5,925 workers received \$1,266,408 in back pay; company-dominated unions were disestablished in 283 cases; and orders to bargain collectively were part of the remedy in 1,032 cases.

According to the Chairman of the Board:

By its efforts to prevent and remedy unfair labour practices and by determining representatives for collective bargaining the Board has been able to remove causes of dissatisfaction which might otherwise have seriously hampered war production. Through each of these two types of activity the Board, in effect, encouraged establishment in industry of sound collective bargaining procedures whereby grievances can be handled. Thus, while upholding the right of workers to self-organisation and collective bargaining at a time when organised labour in the national interest voluntarily gave up the right to strike, the Board contributed to good morale among workers and the sound labour relations so essential for full production, whether in war or in peace.

Liaison with Other Federal Agencies.

With the declaration of war, the Board took immediate steps to perfect its liaison with other federal agencies, from which it received requests not only for expeditious handling of cases but also for information concerning labour relations at hundreds of war plants. Among such agencies were the War and Navy Departments, the War Production Board, the War Shipping Administration, the National War Labor Board, and the Conciliation Service of the Department of Labor. The Board made every effort to give priority to cases which might interfere with or impede war production, and it welcomed the co-operation of the other agencies in adjusting cases by informal methods, wherever this was possible consonant with the rights of employees under the Act.

An important function was to supply information and to expedite action on cases affecting Government-owned, privately operated enterprises, to which end the War Production Board, Army, Navy, and War Shipping Administration supplied the Board with current lists of such enterprises. These lists were checked when new cases were filed, and everything possible was done to bring about an early and appropriate disposition of the case.

The Board co-operated fully with the National War Labor Board, exchanging information and integrating closely the efforts of the two bodies for the maintenance of industrial peace. In many cases the Board had to make a determination as to bargaining representatives before a dispute over wages or other conditions could be settled through the War Labor Board.

Enforcement of the Decisions of the National Labor Relations Board.

According to the statement of the Chairman of the Board, the courts, in general, have accepted its view that full enforcement of the Act is necessary in wartime, particularly when labour organisations have relinquished the right to strike, as a means of ensuring harmonious labour relations through collective bargaining.

As in the past few years, the court litigation involving enforcement or review of Board orders was relatively stable, with a progressive decline in the number of such orders set aside. During the year under review, the various circuit courts

of appeals decided 87 cases involving Board orders, setting aside 5, or only 6 per cent. In the 7 cases that reached the Supreme Court, 5 orders were enforced in full, 1 was modified, and 1 was remanded to the Board for further proceedings. The number of decrees entered by consent of all parties in the circuit courts of appeals was 159, or 69 per cent. greater than the number which were contested to final court decision; four years ago only 11 such decrees of compliance were entered during the year.¹

EMPLOYMENT

PROGRESS OF BRITISH MAN-POWER POLICY

The continuous demands of the armed forces in Great Britain both for men and for women have necessitated a further severe comb-out for labour from munitions and non-munitions industries alike.² A large part of the needs of the forces for men must be met from the remaining male labour supply in the munitions industries. The needs of the women's services are being met largely by a more rigid examination of the young women in the age classes liable to conscription. The filling of the places of the men and women withdrawn from industry falls largely to older women and housewives and to the women who can still be transferred from less essential activities. As a part of the programme for meeting these labour requirements, several additional steps to tighten control over the movement of labour have been either taken or announced. The following paragraphs summarise recent developments in British man-power policy.

Review of the Progress of Concentration of Production.

The present programme of concentrating production in nucleus firms is almost completed. Concentration has been carried out in 52 industries and is in progress in 9 others (including the clothing industry). Some 250,000 workers have been released from concentrated industries, and 137 million square feet of factory space have been made available for other purposes. The total number of workers released does not include those who moved voluntarily before concentration or those employed in factories which have switched wholly or partly to war work. It is not expected that much additional labour or factory space will be released through concentration unless the present programme is enlarged or changed to meet changes in the war production programme as a whole.³

The Registration and Employment of Women.

The total number of women between 18 and 46 years of age who have been registered under the Registration for Employment Order is 8,670,000. The number married or widowed with children of their own under 14 years of age living with them is 3,450,000, including 510,000 who were in full-time paid employment when they registered; and the number married or widowed without young children is 2,250,000, of whom 970,000 were already in full-time employment when they registered.

The number of women in full-time industrial employment is estimated at 6,700,000. Precise figures of the number of women who are working part-time in industry are not available, but according to the Minister of Labour, "it is probably of the order of 450,000".⁴

¹ *Labor Relations Reporter*, 25 Jan. 1943, p. 651; NATIONAL LABOR RELATIONS BOARD: *Press Release*, 24 Jan. 1943.

² Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, pp. 374-375.

³ *The Times*, 16 Feb. 1943; *The Economist*, 20 Feb. 1943, p. 247.

⁴ *Parliamentary Debates, House of Commons*, 3 Feb. 1943, col. 912.

Withdrawal of Women from Retail Trade.

The Minister of Labour has begun to withdraw all women under 45 years of age from nearly every branch of retail trade except the food trade. Retail trade is one of the few which still contain any substantial reservoir of woman-power. Older and non-mobile women with household responsibilities will, so far as they are available, be brought in, mostly on a part-time basis, to take the places of the women being withdrawn.

Amendment of the Control of Engagement Order.

The Employment of Women (Control of Engagement) Order, 1943, was made on 28 January 1943, effective on 22 February 1943. It replaces the 1942 Order of the same title. The only major change in the Order is that the control over engagement now covers women of 18 to 41 years of age, whereas previously it extended only to women of 18 to 31 years of age. This change makes it possible to control the allocation to employment of all women of these ages. Since the older women are now being recruited more extensively for full-time and part-time work, this extension of the Order was necessary as a step in helping to prevent any possibility of a leakage of potential war workers to non-vital work.¹

In order to bring all the existing orders restricting engagement into alignment, two further measures were taken. The Undertakings (Restriction on Engagement) (Exemption) Directions, 1943, exempt women over the age of 18 years from the provisions of the Undertakings (Restriction on Engagement) Order, thus leaving employers to whom this Order applies free to engage women of 41 years of age and over without reference to a local office of the Ministry of Labour.² The Essential Work (Shipbuilding and Ship-Repairing) (Exemption) Directions, 1943, make a similar exemption for women of 41 years of age and over from the restrictions on engagement placed on employers in shipbuilding and ship-repairing and for women seeking to engage for work in those industries.³

Other Proposals of the Minister of Labour.

Following a secret debate on the man-power situation, the Minister of Labour and National Service announced in the House of Commons on 28 January 1943 two further measures for the control of labour for war industries. First, it is proposed to make an Order requiring employers to notify the Ministry of Labour, where this is not already done, of the termination of employment of certain classes of their workers in order to prevent the loss of their services to essential war work. It was pointed out that when workers left their jobs without the knowledge of the Ministry of Labour, it was impossible to ensure that their services were subsequently used to best advantage in the prosecution of the war.

Second, wider use is to be made, where necessary, of the powers under Defence Regulation 58A in order to direct workers to work not scheduled under the Essential Work Orders, including part-time work. At the same time, an Order will be made safeguarding the conditions of employment of persons directed to such work. These arrangements are required owing to the necessity of transferring large numbers of persons to work not covered by the Essential Work Orders (including, in particular, part-time work), in order to make full use of the country's available labour supply.⁴

Present Coverage of the Essential Work Orders.

It is estimated that at the beginning of 1943 the Essential Work Orders covered approximately 56,000 establishments and over 7,500,000 workers in 120 industries.⁵

RESTRICTION ON LABOUR TRANSFERS IN THE BUILDING AND CIVIL ENGINEERING INDUSTRY

Directions were issued by the Minister of Labour and National Service on 12 November 1942 to exempt building and civil engineering employers in certain circumstances from the restrictions imposed on the transfer of workers employed on particular sites.⁶

¹ The Employment of Women (Control of Engagement) Order, 1943, dated 28 Jan. 1943 (*Statutory Rules and Orders*, 1943, No. 142).

² *Statutory Rules and Orders*, 1943, No. 141, dated 28 Jan. 1943.

³ *Idem*, 1943, No. 145, dated 28 Jan. 1943.

⁴ *Parliamentary Debates, House of Commons*, 28 Jan. 1943, cols. 593-594.

⁵ Communication to the I.L.O.

⁶ Cf. *International Labour Review*, Vol. XLIV, No. 3, Mar. 1942, pp. 325-326.

Employers may now transfer workers to another site without the permission of a national service officer for not more than 28 days to perform urgent repair work made necessary by enemy action and for not more than 14 days to undertake work necessary for avoiding danger to life or health or for repairing essential public services. Workers may also be transferred without permission if they are working for firms engaged in certain activities and if they are to be employed in firms engaged in the same activities, e.g. constructional steel erection, electrical contracting, plumbing and domestic engineering, furnace building, and scaffolding erection. Moreover, all employers in the industry are now exempt from the provision requiring them to give notice to a national service officer of the termination of employment of any of their workers (1) when the worker is a manager, salesman or clerk (other than a costing clerk, progress clerk or draughtsman) or in domestic service, or (2) when the employment is ended by either party with less than 48 hours' notice, or (3) when the employer is carrying on a specified undertaking engaged in scheduled works at a site scheduled under the Essential Work (Building and Civil Engineering) Orders, 1941 and 1942. Likewise, all persons employed as managers, salesmen or clerks (with the exceptions noted) or who have certain specified technical qualifications need no longer report at a local office of the Ministry of Labour on leaving the employment of a building and civil engineering employer.¹

REFORM OF APPRENTICESHIP IN THE BRITISH BUILDING INDUSTRY

A new scheme of apprenticeship for workers learning the building trades in Great Britain has been drawn up and approved by the executives of the National Federation of Building Trades Employers and the National Federation of Building Trades Operatives. The scheme, summarised below, includes several reforms of great importance for carrying out the post-war building programme.²

Recognising that "vicinal variations in employment and demand for building trade labour make it hazardous for one master to oblige himself for long periods to keep a number of apprentices employed and interested", and that consequently "youths are unable to find masters willing to take them as apprentices", the scheme broadens the individual master-apprentice relationship to include the principle of trusteeship. It provides that all indentures of apprenticeship must be subject to the provisions of a Standard Apprenticeship Trust Deed. This Deed provides for the establishment of a Trust Fund, controlled by trustees with the following duties:

(i) To invest the moneys of the Trust Fund not immediately required in cash for the purpose of executing the Trust in any one or more of the investments authorised;

(ii) To establish and utilise the Trust Fund in establishing and maintaining a system of guaranteed apprenticeship whereby the apprentices shall be guaranteed continuous employment and tuition whilst the master's obligation to maintain the apprentice shall be modified or released when the circumstances of the master's business justify such action;

(iii) To become partners to any articles of apprenticeship for the purpose of effecting and guaranteeing the substitution of a suitable alternative master when for any reason the original master is unable to give adequate tuition to the apprentice, for the purpose of becoming arbitrators between the remaining parties in respect of any dispute arising out of the apprenticeships, and for the purpose of levying any fees upon any of the parties in order to provide for the expenses of carrying on the trusts created by the Deed;

(iv) In the discretion of the trustees, to pay or contribute towards payment of the expenses of any apprentice in securing a master or in obtaining adequate tuition in the arts of building construction, to establish and maintain (or contribute to the establishment or maintenance of) educational centres, and to provide prizes, scholarships, and bursaries.

¹ The Building and Civil Engineering (Restriction on Transfer) (Exemption) Directions, 1942 (*Statutory Rules and Orders*, 1942, No. 2465), effective 7 Dec. 1942.

² Text of Scheme of Apprenticeship approved and adopted by the Executives of the Federations. Communication to the I.L.O.

A National Joint Apprenticeship Board for the Building Industry is to be established. The Board will consist of 12 employers and 12 operatives appointed in conjunction with the National Joint Council for the industry. Its duties will be to keep the scheme of apprenticeship under review, and, if necessary, to suggest modifications in it for the consideration and approval of the executives of the Federations of employers and workers.

In each regional and local area covered by a regional or area joint committee for the building trades, a regional or area joint apprenticeship committee is to be set up. These committees will consist of an equal number of employers' and workers' representatives, appointed or approved by the employer and worker members of the appropriate joint committee. Their duties will be to keep watch over the facilities provided by local education authorities for technical and general education, to list approved technical schools and day classes, and to appoint appeal sub-committees to hear disputes on differences in the application of the scheme to individual cases of apprenticeship.

All boys who wish to learn a building trade must enter into an indenture of apprenticeship, subject to the provisions of the Standard Apprenticeship Trust Deed and signed by one of the trustees as well as by the employer, the apprentice, and his guardian. No boy may be apprenticed under 15 years of age.

The maximum length of apprenticeship is five years and the minimum is four years. No indenture may end before the apprentice is 20 years old and no indenture may be made if it would terminate after the apprentice is 21 years old. If a boy has satisfactorily completed a two years' course at an approved technical school, this period may count as two years of apprenticeship, but if the apprentice's school technical training is not up to the required standard of proficiency, the two-years' course may count as only one year's apprenticeship.

The employer is required to undertake that every opportunity shall be given the apprentice to learn the trade. If the apprentice has not completed a two-years' course at a technical school, he is required to attend such a school for one whole or two half days each week (or a minimum of 6 school hours), without deduction of wages, and also to attend evening school for two evenings each week. The day school fees are to be paid by the employer, and the apprentice must present satisfactory evidence of attendance.

Holidays shall include all recognised bank holidays; hours of work are to be those agreed by collective bargaining; and no apprentice may work overtime. During the first year of apprenticeship, the apprentice is to receive one-quarter of the craftsmen's rate per week; during the second year, one-third of this rate; during the third year, one-half; during the fourth year, two-thirds; and during the fifth year, three-quarters. There is no suspension or diminution of wages for any period that the employer's works may be closed during the period of apprenticeship.

Appendices to the scheme include the Trust Deed and the indenture forms to be used (a) if the apprentice has not completed a two years' course at a technical school, (b) if he has completed such a course but without obtaining a certificate of proficiency, and (c) if he has completed the course and received the certificate.

UTILISATION OF MAN-POWER IN NEW ZEALAND

New Zealand's man-power problem has become more serious in recent months. Shortages of unskilled, as well as of skilled, men have developed in industry, and the inadequacy of the supply of experienced farm labour has given rise to considerable difficulty. Since the measures last reviewed in these pages¹, large numbers of men have been released from the Army to return, as a rule temporarily, to industry or agriculture; women are being brought into industry at a faster pace; and efforts are being made to concentrate man-power on essential work in essential industries and to cut down on all less essential activities.

Concentration of Man-Power on Essential Work.

On 5 February 1943 the Prime Minister said that upwards of 160,000 men had been taken from the country's economy for service in the armed forces and

¹ Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 76.

that, despite these withdrawals, the structure of essential industry had been maintained and production for war purposes had increased remarkably.

As an example of the manner in which the labour force of the country has been organised, he continued, the following figures covering the recent industrial survey are significant. Of 77,000 men engaged in manufacturing industries, such as engineering, shipbuilding, processing of foodstuffs, footwear, sawmilling, clothing, linen, flax, fishing, and woollen mills, 27,664 were engaged on civilian work, the remaining 49,336 being engaged on production for the armed forces, for the Government, and for certain export contracts. In the engineering industry, which employs nearly 17,000 workers, up to October last 16 per cent. of the time worked was devoted to production for domestic uses, the remaining 84 per cent. being devoted to work for the armed services and governmental and export contracts.¹

Functions of the Man-Power Utilisation Councils and Committees.

A statement recently made by the Controller of Industrial Man-Power, in response to a request of the New Zealand Manufacturers' Association, describes the functions of the man-power utilisation committees and councils set up under the Industrial Man-Power Emergency Regulations.

Each council is a national body comprising employers' and workers' representatives, with a chairman, and possibly other representatives, from the Industrial Man-Power Division of the National Service Department and representatives from other departments concerned with the industry in question. The main functions of the councils are to assist the National Service Department to determine the current man-power position in the industry, to keep the Department advised of the industry's man-power problems, to study ways of meeting these problems, and to develop proposals for improved organisation to effect the most economical use of man-power and equipment.

Committees in an industry are set up in various localities (recommended by the council for that industry), each committee comprising local representatives of employers and workers and of the Government departments concerned, with the district man-power officer as chairman and representative of the National Service Department. A committee has power to co-opt other persons temporarily or permanently, and acts in an advisory capacity to the man-power officer on transfers, release and direction of workers, priority of claims to available labour, and other matters within the officer's administrative sphere of action. The committee also acts in an advisory capacity to the Armed Forces Appeal Board, keeping the latter advised on the local man-power position in the industry, putting forward individual recommendations regarding appeals pending, and ensuring that appeals are lodged in necessary cases.²

Hours of Work and Labour Supply.

As the result of a War Cabinet decision, made after consideration of the man-power problem, the principle of a 48-hour week has been adopted to apply in all industries where this length of the working week appeared to be desirable or possible to conserve labour or increase production. The executive officers of the departments involved are to make recommendations as to what industries should operate on a 48-hour week; and these recommendations will subsequently go to the War Cabinet for decision.³

Control of Employment.

In January 1943, the man-power officer for Christchurch gave a few details on the progress made in mobilising women between the ages of 19 and 31 years and on the control over changes of employment. Of 1,101 women directed to essential industry, 24 had not complied, and, where necessary, prosecution action had been taken. Of the remainder, 785 had complied with the direction; the direction had been withdrawn in 230 cases; and 62 directions were under action. There had been 77 appeals against directions; of these, 23 had been withdrawn, 31 dismissed, 14 upheld, and 9 not dealt with. The great majority of the women had been directed into munitions work, clothing manufacturing, and food processing.

¹ *New Zealand Herald*, 6 Feb. 1943.

² *The Press* (Christchurch), 16 Dec. 1942.

³ *New Zealand National Review*, 15 Nov. 1942; *The Press*, 4, 5, and 6 Nov. 1942.

A total of 1,141 applications to enter non-essential employment (covered by restrictions on engagement) had been considered, and 55 of them had been refused. Altogether 4,425 applications to terminate employment in essential industries had been received and 3,892 of them had been granted. There had been 67 appeals, 21 of which had been upheld, 13 withdrawn, 31 dismissed, and 2 not heard.¹

Registration of Scientists and Technicians.

An Order of 3 February 1943 requires the registration of specified classes of scientists and technicians, in order that the skills of scientific and engineering personnel may be best used in the war effort. Registration is compulsory for: (1) holders of a bachelor's degree (or higher) in agricultural or forestry science or home science, or in engineering or architecture; (2) persons who have passed an examination in one or more of the technical subjects prescribed for these degrees; (3) persons who are members of any scientific association of physicists, engineers or chemists. Registered medical practitioners engaged in practising their profession and students enrolled at the Otago Medical School are not required to register. Any person with scientific or technical training may apply for registration under the Order, even though he is not obliged to register. The Order applies alike to students and to graduates, to members of the forces and to civilians, to women and to men, to aliens and to British subjects.²

REHABILITATION AND RESETTLEMENT OF RETURNED SOLDIERS IN NEW ZEALAND

Information has recently been published in New Zealand describing the facilities available for rehabilitating demobilised members of the armed forces and the rehabilitation results achieved so far.

Up to January 1943, 6,735 service men and 32 women had been invalided home from overseas service and 8,422 men and 6 women had been demobilised after service in New Zealand only. Of the men returned from overseas, 1,231 had not yet been discharged; 1,315 had returned to military service; and 2,474 were either receiving trade training or had returned to their civilian occupations.

All existing technical and correspondence school facilities are made available free of charge to returned service personnel, and other special facilities are planned and will be set in operation in the near future. The special facilities are to include: (a) free places in technical schools and scholarships for post-primary and university education; (b) post-graduate scholarships of £250 per year for up to three years; (c) full tuition in medicine and dentistry, the men in training being paid sustenance at the same rates as trade trainees, plus cost of books, fees and so forth; (d) grants to cover the cost of books for approved non-university courses; and (e) various other special bursaries for service men and their children, books, instruments, fees, and materials. Students placed in post-graduate and medical and dentistry courses under these arrangements may be required to serve the New Zealand Government for a period of three years.

The Auxiliary Workers' Training Scheme is in process of conversion from a war workers' training scheme to a rehabilitation trade training scheme. A number of returned men have gone through training for engineering, building, and footwear manufacturing trades and have been placed in employment. The trainees are to go through a maximum three-year course, starting at a minimum rate of £5 5s. a week and advancing gradually up to full award rates with bonus. Intensification of the training scheme for demobilised soldiers and its extension to other trades is being considered. Other ex-service men are being trained in trade schools and still others in private industry, under special contracts of employment with a subsidy from the Government. A special training centre has been set up for Maori service men.

The Rehabilitation Division, through its local officers, is responsible for placing former service men and women. Up to January 1943, it was directly responsible for placing 1,932 former service men and three former service women

¹ *The Press*, 21 Jan. 1943.

² Scientists and Technicians Registration Order, 1943, Statutory Regulations, Serial No. 1943/14.

in various kinds of employment. So far very little difficulty has been encountered in placing men back in their occupations or in other work.

Loans to former service men for the purchase of houses, tools, furniture, farms, and businesses totalled £227,808 up to the end of December 1942. The total number of applications authorised was 641.

The war situation has delayed announcement of the farm settlement measures to be taken for the benefit of former service men, but the details of these measures are being worked out.

The Rehabilitation Board has asked all local authorities to set up committees to compile the data necessary for putting into operation a national scheme of public works as one part of the rehabilitation plan. They are to include the following particulars of the work to be done (which must be work of benefit to the national and local community): estimated approximate cost (labour, material made in New Zealand, material imported); estimated duration of work; labour absorptive capacity (number of former employees to be reinstated, additional skilled labour, additional unskilled labour, number of disabled service men who can be employed and proposed nature of employment); and finance (normal necessary work which local body could finance, extended programme for absorption of labour for which subsidy would be required). In reply to criticism that "relief work" was not good enough for the post-war period, the Minister of Rehabilitation said that public works would not by any means be the only avenue of employment. "The Department will play a part, and a big part, in the preparation and construction of farms as going concerns, in building homes, and in functioning, as a virile and versatile organisation, in the world of construction", he said. A rehabilitation organisation was being planned and would "spring into action at the psychological moment".¹ The Rehabilitation Council and Board met periodically to review what was being done and, so far, he had been satisfied with the results.

