



# INDUSTRIAL AND LABOUR INFORMATION

## INTERNATIONAL LABOUR ORGANISATION

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

At the Sixty-third Annual Convention of the American Federation of Labor, which was held in Boston from 4 to 14 October 1943<sup>1</sup>, the following report concerning the International Labour Organisation was adopted unanimously:

At the close of the last war Samuel Gompers led the movement for the recognition of labour in the world machinery. The establishment of the International Labour Office culminated his efforts.

Since that time the conferences, the research activities, the covenants prepared and submitted through the International Labour Organisation, have served to promote the interests of labour throughout the world.

To-day labour must be ready to meet the far-reaching developments which will occur after the close of the war. Labour must have its programme ready; a programme setting forth the immediate steps to be taken and also plans for the future. To evolve these plans and to implement them the representatives of free labour of the world must meet and exchange ideas, and together chart the course.

The International Labour Organisation is the organisation equipped and qualified to call such a conference now. There is an immediate urgency for calling such a meeting, for unless such a conference is held, and a programme is agreed upon before the war is over, labour will be at a loss to press its just claims at the peace conference when that takes place. We therefore urge that the International Labour Office call a conference at the earliest possible moment to enable labour to prepare the programme for which it will press at the peace conference.

It is essential also at this time for us to re-evaluate the purpose, the structure, the method of procedure of the I.L.O.; as well as the scope of its programme. The functions of the I.L.O. are advisory and liaison. It has, therefore, continuously rendered service to all nations and for all workers since it was established. The I.L.O. has continued to function—to serve the workers of all nations—even in time of war. Through its research activities it has played a major part in helping workers in many countries to shape a programme of social and economic development within their own land. In those nations where the free trade union movement is strong the covenants submitted through the I.L.O. are ratified and enforced by the appropriate internal national law enforcement agencies of the country accepting them. The I.L.O. does not have and must not have an administrative function, for administration of law within any nation is distinctly inherent in national sovereignty. But functioning not as an administrative but as an advisory and liaison agency, the I.L.O. has rendered a magnificent service of tremendous importance within and among the nations participating therein.

During the last year, as the Executive Council's report sets forth, the I.L.O. has continued to render service. Its activities in this year included: the calling of the first Inter-American Conference on Social Security, which met in Santiago, Chile, last fall, at which time there was created a permanent agency to act in co-operation with the I.L.O.; the establishment of a permanent committee of the

<sup>1</sup> See below, p. 794.

Inter-American Conference on Social Security; it has conducted extensive research on employment problems which demand profound study to enable us to effect a sound social and economic programme of employment and re-employment as a part of the post-war programme of remobilisation of industry; the development of the Canadian-American study project on industrial safety and the prevention of industrial accidents; the rendering of continuous technical assistance to member countries at the request of their Governments on a number of subjects.

To-day we realise full well the usefulness of the I.L.O. must be extended to enable it to render greatly needed services. The problems of human welfare are to-day no longer limited to orthodox discussion of labour and social welfare in a restricted sense, but any effective programme of labour and social welfare must extend to a study of the entire economic and financial structure and control within each and among all nations. It is in the newer approach—financial and economic—that the liaison activities of the I.L.O. may well be directed. The growing interdependence of the several national programmes, the intimate and immediate effect upon world markets and upon workers' standards in any one country of the working conditions and workers' standards in any other country are of such tremendous importance to-day that the research and advisory programmes of the I.L.O. in every field which touches workers' lives should have the continuous attention of the members of our organisation in their locals, internationals, city and State bodies. . .

We have urged the calling of an international conference by the I.L.O. at the very earliest possible moment. We would submit in this connection that we feel that the functioning of the I.L.O. in an advisory capacity shall not prevent or deter consideration of the urgent trade union programme by a full group of trade union representatives, which group the I.L.O. might well convene. We must be mindful that to the extent to which we, the entire membership of our free trade union movement, keep well informed of the work of the I.L.O. in social, economic, and financial fields of research, to that extent we may the better be served by that organisation which we ourselves helped establish.<sup>1</sup>

## PUBLICATIONS OF THE OFFICE

### THE HEALTH OF CHILDREN IN OCCUPIED EUROPE

The first of a number of pamphlets planned by the Office to deal with questions of post-war relief and reconstruction has just been issued under the above title.

The pamphlet gives a brief account of food and other living conditions in the totally occupied countries of Europe and describes the disastrous consequences of inadequate diets and other forms of privation on the health of children. It points out in conclusion that successful reconstruction of the liberated countries depends on the rebuilding of the physical, mental, and moral strength of their rising generations, and describes the measures of international collaboration already initiated, and those necessary in the future, to provide supplies for the immediate relief of these countries after the war, a task which has been recognised by the United Nations as one of their primary duties.<sup>2</sup>

### INDUSTRIAL SAFETY SURVEY

The quarterly number of the *Industrial Safety Survey* for July-September 1943 (Vol. XIX, No. 3) has just been issued.

The principal items in this number are an article on "Labour Protection Problems in Wartime in Sweden", by Mr. H. Starland, Industrial Inspector, Stockholm, and an account of the 1943 Convention of the Industrial Accident Prevention Associations of Ontario, by R. B. Morley, General Manager of the Associations.

The notes on the activities of safety institutions and associations describe recent events in Germany, Great Britain, Mexico, and Sweden.

Summaries are also given of recent safety regulations in Argentina, Australia, Belgium, British Honduras, Canada, France, India (Madras), Portugal, United

<sup>1</sup> *Sixty-third Annual Convention of the American Federation of Labor, Boston 1943. Report of Proceedings*, p. 557.

<sup>2</sup> *The Health of Children in Occupied Europe*. Montreal, 1943. 37 pp. Price: 25c.; 1s.

States, and Uruguay. The official reports section covers the annual reports of the factory inspectorates in Denmark, Finland and India, the report of the Lombardy Fund for Compulsory Accident Insurance in Agriculture, in Italy, and analyses of accident statistics for Australia (New South Wales) and the United States.

#### LEGISLATIVE SERIES

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

This instalment contains translations or reprints of legislative measures concerning labour in the following countries: Australia, Bohemia and Moravia, Bulgaria, Denmark, Egypt, Finland, France, Germany, Guatemala, Haiti, Hungary, Italy, Netherlands, Norway, Portugal, Sweden, Switzerland, and Uruguay.

Special mention may be made of the Australian Child Endowment Acts, the Egyptian Trade Unions and Accident Insurance Acts, the Italian Maritime and Air Navigation Code, the Guatemalan Minimum Wages Decree, the Haiti Social Insurance Fund Decree, and the Portuguese Family Allowances Decree and Minimum Wage Decree.

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## SOCIAL AND ECONOMIC POLICY

### PROPOSED INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

A proposal for the establishment of a United Nations Bank for Reconstruction and Development has recently been published by the United States Treasury. The plan so far is unofficial and tentative, representing only the views of the United States Treasury and other Departments.

The purpose of the proposed bank is to encourage private financial agencies to provide long-term capital for the sound development of the productive resources of member countries and, when necessary, to co-operate with and supplement private capital for such purposes. The capital of the bank would amount to approximately \$10,000 million, subscribed by member countries according to an appropriate formula. Member countries would make an initial payment of 20 per cent. on their shares, and both this and subsequent payments would be made partly in gold and partly in local currency, the latter being repurchased by member countries with gold at the rate of 2 per cent. of the subscriptions annually.

The bank would have power to guarantee loans made with private capital to any member Government and, through the Government, to other public authorities and business and industrial enterprises. It would be able to participate in loans made with private capital or make loans out of its own resources only if the borrower were unable to secure the funds from private investment sources on reasonable terms. The decisions of the bank would be based exclusively on economic considerations. In passing upon any application, the bank would give consideration to the soundness of the investment project, to the budgetary position of the member Government guaranteeing the loan, and to the prospective balance of payments of the member country.

All loans for which the bank has any responsibility would be subject to the following conditions:

- (a) Payment of interest and principal must be fully guaranteed by the Government concerned;
- (b) The investment project must have been investigated and approved by a competent committee;
- (c) The terms of the loan must be reasonable; and
- (d) On guaranteed loans the bank must be compensated for the risk it assumes.

Payments of principal and interest must be made in free currencies or by agreement in the currency in which the loan was made. In the event of an acute exchange stringency, such payments may be made for a reasonable period in local currency.