AMENDMENTS TO THE AUSTRALIAN MAN-POWER REGULATIONS

Additional powers were conferred on the Director-General of Man Power in Australia by amendments to the National Security (Man Power) Regulations dated 29 January 1943. The main purpose of the amendments is to strengthen controls over the available labour supply in order to secure the labour so urgently needed by war industry.² The amendments, together with proposals for further restrictions on less essential activity and for a compulsory call-up of women for the women's auxiliary services, were declared by the Prime Minister to be essential to maintain the present flow of 10,000 men and women per month into war industry and the armed services and to increase this flow to the required 35,000 men and women per month.

Exemptions from Service in the Defence Force.

The Director-General now has the power to prohibit the appointment to or enlistment in the Defence Force or in any of the women's auxiliary or nursing services of any person or class of persons, or to specify the conditions on which any person may enlist. Thus he may now control the voluntary enlistment of both men and women, in the same way as he was previously able to control the compulsory call-up of men under the Defence Act. It is therefore possible to retain in civil employment the persons who can render greater national service there than on military service.

Compulsory Employment.

The amendments also provide that the Director-General may direct any person resident in Australia to engage in employment under the direction and

¹ *The Standard* (Wellington), 3 Dec. 1942, 4 Feb. 1943; *The Press* (Christchurch), 26 Dec. 1942, 12 and 29 Jan. 1943; *New Zealand Herald*, 15 Dec. 1942.

² Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 74, for an account of earlier measures.

control of the employer specified in the direction or to perform work or services specified in the direction. Any direction may be restricted to a particular type of employment or services or it may be in general terms, and it may specify the date at which the person shall commence work. The direction may apply to a specified person or class of persons or to persons in a specified area. Previously, the power of direction did not extend to employed persons or to persons who, while not gainfully occupied, were not registered as unemployed.

No person may be directed to take up employment or to perform services which would require him to live away from his usual place of residence unless the Director-General is satisfied that suitable living accommodation is available in or reasonably near the new place of work. The employer must employ a directed person and utilise his services in accordance with the direction given. He must pay him wages at the rate prescribed by any award, order or determination of a tribunal or by any agreement covering the worker's classification, or at the rate ruling for that classification in the employer's establishment; and he must observe the prescribed terms and conditions of employment. He may not terminate or change a directed worker's employment except by the terms of the direction or by written permission of the Director-General or his representative. If the worker is required to live away from home, he is entitled to receive from the employer reasonable transportation expenses to the new place of work (including, where the Director-General so directs in special circumstances, the costs of transporting his wife and family). If the worker was unemployed before being directed to work of national importance, the period during which he performed such work may not be taken into account in determining what governmental assistance he should receive as an unemployed person.

The only persons exempted from this regulation are the following: representatives of foreign Governments, including consuls and trade representatives and their staffs (provided they were normally resident elsewhere and in Australia temporarily on official duty); members of the defence forces on full-time war service; persons in internment camp; members of the military forces of Allied Powers; and full-time members of the women's auxiliary and military nursing services.

Engagement of Workers.

Henceforward no employer may engage a worker without first demanding to see his identity card. The worker must produce his identity card on demand or his certificate of release from the Defence Force or his leave pass. If he does not do so, the employer is required, within 3 days of engaging the worker, to report the fact, together with the worker's name and address, to a national service officer or other authorised representative of the Director-General.

Appeals Machinery.

The amendments also provide that where there is a statutory appeal tribunal (Commonwealth or State) constituted to hear appeals by persons employed by any authority set up under the law in regard to termination of employment or suspension for serious misconduct, the Director-General may declare that body competent to hear appeals on these grounds made under the Man Power Regulations. Thus a person in a protected undertaking whose employment is terminated or who is suspended for misconduct may appeal to the statutory appeal tribunal, and the question may be determined by the normal machinery laid down in the statute. This procedure would apply instead of the procedure established under the Man Power Regulations for appeal to a local appeal board.¹

EMPLOYMENT OFFICES AND UNEMPLOYMENT INSURANCE IN SOUTH AFRICA

THE EMPLOYMENT SERVICE

The Union of South Africa has a system of free public employment offices operating under the control of the Minister of Labour. Their organisation is described briefly below.

The country is divided into seven regional areas. In the principal centre in each of these areas is stationed a divisional inspector of labour who conducts

¹ *Statutory Rules*, 1943, No. 23, 29 Jan. 1943.

a free employment office directly serving the area in which his office is located. In four other of the larger centres in the Union free public employment offices have also been established, operating as sub-offices of the divisional inspectorate of the area in which each is situated. The number of employment offices conducted by the Department of Labour is thus eleven.

In addition to these offices, every magistrate and full-time justice of the peace and/or Native commissioner who is stationed in a district not directly served by the offices of the Department of Labour conducts a free employment office on behalf of the Department of Labour. The number of these offices is 316.

Further, a central clearing house has been established in the headquarters of the Department of Labour. This clearing house is particularly responsible for placement work for clerks, typists and semi-professional job applicants. It also co-ordinates, through its travelling inspection staff, the work of the district offices.

In the principal centres of population and in several rural areas, public employment offices dealing specifically with juvenile applicants for work have been established. The number of these offices is 27. Each one is advised by a juvenile affairs board, whose members, appointed by the Minister of Labour, include employers, workers, and representatives of social and educational organisations. Owing to war conditions, the activities of some of the juvenile affairs boards have been curtailed, and in some cases advisory committees, consisting of three members, have been appointed temporarily to perform the work of the boards.

Since the outbreak of war, special employment committees, representative of employers, workers, public bodies, and government departments, have been set up in the principal and larger centres of population in order to assist employment offices in obtaining suitable civil employment for volunteers demobilised from military service. These committees also advise the employment offices generally in connection with the whole question of the reintegration of returned soldiers in civil life.

The number of applications for employment, the vacancies notified, and the European persons placed in employment by the employment offices are as follows:

Month	Applicants for work		Placements	
	Adult	Juvenile	Adult	Juvenile
1939 October	6,435	656	1,528	368
1940 April	6,543	1,208	3,130	655
September	4,311	620	1,991	518
1941 April	3,554	772	1,597	654
September	3,046	580	1,380	429
1942 April	4,265	634	1,883	416
September	5,528	476	2,336	339

Free private employment agencies are conducted by most workers' organisations at the present time. These agencies are principally confined to the large industrial centres and carry on their placement work in close collaboration with the public employment offices conducted by the State.¹

UNEMPLOYMENT INSURANCE

The South African Unemployment Benefit Act of 1937, as amended, permits of the establishment of unemployment benefit funds for particular industries either on application from the employers' or workers' organisations or on the initiative of the Minister of Labour. In December 1942 it was announced that a fund was to be established for the coal and gold mining industries in specified areas of the Union, and the regulations as amended in respect of this fund were published.

¹ Communication to the I.L.O.

The regulations to be applied to the mining fund are generally similar to those applied in the other industries, with the exception of modifications concerning the payment of contributions and discharge cards.

This is the seventh unemployment benefit fund to be established. The six others are those for the motor industry (national), furniture industry (national), gold mining (certain Transvaal areas), building (Transvaal and Cape), leather (national), and mechanical and electrical engineering (Transvaal). With the establishment of a fund for the mining industry generally, the fund for gold mining in certain Transvaal areas is discontinued.¹

Minor amendments were made in the regulations for the fund covering the building industry in December 1942. These amendments relate largely to contribution books and procedure for termination of employment.²

COMPULSORY LABOUR IN FRANCE

Regulations for the administration of those provisions of the French Act of 4 September 1942 concerning the redistribution of labour³ which relate to the organisation of work and compulsory labour were laid down by a Decree of 25 November 1942, which deals in particular with the distribution of man-power and the allocation of workers to specific jobs.

Distribution of Man-Power.

The Decree provides that throughout the territory of metropolitan France the employment offices shall be responsible for the distribution of man-power under the authority of the labour inspectors (as the departmental directors of labour and employment), in accordance with instructions issued by the Secretary of State for Labour. The prefect of each department will decide, on the recommendations made by the labour inspector after consulting the representatives of the Secretariats of State responsible for economic matters, which undertakings are to have their man-power requirements satisfied, with due regard to the decisions taken by the Government to facilitate the carrying out of the work regarded as being of urgent national importance and to the provisions of the Act of 17 December 1941 concerning the organisation of production.⁴

In meeting these requirements recourse will be had to the system of labour requisitioning introduced by the Act of 4 September 1942 only if the necessary labour is not forthcoming by other means.

Requisitioning orders may be applied to individuals, to teams of workers, or to the whole working force of an undertaking.

Allocation of Workers.

Any French national living in France whose physical fitness has been attested by a medical certificate and who is over 18 and under 50 years of age in the case of men and over 21 and under 35, and unmarried, in the case of women, may be requisitioned for specified work in metropolitan France.

Workers will not be medically examined except where there is some doubt as to their physical fitness, or at their own request.

The following classes of workers will be requisitioned in the order given:

- (a) Unemployed persons;
- (b) Persons who have no job or who are not employed full time, registered under the Decree of 19 September 1942⁵;
- (c) Persons employed in undertakings required to restrict or suspend their activity in consequence of the Act of 17 December 1941 concerning the organisation of production;
- (d) Persons employed in an undertaking or part of an undertaking working less than 48 hours a week;

¹ *Union of South Africa Government Gazette*, Vol. CXXX, No. 3131, 24 Dec. 1942; *Government Notices*, Nos. 2646, 2647, 2648 and 2649.

² *Union of South Africa Government Gazette*, Vol. CXXX, No. 3127, 18 Dec. 1942; *Government Notice* 2592, of 18 Dec. 1942.

³ Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 78.

⁴ *Idem*, Vol. XLV, No. 6, June 1942, pp. 666-668.

⁵ *Idem*, Vol. XLVII, No. 4, Apr. 1943, p. 504.

(e) Persons whose normal time-table of work is less than 48 hours a week irrespective of the hours worked by the undertaking as a whole;

(f) Persons engaged in non-essential work.

Where workers have to be allocated to jobs which are not within daily travelling distance of their home, the following order of priority must be observed: unmarried persons; men married for more than two years without children; men married for less than two years without children; married men with children.

Within each of these classes the worker's age and, where appropriate, the number of his dependent children, must also be taken into account.

Allocation to a specified place of work is decided upon by the prefect in accordance with rules laid down by the Decree. The prefect also has power to cancel the allocation at any time.

Miscellaneous Provisions.

Every worker allocated to employment as described above is covered in his new job by the appropriate labour and social legislation. Except in case of *force majeure*, such workers are entitled to reinstatement in their former jobs in accordance with the conditions laid down by the Decree of 21 April 1939, as amended, concerning the reinstatement in employment of demobilised men.¹

The worker's length of service in his previous employment is taken into account for the purposes of his right to a paid holiday in the new job. Where there is no equalisation fund for the industry, the last employer must pay the new employer a sum corresponding to the wages for the number of days of annual leave to which the worker was entitled.

The travelling expenses of persons transferred from their home district are payable by the new employer, who also pays the cost of removing the worker's personal effects and the cost of maintenance during the journey, in accordance with a scale of charges fixed by order.

Workers allocated to a new job are entitled from the date of allocation to the normal conditions of employment applicable to the job. Married workers and those with dependants may claim a family allowance from the undertaking at a rate proportionate to their responsibilities, to be determined by order.

The application of the Decree to public services operating under a national or regional concession will be regulated by departmental instructions.²

WARTIME REGULATION OF PLACING IN ITALY

In order to ensure a fair distribution of labour between the various branches of production of national importance, the Italian Government promulgated a new Act, No. 1286, on 2 October 1942 to regulate placing in wartime. This Act, which is summarised below, came into force on 2 December 1942.

Allocation of Unemployed Labour.

The Act provides that the employment offices may decide to what undertaking and occupation an unemployed worker registered in their books shall be allocated. This provision applies to all workers except seamen, even to those belonging to an occupational category in which vacancies may be filled by nomination.

The employment office is responsible for ensuring that the worker is placed immediately. A worker who refuses to obey the placement direction without reasonable excuse is removed from the unemployed list at all the employment offices with which he is registered; he may, however, appeal against such removal to the presidential committee of the provincial council of corporations.

Registration of Unemployed Persons.

Agricultural workers may register only at the special employment offices for their occupation. Exceptions may be allowed only on behalf of workers in special circumstances and in order to meet the needs of production, by decision of the Ministry of Corporations or, in urgent cases, by the mayor and the trade associations concerned.

¹ Cf. *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942, p. 749.

² *Journal officiel*, 1 Dec. 1942, p. 3987.

All other workers may register with more than one office, but must be included in the unemployment statistics only of the office at which they first registered, which is also responsible for issuing the certificate of unemployment and for transmitting the worker's particulars to the other offices for entry on his index card. In the case of workers belonging to occupational categories in which recruitment by nomination is not permitted, the worker's employment book is held by the employment office while he is unemployed; in the case of workers registered at an employment office for occupations in which recruitment is by nomination, the worker keeps his own employment book, but he may not register for an occupation in which vacancies are not filled by nomination.

A worker who is removed from the unemployed list must deposit his employment book with the employment office until the expiry of the disqualification period.

Co-ordination with Unemployment Insurance.

In order to be eligible for unemployment benefit, the worker must submit his application, supported by the documents prescribed by section 4 of the Regulations approved by Royal Decree No. 2270 of 7 December 1924 and by a certificate from the employment office with which he is registered. Benefit is payable from the date of registration. If a worker is removed from the unemployed register, his benefit is suspended for the period during which he is disqualified for re-registration.

The employment office by which disqualification is decided is responsible for informing the other employment offices, the provincial headquarters of the National Fascist Social Welfare Institution, and its local branch for the supervision of unemployment and of benefit payments, and the local authority which issued the employment book. The employment office is similarly responsible for notifying the worker's resumption of employment.¹

Instructions for the Application of the Act.

To facilitate the application of some of the provisions concerning placing, the General Directorate of Employment and Social Insurance has laid down a number of rules for the guidance of the offices concerned.

These rules state, among other things, that an employer is not bound to accept the workers allocated to his undertaking, unless the labour is actually needed in the interest of production. If application is made for a nominated worker, the employment office must send the employer the worker concerned. A worker may not be allocated to an occupation of a higher grade than that for which he is registered. But since the purpose of the Act is to ensure that labour shall be used as and where necessary, the employment office may allocate any worker to a lower-grade job, and for the same reason women should be substituted for men wherever they are capable of performing the work.

To facilitate supervision, and the imposition of penalties where necessary, employers must give the employment office a receipt for the labour allocated to them.

Sickness insurance fund doctors should give certificates of unfitness only after thorough examination of the patient and after satisfying themselves that the worker is genuinely unable, for physical reasons, to perform work in the undertaking to which he has been allocated.

In order to facilitate the administration of the provision concerning agricultural workers, the employment books issued to such workers must be specially marked.²

BILATERAL AGREEMENTS CONCERNING THE TEMPORARY MIGRATION OF BAHAMAN AND JAMAICAN WORKERS TO THE UNITED STATES

The Government of the Bahama Islands signed an agreement with the United States Department of Agriculture on 16 March 1943 at Nassau for the importation of workers from the Islands into the United States for agricultural employment in Florida and

¹ *Gazzetta Ufficiale*, 17 Nov. 1942, pp. 4630-4631.

² *Il Sole*, 22 Dec. 1942.

the adjoining States. This will relieve the farm labour shortage caused by the enrolment of men in the armed services, the movement of farm workers into industry, and the drive for increased agricultural production for wartime purposes.

A similar agreement has recently been signed between the Government of Jamaica and the United States Department of Agriculture, providing for the importation into the United States of up to 10,000 Jamaican agricultural workers in order to relieve farm labour shortages in certain critical areas. It will be recalled in this connection that a programme for the employment of agricultural workers from Mexico in California, Arizona and other south-western States has been in progress since August 1942 under an agreement between the Governments of Mexico and the United States.¹

As many as 5,000 Bahaman workers over 18 years of age may be brought to Florida and other States this year, and recruiting in the Islands has already begun under the agreement. The Jamaicans imported will be available for work in the western, middle-western and eastern regions of the United States and will be housed in farm labour supply centres. When their work contracts expire they will be returned to Jamaica.

Both agreements are similar to that signed by the Mexican Government and provide for the protection and fair treatment of the Bahaman and Jamaican workers. The conditions pertaining to their transportation and employment are the same as the provisions which apply to other seasonal farm workers transported by the United States Government.²

CONDITIONS OF WORK

ADMINISTRATION OF WAGE CONTROL IN THE UNITED STATES

Accounts have previously been given in these pages of the rulings of the United States National War Labor Board in application of the policy of wage stabilisation.³ The decentralisation of the work of the Board by the establishment of regional war labour boards and the appointment of regional wage stabilisation directors is described below, followed by a summary of recent decisions of the Board indicating an increasing rigidity in its rulings.

THE REGIONAL WAR LABOR BOARDS

The National War Labor Board announced on 21 January 1943 a broad plan of decentralisation whereby its wage and salary control powers were delegated to twelve regional war labour boards (taking the place of the ten regional advisory councils) and twelve regional wage stabilisation directors. Each of the regional boards is set up on the same tripartite system of public, employer, and labour representation as the National Board. In addition, there are permanent tripartite panels in all the major cities of the United States to handle disputes and make recommendations to the regional boards.

¹ Cf. *International Labour Review*, Vol. XLIV, No. 4, Oct. 1942, p. 469.

² UNITED STATES DEPARTMENT OF AGRICULTURE: Press Release, 20 Mar. 1943; *Victory Bulletin*, Vol. IV, No. 15, 14 Apr. 1943.

³ Cf. for example, *International Labour Review*, Vol. XLVII, No. 4, Apr. 1943, p. 512.

The regional wage stabilisation directors, who are appointed by the National Board, have authority to rule on certain types of voluntary wage and salary adjustment cases, including those involving companies with not more than 100 employees, but they do not deal with disputes. For these, there is a simple three-step procedure under the arrangements worked out by the United States Conciliation Service and the National Board: (1) mediation efforts by the United States Conciliation Service; (2) a hearing before a regional board panel, with recommendations to the regional board; (3) a decision by the regional board. Any party has the right, within ten days after the issue of an order by a regional board, to petition the National Board for a review of the case.

Under this procedure the National Board acts as a supreme court for labour disputes, reserving the right to review regional board decisions on its own motion or by granting an appeal petition filed by one of the parties to a case. Its functions are therefore as follows:

- (1) To exercise ultimate reviewing authority and a general superintendence over the regional machinery;
- (2) To hear appeals from the regional boards in cases where petitions for review are granted;
- (3) To take jurisdiction of cases of general importance whenever it may seem in the public interest to do so;
- (4) To issue general policy orders;
- (5) To support the regional boards in maintaining the national no-strike agreement and in obtaining compliance with their orders.¹

To speed its work the National Board now allows the regional boards to eliminate complicated statistical wage analyses by accepting the essential information provided in the application forms which accompany requests for wage increases. This may be done in three types of cases: requests for adjustments to correct wage inequalities of individuals and small groups where the employer has not more than 200 employees, the proposed adjustment affects not more than 10 employees or 10 per cent. of total employees, and the increase does not exceed 5 cents per hour; to eliminate substandards of living; and to eliminate inter-plant inequalities within the community or market area. The regional boards may determine what constitutes a "substandard of living", but adjustments of wage rates up to 50 cents per hour or salaries up to \$20 per week are permissible until such determination is made. The regional boards may also determine the community or market area to be used for purposes of comparison in cases of wage inequalities.²

DECISIONS OF THE NATIONAL WAR LABOR BOARD

In its effort to stabilise wage rates, and also because by now a considerable body of decisions is in existence, the National War Labor Board exhibits increasing rigidity in its wage rulings. At the same time pressure against the "wage ceiling" is intense, on the part of labour because the cost of living has outrun the permissible 15 per cent. wage increase over the level obtaining on 1 January 1941, which is given under the current stabilisation formula, and on the part of management because of the necessity of keeping working forces intact against the attraction of high wages in war industries. There are, therefore, signs of a break in the Board's policy, at least as its public members interpret its mandate.

In the New York Herald Tribune case the Board charged merit increases in wages against the 15 per cent. increase allowable because of the rise in the cost of living. Thus, 48 per cent. of the newspaper's editorial employees had been given increases which were more than 15 per cent. above their base period pay; the Board therefore awarded the 15 per cent. increase only to the 52 per cent. of the employees who had received no merit increases. The case was important on two counts: in the first place the Board announced the policy of accepting an

¹ *Wage and Hour Reporter*, Vol. 6, No. 4, 25 Jan. 1943, pp. 73 *et seq.*

² *Idem*, Vol. 6, No. 11, 15 Mar. 1943, pp. 247-248.

arbitrator's wage award on its merits, thus limiting its own review function to the question whether the award is compatible with the wage stabilisation programme; secondly, although wage increases resulting from increased responsibility or promotion will not ordinarily be charged against the 15 per cent. cost-of-living allowance, the Board will not treat all such increases identically.¹ In the Five St. Louis Refractories case the Board laid down the rule that it would not grant wage increases to eliminate wage differentials unless they are "inequalities"; therefore it is necessary to show that they constitute a discrimination against or manifest injustice to the workers affected.² The question of what constitutes "substandard" wages has also been clarified to some extent. In the Leviton Manufacturing Co. case it was held that starting rates of 30 cents per hour for women and 39 cents for men were insufficient to maintain normal living standards in New York City and must therefore be raised to 50 cents and 60 cents per hour.³ This definition of substandard wages thus set a "floor" for wage rates in New York City which is at least 10 cents per hour higher than the rates required under the Fair Labor Standards Act.

In the West Coast Airframe Co. case there occurred the first break in the solid voting front of the Board's public members. The majority decision rejected the recommendations of the Board's investigator for a general wage increase, but allowed some minor upward revisions. The grounds for the decision were that current rates compared favourably with rates in general manufacturing and aircraft parts industries in the area, rates had risen more than 15 per cent. since 1 January 1941, and although there were wage differentials favouring shipyard workers there was no justification for raising rates in one industry to the level of those in another. The minority held that the decision amounted to a general wage freeze and not stabilisation; that it deprived the workers of their past and present collective bargaining rights; and that the 15 per cent. rule should not be applied to the aircraft industry, where employment had increased threefold and production techniques had changed radically in the past two years. Public member W. B. Morse specifically claimed for the minority that had it not been for Government intervention the unions would have been able voluntarily to negotiate wage increases prior to the Economic Stabilization Order; that denial of a general wage increase would weaken the union's position in the plants, many of which had adopted anti-union policies, and that the employers had offered larger wage increases than the unions got by the Board's decision; that the job evaluation plan adopted had been unilaterally developed by the management, thus depriving the unions of their collective bargaining rights; that the wage rates used for comparison were unduly weighted with the rates of non-union companies; and that since the Board had consulted with the Director of Economic Stabilization prior to handing down its decision, it had lost its judicial effectiveness.⁴

Payment for Sunday Work and Overtime.