The bank would deal only with or through the Governments of member countries, their central banks and fiscal agencies, and with or through international financial agencies that are owned predominantly by member Governments. However, with the approval of the member countries, the bank might guarantee international loans placed in their countries.

The administration of the bank would be vested in a board of directors consisting of one director appointed by each member Government. The board would appoint an executive committee and an advisory council and such other committees as it finds necessary for the work of the bank. The voting power of the member countries would be closely related to their share holdings. A member country would be able to withdraw from membership by giving one year's notice. One-fourth of the profit would be applied to surplus until surplus equalled 20 per cent. of the capital. The remaining profits would be distributed in proportion to shares held.<sup>1</sup>

### RECONSTRUCTION PLANNING IN CHINA

The following notes are based on information, recently received at the International Labour Office, relating to wartime industrial advance in Free China and two important conferences held in Chungking in April and June 1943 to consider plans for post-war industrialisation and economic development generally. In addition, a brief account is given of proposals for increasing the food supplies in the country in post-war years.

#### *Wartime Industrial Advance.*

The extent to which progress has been made in Chinese industrial production during the period 1938-1942 will be seen from the chart opposite, based on the index numbers for producers' goods (electric power, coal, pig iron, steel, copper, machine tools, steam engines, internal combustion engines, electric generators and transformers, cement, soda ash, caustic soda, bleaching powder, sulphuric acid and hydrochloric acid), consumers' goods (gasoline substitutes, motor spirit (alcohol), cotton yarn, flour, soap, matches, paper, leather, electric bulbs, printers' ink, pencils and cigarettes), and goods for export (tungsten, antimony, tin and mercury), and the general index number, which have recently been calculated by the Industrial and Mining Administration of the Ministry of Economic Affairs.<sup>2</sup>

The Minister of Economic Affairs, Mr. Wong Wan-hao, has published a statement<sup>3</sup> recalling some of the main features of the wartime industrial and commercial development. The statement emphasises the localisation of industry, more particularly in the southeastern provinces of Szechwan, Sikang, Hunan, Kwangsi, Yunnan, and Kweichow and the northwestern provinces of Shensi and Kansu (over 90 per cent. of the 2,854 private industrial undertakings registered at the end of 1942 with the Ministry of Economic Affairs—with an output at the time of slightly over three times as much as in 1938—and nearly all the undertakings operated by the National Resources Commission are situated in those areas); the large proportion of undertakings belonging to the category of heavy industries (of the total of 2,854 mentioned above, 812 undertakings in the mecha-

<sup>1</sup> U.S. TREASURY: *Guiding Principles for a Proposed United Nations Bank for Reconstruction and Development* (cf. *New York Times*, 9 Oct. 1943).

<sup>2</sup> The index numbers used for the chart are shown in the table below:

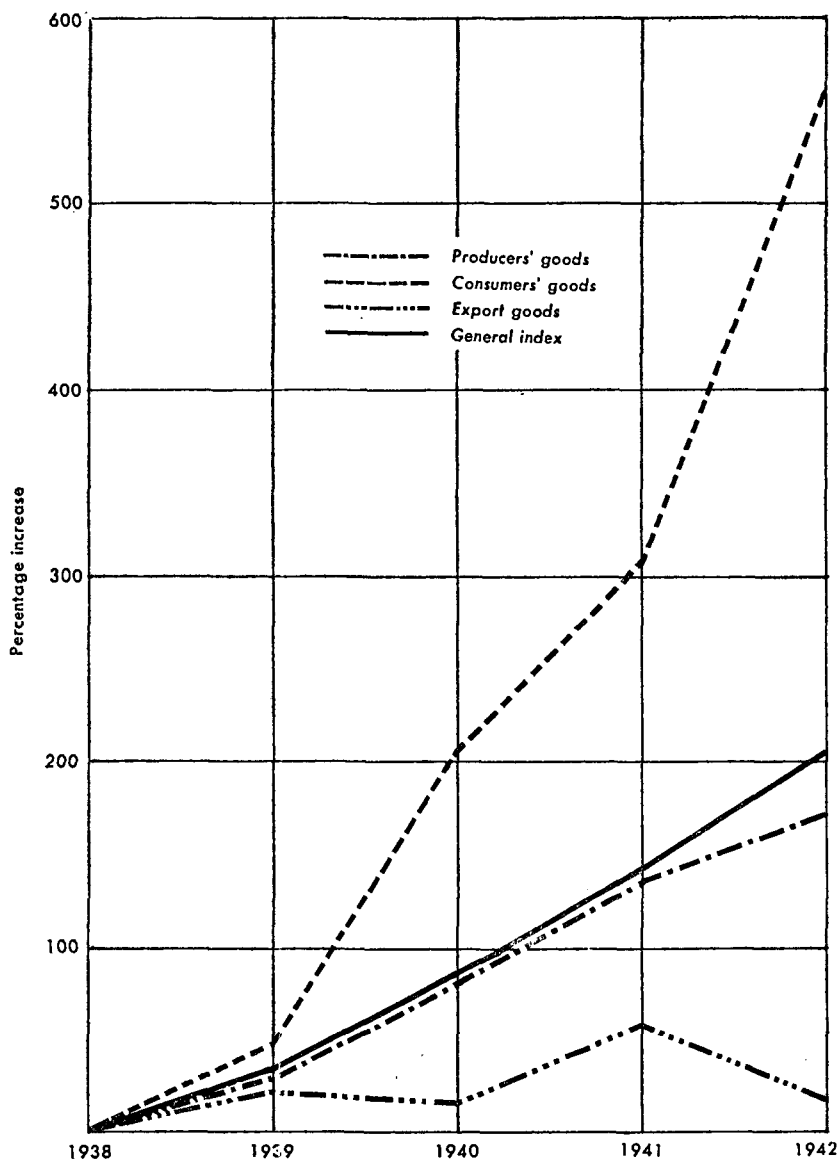
#### INDEX NUMBERS OF INDUSTRIAL PRODUCTION IN FREE CHINA, 1938-1942

Base: 1938 = 100

Index	1938	1939	1940	1941	1942
Producers' goods	100.00	129.66	181.13	230.61	272.12
Consumers' goods	100.00	146.39	306.27	404.07	658.88
Export goods	100.00	122.27	115.41	158.52	119.64
General index	100.00	130.72	185.85	242.96	302.17

<sup>3</sup> CHINA INFORMATION COMMITTEE: *Daily Bulletin*, No. 733, 21 Aug. 1943.

CHART SHOWING PERCENTAGE INCREASE ON 1938 FIGURES OF  
INDUSTRIAL PRODUCTION IN FREE CHINA, 1938-1942



nical engineering industry and a part of 847 undertakings in the chemical industry belong to the category, in addition to those operated by the National Resources Commission); the large number of undertakings operated by the State (100 by the National Resources Commission, and 17 development corporations directly operated by provincial Governments); and the progress made in technical research (the manufacture of gasoline from tung oil and the refining of tungsten, antimony, and tin for export are among the processes evolved as a result of such research).

The statement also emphasises the more efficient organisation of private industry. Various forms of assistance, it may be added, are provided by the Government to industry<sup>1</sup>, and the Joint Board of the Four Government Banks has allotted a sum of 2,000 million dollars for 1943 for the purpose of advancing loans to State and private undertakings. A part of this loan will be utilised for the purchase of raw materials (silk cocoons, sheep wool, cotton, metals, liquid fuel, coke) required by industry.<sup>2</sup>

Wartime commercial development, according to the above-mentioned statement, is characterised by the direction of trade by the Government. The National Resources Commission deals with the production, sale, and distribution of such minerals as tungsten, antimony, tin, and mercury. The various monopolies bureaux and companies under the Ministry of Finance deal with the monopolies of tobacco, salt, matches, and sugar. The Foreign Trade Commission is in charge of the trade in tung oil, tea, and hog bristles. Essential consumers' goods (raw cotton, cloth, edible oil, fuels, paper, rice) are all under Government control. A number of provincial Governments have, as noted above, organised development corporations and all of them control in one way or another the industrial and commercial development of their respective territories.

#### A CONFERENCE FOR PLANNING POST-WAR INDUSTRIALISATION

A conference for preparing plans for post-war industrialisation, convened by the Ministries of Education and Economic Affairs, was held at Chungking from 20 April to 1 May 1943.

It was attended by some 120 representatives of large industrial undertakings and heads of technical educational institutions in Free China. Generalissimo Chiang Kai-shek, who inaugurated the conference, emphasised the need for the concurrent development of State enterprise and private enterprise, in accordance with a well co-ordinated plan for industrialisation, and for the provision of adequate facilities for technical education and training. Eight committees of the conference dealt respectively with the metal, fuel, motive power, mechanical engineering, chemical, and consumers' goods industries and with the training of technical experts and of workers for skilled trades. A large number of resolutions were adopted, which were not published. It has been stated, however, that the conference placed on record its view that the work of preparing detailed plans for post-war industrialisation should be urgently proceeded with, that in making these plans due regard should be had, in particular, to the requirements of national defence and to the need for securing the necessary capital, and that wartime industrial development should be designed with a view to paving the way to post-war developments.

#### A NATIONAL ECONOMIC CONFERENCE

Another conference, convened by the National General Mobilisation Council and the Ministries of Economic Affairs and Agriculture and Forestry to consider ways and means of increasing agricultural and industrial production, was held at Chungking from 1 to 9 June 1943.

The conference was inaugurated by Generalissimo Chiang Kai-shek and attended by some 270 representatives of the Central and provincial Governments and of agricultural, industrial, and mining interests. It was the second conference of its kind (the first having been held in 1939). At the end of the conference a statement was issued on the resolutions passed and the objectives agreed upon.

The statement recalled that Generalissimo Chiang Kai-shek had set the conference the task of ensuring that present production would be adequate to meet military and civilian requirements, and of preparing the groundwork for post-war economic developments, including those relating to national defence. The conference had, accordingly, recommended action on the following lines:

For the *control of production*, the co-ordination of agricultural, industrial, and mining operations with a view to the attainment of self-sufficiency in war-

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942: "Wartime Economic and Social Organisation in Free China", pp. 700-701.

<sup>2</sup> CHINA INFORMATION COMMITTEE: *Daily Bulletin*, No. 720, 6 Aug. 1943.

time, having regard to the cessation of imports; the conservation, as far as possible under central control, of existing supplies of machinery and raw materials; the regulation of the operation of new undertakings with due regard to the available supplies and the needs of the situation; and the preparation of plans for demobilisation on the cessation of hostilities and for the transition, under central control, of production from wartime to peacetime requirements;

For the *efficient organisation of production*, the selection and training of technical and managerial staff; the introduction of measures for the careful utilisation of raw materials and of a satisfactory system of accounting; the concentration of production where necessary; the formulation of specific production goals in order to facilitate the maintenance and improvement of efficiency standards; the introduction of measures for specialisation and standardisation where necessary; and the promotion of the organisation of industrial, as distinct from commercial, associations and of technical research;

For the *extension of (iron and coal) mining operations*, which had been disorganised as a result of the war, the development of communications, and the introduction of modern processes by the Government;

For the *development of agriculture*, the introduction of measures to increase the food supply in deficit areas; the extension of the area under cotton and the control of cotton prices; the development of the facilities for irrigation; and the establishment of suitable local administrative machinery in the different areas for the promotion of agriculture and forestry;

For the *organisation of man-power*, the promotion of technical training by the close co-ordination of educational institutions and industrial undertakings and the introduction of voluntary labour service.

In addition, the statement emphasised the need for the development of communications, the organisation of banking, insurance, and credit (stock exchange) institutions in order to facilitate the circulation of capital, and the introduction of price control.

#### PROPOSALS FOR POST-WAR FOOD POLICY

Proposals for increasing the supply of food grains in China to meet the requirements of the country in the post-war years, together with a review of the wartime production, have been made by the Deputy-Director of the National Agricultural Research Bureau, Dr. Shen Tsung-han.<sup>1</sup>

Having regard to the limitations to an extension of the area under food crops, Dr. Shen proposes that efforts should be made to intensify productivity by the introduction of improved methods of farming (better irrigation, the use of quality seeds, and the more effective control of pests and diseases). He suggests the restriction of food crops to 80 per cent. of the land under cultivation (the proportion is slightly higher at present), but considers that if the proposed measures were taken and an adequate amount of fertilisers used, it would be possible to raise the total output by 25 per cent. In order to bring about that result, it is urged that it would be necessary to improve and extend the facilities for irrigation, to promote ploughing in winter, to develop wheat flour and fertiliser industries, communications and transport, and storage facilities, to regulate the regional distribution of crops, and to frame and enforce an adequate policy of food control.

The total annual average area under food crops in 15 provinces of Free China during the period 1938-1942 was 577,707,000 *mow* (1 *mow* = about 1/6 of an acre) and the corresponding figure for the period 1931-1937 was 574,022,000 *mow*. The increase is attributed to the substitution of wheat, corn, and sweet potatoes for opium poppy. The total annual average production of the different food crops for the periods 1931-1937 and 1938-1942 is shown below:

	1931-1937 <i>piculs</i>	1938-1942 <i>piculs</i>
Rice	726,315,000	698,904,000
Wheat	169,160,000	195,412,000
Barley	83,553,000	86,173,000
Corn	59,527,000	68,858,000
Sweet potatoes	216,049,000	266,627,000

1 *picul* = about 110 lbs.

<sup>1</sup> CHINA INFORMATION COMMITTEE: *Daily Bulletin*, No. 697, 10 July 1943.

There is evidence that, as a result of the war, a more varied diet than formerly has been adopted in different provinces and that rice is supplemented by wheat, corn, and sweet potatoes.<sup>1</sup>

### RECONSTRUCTION PLANNING IN INDIA

By letter dated 3 July 1943 the Department of Labour, Government of India, communicated to the International Labour Office information on changes in the organisation for reconstruction planning set up by the Government, and on the progress of work by that organisation up to the end of June 1943.

#### *A Committee on Social Services.*

The changes have previously been noted in these pages.<sup>2</sup> It must be added, however, that, in addition to the five committees (with Secretaries to the Government in the departments concerned as chairmen) charged with the technical preparatory work, a similar committee to deal with social services has been appointed. Among the matters with which this committee is concerned are health and hygiene in rural and urban districts (including welfare work among women and children), elementary and higher education, unemployment relief and measures for dealing with vagrants and aged and disabled persons, and town planning, housing, (drinking) water supply and sanitation, and other social services in urban areas. It is not proposed at present to set up a policy committee at a higher level to deal with these matters, but questions in respect of which decisions or statements of policy may be necessary will be referred to the general policy committee (of the Viceroy's Executive Council).

#### *Progress of Work.*

Work on reconstruction planning already completed or in various stages of preparation at the end of June 1943 included the following: a scheme for the development of welfare services in the areas in which men are recruited for the armed forces; a survey, in conjunction with the provinces, of the land that might be assigned for the settlement of demobilised soldiers; a scheme for the utilisation of the Military Reconstruction Fund<sup>3</sup>; preliminary plans for the establishment in the departments concerned of organisations for the disposal of the remaining stocks of provisions and supplies at the end of the war; and reports or statements or memoranda on the proposed irrigation works and the co-ordination of electricity supplies, road development, and the development of civil aviation, and on matters of policy concerning agriculture, forests and fisheries. A questionnaire designed to elicit from representatives of industry their views on the development plans and on the requirements in capital goods was also nearing completion.

### RECONSTRUCTION PLANNING IN ARGENTINA

A National Economic and Social Reconstruction Committee was established in the Argentine Republic by Decree No. 1859 of 3 July 1943, to study post-war problems and, to that effect, to maintain liaison with the appropriate agencies of the International Labour Organisation.

The new Committee is composed of the official representatives of each of the Ministries represented on the Permanent Inter-Ministerial Commission on Economic Policy, with not more than two representatives of the said Ministries and not more than three representatives from the Departments of the Interior and Public Works.

For the proper discharge of its functions, the National Economic and Social Reconstruction Committee may obtain all necessary information from the various administrative bodies, national, provincial and municipal, as well as from private organisations.<sup>4</sup>

<sup>1</sup> Communication to the I.L.O.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 205.

<sup>3</sup> The reference is presumably to a fund set up by the Government for the purpose of financing special schemes for promoting the welfare of demobilised soldiers (*idem*, Vol. XLVII, No. 2, Feb. 1943, p. 218).

<sup>4</sup> *Boletín Oficial*, 13 July 1943.