Where wage losses have been incurred by employees as a result of the President's Premium Pay Order⁵, which bans double-time payments for Sunday work as such, the Board may allow compensation by means of wage increases which would not otherwise be authorised. This is not a blanket permissive arrangement, but in several cases wage rates have been increased where it could be shown that the premium pay for Sunday work had been an integral part of the employees' weekly wages.⁶ The Board justified its actions on the grounds that it is not the purpose of the Premium Pay Order to effect a reduction in the total earnings of employees. These cases further illustrate the shift in the Board's emphasis to stabilisation of weekly earnings rather than of wage rates.

To delimit its jurisdiction with respect to overtime payments which are required under the compulsory 48-hour week in certain sections of the country, the National Board has declared that its approval will not be necessary in three sets of circumstances, namely, when the overtime payment is made under the provisions of the Fair Labor Standards Act or any similar Federal, State or municipal law, or according to the provisions of any collective bargaining agreement, or if it is the past practice of the employer. Therefore employees who are

¹ *Wage and Hour Reporter*, Vol. 6, No. 11, 15 Mar. 1943, pp. 245-246.

² *Ibid.*, p. 245.

³ *Labor Relations Reporter*, Vol. 12, No. 4, 22 Mar. 1943, pp. 102-104.

⁴ *Idem*, Vol. 12, No. 2, 8 Mar. 1943, pp. 33-34, 41-45.

⁵ Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 384.

⁶ *Wage and Hour Reporter*, Vol. 6, No. 9, 1 Mar. 1943, pp. 197-198; No. 11, 15 Mar. 1943, p. 245.

exempt under the Fair Labor Standards Act as being executive, administrative, professional or any other type of exempt employee may receive only straight-time pay proportional to the additional hours actually worked. The reason for the Board's decision is that any payment of premium overtime rates where they have not been paid before would constitute an increase in wages which is not permissible without the Board's approval.¹

ADJUSTMENT OF WAGES TO THE RISING COST OF LIVING IN SWITZERLAND

With a view to adjusting wages to the steep and steady rise in the cost of living in Switzerland, long and difficult negotiations have been conducted between employers' and workers' organisations. These negotiations have been greatly influenced by the recommendations of the Advisory Committee on Wages specially set up by the Department of Public Economy. Below is given a brief summary of the results of this Committee's work, followed by an account of the practical measures taken in Switzerland to adjust wages to the rising cost of living.

The question of the adjustment of wages to the increasing cost of living has been a matter of concern to the Swiss authorities since the beginning of hostilities. As early as 1940, the Committee for Economic Research and the Committee on Prices, two advisory bodies attached to the Department of Public Economy, submitted a joint memorandum on measures to avoid inflation in Switzerland, setting forth the principles on which the Committees considered that the Federal Council should base its policy in the fields of economics, finance, currency, taxation, prices and wages. At the end of August 1941 these Committees submitted a second joint report on "The Cost of Living and Wage Policy".²

In October 1941, in view of the increasing gravity of the problem of adjusting wages to the rising cost of living, the Department of Public Economy decided to set up an Advisory Committee on Wages. This Committee, which consists mainly of persons serving on the other two Committees already mentioned, includes professors, representatives of the public authorities concerned, such as the National Bank and the Federal Office of Industry, Arts, Handicrafts and Labour, and representatives of employers' and workers' organisations. From January to March 1942 it submitted three reports dealing with wage adjustments in the building industry.³ A later report was entitled "Enquiry into the Normal Rate of Cost-of-Living Allowances"⁴, and the last available report gave the Committee's "Opinion on the Bratschi Proposal Submitted to the Emergency Committee of the National Council on 18 August 1942".⁵

Recommendations of the Advisory Committee on Wages.

The Committee points out that the factors which have caused prices to rise on the Swiss market are partly connected with the goods themselves and partly monetary. So far as the goods themselves are concerned, the rise in prices is due to the increase in the price of imported products and in the production costs of home-produced goods. These objective and unavoidable factors, however, are not in themselves sufficient to explain the extent of the increase in the cost of living. There has undoubtedly been an inflationary tendency, due among other things to the fact that the Confederation has been unable to meet the high cost of its national defence measures without increasing the amount of currency in circulation.

The importance of this distinction lies in the fact that that part of the rise in prices which is due to the scarcity of goods and the increase in costs of production cannot be made good by an increase in money incomes, and in particular in money wages, but must be borne by all classes of the population, although

¹ *Idem*, Vol. 6, No. 11, 15 Mar. 1943, pp. 248-249.

² *La vie économique*, No. 9, Sept. 1941, p. 200.

³ *Schweizerische Arbeitgeber-Zeitung*, No. 20, 15 May 1942, p. 293.

⁴ *La vie économique*, No. 7, July 1942, p. 220.

⁵ *Die Volkswirtschaft*, No. 9, Sept. 1942, p. 290.

in different proportions. The rise in prices due to monetary factors, on the other hand, must be made good since it indicates a redistribution of real income to the disadvantage of the wage earner. In the latter case, too, the compensation will not be equally distributed; those who are at or near the subsistence level need relief more than the more prosperous classes, but some relief should be afforded even to the better-off in order to prevent too great a fall in their standard of living.

It is obvious that a general rise in wages, such as the Committee suggests, might in turn lead to a subsequent further rise in prices. But apart from the fact that this is not inevitable, the Committee considers that the reasons in favour of compensating wage earners and pensioners for the losses due to the inflationary rise in prices are so pressing that all other considerations are secondary. The Committee emphasises that everything possible should be done to prevent or restrict the undesirable effects of an increase in wages on the general price level and suggests various ways in which this can be done.

It is estimated that, roughly speaking, the total rise in prices is due in equal parts to objective factors and to inflation. The calculation is based on the assumption that the consumption of workers' families, as shown in the family budget enquiry of 1937-1938, has varied in the same way as total national consumption during the war period. Variations in the consumption of each product are calculated on the basis of the ration allowance in the case of rationed goods and of actual consumption in the case of others. By applying to each of these revised quantities price indexes based, for instance, on August 1939, a cost-of-living index (or rather an index of expenditure) is obtained which takes into account the variations in consumption during the intervening period. This method of calculation is applied to each income class, and shows what the percentage increase in expenditure would have been in each class if its consumption had followed the variations of national consumption since 1937-1938, in other words, how high above the 1939 level wages should be for each income class to bear an equal share of the sacrifices imposed on the nation by wartime conditions. The latest figures available (September 1942) are as follows:

Income class in 1937-38 enquiry (a)	Cost-of-living bonus as percentage of wages ¹ (b)	Percentage increase in official cost-of-living index ¹ (c)	Column (b) as percentage of column (c) (d)
Francs			
Up to 3,000	29.4	42.4	69.3
3,000 - 4,000	24.4	42.4	57.5
4,000 - 5,000	21.2	42.4	50.0
5,000 - 6,000	19.8	42.4	46.7
6,000 and over	17.8	42.4	42.0
Average	20.4	42.4	48.1

¹ Taking August 1939 as base.

According to this table, the incidence of the shortage of goods on the Swiss market would fall equally on the various classes of the population if an average of 69 per cent. of the official increase in the cost of living were made good in the case of families which had an income below 3,000 francs in 1937-1938 and an average of 42 per cent. in the case of those which had an income above 6,000 francs.

The Committee points out that these are averages only and that in practice various other factors will have to be taken into account. The averages should not be applied uniformly to all branches of industry and all undertakings; in particular, undertakings which in consequence of their unsatisfactory financial position are unable to pay cost-of-living bonuses present a difficult practical problem. Generous allowance must also be made for the worker's family responsibilities.

Enquiries into Wage Increases in Particular Industries.

In order to determine the extent to which the standards it had formulated had been applied in practice, the Advisory Committee on Wages undertook an

enquiry at the end of 1941 into the adjustments made in wages and salaries since the beginning of the war.¹

The position in some of the more important industries as revealed by the Committee's enquiry is as follows:

Metal and engineering industries. Wages in these industries are regulated on the basis of an agreement of 19 July 1937, extended until 19 July 1944. In the second half of 1941 adjustments in the wages of workers varied in relation to the rise in the cost of living between 16 and 24 per cent. for men and 13 and 19 per cent. for women. These figures may be set beside a rise in the cost of living of 30 per cent. in September and 34 per cent. in December 1941. The adjustment was made partly through an equalisation fund for family allowances founded in April 1941, which grants an allowance of 8 francs a month for each child after the third, the employers being asked to pay an allowance of 5 francs a month for the first two children. The rise in the cost of living has also been partly made good by the assistance given to the Workers' Allotment Gardens Movement.

Watchmaking. The cost-of-living bonuses in the watchmaking industry vary according to the worker's family responsibilities. In November 1941 these bonuses averaged 17 per cent. for skilled and semi-skilled workers, 23 per cent. for unskilled workers, and 24 per cent. for women. Since 1941 there has also been a family allowance fund, which grants an allowance of 8 francs a month for each child under 18 years to salaried employees and workers alike.

Building and public works. Wages in this industry are based on a national collective agreement of 18 May 1938, which provided that negotiations with a view to wage increases might be opened as soon as the official cost-of-living index rose more than 8 per cent. above the index for September 1936. This level was reached at the beginning of 1940. During 1940 and 1941 and at the beginning of 1942 various adjustments were made, resulting in a total increase of 27 centimes an hour by the end of March 1942, which corresponds to an increase of 20 per cent. on an average hourly wage of 1.34 francs paid in September 1939. This increase is roughly in accordance with the recommendations of the Advisory Committee, since it represents 50 per cent. of the rise in the cost of living. It does not, however, conform to the Committee's recommendation that the adjustment should be at a higher rate for the lower wage groups than for the higher, or to another of the Committee's recommendations to the effect that the adjustment should vary according to the locality (town or country) where the worker lives, and to his family responsibilities. In this connection the Committee recommends that the possibility should be investigated of setting up a family allowance equalisation fund in the building industry similar to those in the engineering, brewing, watchmaking, and printing industries.

Carpentry and cabinet-making. In German-speaking Switzerland, the only area where a general collective agreement for this industry is in force, wage adjustments at the end of September 1941 averaged 12.5 per cent. Except in a few cases, no allowance is made for family responsibilities.

Printing. In this industry the wage adjustments made by the end of 1941 amounted to only 8 per cent., but it should be remembered that compositors are a comparatively well-paid class of workers. In January 1942 the increase rose to an average of 13 per cent., the rate varying from 10 per cent. for unmarried men to 20 per cent. for married men with four children.

Cotton, wool and hosiery industry. At the end of December 1941 wage adjustments of 15 to 16 per cent. had been made in the cotton industry, 13 to 15 per cent. in the wool industry, and 12 to 14 per cent. in the hosiery industry. Generally speaking, semi-skilled workers and women received the higher rate and skilled workers the lower.

Commercial employees. An enquiry carried out by the Swiss Commercial Association shows that between January 1940 and October 1941 about 65 per cent. of the commercial employees covered had received lump sum payments

¹ *La vie économique*, No. 5, May 1942, pp. 110-136; No. 6, June 1942, pp. 172-187; No. 7, July 1942, pp. 227-241; No. 8, Aug. 1942, pp. 268-276; No. 10, Oct. 1942, pp. 338-352; No. 12, Nov. 1942, pp. 372-380; and *Die Volkswirtschaft*, No. 9, Sept. 1942, pp. 292-311; No. 12, Dec. 1942, pp. 410-420. The Committee conducted another enquiry at the end of 1942, the results of which are not yet available.

of at least 200 francs or regular bonuses of at least 10 francs a month. About 25 per cent. of the employees had not received any cost-of-living bonus. Conditions varied considerably from one branch to another; importing firms, for instance, were in many cases unable to afford to pay cost-of-living bonuses. At the end of November 1941, cost-of-living bonuses averaged between 7 and 10 per cent. in the big banks, the bonus being higher on the lowest salaries, while no bonus was payable on the higher ones. The bonus was increased from January 1942. In the big stores the adjustment was 16 per cent. for men and 18.5 per cent. for women.

The results of this enquiry show that, generally speaking the adjustment of wages to the increase in the cost of living has been carried out on the lines of the Advisory Committee's recommendations. The adjustment, which averages half the rise in the cost of living, is usually made in the form of a cost-of-living bonus, which may take the shape of a lump sum or of a regular allowance, either at a flat rate or proportionate to wages. In the majority of cases the bonus is graduated according to the worker's civil condition, age, sex, wage level, and family responsibilities. In a few cases account is also taken of variations in the cost of living in different parts of the country or as between town and country.

Attitude of Workers' Organisations.

The workers' organisations have persistently drawn attention to the many cases in which less than 50 per cent. of the rise in the cost of living has been made good. They have also submitted arguments to the Federal Council in favour of a wage adjustment in excess of 50 per cent.¹ The lower income groups spend more of their income on food and have suffered more than other classes from the rise in prices, since rents in particular have remained stable. It has also been pointed out that in industries which already had a system of family allowances these allowances have often been substituted for cost-of-living bonuses. Lastly, even in those industries in which compensation for the increased cost of living has amounted to 50 per cent. there has always been a time-lag in the adjustment owing to the rapidity of the rise in the cost-of-living index and the difficulties attendant on the negotiations between employers' and workers' organisations.

It is, however, generally recognised in Switzerland that the intervention of an impartial body like the Advisory Committee on Wages has gone a long way towards preventing disputes between employers' and workers' organisations, and has consequently enabled the sacrifices inevitable under present conditions to be spread more evenly over the population.

NEW HOURS OF WORK REGULATIONS IN BELGIUM

Under an Order of the German military command for Belgium and Northern France, dated 9 October 1942 and applicable to Belgium, the head of the military administration was empowered to issue the necessary regulations for the application of a minimum 8-hour day and 48-hour week.² In pursuance of these provisions an Order of 30 October 1942 laid down detailed hours of work regulations, which repeal the Act of 14 June 1921 concerning the 8-hour day and the 48-hour week and all regulations issued thereunder and also the Royal Order of 30 March 1936 reducing hours of work in the diamond industry.

The Order, which is summarised below, consists of four parts, dealing respectively with the scope of the regulations, hours of work in general, the protection of women workers, and administrative provisions.

Scope.

The regulations apply to all workers and salaried employees over 18 years of age employed in all kinds of undertakings and services, even if they are not

¹ *Revue syndicale suisse*, Mar. 1941, No. 3, p. 65; *Die Arbeit*, No. 7, July 1942, and No. 9, Sept. 1942.

² Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 372.

carried on for profit, except undertakings in agriculture, horticulture, viticulture, apiculture, forestry, hunting, and stock breeding, and ancillary industrial or handicraft undertakings in agriculture and forestry working only to satisfy their own requirements. Fisheries, shipping, and aviation are also excluded, including their establishments ashore.

The following persons are excluded from the regulations: responsible directors and legal representatives of undertakings; other employees in managerial posts in charge of not less than 20 employees or workers or drawing an annual salary of more than 60,000 francs; and the specialised staff of pharmacies.

Hours of Work.

Hours of work are defined as comprising the time between the beginning and end of the working day, exclusive of breaks. This definition also covers the time during which a home worker works on his own premises or elsewhere outside the employing undertaking.

Normal hours of work on working days must be not less than 8.

The Order provides that in specified circumstances daily hours of work may be spread unevenly over a period longer than a week and that time lost for various reasons may be made up. Daily hours of work may not, however, exceed 11, except where authorised by the Ministry of Labour and Social Welfare.

The hours of work permitted in any undertaking or branch of an undertaking may be extended by two hours daily, subject to a general limit of 11 hours, for preparatory and supplementary work.

Extensions of hours of work may also be authorised by the General Controller of Labour and by the head of the undertaking. The General Controller may extend normal hours of work up to 11 in the day, or even beyond, where the work regularly includes considerable periods of mere attendance. The head of the undertaking may order two extra hours to be worked each day on 30 days in the year, subject to the daily limit of 11 hours; he may also prescribe other extensions of hours in case of emergency. The formalities to be observed by heads of undertakings in resorting to these exceptions are laid down in the Order.

Generally speaking, hours of work may not exceed 11 in the day even where several extensions are authorised for different reasons.

Dangerous and Continuous Processes.

Hours of work are limited to 8 in the day for workers or employees engaged in dangerous operations. Exceptions to this rule are allowed in specified cases and subject to prescribed procedure.

For the purpose of changing shifts in continuous processes, male workers may be required to work for a continuous period not exceeding 18 hours, including rest breaks, once in every three weeks, provided, however, that they are allowed two periods of 24 hours' continuous rest during the three-week period. Exceptions to this system may be authorised by the Ministry of Labour and Social Welfare.

Daily Rest and Breaks.

Workers and salaried employees must be granted an unbroken rest period of at least 11 hours at the end of their daily work. This period may be reduced to 10 hours in cafés and bars, restaurants and other establishments in the hotel industry, and in transport undertakings. The Ministry of Labour and Social Welfare may authorise other exceptions where urgently necessary.

One half-hour or two 15-minute breaks, during which no work may be done in the undertaking, must be granted to male workers and employees in every work spell of not less than 6½ hours. A special room or place must be provided for the use of workers during breaks. This provision does not apply to workers and employees working in shifts on continuous processes, who must, however, be allowed short rest periods of suitable length.

Exceptions to Meet Special Circumstances.

The foregoing provisions concerning hours of work, the daily rest, and breaks, may be suspended in case of emergency work which has to be carried out owing to exceptional circumstances beyond the employer's control and which cannot be dealt with by any other means, in particular where raw materials or foods of a perishable nature are involved or where the results of the work would otherwise be endangered.

Similar exceptions are allowed in respect of small groups of employees and workers required on certain days to perform work necessary to safeguard the result of the work or to avoid serious economic loss, where the head of the undertaking is unable to make other arrangements.

Payment for Overtime.

Overtime authorised by the General Controller of Labour or the head of the undertaking as described above, or worked in case of emergency, must be paid for at an overtime rate of time and a quarter.

In seasonal industries, in which normal hours have to be exceeded during the rush periods at certain times of the year, overtime rates are not payable if compensation for the extra hours worked is given in the form of a reduction of hours at other times of the year.

Public Undertakings and Services.

In the public undertakings and services operated by the State, the provinces, and the communes, and in other public institutions and services which are placed on the same footing by the express orders of the head of the military administration, hours of work will be fixed by the higher authorities of the undertakings and services themselves.

Special Provisions for Women.

Prohibited work. The Ministry of Labour and Social Welfare may prohibit the employment of women in certain classes of undertakings and in work involving danger to their health or morals, or may prescribe special regulations for such work.

Limitation of hours of work. Expectant and nursing mothers may be exempted, at their own request, from all work in excess of the normal hours authorised as described above.

No woman may be employed on preparatory and supplementary work for more than one hour beyond the normal working day permitted in the undertaking.

Women may not work more than 10 hours in the day in all, or 8 hours on the day preceding a Sunday or holiday, except in certain classes of undertakings such as transport undertakings, the hotel and entertainment industries, and pharmacies.

Breaks and rest periods. No woman may be employed for more than 5 consecutive hours without a break, so that one or more fixed breaks of suitable length must be allowed to women workers in every spell of more than 5 hours. The length of these breaks must be not less than 20 minutes in every spell of 5 to 6 ½ hours, 30 minutes in every spell of 6 ½ to 9 hours, and an hour in every spell of 9 to 10 hours. These rules may be modified if daily hours are extended beyond 8 in order to permit of an earlier finish on the day preceding a Sunday or holiday.

An interruption of work of less than 15 minutes may not be regarded as a break.

During breaks women workers may not be permitted to work in the undertaking. Suitable accommodation must be provided for them; they may not stay in the workrooms unless work is completely stopped.

No woman may be employed at night during the period from 8 p.m. to 6 a.m., or after 5 p.m. on the day preceding a Sunday or holiday. Where work is organised in shifts, women may be employed up to 11 p.m., and under certain conditions the morning shift may begin at 5 a.m. These provisions are not applicable to undertakings in which exceptions to the maximum limits of hours have been authorised.

Exceptions. The Ministry of Labour and Social Welfare may authorise exceptions to the provisions concerning maximum hours of work, night work, and the reduction of hours on the day preceding a Sunday or holiday, for technical reasons connected with the work or on general economic grounds. Furthermore, exceptions are provided in respect of the special regulations for breaks and the daily rest; in particular, women may start work before 6 a.m. during the hot weather in undertakings where they work under specially hot conditions. Lastly, exceptions are also allowed in emergencies for work which must be performed without delay.

Administrative Provisions.

The Order also contains administrative provisions, relating to the posting of the rules concerning hours of work, the time for the beginning and end of work, and the length of rest periods and breaks; the closing down of undertakings which fail to observe the provisions concerning dangerous processes; the enforcement of the Order; exceptions going beyond those prescribed by the Order in case of emergency, and other similar matters.¹

HOURS OF WORK AND LABOUR INSPECTION IN INDIA

The following particulars concerning conditions of work on railways in India are taken from the annual report on the working of the Regulations governing hours of employment on the Indian Railways during the year 1940-41.²

Present Scope of the Regulations.

The Hours of Employment Regulations, in the main, regulate the hours of work of non-managerial railway employees, with the exception of certain well-defined categories of inferior staff, and provide for the payment of overtime allowance and grant of weekly rest. Under these Regulations, no railway servant whose work is not essentially intermittent may be employed for more than 60 hours a week on the average in any month, and no one whose employment is essentially intermittent may be employed for more than 84 hours in any one week. As from 1 April 1940 the Regulations were extended to the South Indian, and Rohilkand and Kumaon Railways, and as from 1 January 1941 to the Assam-Bengal and Bengal-Nagpur Railways. The total number of workers covered by the Regulations on 31 March 1941 was 486,087. It is pointed out, however, that this figure represents exclusively the staff coming under the Hours of Employment Regulations and that, contrary to previous practice, the staff covered by the Factories Act and the Mines Act is not included therein.