### CONSOLIDATION OF LABOUR LEGISLATION IN BRAZIL

By Legislative Decree No. 5452 of 1 May 1943 the President of the Republic of Brazil, Mr. Getulio Vargas, promulgated what is in effect a labour code, although that term was not used, since it was considered that the purpose of the measure could better be described as a consolidation.

Since 1930 a number of social measures had been introduced in Brazil<sup>1</sup>, many of which had subsequently been amended. The text of these measures needed revision to take account of the experience gained in their administration and to clarify their interpretation. Such a revision was undertaken by two committees of eminent jurists and experts, one of which dealt with protective legislation proper and the other with social welfare legislation. The preliminary draft code prepared by the first of these committees was published in November 1942 so that the parties concerned, in particular the industrial organisations, might submit any comments and suggestions, and these were taken into consideration in drafting the final text, which came into force on 10 November 1943.

The consolidated measure, which, as stated above, does not include social welfare legislation, comprises 921 sections relating to hours and conditions of work, minimum wages, holidays with pay, industrial health and safety, the protection of the national employment market, the work of women and children, industrial organisation, individual and collective contracts of employment, and labour courts. Generally speaking, the existing legislation has not been appreciably altered, but certain new provisions favourable to the workers have been introduced.

#### *Scope.*

The scope of the code does not include officials, employees of autonomous administrative agencies, employees of undertakings belonging to the Federal Union and administered by the Union or by the States, and domestic servants. With regard to the last named group, the committee considered that their work bears little resemblance to that in other branches of economic activity, and noted that it had not been possible in the past to apply strictly the measures adopted for their protection; it therefore recommended that any future attempts to give protection to this category of workers should be in the form of social welfare measures.

In accordance with the Government's policy of gradually bringing agricultural workers within the scope of social legislation, the code extends two new benefits to this group: safeguards connected with the contract of employment, in particular, the requirement of notice before dismissal; and annual holidays with pay. These new rights are additional to those already enjoyed by agricultural workers in respect of compensation for accidents and industrial diseases and minimum wages.

#### *Protection of the National Employment Market.*

The provisions concerning the protection of the national employment market have been clarified and amended in certain respects. All undertakings employing more than three persons are required to reserve at least two-thirds of the jobs in each category for workers of Brazilian nationality, and the same proportion applies to the wage bill for Brazilian nationals as compared with that for foreign workers. The distinction previously established between Brazilian-born and naturalised workers, however, has been abolished. As before, foreigners who have lived in Brazil for over ten years and who have a wife or child of Brazilian nationality are assimilated to Brazilian workers. Furthermore, the Government may permit a proportion of more than one-third of foreign workers to be employed if the National Employment Department and the Welfare and Labour Statistics Service agree that the national labour supply is inadequate. In default of a national placing service, verification of this point is facilitated by the lists of workers which undertakings are required to submit to the Ministry of Labour each year, and which are used for keeping the national employment survey up to date.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIV, No. 5, Nov. 1941: "Social Problems and Legislation in Brazil", by R. Paula Lopes, pp. 508 *et seq.*

In certain occupations the restriction on the employment of foreign workers has been tightened up. It is provided, for instance, that the crews of merchant ships must consist exclusively of Brazilian nationals, of whom not less than two-thirds must be Brazilians by birth.

The measures for the protection of national labour do not apply to agricultural activities, industries in rural areas for processing local products, or the extractive industries, except mining.

#### *Minimum Wages and Holidays with Pay.*

An important amendment to the provisions concerning the minimum wage is the omission from the code of the provisions of Legislative Decree No. 2548 of 31 August 1940, which provided that the minimum wage rates might be reduced by 15 per cent. in the case of workers between 18 and 21 years of age for whom the employer maintained, at his own expense, courses for vocational training, and by 10 per cent. for women in undertakings observing the health conditions laid down by the Act concerning the employment of women. The first of these two provisions was superseded by the measures for the development of vocational training introduced in 1942<sup>1</sup>, while the second was abolished on the grounds that it was prejudicial to the protection of women and contrary to the constitutional principle, embodied in the code, of equal pay for equal work irrespective of sex. In the case of apprentices, however, defined as youths between 14 and 18 years of age undergoing a systematic course of vocational training, the minimum wage may be reduced by 50 per cent.

Besides being extended to agricultural workers, the right to holidays with pay was granted to persons working for more than one employer. In accordance with the Holidays with Pay Convention adopted by the International Labour Conference in 1936, Sundays and public holidays may not be counted in the duration of the annual holiday, which remains fixed at fifteen days under the new code.

#### *Hours of Work.*

Normal hours of work remain at 8 in the day and 48 in the week, with shorter hours for certain groups of workers, such as bank employees, employees of telephone and telegraph services, and underground workers; for the last named group, hours must not exceed 6 in the day and 36 in the week, including winding time. For women, hours of work may in no case exceed 48 in the week. The normal daily limit of 8 hours may be exceeded up to a maximum of 10 hours, but only if such extension is formally permitted by a collective agreement and overtime at 20 per cent. above the normal rate is paid; women must hold a medical certificate in their employment book attesting that they are fit to work overtime. As before, night work is prohibited for women, with certain exceptions, and for young persons under 18 years of age.

#### *Protection of Women and Children.*

Substantial improvements have been made in the part of the code relating to women and children. The period of maternity leave granted before and after childbirth with payment of wages and any maternity benefits that may be due has been increased from four to six weeks in accordance with the relevant international labour Convention. Furthermore, the recommendations adopted by the Second Labour Conference of American States which are Members of the International Labour Organisation, held in Havana in 1939, have been expressly taken into account in providing that social welfare institutions must establish crèches and day nurseries in workers' settlements containing more than 100 dwellings and in populous districts inhabited mainly by insured persons, and must also finance nurseries established by employers or private organisations.

Measures to secure for children conditions of work compatible with their health and with their vocational and general education have been clarified and co-ordinated. Undertakings situated more than 2 kilometres distant from the nearest school and employing over 30 young persons between 14 and 18 years of age who cannot read or write must provide suitable school premises for elementary education. Welfare institutions are required, either directly or in collaboration with employers, to encourage the establishment of children's seaside or mountain

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943: "Economic Mobilisation and Man-Power Problems in Brazil", pp. 727 *et seq.*

camps, and to pay for young workers' holidays in them. Regular attendance at recreation grounds must also be encouraged as a method of training young workers in physical fitness and community life.

The code also defines the duties of parents and guardians and of employers in respect of apprentices, but no change is made in the provisions previously in force concerning vocational training.

#### *Industrial Health and Safety.*

Measures for industrial health and safety, which previously applied only to work in unhealthy industries and to bakeries and refrigerating plants, have now been established on a wider basis.

In future, no industrial undertaking may operate unless its plant has been duly approved by an authority specially created for the purpose, the Health and Safety Division of the National Labour Department. The code lays down detailed rules for lighting and ventilation, exposure to sunlight, temperature, humidity, and cleanliness, sanitary conveniences, and other similar matters, and for the notification of occupational diseases. A number of safety measures concerning the equipment of works and building sites are also prescribed. The employer is required to provide the workers free of charge with the necessary protective clothing and devices, such as gloves, goggles and masks, the use of which is compulsory, and models of which must in some cases be approved by the authorities. The establishment of canteens is compulsory in all undertakings employing more than 300 workers, instead of 500 as before. In order to allow time for the necessary arrangements to be made by the undertakings concerned, the Minister of Labour is empowered to fix a period of grace for compliance with the new measure.

#### *Contracts of Employment.*

The sections concerning the individual contract of employment regulate the legal relations between workers and employers, with the principal addition of certain provisions previously contained in the Civil Code. The provisions relating to notice in case of termination of contract without due cause are expanded, and it is specified that three, eight, or thirty days' notice must be given according as wages are paid by the day, the week, or the month. A worker discharged before the end of his contract without due cause is entitled to an indemnity equal to one month's wages for each year of service. After ten years' service in the same undertaking a worker may be dismissed only for reasons of *force majeure* or grave misconduct as defined by the code. An employer who dismisses a worker solely in order to prevent him from completing ten years' service must pay twice the usual indemnity. Lastly, safeguards are laid down for actors and circus artists travelling on the employer's business.

#### *Occupational Organisation and Collective Agreements.*

The corporative principles governing the local associations, regional federations, and national confederations of employers and workers have undergone no major changes. More detailed regulations have, however, been introduced concerning the association tax levied on employers and on all workers, including independent workers and members of the liberal professions. The tax is fixed for employers in proportion to the capital of the undertaking, and for workers at the rate of one day's pay per year, and is additional to any dues levied by an association on its members. The officially recognised associations of employers and workers will be credited by the Bank of Brazil with 60 per cent. of the proceeds of the tax paid in their locality by employers and workers of the occupational category they represent. Of the remaining 40 per cent., 15 per cent. and 5 per cent. respectively are allotted to the occupational federations and confederations, and 20 per cent. is paid into a social fund for the occupation, administered by a special board including two representatives of the Ministry of Labour, two representatives of the employers, two of the workers, and one of members of the liberal professions. The use of this fund is left to the discretion of the board. The associations are required to spend their share of the tax for the social purposes specified by the code; these include, for the employers' associations, the establishment of technical and legal aid services, and for the workers' associations, the establishment of employment offices in accordance with principles laid down by the Ministry of Labour, maternity assistance, medical and dental aid, co-operative societies, and holiday camps. Similar obligations are laid on independent workers, except in respect of employment offices.

The right of trade associations to enter into collective contracts of employment, laid down in the Constitution of Brazil, is also recognised by the code, provided that the terms of the contract are approved by two-thirds of the members or, if all the members cannot be convened at a first general meeting, by two-thirds of the members present at a second meeting. Agreements between an employer and his workers concerning conditions of work are no longer regarded as collective agreements. The power to declare a collective agreement compulsory for the whole occupation, and not merely for the members of the signatory associations, has been transferred from the labour courts to the Minister of Labour.

#### *Labour Courts.*

The final part of the code deals with the labour judiciary responsible for settling individual and collective disputes, strikes and lockouts being prohibited. No substantial changes are made in the system which has been in operation for over four years or in the rules of procedure for labour courts. When acting as courts of first instance, the labour courts have resumed the title of conciliation and arbitration boards. Further, the chairmen of the labour court chambers, national and regional, have been made directly answerable to the executive, and have been given, in addition to their former duties, the task of supervising the observance of the Federal Constitution and of social legislation.

#### *Miscellaneous Provisions.*

Finally, the code provides that the holding of an employment book, hitherto optional, shall in future be compulsory for all workers. Special regulations are laid down concerning the conditions of work of certain classes of workers, such as journalists, teachers, chemists, bank employees, employees of telegraph and telephone services, cinema employees, miners, railway workers, dockers, and seamen.<sup>1</sup>

### SOCIAL MEASURES IN SALVADOR

A Salvador Act of 23 December 1942 set up an autonomous public institution under the name of the Social Improvement Company.

This new institution is organised in the form of a limited liability company, the share capital being held in equal parts by the Mortgage Bank of El Salvador and the Rural Credit Co-operative, with a small proportion available for sale to third parties.

The principal functions of the institution are: to purchase and break up land and build cheap houses with a view to improving social conditions; to sell or rent such land in lots varying in size according to its quality, climate, position, communications, and state of cultivation, but forming in every case an economic unit adequate to maintain the occupant, satisfy his needs, and enable him to fulfil his obligations; to sell the houses built, for cash or on deferred terms, or to rent them, to suitable persons of small means.

The institution is also responsible for setting up, maintaining, and improving undertakings, schemes, and services for improving the land and its products and for the betterment of national economic and social conditions; and for collaborating with other bodies established for the same purposes.<sup>2</sup>

### SOCIAL POLICY OF THE FRENCH COMMITTEE OF NATIONAL LIBERATION

In a speech delivered on 10 October 1943 at a meeting organised by the Departmental (Algerian) Federation of Trade Unions, the Commissioner for Labour in the French Committee of National Liberation, Mr. A. Tixier, drew attention to the social work already accomplished by the Committee and outlined a future social policy for liberated France.

<sup>1</sup> *Diário Oficial*, 9 Aug. 1943.

<sup>2</sup> Communication to the I.L.O.

In a few months, he said, the Committee had restored freedom of association, revised wages, and dealt with hours of work and economic mobilisation. The workers were prepared to work as much as 60 hours a week to assist the war effort, but only if such long hours were really indispensable. Hours of work would therefore be regulated, to economise effort and to suppress abuses. At the same time, the claims of military needs and industrial requirements would have to be harmoniously adjusted. The worker must henceforward enjoy legal protection with opportunities of work for all, stable employment, and preventive measures against unemployment.

*Future Policy in Liberated France.*

For the France of the future, he proclaimed his belief in parliamentary government. Political democracy would not, however, be enough. The main problem was essentially economic and social. But the economic system would have to be subordinated to the requirements of social security, and not the converse, as was the case up to the present. That would call for a planned economy, including the nationalisation of the big public undertakings: mines, railways, transport, shipping, electric power production, and banks. Nationalisation would not mean direct management by Government officials, but operation by boards on which workers' and employers' organisations as well as the public authorities would be represented. Since the workers' conditions of life must depend upon economic organisation, it was right and necessary that they should be entitled to participate, through their trade unions, in the activities of all the bodies responsible for the direction of economic policy.

He was confident that the working class would ensure the establishment of a truly democratic French Republic and would base a lasting peace upon social justice.

*Results in Algeria.*

The meeting adopted the following resolution, which summarises the social achievements of the Committee in Algeria:

The officers and executive committee of the Federation of Trade Unions, four months after the Congress which appointed them, note the achievement of numerous results, both moral and material, namely: the repeal of the Vichy Acts respecting trade unions and the return to the Act of 21 March 1884; the *de facto* recognition of Government employees' unions under the same conditions as in 1939 through the repeal of the legislation concerning Government employees affected by the racial and political exclusion laws; the re-establishment of the Advisory Labour Committee, on a basis more favourable than in 1938 so far as representation of workers' interests is concerned; the re-establishment of the Departmental Committee for fixing the cost-of-living index; and the publication of the Order of 14 August 1943, concerning the abandonment of the economic policy of stabilising prices at a level incompatible with the continuous rise in the cost of living.<sup>1</sup>

## THE CZECHOSLOVAK MINISTRY OF SOCIAL WELFARE

The International Labour Office has been officially informed of the new organisation of the Czechoslovak Ministry of Social Welfare in London and of the functions of the Ministry, which include those that would normally be exercised by the Ministry of Public Health and Physical Training.

The work of the Ministry is divided between the secretariat (which deals, *inter alia*, with questions concerning Czechoslovak citizens in other countries, the Czechoslovak Red Cross Society, the Czechoslovak War Effort Committee in Great Britain, and statistics), and three Divisions.

Division I is concerned with social reconstruction and international problems: (a) study of the post-war adjustment of labour legislation and social insurance in different countries and internationally; contact with international institutions; post-war measures of social policy; emigration, immigration and repatriation; (b) study of the post-war adjustment of the welfare of youth and of persons in

<sup>1</sup> Communication to the I.L.O.

special need of protection; (c) study of post-war measures in regard to consumers' protection, the co-operative movement, building and housing.

Division II deals with assistance, the care of civilian refugees, disabled soldiers, and families of men in the forces (in agreement with the Ministry of National Defence), placing in employment, the Czech Refugee Trust Fund, and relations with the British Ministry of Labour and National Service.

Division III is concerned with health questions in collaboration with the Czechoslovak Health Council, an advisory body composed of scientists, doctors and other experts. Its functions include: (a) medical welfare of civilians, co-operation with the military medical services, medical personnel and other matters in connection with the Czechoslovak Red Cross Society, auxiliary medical personnel, medical services in the Czechoslovak State schools in Great Britain, administration of the Czechoslovak War Nursery, relations with Allied medical institutions; (b) preparation of post-war public health measures, planning of production and distribution of medicaments, planning the temporary speeding up of the study of medicine, study of the progress of medical science in the Allied countries during the war, preparation of a post-war standard of nutrition, study of the post-war organisation of health administration, study of health measures in connection with the repatriation of Czechoslovak citizens.

The British-Czechoslovak Labour Exchange is affiliated to the Ministry, which, in co-operation with the British Ministry of Labour and National Service, directs the supply of labour of Czechoslovak citizens.