Extent of Inspection and Administrative Reorganisation.

The total strength of the Inspectorate was raised from 17 at the beginning of the year under review to 23 on 31 March 1941. The number of establishments inspected totalled 6,304 (3,807 transportation, 751 engineering, 816 power, and 930 miscellaneous establishments). The average number of establishments inspected per inspector was 350. The increase in the number of inspectors and other administrative changes have, it is observed, resulted in an amelioration of the position. Among the administrative improvements may be mentioned a change of procedure enabling the inspectors to take up direct with the Railway Administrations concerned all irregularities and infractions except those involving questions of classification of staff, instead of reporting them to the Office of the Conciliation Officer (Railways) and Supervisor of Railway Labour at New Delhi. There was, moreover, a shifting of emphasis from routine inspection to special investigations as a result of the placing of inspectors on special duty on certain railways to enquire into special questions. The new arrangements, it is stated, have tended to develop a sense of responsibility in the inspectors and have afforded them opportunities, of which many have made good use, to display drive and initiative.

The railway trade unions, it is remarked, displayed a commendable zeal in getting the maximum out of the Regulations, and the value and importance of collaboration between the Department of Labour and the unions is fully appreciated by organised labour.³

¹ *Verordnungsblatt des Militärbefehlshabers in Belgien und Nordfrankreich für die besetzten Gebiete*, 4 Nov. 1942, p. 1074.

² Cf. *International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 331, for information on the working of these Regulations in 1939-40.

³ GOVERNMENT OF INDIA, DEPARTMENT OF LABOUR: *Annual Report on the Working of the Hours of Employment Regulations on the North Western, Eastern Indian, Eastern Bengal, Assam Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta, Bengal and North Western, South Indian, Rohilkund and Kumaon and Bengal-Nagpur Railways, during the year 1940-41*, by Mr. Abbas KHALLELI, I.C.S., Conciliation Officer (Railways) and Supervisor of Railway Labour (Delhi, 1942).

An unofficial note issued on 21 October 1942 by the Principal Information Officer, Government of India, states that, in order to ensure that children were not employed on railways in contravention of the Employment of Children Act, 1938, some 600 inspections were carried out during the year under review. 135 cases of the employment of children under 15 years were detected and action by the inspectors led to the termination of the services of the children.

THE WELFARE OF INDIAN SEAMEN

An account is given below of various measures which have been adopted in Great Britain, India, and the United States for the welfare of Indian seamen.

Welfare Measures in Great Britain.

A club for Indian seamen was opened recently at Liverpool. On this occasion, the Duke of Devonshire, Parliamentary Under-Secretary for India, made the following statement:

A quarter of the whole personnel of the British merchant navy is Indian. We owe a very great deal to those Indian seamen who are facing every peril in order that our seaborne commerce may continue. Their contribution at sea has been absolutely vital and it is right that we should do what we can for the comfort of those gallant men for whom nothing would be too much.

A hostel for Indian seamen has already been in existence in Glasgow for more than a year. It cost £10,000 and is to be retained as a permanent establishment after the war. In the course of the twelve months after its inauguration the Glasgow hostel supplied 20,000 beds and 200,000 Indian meals.

As has already been mentioned in these pages, a hostel for Indian seamen is to be established at Avonmouth.¹

Three welfare officers have so far been appointed in England to look after the interests of Indian seamen.²

Action by the Government of India.

The question of providing comforts for Indian seamen has also been engaging the close attention of the Government of India.

The Indian Seamen's Amenities Fund has recently been created at Calcutta and Bombay, with initial grants of 10,000 rupees and 5,000 rupees respectively from the Viceroy's War Purposes Fund. The object of this fund is to supply books, games, etc., to vessels carrying Indian crews and to provide amenities, including the supply of warm clothing, where necessary, for Indian seamen in general.

Arrangements have also been made by the Government of India for the payment of compensation to injured seamen and to the widows and children or other dependants of seamen who are missing, killed or taken prisoner by the enemy.³

Action in the United States.

Arrangements are being made by the British Seamen's Welfare Organisation in the United States to establish a club for Indian seamen in New York. It is hoped that these arrangements will be completed by the end of April 1943.⁴

BRITISH SEAMEN'S HOURS OF WORK

After negotiations between British shipowners and the National Union of Seamen, the former have agreed to make changes in the hours of deck ratings at sea in foreign-going vessels exceeding 2,500 tons gross. The "8 additional hours" per week are to be abolished in the case of articles of agreement opened on or after 1 February 1943, and a straight 56-hour week at sea, with 10 hours

¹ Cf. *International Labour Review*, Vol. XLVII, No. 2, Feb. 1943, p. 254.

² *Indian Information*, Vol. II, No. 101, 15 Sept. 1942, pp. 238-239.

³ *Idem*, Vol. II, No. 99, 15 Aug. 1942, p. 157.

⁴ Communication to the I.L.O.

on sailing and arrival days, is established; in port the working week is to be 44 hours. This agreement makes some progress towards the application of the *Hours of Work and Manning (Sea) Convention, 1936* in Great Britain.¹

TRAINING IN PERSONNEL MANAGEMENT AND WELFARE IN GREAT BRITAIN

The Ministry of Labour and National Service in Great Britain has organised courses in personnel management and welfare at three universities (Birmingham, Edinburgh, and the London School of Economics at Cambridge), which have been attended by some 400 trainees.

With the rapid expansion of war industry and the special conditions resulting from the war, difficult problems of personnel management and welfare have developed. In the absence of action to solve these problems, the tempo of war production may be retarded seriously. One of the prerequisites of effective remedial action, however, is trained supervisory staff, able to detect and to overcome welfare and personnel problems before the latter constitute a menace to output. In the past, most managements tended to ignore these questions. Not until they had accumulated as a result of war conditions was a serious effort made to plan towards their solution. Consequently, there was a lack of trained staff which has grown increasingly acute as the war has developed. In order to meet this shortage, many countries, including Canada, the United States, and Great Britain, have instituted special courses in personnel management, welfare supervision, and job relations.

In view of the interest in other countries in organising training along these lines, the syllabus used in one of the British courses is given below. The course lasts three months, the first and third of which are devoted to lectures, special talks by officials, visits to institutions, and tutorials, while the second consists in a period of apprenticeship in the personnel department of a factory.

First Month

Lecture Courses.

Industrial law (10): Regulation of hours of work; regulations for safety and health; welfare provisions; the prevention of accidents; recent expansion of the law; the injured worker; general position of the worker.

Current industrial trends (8): Economic effects of war of 1914-18; reconstruction, 1919-29; instability of the twenties; the great depression; the trend of State action; reorganisation of staple industries; the New Deal in U.S.A.; Russian Five-Year Plans and Hitler's war economy; organisation and control of British industry.

Social administration and public services (8): Public and voluntary social services—their administration and development; insurance schemes; health services; education and youth services; the administration of justice.

Personnel administration (4): The organisation of a factory; scope of personnel management; relation with production department; scientific management and labour; wartime policies—dilution and upgrading.

Industrial relations (4): Trade unionism, collective bargaining and the strike; wage regulation by statute and trade boards.

Special Talks by Officials.

Talks on: elementary education; juvenile employment department; welfare outside the factory; probation service; problem of verminous persons.

Visits.

Visits to: housing estates; munition workers' hostel; war workers' club; training centre.

¹ *The T.U.C. in Wartime*, Feb. 1943.

*Practical Course in Air-Raid Precautions and First Aid.**Tutorials.*

Two or three students taken together for two hours.

Second Month

Apprenticeship in personnel department of a factory.

*Third Month**Lecture Courses.*

Personnel administration (12): Effect of conditions of work upon efficiency of labour, e.g. absenteeism; industrial psychology—fatigue, morale, incentives; statistical record keeping; opportunities and responsibilities of personnel managers.

Industrial relations (4): Settlement of trade disputes; Whitley councils and industrial courts; efficacy of administrative measures.

Psychology (8): Characteristics of the adolescent period (vocational guidance; attitudes towards work; the individual and the group).

The day-to-day problems of the personnel department (8): Employment; factory welfare; shop stewards and trade union negotiations; health of the worker; works safety; industrial canteens.

Talks.

Talks by: factory inspectors; education authority; trade union leader; factory manager; Ministry of Labour officials.

Visits.

Visits to: continuation school; maternity and child welfare institute; nursery schools; Salvation Army hostel; factories with welfare department.

*Examination in First Aid.**Tutorials.*

Two or three students taken together for two hours. Report on second month factory experience.¹

SOCIAL INSURANCE AND ASSISTANCE

THE SOCIAL INSURANCE MOVEMENT IN SPAIN

INTRODUCTION OF SICKNESS INSURANCE

The Spanish Government, by a Decree dated 11 July 1941, appointed a committee to prepare a Sickness Insurance Bill, which in due course led to the promulgation of an Act on 14 December 1942, establishing a scheme of compulsory sickness insurance—a branch of social insurance hitherto lacking in Spain.

Scope and Objects of Insurance.

The Act makes insurance compulsory for all persons working in any part of the productive process, whether on their own account or on the account of another, including home workers and domestic servants, provided that their income does not exceed a limit to be prescribed by regulations. Nevertheless, the officials of public authorities or corporations are excluded where they are entitled to benefits equal to or greater than those provided for by the law.

¹ Communication to the I.L.O.

The objects of the scheme are to provide medical care in case of sickness or childbirth, a cash allowance to compensate for the loss of earnings due to sickness or childbirth, and funeral benefit.

Benefits.

Benefits in kind. Complete medical care, general as well as specialist, is provided for. It is granted from the day on which the illness is reported and during a maximum of 26 weeks in the year, subject to the power of the Ministry of Labour to extend this period. The beneficiaries include not only the insured persons but also their families.

Pharmaceutical benefit is also granted for 26 weeks to insured persons, but members of their family are entitled to it for 13 weeks only.

Hospital care is granted for 12 weeks in the year to insured persons and for 6 weeks to members of their family, but these periods may be extended by decision of the National Insurance Institution.

Artificial limbs and orthopaedic appliances are supplied on the doctor's prescription.

Medical care is provided before, during, and after childbirth, and women are entitled to avail themselves free of charge of the services of maternity and infant welfare services.

As soon as a person enters insurance, he and his wife and children become entitled to medical and pharmaceutical benefits. Other members of the family become entitled to these benefits six months after their claim to be recognised as beneficiaries has been approved.

Cash benefits. In case of incapacity due to sickness, a person who has been insured for at least six months is entitled to a cash benefit equal to 50 per cent. of the remuneration on the basis of which he last contributed. A person in receipt of sickness cash benefit remains entitled to the other benefits of social insurance. A person who has no dependants receives, while in hospital, only 10 per cent. of his daily wages.

The present scheme of compulsory maternity insurance is incorporated in the new scheme of sickness insurance, and insured women are entitled to the same maternity benefit as before. They therefore receive an allowance of 15 pesetas for each quarterly contribution paid during the three years preceding the first week of the statutory maternity leave (six weeks before and six weeks after the confinement). Wives of insured men, as well as insured women, are entitled to a nursing benefit, the amount and duration of which will be prescribed by regulations.

On the death of an insured person, a sum of 20 times the daily remuneration on the basis of which he last contributed is payable.

Administration.

Compulsory sickness insurance is to be administered exclusively by the National Insurance Institution.

Financial Resources.

The scheme is financed by a joint contribution from employers and workers and by a State subsidy.

The State subsidy will consist of: (a) "the grants at present provided in respect of benefits of a demographic character"; (b) tax exemptions, as already enjoyed by social insurance schemes, and postal franchise; (c) assistance from the public health authorities.

The joint contribution will be shared equally between employers and workers, and will be proportionate to wages. The rate of the contribution will be fixed by Ministerial Order on the basis of the proposal of the National Insurance Institution.

In order to cover the cost of putting the new scheme into force, the Institution is empowered to draw upon the surpluses of existing social insurance schemes.

Financial System.

The scheme will be financed on the current-cost basis. Two reserve funds, however, will be set up, the first in order to smooth out normal irregularities in income and expenditure, and the second to meet losses due to unforeseen contingencies.

These funds will be built up from any surplus which may be disclosed in certain accounts to be prescribed by regulations. The maximum amount of the first fund will be half the average annual cost of benefits in the previous five years, and that of the second fund will be twice the same amount. These maxima will be revised every five years. Once they are attained, 5 per cent. of contributions will be applied for the improvement of the equipment of the scheme and for the provision of additional benefits.

Organisation of Medical Service.

The medical benefit will be administered through the "18 July Movement" (*Obra 18 de julio*), a welfare service attached to the trade associations. The general arrangements for medical benefit will be made by the National Insurance Institution in consultation with a committee consisting of representatives of the Health Department, the Trade Union Department, the Traditionalist Spanish Phalanx, the National-Syndicalist Youth Shock Brigades, and the National Insurance Institution itself, under the chairmanship of the Under-Secretary for Labour.

Each insurance practitioner will be responsible for the medical care of a certain number—to be prescribed by regulations—of persons residing in a given district. Where several doctors are practising in the same district, the insured person may choose among them, but may not change to another doctor without the permission of the insurance authority. Practitioners will be remunerated by a fixed fee for each family assigned to them. They will be recruited by competitive examination, in which credit will be given for previous service in the "18 July Movement" and in rural public assistance. The examinations will be conducted by a court consisting of representatives of the Health Department, the Health Directorate of the Traditionalist Spanish Phalanx and of the National-Syndicalist Youth Shock Brigades, the National Insurance Institution, the Faculty of Medicine, and the General Council of the Colleges of Medicine, together with two representatives of the "18 July Movement".

The National Insurance Institution will enter into an agreement with the College of Pharmacists to provide a satisfactory pharmaceutical service based on a special reduced drug tariff. If such an agreement cannot be concluded, the Institution is empowered to set up its own pharmacies, and the Ministry of Labour, on the recommendation of the Health Department and the Institution, may prescribe a compulsory scale of prices for pharmacies generally.

Application of the Scheme in Stages.

Until the sickness insurance scheme is working normally, the present maternity insurance scheme will continue to operate. The sickness insurance scheme will be put into force in three stages:

- (1) Domiciliary medical care, six months after the issue of the regulations;
- (2) Specialist care, within two years after the issue of the regulations;
- (3) Sanatorium care, likewise within two years.

The Ministry of Labour, on the recommendation of the National Insurance Institution, may provide that the different classes of workers—persons in regular employment, casual workers, home workers, and domestic servants—shall be brought into insurance in succession.

Regulations.

Six months after the promulgation of the Act, the National Insurance Institution will submit for approval to the Ministry of Labour a draft of the regulations for compulsory sickness insurance, prepared by a commission on which the Health Department will be represented.¹

INSURANCE AGAINST SILICOSIS

A Ministerial Order of 14 November 1942 approved the regulations for the insurance against silicosis which was established by a Decree of 3 September 1941.²

¹ *Boletín Oficial*, Vol. VII, No. 361, 27 Dec. 1942, pp. 10592-10597.

² Cf. *International Labour Review*, Vol. XLVI, No. 3, Sept. 1942, p. 359.

The regulations specify the functions of the Silicosis Insurance Section of the National Industrial Accident Insurance Fund, namely: to administer insurance for the payment of compensation in case of permanent total incapacity or death resulting from the disease; to carry out a scheme of treatment and prevention, establishing dispensaries for this purpose; and to exercise supervision over workers suffering from silicosis, in collaboration with their trade unions.

Scope.

Insurance against silicosis is compulsory for lead mines, gold mines, ceramic undertakings, and other classes of undertakings which may later be specified. These undertakings are required to report to the Section full particulars of the workers they employ, their payroll, and an estimate of their annual production. The Section will keep a register of insured undertakings, containing a record for each, showing its payroll, number of cases of silicosis, preventive measures taken, insurance premiums paid, etc., and a record of each worker individually. The undertakings are entitled to inspect the compensation and administration accounts, and are required to fulfil their financial obligations, to notify the Section of every probable case of silicosis and of any change in the conditions of work, to carry out annual examinations of every worker in their employment, and to afford medical care where necessary.

Financial Arrangements.

The insurance is financed on the system of assessment of capital liabilities, and the insured undertakings pay premiums fixed by the Section after analysing the pension awards of the previous year and establishing its plan of preventive action for the current year. Of the total premiums collected, not more than 7 per cent. may be expended for administration. A reserve fund will be built up from a supplementary premium equal to 5 per cent. of the principal premium. The fund will be available to make good any depreciation of the value of bonds held by the Section and to pay the premiums due from insolvent undertakings.

Classification of Incapacity.

The regulations provide that cases of incapacity shall be classified according to degree of incapacity for work and to the clinical manifestations of the disease. Although temporary incapacity is not really relevant in silicosis cases, yet a person is treated, for compensation purposes, as being temporarily incapacitated while the diagnosis is being established and the case is being classified. During this period the worker receives compensation at the rate of 75 per cent. of his daily wage, at the cost of the undertaking in which he is working or has been employed during the last 12 months.

The regulations specify three classes, or grades, of incapacity:

First grade: Silicosis, without causing incapacity, will become dangerous to the worker if he continues at his job.

Second grade: Silicosis causes a reduction of capacity for work in general.

Third grade: The incapacity caused by silicosis is apparent at the least physical exertion and is incompatible with any kind of work.

In cases where tuberculosis is associated with silicosis, the incapacity is considered to be of the third grade.

In silicosis cases of the first grade, the worker must be moved to some other job which involves no danger for him within the same undertaking. If such a change is not practicable in the opinion of the employer and the labour inspector, the worker must leave, but he is given preference by the employment offices in filling vacancies, and while unemployed receives an unemployment benefit at the rate of half his daily wage for a maximum of 18 months, the undertaking being liable for the first 12 months and the insurance for the remainder of the period.

In silicosis cases of the second grade, the worker is entitled to a life annuity at the rate of 37½ per cent. of his wages. In cases of the third grade, the annuity is equal to 50 per cent. of wages.¹

WORKMEN'S COMPENSATION

Until 1934 the workmen's compensation legislation required the State, provinces, municipalities, other public authorities, and

¹ *Boletín Oficial*, Vol. VII, No. 324, 20 Nov. 1942, pp. 9404-9407.

all private undertakings or autonomous bodies providing public utility services to insure their workers with the National Accident Fund. In 1934, these provisions were altered so as to allow such private undertakings or autonomous bodies to insure their workers against permanent incapacity and death, either with the National Accident Fund, or with an employers' mutual insurance association, or with an insurance company. This amendment has now been rescinded and the option withdrawn, because it is now considered that the State should be able to supervise directly the enforcement of the workmen's compensation legislation.¹

MATERNITY INSURANCE AMENDMENTS

The Government issued an Act on 18 June 1942 to extend the scope of maternity insurance, which is in effect an integral feature of the compulsory family allowance scheme.

As the family allowance scheme has yielded a large surplus, it was decided to use this to provide maternity benefits for fresh groups of women and to improve the health services afforded by maternity insurance. The Act accordingly provides that, as from 1 July 1942, the scope of the family allowance scheme shall include, for the purposes of maternity benefit, the wives of men insured under that scheme, and working women who are insured thereunder but have been excluded from maternity insurance because their remuneration exceeds the maximum limit of 9,000 pesetas a year. Nevertheless, the wives of employees and workers of the State, provinces, and municipalities remain excluded, and likewise the wives of insured men who, during the nine months prior to the confinement, have not paid contributions for 120 days. The benefits granted to these additional groups of women are the same as those provided for under the previous legislation, except that the wives of insured men are not entitled to the cash benefit payable during maternity leave.

The Act also authorises the National Insurance Institution to use 25 per cent. of the reserve fund of the National Family Allowance Fund for the building and equipment of maternity homes and maternity and infant welfare centres. The maternity insurance will pay the National Family Allowance Fund rent for these premises at the rate of 3 per cent. of this investment.

The contributions for maternity insurance are paid at the rate of 15 pesetas a year, and shared equally between the employer and the insured woman. For the wives of insured men contributions at the same rate are paid out of the surplus of the National Family Allowance Fund. As provided for in the previous legislation, the State undertakes to contribute to maternity insurance the sum of 50 pesetas for each birth and 50 pesetas by way of nursing benefit.²

AMENDMENT OF OLD-AGE PENSION SCHEME

The Government having found that many old-age pensioners were being cared for by relatives and other persons, who often incurred unforeseen expenses, the Ministry of Labour issued an Order, dated 14 July 1942, to the effect that any pension instalment which has fallen due but has not been drawn by the pensioner at the date of his death shall be paid to the surviving spouse or, in his absence, to the children, or, in their absence again, to the relatives or other persons with whom the pensioner was living at the time when the instalments in question fell due. Previously, such instalments were paid solely to the surviving spouse or children.³

¹ INSTITUTO NACIONAL DE PREVISIÓN: *Boletín de Información*, Vol. II, Nos. 8-9, Aug.-Sept. 1942, p. 33.

² *Boletín Oficial*, Vol. VII, No. 184, 3 July 1942, pp. 4783-4784.

³ *Repertorio Cronológico de Legislación*, July 1942, p. 1126.

FAMILY ALLOWANCES

By a Decree of 10 November 1942 the system of family allowances was extended to cover home workers who had been provisionally excepted under the Decree of 20 October 1938.¹ Under the new Decree home workers and persons in a similar position and their employers are compulsorily included in the family allowance system.²

MATERNITY AND CHILD WELFARE IN FRANCE

The various existing measures for the health protection and social welfare of mothers and young children in France were amplified and codified by a new Act of 16 December 1942.³

General Organisation.

The medical and social protection of mothers and children in each department is the responsibility of the regional director of health and welfare and of the medical inspector of health.

The Act also emphasises that social welfare work for the family is carried on in each region by the mutual aid, social insurance, and family allowance institutions, and by the family associations and private institutions under the authority of the regional "commissioner for the family". The regional prefect, assisted by the regional health director and the regional commissioner for the family, is responsible for the co-ordination of all social services.

Compulsory Medical Certificate before Marriage.

In future, before a marriage can be contracted, both parties must submit a medical certificate not more than a month old before the banns are published. This certificate will simply attest the fact that an examination has been undergone. It cannot be used to prevent the marriage, the object being merely to make the couple appreciate their responsibilities if, for instance, the examination reveals an unsatisfactory state of health. The preamble to the Act explains, however, that this measure represents a first stage only, and may subsequently be modified on the basis of experience.