A Standing Advisory Body for Repatriation has been set up under the Ministry of Social Welfare and in virtue of the Emigration Act of 15 February 1922.<sup>1</sup> At present its main task consists in the preparation of a repatriation scheme for Czechoslovak citizens in Germany and other countries. The Body is composed of representatives of all Government departments; its executive committee consists of the representative of the Ministry of Social Welfare (chairman) and representatives of the Ministries of Foreign Affairs, Interior, Economic Reconstruction, and National Defence. A proposal for an international organisation for repatriation is being prepared.<sup>2</sup>

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## INDUSTRIAL RELATIONS

### AMENDMENT OF THE LABOUR DISPUTES ACT IN CHINA

Reference has previously been made in these pages<sup>3</sup> to the decision of the Legislative Yuan in China that the Act concerning the settlement of disputes between employers and workers should be amended for the purpose of giving effect to certain principles. The Act, as amended, was promulgated on 31 March 1943 and came into force on the same day. The following is a brief summary of its provisions.

#### *Scope.*

The Act applies to all disputes affecting organisations of not less than 15 workers, but State undertakings in which the conditions of employment are regulated by the Government are excluded from its scope.

#### *Conciliation Procedure.*

The competent authority (which will be the municipal, district, and provincial authorities in municipalities, districts, and provinces respectively, and the Ministry of Social Affairs where the Central Government is concerned<sup>4</sup>) may at its own

<sup>1</sup> Cf. I.L.O.: *Legislative Series*, 1922, Cz. 1.

<sup>2</sup> Communication to the I.L.O.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 3, Sept. 1943, p. 357.

<sup>4</sup> For disputes in which two or more municipal or district administrations in the same province are concerned, the competent authority will be the provincial Government, and for those relating to areas extending beyond the boundaries of a province, the Ministry of Social Affairs.

discretion, or at the request of the parties, refer a dispute for conciliation to a committee of five or seven members: a nominee of the competent authority, who will act as chairman (and, where necessary, two other nominees besides), and two nominees each of the parties to the dispute. The parties must select their nominees and communicate the names and addresses to the competent authority not later than three days after receipt of the notification that the dispute has been referred for conciliation. As a rule, the committee must conclude its investigations within seven days and communicate the result to the competent authority not later than two days after the conclusion of the investigations.

#### *Arbitration Procedure.*

A dispute may be referred to arbitration before conciliation proceedings have been resorted to if both parties to the dispute apply to the competent authority for arbitration proceedings to be instituted, or at the request of one of the parties where conciliation has proved ineffective, or at the discretion of the competent authority in important cases in which no settlement has been reached within a period of ten days. Arbitration boards will be set up by the competent authority. Each board will be composed of five members: two nominees of the competent authority, one of whom will be the chairman, a nominee of the local court of law, and one nominee each of employers and workers not directly connected with the dispute; the employers' and workers' nominees will be selected from a panel, set up once in two years by the municipal and provincial Governments and composed of 24 to 48 nominees of employers' organisations in their respective areas and an equal number of nominees of workers' organisations. A member of a conciliation committee may not serve on the arbitration board for the settlement of the same dispute as that dealt with by the committee. Awards of the arbitration boards, which will have the force of a contract or collective agreement, will be made by a majority decision at meetings attended by all the members, and the awards are to be communicated to the competent authorities and the parties within two days of being given. The parties to a dispute may reach a settlement pending the arbitration proceedings, but in that case the terms must be communicated to the arbitration board.

#### *Other Provisions.*

Employers may not dismiss workers involved in a dispute pending conciliation or arbitration proceedings. Work may not be suspended by employers or workers, by reason of a dispute, during times of national emergency. Stoppage of work in public utility (including communications and transport) undertakings owing to a dispute, pending conciliation or arbitration proceedings, is prohibited. In the event of failure by one of the parties to a dispute to comply with the arbitrator's award, not only may the other party seek relief in a court of law, but the defaulting party is liable to penalties of fine and imprisonment.<sup>1</sup>

### ORGANISATION OF LABOUR IN THE NETHERLANDS

The Netherlands is the first of the occupied countries of Europe in which a system of labour organisation closely modelled on the German system has been introduced. Details are given below of two measures issued in 1942 by the German Commissioner for the Occupied Territory of the Netherlands, establishing, respectively, a Netherlands Labour Front and a form of labour organisation like that introduced in Germany by the Act of 20 January 1934<sup>2</sup> (some of the German terms being used in the Dutch text of the Labour Organisation Order).

#### *The Netherlands Labour Front.*

The object of the Netherlands Labour Front, created by a Decree of 30 April 1942<sup>3</sup>, is to unite all Netherlands nationals who derive their means of livelihood

<sup>1</sup> Communication to the I.L.O.

<sup>2</sup> Cf. *International Labour Review*, Vol. XXIX, No. 4, Apr. 1934, pp. 453-471: "The New German Act for the Organisation of National Labour"; I.L.O.: *Legislative Series*, 1934, Ger. 1.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, p. 225.

wholly or partly from their work, to protect them, and develop a feeling of economic solidarity among them, and to assist them in satisfying their social and cultural needs.

The functions of the Labour Front are as follows:

- (1) To co-operate in establishing equitable social relations in general, and fair wages and working conditions in particular, and in carrying out measures for social insurance and the protection of labour;
- (2) To ensure industrial peace by inculcating in its members a sense of community in work;
- (3) To encourage its members to improve their vocational skill in order to increase output;
- (4) To set up and maintain institutions to provide for the mutual satisfaction of the social needs of its members;
- (5) To advise the members in all matters and in all disputes in the field of labour law and social insurance, and to represent them before the courts and before the administrative bodies of social insurance institutions;
- (6) To establish and promote, through the "Joy and Work" organisation, institutions for satisfying the cultural needs of members and maintaining and increasing their efficiency;
- (7) To pay unemployment benefit in conformity with the statutory provisions in force.

The Labour Front is a body corporate, exempt from all taxes and public charges.

Any Netherlands national whose means of livelihood are derived wholly or partly from work may be a member of the Labour Front, except Jews as defined by the Order of 22 October 1940 concerning the registration of undertakings. Recognised occupational organisations may also become members of the Labour Front.

The German Commissioner for Occupied Netherlands Territory has power to appoint and dismiss the Leader of the Labour Front, who is responsible to him for the proper performance of his duties.

The Labour Front may appoint delegates to perform its functions in certain undertakings. Unless otherwise provided by law, no employer may suspend a Labour Front delegate from his duties, except on account of the closing down of the undertaking or for a serious reason justifying dismissal without notice under the ordinary law.<sup>1</sup>

#### *Organisation of Labour.*

According to an Order of 13 October 1942, the organisation of labour is entrusted to a Labour Commissioner, whose duties are similar to those of the labour trustees in Germany. The Commissioner is subordinate to the Secretary-General for the Department of Social Affairs, by whom he is appointed and dismissed. The Secretary-General may also appoint officers subordinate to the Commissioner, with whose instructions they must comply.

The principal task of the Labour Commissioner is to ensure the maintenance of industrial peace. Decisions on matters of principle may not be taken without prior consultation with the Leader of the Labour Front.

Provision is made for two types of advisory councils to assist the Commissioner. To advise him on matters of principle, he must appoint an advisory council of ten to twenty persons prominent in social and economic life, and comprising an equal number of heads of undertakings and employees. He may also appoint one or more committees of experts to assist him in drawing up establishment rules and collective rules.

The head of every undertaking normally employing at least ten persons must draw up establishment rules after consulting the delegate of the Labour Front. The Labour Commissioner, after consulting a committee of experts, may lay down guiding principles concerning the contents of establishment rules. Furthermore, in order to ensure the proper fixing of wages, the Labour Commissioner, after consulting a committee of experts, may draw up collective rules for any group of undertakings. The provisions of these rules then become legally binding minimum standards, and any contrary provisions in establishment rules or individual contracts of employment are null and void.

The Labour Commissioner may also fix maximum wages and salaries.

<sup>1</sup> *Verordeningenblad*, 1942, No. 11.

Home workers who normally work alone or with other members of their family and with not more than two assistants are also subject to the provisions concerning rules of employment. With some reservations, the Order likewise applies to inland, maritime, and air navigation.

Both penal and administrative sanctions are provided for breach of the regulations. Failure to obey the written orders of the Labour Commissioner, whether intentional or due to gross negligence, is punishable by imprisonment for not more than four years or a fine (for which no maximum is fixed) or both. If the Labour Commissioner considers that the penalty imposed is inadequate, he may also impose an administrative sanction.