The cost of the medical examination is borne either by the social insurance institution or by the free medical aid service, or by the persons themselves if they are neither insured nor eligible for medical aid.

Welfare of Mothers and Children.

In order to be entitled to the allowances payable by the State, public bodies or institutions, or insurance or family allowance funds, expectant mothers must undergo at least two medical examinations during pregnancy, carried out either by a doctor of their own choice or by one attached to a welfare or free medical aid centre.

Expectant mothers must follow the advice concerning their health given by social welfare workers, who will also visit them at home if special attention is necessary owing to their health or other circumstances.

The Act extends the protection of medical and welfare services to children up to their sixth birthday, that is, up to school age. Supervision is exercised either by social welfare workers who visit the children at home to see that they are receiving the necessary care, or through visits to infant welfare centres.

Special measures will be taken on behalf of delicate children and of those placed in the charge of foster mothers or other persons. Provision is also made for the supervision of wet nurses.

Health Book.

The Act introduces a health book, which must be held by every French national. But as this measure can be applied only gradually to the whole popula-

¹ Cf. *Industrial and Labour Information*, Vol. LXXIV, No. 5, 29 Apr. 1940, p. 113; INTERNATIONAL LABOUR OFFICE: *Legislative Series*, 1941, Sp. 3.

² *Boletín Oficial*, Vol. VII, No. 326, 22 Nov. 1942, p. 9455.

³ *Journal officiel*, 22 Dec. 1942, p. 4170.

tion, for the time being a beginning will be made with a baby's book, which will be issued free of charge by the mayor for every newborn child.¹

The form of the health book and the rules for its use will be laid down by order.

RURAL WORKERS' INSURANCE IN URUGUAY

A Legislative Decree creating the Rural Workers' Fund was promulgated in Uruguay on 20 January 1943. The Executive Power had submitted to the National Congress on 22 October 1941 a Bill to establish invalidity and old-age insurance for agricultural workers.² In June 1942 the Government again presented the Bill before the Council of State, which approved it with some modification.

Scope.

The members of the Fund comprise: persons engaged in agricultural labour, whether or not they are employed in undertakings specialising in such work, and their employers; persons who render services in rural undertakings, such as technical employees, managers, office workers, and domestic servants; and persons who render services on estates or in gardens, whether situated inside or outside urban centres.

Risks Covered and Benefits.

The Fund insures against the risks of invalidity, old age, death, and unemployment.

The invalidity pension is granted in case of permanent total incapacity, to claimants who have been members of the Fund for at least two years, and served for at least ten years.

Survivors' pensions are granted on the death of a contributor, a pensioner or a person receiving unemployment benefit, subject to the same membership and service conditions.

To be entitled to an old-age pension, the insured person must have attained the age of 60, and (a) either been a member for at least three years and served for at least thirty years, or (b) been a member for at least five years and served for at least ten years.

Unemployment benefit is payable for a maximum of six months to persons who have been members for five years. The benefit may be claimed not more than three times, at intervals of not less than two years.

The amount of the invalidity and old-age pensions is proportionate to the period of membership, being, for each year of membership, 2½ per cent. of the average remuneration during the last fifteen years; it cannot, however, be less than 10 pesos a month.

Administration.

The Decree sets up the Rural Workers' Fund as a section of the Pension and Superannuation Institution of Uruguay. It provides that the present Old-Age Pension Institution and its staff shall be incorporated in the Rural Workers' Fund. The Old-Age Pension Institution, it may be recalled, was founded in 1919 to administer non-contributory pensions (amended in 1933), which were financed by a so-called social insurance tax and by other taxes on luxuries.³

Financial Resources.

To finance the benefits provided for by the Decree, the Rural Workers' Fund is endowed with the following sources of income:

- (1) A tax of 2 per mille on rural property, subject to an increase of 25 per cent. if the property is not exploited;
- (2) A tax of ½ per cent. on transactions in land in rural areas;

¹ *Monde ouvrier*, 9 Jan. 1943.

² Cf. *International Labour Review*, Vol. XLV, No. 4, Apr. 1942, pp. 460-461.

³ For further details, see INTERNATIONAL LABOUR OFFICE, *Studies and Reports*, Series M, No. 13: *International Survey of Social Services, 1933*, Vol. II, pp. 498-500.

- (3) The remainder of the revenue of the Old-Age Pensions Institution, after it has met its liability to its pensioners;
- (4) The voluntary contributions of contributing members.

The Decree establishes two classes of members of the Fund: non-contributing members and contributing members, for both of which affiliation is compulsory.

The former class consists of persons who do not wish to contribute. These are deemed to have a wage of 20 pesos a month, on which their pension is calculated.

The latter class consists of persons who do wish to contribute. These are deemed to have a wage of 35 pesos a month, and they contribute 5 per cent. of this basic wage.

For managers, technical employees, foremen, skilled workers, and employers the Fund will, within one year, prescribe the wages that they are deemed to receive, and, where the wage is higher than 35 pesos a month, the member will contribute 5 per cent. on the 35 pesos plus $1\frac{1}{4}$ per cent. on each additional 10 pesos.

Recognition of Previous Service.

The Decree requires the Fund, during the year allowed it for preparation, to examine the records of individuals with a view to establishing rules for the recognition of previous service. On the basis of this examination the Executive Power will draft a Bill laying down the conditions for the recognition of previous service and providing for the financing of the liability so incurred. It is provided that previous service shall include periods of affiliation to other funds, but shall count for less than the contribution period in the calculation of the pension.¹

SOCIAL SECURITY ENQUIRY IN SOUTH AFRICA

On 6 January 1943 the Government of the Union of South Africa appointed a committee to investigate the subject of social security. The terms of reference of the committee are as follows:

To investigate and report on the existing social services and social security arrangements and to recommend a scheme for the future involving any necessary extensions of the existing measures or the introduction of new measures.

In such investigation and report the committee shall have due regard to the productive capacity of the Union and its possible increase, to existing facilities for preventive and curative work, and to necessary safeguards to preserve individual responsibility, initiative and thrift.²

ASSISTANCE TO REFUGEES IN INDIA FROM WAR ZONES

Further steps taken by the authorities in India to provide relief for refugees from neighbouring territories under enemy occupation³ include the appointment of refugee officers and plans to deal with any additional number of refugees who may come from Burma at the end of the monsoon season.

Appointment of Refugee Officers.

To establish and maintain contact with evacuees in various parts of the country, the Government of India has set up four zones—northern, eastern, southern and western—and appointed four central refugee officers with offices in New Delhi, Calcutta, Madras and Bombay respectively. Three assistant refugee officers, one for the northern and two for the southern zone, have also been appointed.⁴ The Governor of Burma (at present in India) has also appointed a special officer for evacuee welfare to maintain contact with evacuees from Burma and act in liaison with evacuee relief organisations, in addition to a special

¹ *Diario Oficial*, Vol. 150, No. 10,914, 6 Feb. 1943, pp. 234A-235A.

² *Cape Times*, 7 Jan. 1943.

³ Cf. *International Labour Review*, Vol. XLVII, No. 2, Feb. 1943, p. 252.

⁴ *Indian Information*, Vol. 12, No. 108, 15 Jan. 1943.

officer to consider claims from evacuated Burman civil servants in South India and to advise non-official evacuees on matters submitted to him.¹

Suggested Refugee Organisation in Assam.

It is reported that the Standing Emigration Committee of the Central Legislature considered the question of relief to refugees at a meeting in October 1942, and recommended the establishment of a civilian organisation in Assam to deal with any additional number who may come from Burma at the end of the monsoon season. The proposal is being considered in consultation with the military authorities in the Assam border area. Other questions also under consideration include the evacuation of the civilian population from areas in the province of Assam which are exposed to attacks from the air, and the making of satisfactory arrangements for two groups of refugees, one of 30,000 Arakanese, largely Moslem, at present in Chittagong, and the other of 6,000 Burmese Buddhists (*Mughhs*) placed for the time being in a relief camp in Dinajpur.²

Financial and Other Assistance.

The Government of India has decided on a scheme, applicable to all undergraduate evacuees, of allowances which will not be repayable, to help them, in case of need, to continue their education at Indian universities.³

The Government has also announced that the scheme of financial assistance to evacuees and dependants of Indians stranded in enemy-occupied territories will be continued for a further period of six months from 1 January 1943.⁴

It may be added that some thousands of Polish women and children refugees have arrived in India. A large camp has been organised for them by the Government, and an Indian State has agreed to provide for the care of 5,000 of the children.⁵

LIVING CONDITIONS

WORKERS' NUTRITION AND WELFARE IN THE U.S.S.R.

At a meeting of the Presidium of the U.S.S.R. Central Council of Trade Unions, held in Moscow from 7 to 10 December 1942 and attended by the chairmen of the central committees of the various unions, a report was submitted by Mr. N. M. Shvernik on the functions of trade unions in the field of workers' nutrition and welfare. A brief summary of measures taken in the Soviet Union to safeguard the food supply of industrial workers and of the decisions taken after discussion of Mr. Shvernik's report is given below.

Government Measures to Safeguard Workers' Nutrition.

In order to improve the feeding of workers in essential industries a special organisation, consisting of workers' nutrition sections, was set up in the summer of 1942, with the function of broadening the basis of food supply by developing food-growing schemes in connection with factories, promoting the establishment of restaurants, canteens, and hostels for workers, and other similar measures. Certain priorities in the supply of food and industrial goods are granted by the Government to factories with a workers' nutrition section. The heads of undertakings are responsible for the activities of the workers' nutrition sections, but works committees and trade union members have an important function to fulfil

¹ *Indian Information*, Vol. 11, No. 102, 1 Oct. 1942.

² *The Statesman* (Delhi), 17 Oct. 1942.

³ *Indian Information*, Vol. 12, No. 17, 1 Jan. 1943.

⁴ *Idem*, Vol. 12, No. 108, 15 Jan. 1943.

⁵ *Ibid.*; communication to the I.L.O.

in ensuring the efficient operation of these organisations by maintaining methodical supervision over the running of restaurants, stores, distribution centres, food-growing schemes, the distribution of food cards, and the building up of food stocks. It is to this aspect of trade union activity that the decisions of the Presidium relate.

Functions of Trade Union and Works Committees.

The central trade union committees must take an active part in the work of the central directorates for workers' nutrition attached to the Peoples' Commissariats. They must also regularly assist the works committees in organising the distribution of food outside and inside the factories and through workers' restaurants.

Works committees are responsible for seeing that the stores and restaurants are properly run and that meals are rapidly served so that workers do not spend more than 25 or 30 minutes at each meal. They must also see that the food is of good quality and that menus are varied, that proper use is made of the supplies, and that each person receives a suitable quantity of food.

The central trade union committees, in collaboration with the directorates for workers' nutrition attached to the Peoples' Commissariats, must support the workers' nutrition sections, restaurant managers, and local works committees in their efforts to improve the efficiency of the restaurant service, and encourage the pooling of their experience.

To broaden the responsibility of the committees in the field of nutrition, the Presidium recommended that local works committees should be elected by the general meeting of workers and employees in the undertaking, and that restaurant, store and farm superintendents should be elected by workshop meetings.

The works committees are also responsible for supervising the work of the farms attached to the factories, and in particular the raising of cattle and pigs and the deliveries of milk and meat. Arrangements must be made in good time to organise the spring sowing, to extend the area under vegetable and potato crops, and to prepare the necessary implements and power. To this end, the trade union organisations were recommended to organise regional conferences at the beginning of 1943, to be attended by the managers of the workers' nutrition sections and the chairmen of the workers' nutrition committees, in order to make arrangements for enlarging the farms providing food directly for factories.

It was decided that local works committees should call conferences of workers and employees at least once a month to discuss the reports of the managers of workers' nutrition sections, restaurants, stores and factory farms, and of hostel superintendents. The method of electing delegates to these conferences must be decided by the works committees.

Welfare.

The trade union organisations were criticised for not attaching sufficient importance to cleanliness and tidiness in workers' hostels. It was stressed that special attention should be paid to cultural facilities in hostels; newspapers, war communiqués, books and periodicals should be made available and lectures organised.

The central, regional, and local committees should pay special attention to workers and employees returning from military service, and should help in their rehabilitation and in reorganising their civilian life.¹

WORKERS' ORGANISATIONS

THE INTERNATIONAL TRADE UNION MOVEMENT

PROPOSALS FOR THE WORLD ORGANISATION OF INDUSTRIES

The organ of the British Trades Union Congress has published the following note on the demands of the international trade union

¹ *Trud*, 8 Oct., 21 Nov. and 23 Dec. 1942.

movement with regard to world organisation of certain industries:

A good deal of groundwork is being done towards the setting up of the World Textile Office which is to look after the economic and social interests of the workers in that industry.¹ Now the International Miners' Federation tell us they intend to press for a parallel organisation for the coal industry, and we have raised the matter with the International Labour Office, which is giving it consideration.

Agriculture is another key industry that needs international organisation. We have asked the unions concerned to advise us on the general nature of the problems to be solved, and the kind of solutions to be sought. All sorts of world-wide factors have to be considered. Apart from the comparatively simple domestic questions such as the provision of adequate housing, health and medical services, invalidity and old-age pensions, there are the vast problems of the international organisation of agricultural credit, land tenure, land settlement, prices policy, disposal of surpluses, co-ordination of production and marketing.

A study is also being made of the decisions taken at the Conference of Agriculture held in Mexico City last year², in which the U.S.A. and 21 South American States took part, workers' representatives being included in their delegations. At this conference active steps to cope with major problems of agriculture were agreed on.

Representatives of Central and South-Eastern Europe who are living in this country have also submitted to us a plan for the rehabilitation of agriculture in their respective countries. The financial and economic organisation of the League of Nations has been asked to contribute material. The whole matter will come before the next meeting of the I.L.O. Permanent Agricultural Committee (on which the T.U.C. is represented).

INTERNATIONAL TRADE UNIONISM IN THE POST-WAR PERIOD

On the subject of the vast problems which international trade unionism will have to face in the post-war period, the organ of the British Trades Union Congress writes:

Trade unionism has vast problems to face in the reconstruction of the international movement, and certainly cannot wait for the war to end before getting to work on these tasks. Our main aim is clear. We have to build up an international organisation capable of withstanding aggressive reaction at all points. In doing this, we shall necessarily have to provide for the reconstruction of the trade union movements both in enemy and in occupied countries.

The nucleus of a new International Federation of Trade Unions has been formed by linking to it the International Secretariats of industries, instead of leaving them to function in a more or less isolated way. Then, there is the question of extending the I.F.T.U. so as to effect a balance between European sections and those of other countries. We are planning, also, to broaden the base of the I.F.T.U. constitution in order that racial, political, or other factors shall not be given too much weight with respect to association with the Federation.

Germany, Austria, and Italy all had, at one time, genuine and flourishing trade union movements, until they were subverted by Fascist tyranny. We propose to confer with our own Government, at an opportune moment, so as to ensure that when the occupied countries are liberated facilities will be given for grouping the working class again in *bona fide* trade union organisations. The exiled Governments now resident in Britain are preparing to co-operate.³

RELATIONS BETWEEN THE TRADE UNION MOVEMENTS OF THE UNITED STATES AND THE LATIN AMERICAN COUNTRIES

At the joint invitation of the American Federation of Labor and the Congress of Industrial Organizations, Mr. Bernardo Ibañez, General Secretary of the Chilean Labour Federation, visited the United States early in March 1943.⁴

¹ Cf. *International Labour Review*, Vol. XLVI, No. 1, July 1942, pp. 31-32.

² *Idem*, Vol. XLVI, No. 3, Sept. 1942, p. 319.

³ *The T.U.C. in Wartime*, Feb. 1943.

⁴ Cf. *International Labour Review*, Vol. XLVII, No. 4, Apr. 1943, p. 534.

Speaking at a press conference and a luncheon given by the two United States labour organisations, Mr. Ibañez emphasised that the Chilean Labour Federation had been the strongest factor in putting pressure on the Chilean Government to break off relations with the Axis and join the family of United Nations.

Throughout Latin America, he said, organised labour is the bulwark of democracy and the chief foe of Fascism. Much remains to be done in the organisation of Latin American workers into free and democratic trade union movements. Working and living conditions of labour in most South American nations are still at a terribly low level and industry is conducted on a feudalistic basis.

Relations between the United States and South America would be vastly improved, Mr. Ibañez suggested, if labour organisations in the United States would extend a helping hand to their fellow workers "south of the border". This could be done through the formation of an active and aggressive Inter-American Federation of Labour, which would provide a medium for full exchange of information and a broad programme of action.¹

In an article welcoming Mr. Ibañez to the United States, the *C.I.O. News* wrote:

Not only in Chile, but in other Latin American countries as well, organised labour is working to line up the whole continent in unbreakable unity with the United Nations for the defeat of the fascist Axis.

United States labour therefore has every reason, both in its own interests and for the sake of speedy victory in this people's war, to establish the closest relations with Latin American labour.

It is the hope of the C.I.O. that Ibañez' visit will contribute to international labour unity, not only with Chilean labour but with the whole Confederation of Latin American Workers, of which the Chilean labour movement is a part.

More than this, the C.I.O. hopes that unity of labour in the Americas will in its turn contribute to the unity of all labour in all the United Nations, which the last C.I.O. Convention set as its goal.²

CONCENTRATION IN THE AUSTRALIAN TRADE UNION MOVEMENT

One of the biggest mergers in Australian trade union history was completed on 27 January 1943, when it was announced that the Arms, Explosives, and Munition Workers' Federation had amalgamated with the Federated Ironworkers' Association of Australia. The amalgamated union will have a combined membership of more than 100,000. The following joint statement was issued by the organisations:

The amalgamated union will cover the great bulk of workers in the munitions industry as well as the basic steel and other heavy industries. The main objects of the amalgamation are to consolidate the ranks of industrial workers in this war period and prepare a strong workers' organisation to face the problems of the post-war world.³

¹ *The Trade Unionist* (A.F. of L.), 13 Mar. 1943.

² *C.I.O. News*, 15 Mar. 1943.

³ *Sydney Morning Herald*, 28 Jan. 1943.

STATISTICS

Wages

In accordance with the plan which has been adopted for publication at quarterly intervals in the *Review* of statistics on labour conditions in different countries, the statistics of the *general level of wages* are given in this issue.

The tables group together the most comparable data in two sections, namely:

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

Figures for the different industries or occupations covered by these series are given in the *Year Book of Labour Statistics, 1942* (table XIV).

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.

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

EXPLANATION OF SIGNS USED IN THE TABLES

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

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

The sign † signifies: "provisional figures".

The sign ° signifies: "covering men only".

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

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

The sign — between two figures of a series 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.

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

(a) Hourly rates or earnings

Date	AFRICA		AMERICA							
	Union of South Africa	Canada	United States					Argentina (Buenos Aires)	Mexico (Federal District)	
			B.L.S.	N.I.C.B.			Ind., transp., com., serv.	Ind.		
				Industries	Industries					
			M., ind., tr., com.		M., ind., transp.	M. W.	M.	W.	M. W.	M. W.
			M.	M. W.	M. W.		Earnings			Earnings
Rates	Rates	Earnings	Earnings			Earnings	Earnings			
Money wages										
			Cents	Cents	Cents	Cents		Pesos		
1929	*	*	*	62.5	39.8	59.0	*	*		
1931	*	*	*	59.7	37.1	56.4	*	*		
1932	*	*	45.8	52.6	32.5	49.8	*	*		
1933	*	*	45.5	51.8	34.0	49.1	*	*		
1934	*	*	54.1	60.7	42.7	58.0	*	0.28		
1935	*	*	55.9	62.8r	43.7	59.9	*	*		
1936	*	*	56.4	65.1	43.4	61.9	*	0.33		
1937	*	*	63.4	73.5	47.3	69.5	*	0.36		
1938	*	*	63.9	75.8	48.2	71.6	*	0.40		
1939	*	*	63.3r	76.5	47.5	72.0	*	0.46		
1940	*	*	66.1r	78.4	49.1	73.9	*	0.47		
1941	*	*	72.9r	86.7	53.3	81.4	*	—		
1942	*	*	85.3	98.7	60.9	92.4	*	—		
1941: Dec.	*	*	—	92.4	57.2	86.8	*	*		
1942: Mar.	*	*	81.1r	94.8	58.2	88.8	*	*		
June	*	*	84.5r	97.9	60.0	91.7	*	*		
Sept.	*	*	89.2r	102.3	63.6	95.7	*	*		
Dec.	*	*	90.7	104.4	64.7	97.0	*	*		
Index numbers of money wages (Base: 1929=100)										
			*	100	100	100	100	*		
1929	100	100	*	96	93	96	87	*		
1931	97	97	100 ¹	84	82	84	84	*		
1932	93	90	98	83	85	83	87	*		
1933	94	86	118	97	107	98	83	100		
1934	94	87	122	100	110	102	90	*		
1935	98	89	123	104	109	105	93	118		
1936	100	91	138	118	119	118	96	129		
1937	100	97	140	121	121	121	95	143		
1938	101	100	138r	122	119	122	100	164		
1939	102	101	144r	125	123	125	101	168		
1940	103†	104	159r	139	135	138	105	—		
1941	—	114	186	158	153	157	—	—		
1942	—	—	177	152	146	151	*	*		
1941: Dec.	*	*	184r	157	151	155	*	*		
1942: Mar.	*	*	195r	164	160	162	*	*		
June	*	*	198	167	163	164	*	*		
Sept.	*	*	—	—	—	—	—	—		
Dec.	*	*	—	—	—	—	—	—		
Index numbers of real wages (Base: 1929=100)										
			*	100	100	100	100	*		
1929	100	100	*	110	107	110	100	*		
1931	103	108	100	108	105	108	108	*		
1932	104	112	103	111	114	111	106	*		
1933	108	110	120	122	135	124	107	(100)		
1934	106	110	121	122	133	123	109	*		
1935	111	113	121	123	129	124	103	(103)		
1936	112	112	131	133	134	133	104	(93)		
1937	110	117	136	141	140	141	104	(93)		
1938	107	120	135r	144	140	143	107	(106)		
1939	108	120	140r	147	145	147	106	(107)		
1940	106†	119	135r	156	152	155	107	—		
1941	—	124	156	162	157	160	—	—		
1942	—	—	—	159	154	158	*	*		
1941: Dec.	*	*	151	158	152	157	*	*		
1942: Mar.	*	*	155	161	155	160	*	*		
June	*	*	161r	166	162	165	*	*		
Sept.	*	*	161	166	161	163	*	*		
Dec.	*	*	—	—	—	—	—	—		
Persons covered	*	*	4,685,000	*	*	*	*	63,900		

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

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

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

STATISTICS OF THE GENERAL LEVEL OF WAGES (cont.)