The new measure repeals all the legislation on which the former system of industrial relations was based in the Netherlands, including the Labour Disputes Act of 4 May 1923<sup>1</sup>, the Act of 24 December 1927 concerning collective agreements<sup>2</sup>, and the Act of 25 May 1937 concerning declarations to make certain clauses of collective agreements generally binding<sup>3</sup>, and the Orders concerning the regulation of wages issued in 1940 after the German occupation.<sup>4</sup>

### COLLECTIVE AGREEMENTS IN SWITZERLAND

A Swiss Federal Order of 23 June 1943 extended until 31 December 1946 the validity of the Federal Order of 1 October 1941<sup>5</sup>, which made it possible for collective labour agreements to be declared generally binding, and which was due to expire on 31 December 1943. The main provisions of the Order are unchanged, but a number of minor amendments have been introduced, which are described below.

The new Order, like the former one, provides that an agreement may not be declared generally binding unless it has been approved by the majority of the workers and by the majority of the employers employing the majority of the workers. But whereas formerly this was laid down as an invariable condition, under the new Order the agreement may be extended if the competent authorities are satisfied that it covers the required majorities. In other words, it is no longer necessary to obtain proof that the employers and workers concerned represent the majority if the competent authority is satisfied that this is so.

The new Order lays down a clearer definition of the scope of agreements declared generally binding by specifying that the decision to extend the force of the agreement shall apply only to undertakings in the branch of industry covered or to undertakings to which, in view of their nature and of the work performed, it may justifiably be applied.

While maintaining the principle that the provisions of a collective agreement may not be altered by the declaration making it generally binding, the new Order nevertheless makes an exception in the case of minor changes which the parties to the agreement have approved. Other amendments are intended to reduce the expense to the parties entailed by the compulsory publication of certain notices, and to simplify the procedure before the civil courts competent to deal with disputes arising out of the interpretation of the binding clauses.

Lastly, the Order provides that in accordance with the requirements of the Swiss Constitution it must be submitted to a referendum if the people so desire.<sup>6</sup>

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## EMPLOYMENT

### LABOUR SUPPLY IN GREAT BRITAIN

The Minister of Labour and National Service in Great Britain stated in the House of Commons in September 1943 that "so far

<sup>1</sup> I.L.O.: Cf. *Legislative Series*, 1923, Neth. 1.

<sup>2</sup> *Idem*, 1927, Neth. 2.

<sup>3</sup> *Idem*, 1937, Neth. 3.

<sup>4</sup> *Verordeningenblad*, 1942, No. 27.

<sup>5</sup> Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 186.

<sup>6</sup> *Feuille fédérale*, No. 14, 8 July 1943, p. 577.

as man-power is concerned, . . . and within the limits of our population, mobilisation must be regarded as virtually reaching the limit and complete", and that it had reached a stage "not exceeded by any country in the war". He pointed out that, apart from a small number of persons to be made available through recent measures, and new entrants from the younger age classes, there could be little addition to the country's man-power.<sup>1</sup> Some of the current features of the man-power problem and the action taken to meet them are indicated below.

#### *Extent of Mobilisation.*

Of the 16,000,000 men between 14 and 64 years of age, over 15,000,000 are in the forces, civil defence, or paid employment. Of the 17,000,000 women of the same ages, 7,750,000 are in the services or paid employment and over 1,000,000 are doing unpaid voluntary work. Of the single women between 18 and 40 years, 91 per cent. are at work; and of the married women of those ages without children, over 80 per cent. are employed in some capacity in the national effort. More than 1,000,000 men and women over 64 years of age are now in paid employment.

Between July 1942 and June 1943, more than 1,000,000 persons were added to the forces and war industries, two-fifths of them from the non-industrial classes of the population. At present about 2,250,000 more people are employed on munitions than at the end of the last war.

#### *Registration of Women formerly Employed as Cotton Workers.*

There has been an urgent need to increase the supply of cotton goods for war purposes and for essential civilian uses. At the same time, there has been an acute shortage of labour in the cotton textile industry, despite efforts made for the last twelve months to transfer back to the cotton industry workers transferred from it to munitions work earlier in the war. Between 10,000 and 12,000 workers are needed "almost immediately".

To remedy the situation so far as possible, a special registration of women cotton operatives was carried out in September-October 1943, under the Registration for Employment Order. The women required to register were those born between 1 September 1888 and 31 December 1895, between 1 January 1897 and 31 December 1924, and between 1 July 1925 and 20 September 1925, who had been employed at any time since 1 January 1935 for an aggregate period of six months or more in any capacity in a cotton, rayon or nylon spinning, doubling, winding or weaving establishment. Women not required to register included those already employed in the cotton industry and those whose previous experience in the industry was in office or canteen work or on the extrusion of continuous filament yarns (rayon or nylon).<sup>2</sup>

#### *Control of Engagement of Nurses and Midwives.*

By an Order amending the Employment of Women (Control of Engagement) Order, nurses and midwives (other than members of the Civil Nursing Reserve) between the ages of 18 and 40 years inclusive were brought within the scope of the Control of Engagement Order. In future, therefore, they must find their employment only through a local office of the Ministry of Labour (usually an appointments office) and employers may not engage them except through such an office. Liberal provision is made for the issue of exemption certificates and special permits to meet the particular requirements of the occupations of nursing and midwifery.<sup>3</sup> Over 400,000 nurses and midwives registered in the special registration carried out earlier in the year.<sup>4</sup>

#### *Registration and Interviewing of Women Aged 46-50 Years.*

The man-power debate in the House of Commons in September centred around the question of registering and calling for interview older women between the ages of 46 and 50 inclusive. Nurses and midwives up to the age of 60 years have already been registered. Women cotton operatives up to the age of 55 years

<sup>1</sup> *Parliamentary Debates, House of Commons*, 23 Sept. 1943, cols. 460 and 463.

<sup>2</sup> *Ministry of Labour Gazette*, Sept. 1943, p. 125.

<sup>3</sup> *Ibid. Statutory Rules and Orders*, 1943, No. 1278.

<sup>4</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 644.

have been registered. By age classes, women up to the 47-year group have been registered. The controversy in the House focused on further registrations of the older age classes and further interviewing of the women between 46 and 50 years of age.

The Minister of Labour pointed out that since the outbreak of war over 800,000 women between the ages of 40 and 60 had entered industry and that there were 1,600,000 women between the ages of 40 and 60 in employment at the present time. He said that he was not impressed by medical arguments against recruitment of women of these ages. Interviewing of older women was to be done by women officers of similar ages. Any woman directed to take up full or part-time work could appeal to a women's panel, made up of women of her own general age group, and would have a further right of appeal to a local appeal board. No older woman would be required to live away from home. They would be regarded as "immobile" from the age of 46 up. There would be sympathetic consideration of the problems, health, and difficulties of each woman.<sup>1</sup>

The Joint Parliamentary Secretary to the Ministry of Labour, Mr. McCordale, said that there had been very little friction in registering and interviewing of the older age classes. He attributed this in large part to the fact that the older interviewers in the local offices had gained experience and that the whole machinery was moving smoothly and more fairly. The only really valid argument that could be levelled against further age class registrations was whether sufficient woman-power would be made available through them. The Ministry had satisfied itself that it was "likely to get amply sufficient to justify the action". For example, some 216,000 women registered in the 1897 age group, while some 231,500 registered in the 1896 group. Considerably fewer women in the 1896 group had household responsibilities and young children than in the 1897 group.<sup>2</sup>

#### *Recruitment of Young People.*

Referring to the recruitment of young people, the Minister of Labour reiterated that he would be forced to direct boys of 16 and 17 into the aircraft industry. So far in the war, he stated that he had made every effort to avoid directing young persons into any industry, and had tried to leave their placement to free engagement wherever possible, "so as not to limit a boy's chances of finding his place in industry". "But we are at such a stage now that if the aircraft industry is to be properly manned, then I must resort to this direction."<sup>3</sup>

#### *Labour Turnover and Absenteeism.*

The Minister of Labour told the House of Commons that labour wastage caused by workers leaving industry owing to ill health, marriage, pregnancy, and other factors amounted to a total loss of about 10 per cent. each year. Changing jobs involves "a turnover to the extent of nearly 20 per cent". Nevertheless, this turnover rate, according to the Minister of Labour, was lower than anywhere else in the world. Absenteeism had been reduced to a low level, despite allegations to the contrary. Proper personnel management, including health care, had done a very great deal to bring turnover and absenteeism to very low levels.<sup>4</sup>

#### *Over-all Man-Power Requirements.*

All these factors, said the Minister, had to be taken into account in meeting the man-power requirements of the coming months. In March 1943, the War Cabinet had requested him to find 700,000 people before the end of 1943. The measures taken in the last part of this year had been directed to that end. There was no longer any question of choosing between older women and youngsters of 16 and 17 years old; both were needed. The final stages of man-power mobilisation had to be carried out as a part of the great and final struggle of the war itself.<sup>5</sup>

### THE ORGANISATION OF DOCK LABOUR

As a result of experience of the operation of the dock labour schemes set up under the Essential Work (Dock Labour) Order of

<sup>1</sup> *Parliamentary Debates, House of Commons*, 23 Sept. 1943, cols. 467-468.