(a) Hourly rates or earnings

Date	ASIA			EUROPE				
	China (Shanghai)	Japan ^a	Palestine	Germany				
	Industries	Industries	Industries	Mines ^b , industries, transport ^c				
	M. W.	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. W.
	Rates	Earnings	Rates	Rates				Earnings
	Money wages							
1929	*	*	*	101.1	79.4	52.7	85.3	96.8
1930	0.059	*	*	102.8	80.7	53.6	86.8	94.0
1931	0.057	*	*	97.4	76.6	51.0	82.3	86.9
1932	0.057	*	*	81.6	64.4	43.9	69.7	73.0
1933	0.058	*	*	78.5	62.3	43.4	67.6	70.7
1934	0.056	*	*	78.3	62.2	43.3	67.5	72.5
1935	0.053	*	*	78.3	62.2	43.4	67.5	73.6
1936	0.055	*	*	78.3	62.2	43.4	67.5	74.8
1937	0.050	*	*	78.5	62.3	43.4	67.6	76.4
1938	0.051	*	*	78.8	62.5	43.7	67.9	78.9
1939	0.060	*	*	79.1	62.8	44.0	68.2	81.2
1940	0.070	*	*	79.2	63.0	44.1	68.2	83.9r
1941	0.122	*	*	79.9	63.8	44.4	68.9	87.5
1941: Dec.	—	*	*	80.0†	63.9†	44.5†	69.1†	88.2
1942: Mar.	—	*	*	—	—	—	—	—
June	—	—	*	—	—	—	—	—
Sept.	—	*	*	—	—	—	—	—
Index numbers of money wages (Base: 1929=100)								
1929	*	100	100	100	100	100	100	100
1930	100	*	105	102	102	102	102	97
1931	97	*	101	96	96	97	96	90
1932	97	87	101	81	81	83	82	75
1933	98	85	112	78	78	82	79	73
1934	95	88	137	77	78	82	79	75
1935	90	88	133	77	78	82	79	76
1936	93	88	128	77	78	82	79	77
1937	85	92	124	78	78	82	79	79
1938	86	100	120	78	79	83	80	82
1939	102	99 ^a	115	78	79	83	80	84
1940	119	—	114	78	79	84	80	87r
1941	207	—	133	79	80	84	81	90
1941: Dec.	—	—	*	79†	81†	84†	81†	91
1942: Mar.	—	—	160	—	—	—	—	—
June	—	—	—	—	—	—	—	—
Sept.	—	—	—	—	—	—	—	—
Index numbers of real wages (Base: 1929=100)								
1929	*	*	*	100	100	100	100	100
1930	100	*	*	106	106	106	106	101
1931	100	*	*	109	109	110	109	102
1932	108	100	*	103	104	106	104	96
1933	118	96	*	101	103	108	104	95
1934	113	96	*	99	100	105	101	95
1935	105	92	*	97	98	103	99	95
1936	101	91	*	96	97	102	98	96
1937	77	91	*	96	97	101	98	97
1938	62	92	*	95	96	102	97	100
1939	56	79 ^a	*	95	97	102	98	102
1940	30	—	*	93	94	100	95	103r
1941	27	—	*	91	93	97	93	105
1941: Dec.	—	—	*	92†	93†	98†	94†	105
1942: Mar.	—	—	*	—	—	—	—	—
June	—	—	*	—	—	—	—	—
Sept.	—	—	*	—	—	—	—	—
Persons covered	75,000†	1,563,601	*	*	*	*	*	*

¹ Series recalculated according to a new cost-of-living index number. ² Series calculated by the I.L.O.: daily earnings divided by hours actually worked per day. Up to 1938, statistics of the Bank of Japan. ³ Three first quarters. ⁴ From 1929 to 1937, series calculated by the I.L.O., based on money wages published for 1938 to which the index numbers were applied. Since 1938, including Austria.

China. Annual figures: up to 1935, Sept. of each year; from 1936 onwards, averages.
Palestine (Jewish labour). Annual figures: averages; monthly figures: end of the month in question. The original indices relate to rates of wages per 8-hour day.

(a) Hourly rates or earnings

Date	EUROPE (cont.)									
	Belgium			Bulgaria			Denmark			
	Mines, industries, transport			Industries			Industries, transport°, etc.			
	M.W. sk.	M. W. unsk.	M. W.	M.	W.	M. W.	M. sk.	M. unsk.	W.	M. W.
	Earnings			Earnings			Earnings			
Money wages										
				Leva	Leva	Leva	Öre	Öre	Öre	Öre
1929	*	*	*	10.01	5.98	7.81	153	124	83	128
1930	*	*	*	9.76	6.16	7.33	156	126	84	131
1931	*	*	*	9.25	5.58	7.12	155	126	84	131
1932	*	*	*	7.75	4.90	6.20	153	127	85	131
1933	*	*	*	7.76	4.69	6.53	153	127	85	131
1934	*	*	*	7.29	4.59	6.09	154	129	86	132
1935	*	*	*	7.04	5.13	6.11	155	129	87	133
1936	*	*	*	7.09	5.22	6.03	156	130	87	132
1937	*	*	*	7.78	5.88	6.61	158	133	88	135
1938	*	*	*	8.15	6.33	7.02	166	140	94	142
1939	*	*	*	8.27	6.58	7.32	175	148	96	147
1940	*	*	*	8.82	7.47	8.32	194	163	108	162
1941	*	*	*	10.27	7.72	9.23	206	177	117r	175
1941: Dec.	*	*	*	11.65	8.54	10.81	211	180	119	180
1942: Mar.	*	*	*	*	*	*	210	178	120	178
June	*	*	*	—	—	—	—	—	—	—
Sept.	*	*	*	*	*	*	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	104	106	106	98	103	94	102	102	101	102
1931	97	98	99	92	93	91	101	102	101	102
1932	88	89	91	77	82	79	100	102	102	102
1933	87	87	88	78	78	84	100	103	102	102
1934	83	83	84	73	77	78	100	104	103	103
1935	80	83	81	70	86	78	101	104	105	104
1936	87	89	88	71	87	77	102	105	105	103
1937	97	100	97	78	98	85	103	107	106	105
1938	102	105	103	81	106	90	109	113	113	111
1939	103	105	104	83	110	94	114	119	116	115
1940	109 ¹	111 ¹	110 ¹	88	125	107	126	132	130	127
1941	115 ²	119 ²	118 ²	103	129	118	134	143	142	137
1941: Dec.	—	—	—	116	143	138	138	145	143	141
1942: Mar.	—	—	—	*	*	*	137	144	145	139
June	—	—	—	—	—	—	—	—	—	—
Sept.	—	—	—	*	*	*	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	101	102	102	107	113	103	107	106	106	107
1931	104	105	106	116	117	114	113	114	113	114
1932	106	106	108	105	112	108	112	114	114	114
1933	105	105	107	114	115	123	109	112	111	111
1934	104	105	106	114	121	122	105	109	108	107
1935	101	103	102	118	144	131	103	106	106	105
1936	103	106	104	124	153	135	102	105	104	103
1937	105	109	106	134	169	146	99	104	102	102
1938	109	112	110	136	176	150	102	107	107	105
1939	111	114	112	132	176	150	105	109	106	106
1940	—	—	—	130	184	157	91	95	94	91
1941	—	—	—	122	154	110	85	91	90	87
1941: Dec.	—	—	—	114	140	136	85	90	89	87
1942: Mar.	—	—	—	*	*	*	86	90	91	87
June	—	—	—	—	—	—	—	—	—	—
Sept.	—	—	—	*	*	*	—	—	—	—
Persons covered	*	*	*	4,716	2,042	6,758	60,000	73,000	37,000	169,000

¹ Three quarters only. ² Two first quarters only.

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

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

(a) Hourly rates or earnings

Date	EUROPE (cont.)										
	Estonia			France					Great Britain		
	Industries, etc.			Metals (Paris)	Industries, etc.		Metals and industries	J.R. S.S. ²	M. of L. ⁴	L. & C. E. S. ⁵	
								Agr., mines, ind., transp., local auth.			
								M. W.			
	M.	W.	M. W.	M. W.	Paris	Other towns	M.W. ¹ chiefly skilled				
Earnings			Rates					Rates			
Money wages											
1929	Sents	Sents	Sents	Frs.	Frs.	Frs.	Frs.	*	*	*	*
1930	37.9	23.0	32.1	5.45	6.10	3.83	2.26	*	*	*	*
1931	38.7	23.0	32.5	5.79	6.64	4.08	2.42	*	*	*	*
1932	37.0	22.9	31.9	5.74	6.61	4.08	2.42	*	*	*	*
1933	34.5	22.1	29.9	5.47	6.34	3.99	2.35	*	*	*	*
1934	33.2	22.0	29.2	5.57	6.34	3.89	2.26	*	*	*	*
1935	33.0	21.9	29.0	5.54	6.34	3.89	2.28	*	*	*	*
1936	34.4	22.4	29.9	5.49	6.23	3.80	2.26	*	*	*	*
1937	36.3	23.4	31.6	6.33	7.06	4.42	2.62	*	*	*	*
1938	39.4	25.0	34.4	9.41	10.06	5.60	3.08	*	*	*	*
1939	42.4	26.5	37.1	10.45	10.50	6.19	3.42	*	*	*	*
1940	45.4	28.6	39.8	10.93	*	*	*	*	*	*	*
1941	47.0 ¹	31.0 ¹	41.7 ¹	11.19	10.90	6.34	3.50	*	*	*	*
1942	*	*	*	11.93	12.11	7.17	4.15	*	*	*	*
1941: Dec.	*	*	*	12.45	*	*	*	*	*	*	*
1942: Mar.	*	*	*	12.50	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	*	*	*	*
Sept.	*	*	*	—	*	*	*	*	*	*	*
Dec.	*	*	*	—	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)											
1929	100	100	100	100	100	100	100	100	100	100	100
1930	102	100	101	106	109	107	107	107	99	100	99
1932	91	96	93	100	104	104	104	104	96	96	96
1934	87	95	90	102	104	102	101	102	96	96	95
1935	91	97	93	101	102	99	100	100	97	97	96
1936	96	102	98	116	116	115	116	115	100	100	98
1937	104	109	107	173	165	146	136	150	105	104	102
1938	112	115	116	192	172	162	151	165	106	107	105
1939	120	124	124	201	*	*	*	*	—	108	107
1940	124 ¹	135 ¹	130 ¹	205	179	166	155	167	—	122	118
1941	*	*	*	219	199	187	184	190	—	—	128
1942	*	*	*	—	—	—	—	—	—	—	137
1941: Dec.	*	*	*	228	*	*	*	*	*	—	134
1942: Mar.	*	*	*	229	*	*	*	*	*	—	135
June	*	*	*	—	*	*	*	*	*	—	138
Sept.	*	*	*	—	*	*	*	*	*	—	139 ^r
Dec.	*	*	*	—	*	*	*	*	*	—	139
Index numbers of real wages (Base: 1929 = 100)											
1929	100	100	100	*	*	*	*	*	100	100	100
1930	(115)	(112)	(114)	100	100	100	100	100	103	104	103
1932	(113)	(120)	(116)	103	104	108	107	107	109	110	110
1934	(117)	(128)	(121)	110	109	114	113	114	111	111	110
1935	(120)	(129)	(123)	116	115	119	119	120	111	111	110
1936	(114)	(121)	(117)	125	122	126	126	126	111	111	110
1937	(117)	(122)	(120)	154	144	134	124	138	111	110	108
1938	(119)	(123)	(123)	150	132	130	121	132	111	113	110
1939	(123)	(127)	(127)	—	*	*	*	*	—	112	110
1940	(111) ¹	(120) ¹	(116) ¹	—	—	—	—	—	—	108	104
1941	*	*	*	—	—	—	—	—	—	—	106
1942	*	*	*	—	—	—	—	—	—	—	113
1941: Dec.	*	*	*	—	*	*	*	*	*	—	110
1942: Mar.	*	*	*	—	*	*	*	*	*	—	114
June	*	*	*	—	*	*	*	*	*	—	114 ^r
Sept.	*	*	*	—	*	*	*	*	*	—	114 ^r
Dec.	*	*	*	—	*	*	*	*	*	—	115
Persons covered	35,000	15,000	50,000	*	*	*	*	*	*	*	*

¹ Mar. ² Series calculated by the I.L.O.: weighted averages of the rates of the four preceding series. ³ *Journal of the Royal Statistical Society*. ⁴ Ministry of Labour. ⁵ *London and Cambridge Economic Service*.
France. Metals: annual figures; averages; monthly figures: averages for the quarter ending with the month in question. Industries: annual figures; Oct. of each year.
Great Britain: including Northern Ireland.

(a) Hourly rates or earnings

EUROPE (cont.)										
Date	Hungary	Italy	Latvia (Riga)				Lithuania			
	Indus-tries	Indus-tries, etc.	Industries, etc.				Industries			
			M. sk.	M. unsk.	W. unsk.	M. W.	M. sk. ⁴	M. unsk. ⁴	W. ⁴	M. W. ⁴
	Earnings	Earnings	Earnings				Rates			
Money wages										
	Pengo	Lire	Sants.	Sants.	Sants.	Sants.	Litas	Litas	Litas	
1929	0.57	2.09	81	57	33	51	*	*	*	*
1930	0.52	2.07	84	59	33	53	1.45	0.90	0.56	*
1931	0.55	1.95	82	57	33	53	1.44	0.86	0.54	*
1932	0.51	1.91	72	50	31	46	1.30	0.81	0.52	*
1933	0.48	1.86	65	47	30	43	1.14	0.69	0.47	*
1934	0.46	1.80	63	47	30	43	1.07	0.63	0.44	*
1935	0.44	1.77	64	49	30	43	1.04	0.64	0.44	*
1936	0.45	1.88	65	49	30	44	1.03	0.63	0.43	*
1937	0.46	2.11	68	52	32	46	1.09	0.68	0.49	*
1938	0.49	2.26	73	55	35	50	1.14	0.68	0.49	*
1939	0.53 ¹	2.30 ¹	76	57	36	52	—	—	—	*
1940	0.58 ²	—	79 ²	60 ²	38 ²	54 ²	—	—	—	*
1941: Dec.	*	*	—	—	—	—	*	*	*	*
1942: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
	100	100	100	100	100	100	100	100	100	100
1929	100	100	100	100	100	100	100	100	100	100
1930	91	99	104	104	100	104	96	96	96	96
1931	95	93	101	100	100	104	90	90	92	89
1932	89	91	89	88	94	90	79	77	83	80
1933	84	89	80	82	91	84	74	69	78	73
1934	81	86	78	82	91	84	72	72	79	74
1935	77	85	79	86	91	84	71	70	77	72
1936	79	90	80	85	93	86	75	76	88	79
1937	81	101	84	90	97	90	78	76	87	80
1938	86	108	90	96	106	98	—	—	—	—
1939	93 ¹	110 ¹	94	100	109	102	—	—	—	—
1940	102 ²	—	95 ²	105 ²	116 ²	106 ²	—	—	—	—
1941: Dec.	*	*	—	—	—	—	*	*	*	*
1942: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
	100	100	*	*	*	*	*	*	*	*
1929	100	100	*	*	*	*	*	*	*	*
1930	(101)	102	100	100	100	100	100	100	100	100
1931	(112)	107	107	106	111	110	107	103	102	103
1932	(107)	110	108	107	118	110	113	114	117	113
1933	(108)	112	102	105	120	107	115	113	122	117
1934	(106)	114	104	111	126	113	116	109	122	114
1935	(99)	111	104	114	125	111	128	128	141	132
1936	(96)	109	106	113	127	114	125	123	135	128
1937	(92)	111	102	111	123	110	120	121	140	126
1938	(98)	110	100	107	122	108	123	118	136	125
1939	(107) ¹	111 ¹	101	107	121	109	—	—	—	—
1940	(108) ²	—	99 ²	107 ²	121 ²	107 ²	—	—	—	—
1941: Dec.	*	*	—	—	—	—	*	*	*	*
1942: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Sept.	*	*	—	—	—	—	*	*	*	*
Persons covered	289,000	1,526,636	*	*	*	44,716	*	*	*	*

¹ Including the Northern Territories and Subcarpathian Russia. ² Excluding Eastern Territories and Transylvania. ³ Mar. ⁴ Money wages calculated by the I.L.O.: daily rates of wages divided by normal hours per day. ⁵ Series calculated by the I.L.O.: weighted averages of the rates for men and women.

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

STATISTICS OF THE GENERAL LEVEL OF WAGES (*cont.*)(a) *Hourly rates or earnings*

Date	EUROPE (concl.)									
	Nether-lands	Poland	Sweden			Switzerland				Czecho-slovakia (Prague)
	M., in-dustries	M., in-dustries	Mines ^o , ind., transp., com.			Industries, some transport, com., etc.				Indus-tries
	M.	M. W.	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M. W.	M. W.
	Earnings	Earnings	Earnings			Earnings				Rates
Money wages										
		Zl.	Kr.	Kr.	Kr.	Frs.	Frs.	Frs.		Kč.
1929	*	1.01	1.25	0.74	1.12	1.48	1.14	0.77	*	4.37
1930	*	1.00	1.29	0.75	1.15	1.49	1.16	0.76	*	4.47
1931	*	0.93	1.29	0.75	1.15	1.51	1.16	0.78	*	4.49
1932	*	0.86	1.27	0.74	1.13	1.45	1.11	0.74	*	4.49
1933	*	0.78	1.22	0.73	1.09	1.42	1.09	0.72	*	4.47
1934	*	0.74	1.22	0.73	1.09	1.39	1.07	0.71	*	4.37
1935	*	0.72	1.24	0.74	1.11	1.36	1.05	0.70	*	4.34
1936	*	0.71	1.25	0.75	1.12	1.33	1.03	0.69	*	4.33
1937	*	0.74	1.29	0.77	1.15	1.32	1.05	0.69	*	4.22
1938	*	0.78	1.37	0.80	1.23	1.37	1.06	0.72	*	4.32
1939	*	0.79 ¹	1.42	0.83	1.27	1.37	1.07	0.72	*	4.35 ¹
1940	*	*	1.53	0.93	1.37	1.41	1.10	0.74	*	—
1941	*	*	1.64	1.01	1.45	1.51	1.21	0.80	*	—
1941: Dec.	*	*	*	*	*	*	*	*	*	—
1942: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	102	99	103	101	103	101	102	99	101	102
1931	100	92	103	101	103	102	102	101	103	103
1932	93	85	102	100	101	98	97	96	98	103
1933	89	77	98	99	98	97	96	94	96	102
1934	86	73	98	99	98	94	94	92	94	100
1935	83	71	99	100	99	92	92	91	93	99
1936	81	70	100	101	100	90	90	90	91	99
1937	82	73	103	104	103	89	92	90	91	97
1938	86	77	110	108	109	93	93	94	93	99
1939	87	78 ¹	114	112	114	93	94	94	94	100 ¹
1940	91 ¹	*	122	126	122	95	96	96	96	—
1941	—	*	131	136	129	102	106	104	104	—
1941: Dec.	*	*	*	*	*	*	*	*	*	—
1942: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	(106)	(108)	106	104	106	103	104	101	103	105
1931	(111)	(112)	110	108	109	109	109	109	110	110
1932	(111)	(114)	110	108	110	114	114	112	114	112
1933	(107)	(115)	108	109	108	119	117	115	118	113
1934	(104)	(118)	107	108	107	117	117	115	117	112
1935	(103)	(119)	107	108	107	116	116	114	116	108
1936	(103)	(122)	107	108	107	111	112	111	113	106
1937	(101)	(119)	108	109	108	105	108	106	107	102
1938	(104)	(127)	112	110	111	109	109	110	110	100
1939	(104)	(130) ¹	113	111	113	108	110	109	109	94 ¹
1940	(101) ¹	*	106	109	106	101	103	102	102	—
1941	—	*	100	104	99	94	98	96	96	—
1941: Dec.	*	*	*	*	*	*	*	*	*	—
1942: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	*	—
Persons covered	78,000	813,843	389,747	77,915	505,729	29,000	29,000	9,000	67,000	*

¹ Jan.-June. ² March.

(a) Hourly rates or earnings

OCEANIA						
Date	Australia			New Zealand		
	Mines ^o , industries, transport ^o , etc.			Agr. ^o , mines ^o , industries, transp. ^o , com.		
	M.	W.	M. W. ¹	M.	W. ²	M. W. ¹
	Rates			Rates		
Money wages						
	s. d.	s. d.				
1929	2 3	1 2½	*	*	*	*
1930	2 2½	1 2½	*	*	*	*
1931	2 0	1 1	*	*	*	*
1932	1 10¾	1 0¾	*	*	*	*
1933	1 10	0 11¾	*	*	*	*
1934	1 10	0 11¾	*	*	*	*
1935	1 10½	1 0	*	*	*	*
1936	1 11	1 0¾	*	*	*	*
1937	2 0	1 1	*	*	*	*
1938	2 1½	1 1½	*	*	*	*
1939	2 2½	1 2½	*	*	*	*
1940	2 3½	1 2½	*	*	*	*
1941	2 4½	1 3½	*	*	*	*
1941: Dec.	2 5½	1 3½	*	*	*	*
1942: Mar.	2 6	1 4½	*	*	*	*
June	2 6½	1 4½	*	*	*	*
Sept.	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)						
1929	100	100	100	100	100	100
1930	98	99	98	100	100	100
1931	89	90	89	94	94	94
1932	84	84	84	89	90	89
1933	81	81	81	87	88	87
1934	82	82	82	87	88	87
1935	83	83	83	89	89	89
1936	85	85	85	99	99	99
1937	89	90	89	113	112	113
1938	96	93	95	120	116	119
1939	97	98	97	122	122	121
1940	101	100	101	126	126	125
1941	106	107	107	126	126	125
1941: Dec.	108	109	108	*	*	*
1942: Mar.	111	112	111	*	*	*
June	113	114	113	*	*	*
Sept.	—	—	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)						
1929	100	100	100	100	100	100
1930	103	105	103	102	102	102
1931	105	106	105	104	105	104
1932	104	104	104	107	107	107
1933	104	104	104	110	111	110
1934	103	103	103	109	109	109
1935	102	102	102	107	107	107
1936	103	103	103	115	115	115
1937	105	106	105	123	122	123
1938	110	107	110	126	123	125
1939	109	110	109	123	123	122
1940	108	108	108	122	122	121
1941	109	109	109	118	118	117
1941: Dec.	108	109	108	*	*	*
1942: Mar.	109	110	109	*	*	*
June	108	108	108	*	*	*
Sept.	—	—	—	*	*	*
Persons covered	*	*	*	*	*	*

¹ Series calculated by the I.L.O.: weighted averages of the rates for men and women. ² Series calculated by the I.L.O.: index numbers of weekly rates of wages divided by index numbers of normal hours per week.

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

(b) Daily, weekly or monthly earnings

AMERICA											
Date	Canada	United States				Argentina		Chile	Colombia (Bogotá)		
	M., ind., transp., com., services	B.L.S. Series	N.I.C.B. Series			Whole country	Buenos Aires	Ind.	Industries, services		
		In- dustries	Industries			M., ind.	Ind., transp., com., ser- vices				
	M. W.	M. W.	M	W.	M. W.	M. W.	M. W.	M.	W.	M. W.	
Weekly	Weekly	Weekly			Mthly	Mthly	Daily	Daily			
Money wages											
1929	\$	\$	\$	\$	\$	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos
1931	*	22.18	24.00	17.61	28.55	*	141.87	*	*	*	*
1932	*	17.86	17.96	14.69	22.62	*	120.87	*	*	*	*
1933	*	17.36	18.69	11.73	17.05	*	115.11	*	*	*	*
1934	*	18.93	21.07	12.35	17.71	*	119.89	*	*	*	*
1935	*	20.85	23.49	14.50	20.06	*	109.49	*	*	*	*
1936	*	22.60	26.02	15.37	22.23	*	118.90	*	*	*	*
1937	*	24.95	28.72	17.02	24.39	*	122.57	*	*	*	*
1938	*	22.70	26.07	15.74	26.80	104.4	126.63	12.60	*	*	*
1939	*	23.86r	28.97	15.69	24.43	*	125.28	14.16	1.69 ³	1.05 ³	1.59 ³
1940	*	25.20r	30.64	17.02	27.04	107.3	128.61	16.62	1.72	1.13	1.58
1941	26.02 ¹	29.58r	36.18	17.43	28.54	105.9	132.70	20.23	1.75	1.12	1.61
1942	28.76	36.65	43.46	20.29	33.62	—	136.70	24.91	—	—	—
1942	28.76	36.65	43.46	23.95	40.03	—	—	—	—	—	—
1941: Dec.	26.13	—	38.75	22.15	36.08	*	*	28.09	—	—	—
1942: Mar.	28.41	34.63r	41.31	22.73	38.14	*	*	30.06	—	—	—
June	28.55	36.25r	42.82	23.42	39.52	*	*	32.30	—	—	—
Sept.	29.16	37.80r	45.40	24.92	41.79	*	*	33.81	—	—	—
Dec.	30.03	40.27	47.05	26.44	42.99	*	*	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)											
1929	*	100	100	100	100	*	100	*	*	*	*
1931	*	83	78	83	79	*	85	*	*	*	*
1932	*	68	59	67	60	*	81	*	*	*	*
1933	*	66	61	70	62	*	85	*	*	*	*
1934	*	72	69	82	70	*	77	*	*	*	*
1935	*	78	77	87	78	*	84	*	*	*	*
1936	*	83	85	89	85	*	86	*	*	*	*
1937	*	91	94	97	94	100	89	100	*	*	*
1938	*	83	85	89	86	*	88	117	100 ³	100 ³	100 ³
1939	*	87r	95	97	95	103	91	132	103	101	102
1940	*	92r	100	99	100	101	94	161	103r	106r	103r
1941	100 ³	108r	118	115	118	—	96	198	105	111	102
1942	112	134	142	136	140	—	—	—	—	—	—
1941: Dec.	102	—	126	126	126	*	*	223	—	—	—
1942: Mar.	111	127r	135	129	134	*	*	239	—	—	—
June	111	133r	140	133	138	*	*	256	—	—	—
Sept.	114	138r	148	142	146	*	*	268	—	—	—
Dec.	117	148	154	150	151	*	*	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)											
1929	*	100	100	100	100	*	100	*	*	*	*
1931	*	94	90	96	91	*	98	*	*	*	*
1932	*	84	75	86	77	*	105	*	*	*	*
1933	*	86	82	94	83	*	102	*	*	*	*
1934	*	92	87	104	89	*	99	*	*	*	*
1935	*	96	93	106	94	*	101	*	*	*	*
1936	*	101	100	105	101	*	95	*	*	*	*
1937	*	107	106	109	106	100	96	(100)	*	*	*
1938	*	100	99	103	99	*	96	(113)	100 ³	100 ³	100 ³
1939	*	108r	111	114	111	102	97	(125)	100	99	99
1940	*	113r	118	116	118	98	98	(135)	104	106r	104r
1941	100 ³	126r	133	129	132	—	98	(145)	107	113	104
1942	104	141	145	139	144	—	—	—	—	—	—
1941: Dec.	96	—	136	135	136	*	*	(148)	—	—	—
1942: Mar.	104	136r	140	134	139	*	*	(148)	—	—	—
June	102	140r	144	137	142	*	*	(150)	—	—	—
Sept.	105	144r	150	144	149	*	*	(149)	—	—	—
Dec.	108	150	152	149	149	*	*	—	—	—	—
Persons covered	1,868,000 ¹	5,001,000	*	*	*	617,000	—	19,435	—	—	13,000

¹ Mar.-Dec. ² Mar. ³ May-Dec.

Canada. Monthly figures: last week of the month.

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

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

(b) Daily, weekly or monthly earnings

Date	AMERICA (cont.)		ASIA							EUROPE	
	Mexico	Uruguay	China		Japan			Palestine	Germany		
	Mi., ind., transp.	Ind.	Shang-hai	Chung-king	Imperial Cabinet series			Bank of Japan	Ind.	M.°, ind., transp.°	Agr., ind., transp., com.
			Ind.	Ind.	Industries			Ind.			
	M. W.	M. W.	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	M. W.	
	Weekly	Monthly	Daily	Daily	Daily			Daily	Daily	Weekly	Weekly
Money wages											
	Pesos	Pesos	Sh. \$	Ch. \$	Yen	Yen	Yen				RM.
1929	*	*	*	*	2.65	0.99	2.06	*	*	*	31.19
1930	*	*	0.669	*	2.55	0.91	2.00	*	*	*	30.57
1931	*	*	0.678	*	2.43	0.82	1.87	*	*	*	27.73
1932	*	*	0.627	*	2.51	0.77	1.91	*	*	*	22.88
1933	*	*	0.639	*	2.54	0.74	1.88	*	*	*	21.88
1934	*	*	0.600	*	2.49	0.73	1.89	*	*	*	22.83
1935	*	*	0.572	*	2.43	0.73	1.88	*	*	*	24.04
1936	*	38.36	0.607	*	2.42	0.74	1.90	*	*	*	25.25
1937	*	*	0.597	0.787	2.48	0.78	1.96	*	*	*	26.52
1938	*	41.62	0.590	1.376	2.49	0.85	2.06	*	*	*	27.84
1939	28.80	41.55	0.719	1.728	2.56 ^a	0.88 ^a	2.00 ^a	*	*	*	—
1940	28.47	42.08	1.423	3.332	—	—	—	*	*	*	—
1941	—	44.69	2.731	7.783	—	—	—	*	*	*	—
1941: Dec.	—	45.64	*	*	—	—	—	*	*	*	*
1942: Mar.	—	—	*	*	—	—	—	*	*	*	*
June	—	—	*	*	—	—	—	*	*	*	*
Sept.	—	—	*	*	—	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)											
1929	*	*	*	*	100	100	100	100	*	100	100
1930	*	*	100	*	96	92	97	95	*	92	98
1931	*	*	101	*	92	83	91	87	*	81	89
1932	*	*	94	*	95	77	92	85	*	67	73
1933	*	*	96	*	96	74	91	86	*	68	70
1934	*	*	90	*	94	73	92	88	*	73	73
1935	*	*	86	*	92	73	91	88	*	75	77
1936	*	100	91	*	91	75	92	88	*	78	81
1937	*	*	89	100	94	79	95	93	*	81	85
1938	*	108	88	175	94	86	100	102	100 ^a	85	89
1939	100	108	107	220	97 ^a	89 ^a	97 ^a	—	107	88	—
1940	99	110	211	423	—	—	—	—	106	92	—
1941	—	117	408	989	—	—	—	—	117	97	—
1941: Dec.	—	119	*	*	—	—	—	*	—	97	—
1942: Mar.	—	—	*	*	—	—	—	*	—	—	—
June	—	—	*	*	—	—	—	*	—	—	—
Sept.	—	—	*	*	—	—	—	*	—	—	—
Index numbers of real wages (Base: 1929 = 100)											
1929	*	*	*	*	*	*	*	*	*	100	100
1930	*	*	100	*	*	*	*	*	*	96	102
1931	*	*	104	*	*	*	*	*	*	92	101
1932	*	*	104	*	100	100	100	100	*	85	94
1933	*	*	115	*	99	94	96	99	*	89	92
1934	*	*	107	*	93	89	93	97	*	93	93
1935	*	*	101	*	88	86	89	94	*	94	96
1936	*	100	99	*	86	86	88	92	*	97	100
1937	*	*	81	100	84	87	87	93	*	99	105
1938	*	106	63	151	79	88	85	95	100 ^a	104	109
1939	100	101	59	115	79 ^a	72 ^a	79 ^a	—	106	107	—
1940	98	97	53	77	—	—	—	—	92	109	—
1941	—	104	54	54	—	—	—	—	78	112	—
1941: Dec.	—	107	*	*	—	—	—	*	—	112	—
1942: Mar.	—	—	*	*	—	—	—	*	—	—	—
June	—	—	*	*	—	—	—	*	—	—	—
Sept.	—	—	*	*	—	—	—	*	—	—	—
Persons covered	*	39,901	*	*	1,048,576	515,025	1,563,601	1,598,111	*	—	16,393,700

¹ Insurance statistics (invalidity). ² Three first quarters. ³ Jan.

Mexico. Annual figures: April.

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

STATISTICS OF THE GENERAL LEVEL OF WAGES (cont.)

(b) Daily, weekly or monthly earnings

Date	EUROPE (cont.)									
	Estonia			France	Great Britain and Northern Ireland			Hungary	Italy	Latvia (Riga)
	Industries, etc.			Industries	Mie, ind., transp., com.			Industries	Industries, etc.	Industries, etc.
	M.	W.	M. W.	M. W.	M.	W.	M. W. ³	M. W.	M. W.	M. W.
	Weekly			Weekly ¹	Weekly			Daily	Monthly	Weekly ¹⁰
Money wages										
	E. Kr.	E. Kr.	E. Kr.		s. d.	s. d.	s. d.	Pengő		
1929	19.02	10.92	15.82	*	*	*	*	5.15	*	*
1930	19.32	10.95	15.82	*	*	*	*	5.02	*	*
1931	17.23	10.22	14.42	*	*	*	*	4.71	*	*
1932	15.28	9.56	12.99	*	*	*	*	4.34	*	*
1933	14.70	9.52	12.68	*	*	*	*	4.13	*	*
1934	15.17	9.84	13.25	*	*	*	*	4.03	*	*
1935	16.45	10.51	14.21	*	*	*	*	3.89	*	*
1936	18.00	11.22	15.20	*	*	*	*	3.90	*	*
1937	19.58	11.95	16.89	*	*	*	*	3.97	*	*
1938	20.80	12.45	18.01	*	69 0 ⁸	32 6 ⁸	53 3 ⁸	4.27	*	*
1939	22.28	13.49	19.27	*	*	*	*	4.38 ⁸	*	*
1940	—	—	—	*	89 0 ⁴	38 11 ⁴	69 2 ⁴	4.79 ⁷	*	*
1941	—	—	—	*	99 5 ⁴	43 11 ⁴	75 10 ⁴	—	*	*
1941: Dec.	—	—	—	*	102 0 ⁸	47 6 ⁸	77 9 ⁸	*	*	*
1942: Mar.	—	—	—	*	*	*	*	*	*	*
June	—	—	—	*	111 5 ⁴	54 2 ⁴	85 2 ⁴	*	*	*
Sept.	—	—	—	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	*	*	*	*	100	100 ⁸	*
1930	102	100	100	100	*	*	*	97	95	*
1931	91	94	91	97	*	*	*	91	87	*
1932	80	88	82	88	*	*	*	84	85	100
1933	77	87	80	90	*	*	*	80	85	96
1934	80	90	84	89	*	*	*	78	81	97
1935	86	96	90	87	*	*	*	76	74	96
1936	95	103	96	103	*	*	*	76	78	99
1937	103	109	107	118	*	*	*	77	90	105
1938	109	114	114	124	100 ⁸	100 ⁸	100 ⁸	83	94	114
1939	117	124	122	—	129 ⁴	130 ⁴	129 ⁴	85 ⁴	101 ⁸	117
1940	—	—	—	—	129 ⁴	130 ⁴	129 ⁴	93 ⁷	*	121 ⁸
1941	—	—	—	143	144 ⁴	135 ⁴	142 ⁴	—	*	—
1941: Dec.	—	—	—	*	148 ⁸	146 ⁸	146 ⁸	*	*	—
1942: Mar.	—	—	—	*	*	*	*	*	*	—
June	—	—	—	*	161 ⁴	167 ⁴	160 ⁴	*	*	—
Sept.	—	—	—	*	*	*	*	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	*	*	*	*	100	100	*
1930	(114)	(113)	(112)	100	*	*	*	(108)	99	*
1931	(106)	(109)	(107)	100	*	*	*	(106)	100	*
1932	(100)	(109)	(102)	98	*	*	*	(101)	102	100
1933	(103)	(116)	(107)	103	*	*	*	(103)	107	100
1934	(107)	(121)	(113)	106	*	*	*	(103)	108	106
1935	(115)	(128)	(119)	111	*	*	*	(97)	97	104
1936	(113)	(123)	(115)	120	*	*	*	(92)	94	107
1937	(116)	(123)	(120)	115	*	*	*	(88)	100	105
1938	(116)	(121)	(121)	107	100 ⁸	100 ⁸	100 ⁸	(94)	96	103
1939	(123)	(129)	(128)	—	108 ⁴	109 ⁴	108 ⁴	(98) ⁴	103 ⁸	103
1940	—	—	—	—	108 ⁴	109 ⁴	108 ⁴	(99) ⁷	*	100 ⁸
1941	—	—	—	—	113 ⁴	106 ⁴	112 ⁴	—	*	—
1941: Dec.	—	—	—	*	115 ⁸	114 ⁸	114 ⁸	*	*	—
1942: Mar.	—	—	—	*	*	*	*	*	*	—
June	—	—	—	*	125 ⁴	129 ⁴	123 ⁴	*	*	—
Sept.	—	—	—	*	*	*	*	*	*	*
Persons covered	35,000	15,000	50,000	*	—	—	6,250,000	289,000	1,526,636	44,716

¹ Series calculated by the I.L.O.: hourly rates multiplied by hours actually worked per week. ² Incl. juveniles. ³ Oct. ⁴ July. ⁵ Jan. 1942. ⁶ Including the Northern Territories and Subcarpathian Russia. ⁷ Excluding Eastern Territories and Transylvania. ⁸ Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per month. ⁹ Mar. ¹⁰ Series calculated by the I.L.O.: hourly earnings multiplied by hours actually worked per week.

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

(b) Daily, weekly or monthly earnings

Date	EUROPE (cont.)										
	Norway	Netherlands	Poland	Rumania	Sweden			Switzerland			
	M., industries	M., ind., transp., com., local auth.	Industries	Ind. (some agr. oc., transp., com.)	Mines ^o , industries, transp., com.			Industries, some transp., com., etc.			
	M.	M. W.	M. W.	M. W.	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M. W. ²
	Daily	Daily ¹	Weekly	Mthly	Weekly			Daily			
	Money wages										
1929	Kr. 11.75	Fl. 4.20	Zl. *	*	Kr. 59.63	Kr. 34.19	Kr. 52.98	Frs. 12.45	Frs. 9.85	Frs. 6.45	*
1930	11.80	4.23	*	*	61.66	34.50	55.10	12.57	9.90	6.36	*
1931	11.26	4.22	*	*	57.41	32.70	50.95	12.62	9.97	6.36	*
1932	11.48	4.07	29.60	*	56.48	32.28	50.46	12.92	10.35	6.54	*
1933	11.31	3.92	28.01	*	54.73	32.69	49.16	12.73	10.08	6.32	*
1934	11.34	3.77	26.74	*	56.10	32.57	50.11	12.75	10.00	6.46	*
1935	11.34	3.64	26.96	*	57.63	33.65	51.54	12.39	9.73	6.36	*
1936	11.71	3.54	27.30	*	59.62	34.64	52.99	12.12	9.51	6.11	*
1937	12.59	3.52	29.30	*	61.48	35.40	54.75	11.90	9.69	6.24	*
1938	13.82	3.54	—	*	64.75	36.69	57.40	12.11	9.58	6.34	*
1939	14.04	3.56	—	*	67.19	38.85	59.82	12.20	9.69	6.21	*
1940	15.16	3.70	—	*	72.74	42.63	64.49	12.62	9.95	6.34	*
1941	—	—	—	*	77.13	45.45	68.56	13.34	10.75	6.97	*
1941: Dec.	*	*	*	*	*	*	*	*	*	*	*
1942: Mar.	*	*	*	*	*	*	*	*	*	*	*
June	*	*	*	*	*	*	*	*	*	*	*
Sept.	*	*	*	*	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)											
1929	100	100	*	100	100	100	100	100	100	100	100
1930	100	101	*	96	103	101	104	101	101	99	100
1931	96	100	*	85	96	96	96	101	101	99	101
1932	98	97	100	69	95	94	95	100	100	100	100
1933	96	93	95	63	92	96	93	99	97	97	98
1934	97	90	90	62	94	95	95	99	97	99	98
1935	97	87	91	61	97	98	97	96	94	97	96
1936	100	84	92	62	100	101	100	94	92	93	93
1937	107	84	99	66	103	104	103	92	94	95	93
1938	118	84	—	67	109	107	108	94	93	97	94
1939	119	85	—	69	113	112	112	94	94	95	94
1940	129	88	—	—	122	125	122	98	96	97	96
1941	—	—	—	—	129	133	129	103	104	107	104
1941: Dec.	*	*	*	—	*	*	*	*	*	*	*
1942: Mar.	*	*	*	—	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	*	*	*	*
Sept.	*	*	*	—	*	*	*	*	*	*	*
Index numbers of real wages (Base: 1929 = 100)											
1929	100	100	*	100	100	100	100	100	100	100	100
1930	104	(105)	*	(107)	106	104	107	103	102	101	102
1931	104	(112)	*	(116)	103	102	103	109	109	106	108
1932	109	(115)	100	(111)	102	102	103	100	100	100	100
1933	109	(112)	(105)	(111)	101	106	102	104	103	102	103
1934	108	(108)	(108)	(116)	103	104	104	106	103	106	105
1935	106	(107)	(114)	(110)	105	107	106	103	101	105	103
1936	107	(107)	(119)	(108)	108	109	108	100	98	99	99
1937	107	(103)	(119)	(106)	108	109	108	93	94	96	94
1938	114	(102)	—	(102)	110	110	111	94	93	98	95
1939	114	(102)	—	(92)	112	111	111	94	94	95	94
1940	106	(96)	—	—	106	108	106	89	88	89	88
1941	—	—	—	—	99	101	99	82	83	85	83
1941: Dec.	*	*	*	—	*	*	*	*	*	*	*
1942: Mar.	*	*	*	—	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	*	*	*	*
Sept.	*	*	*	—	*	*	*	*	*	*	*
Persons covered	—	1,365,000	—	—	389,747	77,915	505,729	6,000	6,000	1,000	14,000

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

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

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

Rumania. Annual figures: averages; monthly figures: averages for Jan., Apr., July, and Oct.

Sweden. Annual figures: averages; from 1929 to 1931, approximate figures.

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

(b) Daily, weekly or monthly earnings

Date	EUROPE (concl.)					OCEANIA		
	Czecho- slovakia	U.S.S.R.		Yugoslavia		New Zealand		
	Agr., ind., some transp., com., etc.	M., industries		Croatia & Slavonia	Ind., some transp., com.	Industries		
				M., ind., tr., com.				
		M. W.	M. W.	M. W.	M. W.	M. W.	M.	W.
Daily ¹	Daily	Monthly	Monthly	Daily ⁴	Weekly			
Money wages								
	Kč.	RbIs.	RbIs.	Dinars	Dinars	s. d.	s. d.	
1929	19.11	3.07	77.06	*	26.32	89 6	39 6	*
1930	19.13	3.55	82.59	1.143	26.56	91 6	37 7	*
1931	18.66	4.11	96.10	1.137	26.19	86 2	35 11	*
1932	17.73	4.88	115.42	1.042	24.58	77 0	34 9	*
1933	16.72	5.18	126.08	988	23.22	73 8	33 3	*
1934	16.30	5.94	147.30	999	22.24	70 6	32 0	*
1935	15.93	7.55	186.75	890	21.65	70 11	31 4	*
1936	16.18	9.23	225.58	909	21.66	75 5	32 1	*
1937	17.09	10.15	242.46	950	22.71	88 9	37 6	*
1938	17.71	—	—	973	23.64	94 6	38 4	*
1939	18.92 ²	—	—	1.000	24.28	98 5	41 7	*
1940	—	—	—	1.151 ³	27.77 ⁵	101 9	44 10	*
1941	—	—	—	—	—	109 10	49 1	*
1941: Dec.	—	*	*	—	—	*	*	*
1942: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Index numbers of money wages (Base: 1929 = 100)								
1929	100	100	100	*	100	100	100	100
1930	100	116	107	100	101	102	95	101
1931	98	134	125	100	100	96	91	95
1932	93	159	150	91	93	86	88	84
1933	88	169	164	86	88	82	84	81
1934	85	193	191	79	84	79	81	77
1935	83	246	242	78	82	79	79	77
1936	85	301	293	80	82	84	81	81
1937	89	331	315	83	86	99	95	95
1938	93	—	353 [†]	85	90	106	97	104
1939	99 ²	—	—	87	92	110	105	109
1940	—	—	—	101 ³	106 ⁵	114	113	114
1941	—	—	—	—	—	122	124	123
1941: Dec.	—	*	*	—	—	*	*	*
1942: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)								
1929	100	*	*	*	100	100	100	100
1930	(102)	*	*	100	(110)	105	97	104
1931	(104)	*	*	100	(114)	107	101	106
1932	(101)	*	*	99	(115)	103	105	101
1933	(96)	*	*	106	(111)	104	106	102
1934	(95)	*	*	106	(112)	98	101	95
1935	(90)	*	*	96	(111)	95	95	92
1936	(91)	*	*	95	(111)	98	94	94
1937	(95)	*	*	92	(110)	108	103	103
1938	(94)	*	*	92	(104)	111	102	109
1939	(94) ²	*	*	97	(102)	112	107	110
1940	—	*	*	—	(90) ⁵	111	111	111
1941	—	*	*	—	—	114	116	115
1941: Dec.	—	*	*	—	—	*	*	*
1942: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Sept.	—	*	*	—	—	*	*	*
Persons covered	1,363,341	6,722,000		—	707,435	64,883	22,452	87,335

¹ Insurance statistics (sickness). ² Jan.-June. ³ Two first quarters. ⁴ Insurance statistics (sickness and accidents). ⁵ Jan.-Nov. ⁶ Series calculated by the I.L.O.: weighted averages of the earnings for men and women.

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

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

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

BIBLIOGRAPHY

Book Notes

OFFICIAL PUBLICATIONS

UNITED STATES

Coast Guard. *Wartime Safety Measures for Merchant Marine. Regulations—Recommendations.* Educational Series, No. 2. Washington, D.C., Government Printing Office, 1943. xiv + 120 pp.

A comprehensive handbook of wartime safety measures in the mercantile marine "prepared from a digest of information obtained directly from foreign regulatory authorities and masters, officers, and seamen of American, British, Norwegian, Dutch, Belgian, and other United Nations vessels, as well as notes taken at investigations of casualties occurring to American vessels during the present war".

Practically all aspects of wartime safety measures—drills, lifeboat construction, accommodation, and equipment, life rafts, life preservers, life-saving suits, special equipment, security inspection, first aid, hints for action in cases of emergency, care of survivors, etc.—are dealt with systematically and in detail. In each case the text of the regulations applicable in the mercantile marine of the United States is given in bold type, followed by full explanations. A number of figures and diagrams add to the usefulness of this volume, which should be consulted and studied by all who are concerned with the safety of life at sea in wartime.

Federal Works Agency. *Work Projects Administration for the City of New York. Co-operative Housing.* Studies of the Co-operative Project, Series E. Published with the assistance of the Edward A. Filene Good Will Fund, Inc., New York, 1942. xiii + 276 pp. 50 c.

This volume consists of 512 digests and abstracts of publications, both books and articles, dealing with co-operative housing proper, building and loan societies, and housing co-partnership associations. In an introductory note, Mr. V. J. Tereshtenko, Director of the Project, gives a short outline of the various problems connected with housing co-operatives. Several indexes are included in the volume to facilitate reference.

Housing being one of the main problems to be considered during the post-war period, this volume, the first of its kind, is of particular value to co-operators and students of housing problems in general.

NON-OFFICIAL PUBLICATIONS

Ashley, C.A. (editor). *Reconstruction in Canada.* Toronto, University of Toronto Press, 1943. xvi + 148 pp. \$1.

This volume of lectures attempts to outline for Canada some of the remedial and administrative measures which will be required to maintain and improve the productivity of Canadian natural resources and provide for employment after the war. In almost every lecture the difficulties of proceeding along sound economic lines under a federal system of government are stressed, and it is made clear that constitutional changes will be necessary in Canada if social security is to be provided or wider measures of economic progress and development are

to be achieved. In the latter field the subjects of soil, forest and water-power resources, public works construction, housing and town planning are discussed. There are also chapters on the vital role that international economic collaboration will play for Canada, the social services, Canadian democratic institutions, and the general Canadian economic setting as it has been developing under the strains and maladjustments of wartime activities. In all these sections the discussion is on a high level of competency, and by confining themselves to the treatment of current and prospective problems the authors have given a good picture of the difficulties connected with reconstruction without involving themselves in prescriptions for a Canadian Utopia.

Burns, A. E., and Watson, D.S. *Government Spending and Economic Expansion*. Washington, D.C., American Council on Public Affairs, 1941. vi + 174 pp. Paper, \$2; cloth, \$2.50.

The authors of this book take a vigorous stand in favour of Government "deficit spending" (or, to use another phrase, "governmental income-producing expenditures that offset saving") as a necessary aid to the United States economy under peacetime conditions. Since the book was designed for the non-specialist reader it deals with this highly controversial topic in terms of black and white, but what it lacks in subtlety and detail of argument it makes up in force and clarity of expression. It should be most useful as an introductory college text book and as a handy guide to the layman who wants to understand the reasoning underlying the advice tendered to the United States Government in the late 1930's by the "deficit spenders".

The "maturity" hypothesis in relation to the American economy is ably stated, as well as the cumulative effects of the war of 1914-1918 and the boom of the 1920's. This section includes a discussion of the "over-saving" dilemma which faces the United States. It is followed by a historical outline of Treasury policy since 1930, showing the slow development of spending policy. The spending policy finally adopted is then analysed with the object of determining whether it achieved its ends; this requires an examination of the effective amounts and objects of deficit outlays. The general conclusion is that not enough was spent, and that the wavering of policy in regard to the way it was spent equally prevented a successful application of this technique. The common objections to deficit spending current in the daily press are summarily disposed of, in particular those relating to the dangers of a steadily increasing Government debt and tax burden. With regard to the effects of armament and war expenditures, it is pointed out that these will not necessarily create changes in the basic institutions of the American economy which will do away with the further necessity for deficit spending in the subsequent peace. In the final chapter the whole argument is summed up, deficit spending being characterised as "part and parcel of the growth of Government initiative and enterprise as dynamic, moving elements in the economic system. . . . We need more spending, public and private, to put America to work for its own security and strength."

California University. *World Resources and Peace*. Lectures on International Relations. Berkeley and Los Angeles, University of California Press, 1941. vii + 151 pp. \$1.50.

This book contains six lectures delivered at the University of California, Berkeley, California, between 3 October and 7 November 1939 under the auspices of the Committee on International Relations. The series was designed "to afford some understanding of certain economic problems which must be solved if a durable peace is to be realised".

The first lecture stresses the point that there is a problem of "have-not" nations, given the premise that power, prestige and independence are considered to be indispensable to the existence of the world's great Powers. The second shows that this problem has never been settled because peace treaties have never been drawn up in the interests of all, but have rather set up a new disequilibrium breeding new tensions and collapsing in war. In the twentieth century, moreover, tension grew apace because the nineteenth century outlets for national energy—colonial expansion and international investment—failed to keep pace with the productive potentialities of the world's highly industrialised nations. The third lecture makes it clear that, although colonies may often be "unprofitable" in the sense that they are a drain on the exchequer of the sovereign country, they usually serve to enrich individuals or groups within that country. On the other

hand, it denies that a few imperial powers can be self-sufficient, stressing rather the corollary that, as they approach a state of self-sufficiency, all other Powers recede from it, thus raising the problem of "have-not" nations in aggravated form.

The fourth lecture contrasts the imperial and the mandate systems. While the latter suffered from constitutional defects and shortcomings in operation, it is upheld as being a continuation of the anti-imperial movement of before 1914. This should go further, however; "imperialism must legislate itself out of existence"—to be replaced, for example, by the assumption by a new League of Nations of responsibility for control over all areas of strategic importance which are not ready for self government. The fifth lecture stresses the close connection in the past between imperialism and international trade, suggesting that the growth of trade barriers since 1920 was merely "power imperialism in a different guise and on a different front". While the author hopes that the advantages of peaceful trade and the growing cost of wars will make the use of armed force unnecessary or unattractive in the future, he is careful to warn against hoping for too much.

Finally, the advantages of international organisation as opposed to the anarchy of rival powers struggling for empire are discussed. After comparing a possible organisation cut to the pattern of the dominant states of 1939 with the difficulties faced by the federal form of government in the United States, the author concludes that "a world ruled by force in the form of a democratic world parliament would suffer as much as imperialism from its peculiar incapacities and so would be doomed". A third possibility is a balance of power in which the give and take of the good trader would prevail. Thus "the doctrine of tolerance and the contented customer may do more to make the world fit to live in than all the schemes of empire or of unified parliamentary control".

Chapman, Guy. *The People's Food*. Reconstruction Series, No. 5. Wellington, N.Z., New Zealand Institute of International Affairs, 1942. 23 pp. 6d.

This pamphlet calls for a bold and constructive public food policy to arrest malnutrition and deficiency diseases. Concrete and practical proposals are outlined for the establishment of research and educational bodies, as well as plans for the rationalisation of production and marketing to reduce the cost of protective foods and preserve their vitamin values.

Gillette, John M., and Reinhardt, James M. *Problems of a Changing Social Order*. New York, American Book Company, 1942. 824 pp. \$4.

The social problems discussed in this study are not special queries arising out of the unprecedented social disturbances occasioned by the war, but the everyday problems linked to the necessary evolution of American civilisation. The subjects dealt with are consequently too numerous even to enumerate in a short review. While the necessity of international co-operation is admitted as a means of adjusting many problems common to most nations, the international social order is referred to only in the closing pages of this substantial volume. In enumerating the agencies which remain for the promotion and maintenance of order among nations, the authors mention embassies, international congresses and conferences, arbitration and the Hague Tribunal. No reference is made to the Permanent Court of International Justice, however, and only one page is devoted to the League of Nations, while the International Labour Organisation is not even mentioned.

Harris, Seymour E. (editor). *Postwar Economic Problems*. New York and London, McGraw-Hill Book Co., 1943. xii + 417 pp. \$3.50.

The twenty-three economists who have collaborated to make this stimulating book adhere for the most part to the economic doctrines expounded by Lord Keynes, but there are also a few sharp dissents. There is common agreement, however, that post-war objectives in the United States must be the provision of full employment, high productivity and equitable distribution of income, and the removal of trade barriers.

Professor Hansen reiterates his belief that by creating a high-consumption economy and adopting a vigorous development programme of urban rebuilding, transportation improvement and public works construction, it will be possible to secure a large measure of domestic prosperity. In a somewhat technical but

interesting chapter Professor Samuelson discusses the problem of unemployment and its relation to savings and a rising standard of living; and after an analysis of the boom which followed the last war, and the backlog of deferred consumer demand accumulating during this one, he concludes that there is serious danger of under-estimating the problem of maintaining full employment when peace comes.

Mr. Hitchcock discusses the distortions caused by total war in terms of shifts in employment, thus outlining the magnitude of the problem of effecting the transition to a peacetime economy. Professor Sweezy provides a vigorous defence of what has now come to be known as the "stagnation" theory in economics, and shows that it is in fact an optimistic, and not a pessimistic, doctrine if it be conceded that consumption is the final aim of economic activity. In an elaborate argument Professor Bissell attempts to demonstrate flaws in the Keynesian reasoning and expresses a preference for private investment, rather than governmental deficit spending, as the prime mover in attaining a high level of economic activity. Also in general opposition to the Keynesian analysis, Professor Schumpeter considers that the post-war world will see an aggravation of the "anti-capitalistic policies" which are typified by governmental deficit spending, heavy taxation and increasing Government control and operation of economic processes. He therefore foresees an "amphibial state" which will be neither capitalist nor socialist, which will lack the motive power inherent in either system and be subject to peculiar frictions and inefficiencies, but which will nevertheless conserve many human values that would perish in other types of states.

Professor Lerner assesses the possibilities of achieving a post-war liberal economic régime, and while the essay as a whole is rather optimistic, the difficulties in the way of securing the desired ends are in no way glossed over. Professor Simons goes to the extreme of advocating a return to nineteenth century economic liberalism, especially as a means of promoting trade between nations. Professor Leontief adds a plea for better use of statistics as a prerequisite to framing economy policy. In speculating on the size of the national debt that can be borne at high levels of national income in the United States, and all the connected problems, Professor Harris comes to the conclusion that the man in the street is probably needlessly concerned about the mounting war debt.

The economic problems associated with planning public works in order to help to effect the transition from a war to a peace economy are expertly analysed by Professor Higgins. On the same theme, Mr. Greer discusses at length the intricate and difficult questions connected with the urgent task of replanning and rebuilding cities. That this is a matter which is vastly complicated by a federal system of government is borne out by Mr. Perloff in his outline of state and municipal fiscal problems and policies.

Discussing the status of labour after the war, Professor Slichter concludes that organised labour will make a major contribution to intergroup co-operation when it thinks and acts in terms of the national interests of labour rather than in terms of the interests of small groups. Professor Witte contributes a section on the growing importance of social security in the "American way of life", and Mr. Wilson discusses the relations between nutrition, efficiency and the general well-being of the population. This discussion is continued by Professor Black in an admirable outline of American agricultural problems; and since agricultural problems are world-wide as well as national, Professor Davis explores the possibility of stabilising production and prices by means of international commodity agreements.

Professor Haberler shows cause for his belief that the achievement of full employment in the leading countries of the world will do more to promote world prosperity than the erection of regional or continental economic blocs. On the other hand, Professor Ellis believes that international trade and world prosperity will be promoted better by removing barriers to trade than by relying on the gradual spread of prosperity as a result of successful expansionary policies in the larger countries. Mr. Bryce, however, suggests that international investment must take a prominent part in securing world-wide prosperity and stability, and his viewpoint receives confirmation from Mr. Kindleberger, who argues cogently that post-war international monetary stabilisation will be dependent upon a resumption of long-term international capital transfers on a substantial scale. Finally, Professor Sumner considers the possibility of the maintenance of price control as a post-war necessity and concludes that its adoption as a permanent policy would amount to the choice of a type of economic system basically different from that of the past.

Huntington, Emily H. *Doors to Jobs. A Study of the Organization of the Labor Market in California.* Berkeley, University of California Press, 1942. xviii + 454 pp. \$3.50.

A large part of this study of employment agencies in California is necessarily devoted to the State Employment Service, though fee-charging, charitable, trade union, and professional agencies were investigated as well. At the time of the investigation (1938), in spite of a multiplicity of employment agencies little evidence was found in most occupations of any real organisation of the labour market, and the State Employment Service seems to have been unable to make many placements outside the fields of unskilled work and domestic service. Both established agencies and many employers appear to have been unfamiliar with and hostile to the aims and purpose of the State agency.

It was found that placement was well organised in only a few fields; by the Teachers' and Nurses' Federations in their respective fields, by the maritime unions in dock labour in the large ports, and by the well-known Central Casting in the motion picture industry. The two most important spheres in which placement was almost unorganised were agricultural labour and the placement of persons leaving school and entering the labour market for the first time. Since the study was made, the situation on the labour market in California has altered from a general surplus in 1938 to a general shortage, so that more favourable conditions for the organisation of placement have been created. In addition, the scope and functions of the employment service have been broadened by war requirements and the incorporation of the service into the Employment Service of the United States, so that the initial weaknesses of the public employment service which the study points out will no doubt be corrected.

Laidler, Harry W. (editor). *The Role of the Races in our Future Civilization.* Symposium by Pearl S. BUCK, LIN Yutang, Hon. Walter NASH, Sir Norman ANGELL, Hon. Lawrence W. CRAMER, Hon. T. T. LEW, Anup SINGH, Walter WHITE, and many others. L.I.D. Pamphlet Series. New York, League for Industrial Democracy, 1942. 112 pp. 50c.

A useful series of papers mainly prepared for a conference organised by the League for Industrial Democracy in May 1942. The relations of the so-called "white-skinned" peoples to others are the principal theme, but several interesting papers deal with other aspects of race relations. An outstanding contribution is that of Mr. Walter Nash on "Democracy's goal in race relationships—with special reference to New Zealand". On the basis of New Zealand's experience with the Maori people, Mr. Nash states that he is satisfied that:

With every people—whether they belong to the "backward" races of the world, whether they are "colonial" peoples, whether they constitute sub-merged minorities on terms of social and political inequality with other nationals, whether they are members of populous but impoverished nations such as China or India, whatever their political status, their culture, their material advancement—there is inherent in them all special abilities and qualities of leadership which, given an opportunity to develop, given a chance of full and free expression, can add tremendously to the world's well-being.

The brochure concludes with a valuable summary of the discussions at the conference.

Mitchell, Wesley Clair. *Business Cycles and Their Causes.* Berkeley, University of California Press, 1941. xii + 226 pp. \$3.

The publication in 1913 of Professor Mitchell's *Business Cycles* was a landmark in the history of business cycle theory; subsequent work in this field has effected improvements only by bringing the basic data and analysis up to date. In its original form, the book contained an exhaustive summary of business cycle theories, which appeared in Part I, and a complete statistical analysis of business fluctuations in the United States, England, France and Germany between 1890 and 1911, which appeared in Part II. The present volume is a reprint of Part III, which, as an outstanding contribution to economic theory, has stood the test of time in a way that could not be expected of the other sections.

While a complete revision would call for many shifts in emphasis and other minor changes, the inter-relations among economic activities remain virtually constant, and it is out of these inter-relations that the author has framed his explanation of business cycles.

As a realistic and penetrating account of what goes on within a business cycle the book still has value because, although economic organisations have changed since 1913, the fundamental institutions of private property, money economy, and free enterprise in search of profits persist in most countries.

Price, John. *British Trade Unions.* Published for the British Council. London, Longmans Green & Co., 1942. 46 pp. Illustrated. 1s.

The author of this pamphlet, who, as Mr. Ernest Bevin, the British Minister of Labour and National Service, says in a foreword, "writes with knowledge derived from practical experience as well as close study", gives in some forty pages a concise and clear description of the British trade union movement. The development of the workers' organisations is traced from the days when they were formed as trade clubs or benefit societies to protect the workers in time of trouble, such as sickness, accident, or loss of work, when they were suppressed under the laws against "combinations", to the present day, when not only is practically all wage-fixing in Great Britain carried out by the unions or by voluntary and statutory bodies on which the trade unions are represented, but trade unions are regarded both by the Government and the public as a valuable part of Great Britain's industrial and social machinery.

Mr. Price devotes one chapter to "The Trade Unions in the Community", and in another chapter, entitled "The Trade Unions at Work", explains the democratic methods used by the British trade unions in their daily activities. In dealing with "Trade Union Aims", he recalls the fact that "many of the trade union pioneers of the past were inspired by religious teachings and were themselves lay preachers", and that "the British trade union movement has always looked beyond the solution of bread-and-butter problems to the need for a higher and nobler life for the people".

Both the author of this booklet and the British Council, which is responsible for its publication, have rendered a valuable service in producing it. It should be useful not only to those who are outside the trade union movement, for whom it seems to be mainly intended, but also to organised workers in different parts of the world who wish to obtain an accurate knowledge of British trade union organisation and methods.

Books Received¹

Fabricant, Solomon. *Employment in Manufacturing, 1899-1939. An Analysis of its Relation to the Volume of Production.* New York, National Bureau of Economic Research, Inc., 1942. xix + 362 pp. \$3.

Foxcroft, Edmund J. B. *Australian Native Policy. Its History Especially in Victoria.* Melbourne and London, Melbourne University Press in association with Oxford University Press, 1941. 168 pp. 10s.

Hall, Fred S. *Forty Years 1902-1942. The Work of the New York Child Labor Committee.* New York, Child Labor Committee, 1943. 103 pp.

Heywood, Valentine. *Rebuilding Europe. The Views of Allied Statesmen as Recorded in a Series of Interviews in the Sunday Times.* London, Cassell and Company Ltd., 1942. viii + 49 pp. 1s.6d.

Hicks, Clarence J. *My Life in Industrial Relations. Fifty Years in the Growth of a Profession.* New York and London, Harper and Brothers, 1941. x + 180 pp. \$2.50.

Linares Quintana, Segundo V. (editor). *Anales de Legislación Argentina 1941.* Vol. I. Buenos Aires, Editorial La Ley, 1942. 898 pp.

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

Lauterbach, Albert T. *Economics in Uniform. Military Economy and Social Structure.* Princeton, Princeton University Press; London, Humphrey Milford, Oxford University Press, 1942. xi + 282 pp. \$3.

Levin, Deana. *Children in Soviet Russia.* London, Faber and Faber Ltd., 1942. 196 pp. 6s.

Parkes, Henry Bamford. *The World after War.* New York, Thomas Y. Crowell Company, 1942. vii + 240 pp. \$2.50.

Postgate, Raymond. *A Pocket History of the British Working Class.* Tilli-coultry (Scotland), N.C.L.C. Publishing Society, Ltd., 1942. 99 pp. Illustrated. 3s.6d.

Pipping, Hugo E. *Produktionspolitiska perspektiv. En presentation av produktionskommitténs betänkande.* Stockholm, Kooperativa Förbundets Bok-förlag, 1942. 67 pp.

Shannon, H. A., and Grebenik, E. *The Population of Bristol.* National Institute of Economic and Social Research. Occasional Papers II. Cambridge, Cambridge University Press, 1943. 92 pp. Map. 7s.6d.

Sloan, Pat. *How the Soviet State is Run.* The Marxist Text Book Series, No. 6. London, Lawrence & Wishart Ltd., 1942. 128 pp. 2s.6d.

Sturmthal, Adolf. *The Tragedy of European Labor, 1918-1939.* New York, Columbia University Press, 1943. xii + 389 pp. \$3.50.

Taft, Philip. *Economics and Problems of Labor.* Harrisburg, Pa., Stackpole Sons, 1942. xx + 994 pp. \$4.

Timlin, Mabel F. *Keynesian Economics.* Toronto, University of Toronto Press, 1942. vii + 198 pp.

Ward, W. W. *Winning the Peace.* London, Thorsons Publishers Ltd. 63 pp. 1s.6d.

Wrong, Margaret. *Five Points for Africa.* London, Edinburgh House Press, 1942. 150 pp. 2s.6d.

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No. 4, April. "The Employment Market in Switzerland, 1941-42". Page 507, third complete paragraph, last line but one: for "June" read "February".