<sup>2</sup> *Idem*, 24 Sept. 1943, cols. 567 and 573-574.

<sup>3</sup> *Idem*, 23 Sept. 1943, col. 468.

<sup>4</sup> *Ibid.*, col. 464.

<sup>5</sup> *Ibid.*, cols. 461-473.

1941<sup>1</sup>, the Minister of Labour and National Service made a number of changes in the schemes and in the Order itself at the end of July 1943. These changes were incorporated in a new Order, the Essential Work (Dock Labour) Order, 1943, dated 30 July 1943 and effective on 9 August. The principal modifications of the Order are summarised briefly below.

*Scope and Approval of a Dock Labour Scheme.*

The 1941 Order provided that the scope of the dock labour scheme for each port should be determined by the definition of port transport work contained in the registration scheme established under an Order of 1940 requiring the compulsory registration of dock workers. This definition was formulated by the local port registration committee and submitted to the Minister of Labour. The new Order provides that the definition of the scope shall be included in each dock labour scheme, and before finally approving any scheme, the Minister is required to ascertain and to take into account the views of persons and organisations likely to be affected.

*Registration Committees.*

Under the 1941 Order, registers of port transport workers and employers were maintained by a local registration committee, though the size of the workers' register was determined by the National Dock Labour Corporation. Under the new Order, the registers of workers and employers will be the responsibility of the Corporation, which may, if it wishes, use the existing registration committees as part of the machinery of organisation in any port.

*Discipline.*

Under the new Order, non-compliance with "all lawful and reasonable orders, including orders as to the working of day or night work and of a reasonable amount of overtime", absenteeism, and persistent lateness are offences against the Order itself. They are to be dealt with by local disciplinary tribunals before any worker may be prosecuted under Regulation 58A of the Defence (General) Regulations, 1939. Infringement of the schemes by employers are also now dealt with in the Order itself.

*Non-Port Transport Workers.*

Until the new Order became effective, it had been an offence to employ any person other than a port transport worker on port transport work. According to the Ministry of Labour, experience showed that this restriction was wasteful of man-power in some cases. The new Order therefore provides for the employment on port transport work, in cases where it is impossible to obtain regular port transport workers for urgent work and subject to proper safeguards, of men who are not port transport workers. The cases to which this provision would be applicable are (1) undertakings the main business of which is not port transport work but which desire to employ their regular weekly workers occasionally on such work, and (2) ports where a temporary shortage of labour cannot readily be met by the transfer of port transport workers from other ports. In such cases, the Ministry may authorise the National Dock Labour Corporation temporarily to employ other available and suitable men.

*Ministry of War Transport Schemes.*

The provisions of the new Order may be applied, by order of the Minister of Labour, to the Merseyside and Clydeside ports, now working under schemes administered by the Ministry of War Transport, and these schemes may therefore become approved dock labour schemes for the purposes of the Order, subject to minor modifications.<sup>2</sup>

## EXTENSION OF EMPLOYMENT CONTROL IN CANADA

The National Selective Service Civilian Regulations<sup>3</sup> of Canada were amended by Orders in Council P.C. 6625 of 1 September

<sup>1</sup> Cf. *International Labour Review*, Vol. XLV, No. 1, Jan. 1942, pp. 82-83; Vol. XLVII, No. 3, Mar. 1943, p. 379.

<sup>2</sup> *Statutory Rules and Orders*, 1943, No. 1114; *Ministry of Labour Gazette*, Aug. 1943, p. 111.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVII, No. 4, Apr. 1943, p. 493.

1943 (effective 20 September 1943) and P.C. 7763 of 7 October 1943, in order to tighten existing controls over the employment of workers in essential industries and to facilitate the redistribution of workers employed in all industries.

*Control of Dismissal and Resignation.*

The first Order in Council provides that, in "A" and "B" priority industries (all war industries and essential civilian services), no employer may dismiss a male worker and no male worker may leave his employment without first having secured the written permission of a selective service officer. Previously, all that was required under the Regulations was a week's notice of intention to terminate an employment relationship. For the present, female workers are not covered by the new restriction. The standard penalties fixed under the Selective Service Civilian Regulations will apply in cases of non-compliance.

Under the new Order, A and B priority establishments are to be classified as "designated establishments". The Director of Selective Service may classify other establishments as designated establishments even if they have not been given an A or B priority rating, or he may except any establishment or group of establishments from the restriction on employment separations.

The Order specifies that where a worker applies for permission to leave an employment in order to take similar employment in the same industry, the selective service officer shall grant him permission to change his job unless special circumstances exist. Otherwise, the grounds on which employment separations may be granted are left to be determined by instructions to the selective service officers.<sup>1</sup>

*Redistribution of Employed Workers: the Power of Direction.*

A new section was added to the Selective Service Regulations by the second Order in Council. It provides that a selective service officer may, in accordance with instructions from the Director of Selective Service, direct any person employed in any industry specified by the Director (by notice in writing) to enter other employment in another or the same industry, at the expiration of 7 days after the notice is given. If a person refuses to comply with an order given him under this section, his name is sent to an alternative service officer and his case dealt with in the same way as any person for whom alternative service has been prescribed. In any industry affected by this section of the Regulations, an advisory committee of employers and workers may be set up; and where established, it must be consulted before workers in the industry are transferred from one employment to another in or outside the industry.<sup>2</sup>

## THE REGULATION OF EMPLOYMENT IN CHINA

The Chinese Executive Yuan, in accordance with section 11 of the National General Mobilisation Act<sup>3</sup>, promulgated regulations on 8 April 1943, with effect from the date of promulgation, for the control of employment in factories and mines in wartime. Regulations were also promulgated on 30 December 1942 for the control of man-power in the municipality of Chungking in order to ensure that all who can be absorbed into the war effort are so employed.

*The Control of Employment.*

These regulations (which replaced the regulations relating to the employment of skilled workers in industry, previously issued by the Ministry of Economic Affairs) apply to factories and mines in operation employing more than ten workers. The undertakings are required to issue a work book (in three copies, two to be forwarded to the authorities responsible for supervision and the other to be retained in the undertaking) for each worker employed, containing particulars of his name, address, age, province of origin, general or technical qualifica-

<sup>1</sup> *Canadian War Orders and Regulations, 1943*, Vol. III, No. 10, 13 Sept. 1943, p. 562.

<sup>2</sup> *Ibid.*, Vol. IV, No. 2, 28 Oct. 1943, pp. 71-72.

<sup>3</sup> The section empowers the Government to regulate employment and wages and salaries. For the text of the Act, see I.L.O.: *Legislative Series*, 1942, Chin. 2.

tions, previous experience, physical condition, family, engagement (date) by the undertaking, work, wages, and conduct, and any additional remarks by the manager of the undertaking.

A certificate of registration will be issued to the undertaking by the competent authorities on the receipt of the work books. A worker may be transferred from one undertaking to another or discharged only if the necessary authorisation has been obtained from the competent authorities in the registration certificate. Workers may be discharged in the event of the suspension of operations in the undertaking, wholly or in part or for a period of over a month, owing to *force majeure*, or for incompetence or disorderly conduct. A worker may apply for discharge for reasons of ill health (provided that a medical certificate is produced), or general debility (in the case of those over 50 years of age), or for the non-payment of wages without justification or other violation of the contract of employment and the laws and regulations.

Only undertakings with registration certificates will be authorised to recruit workers, and certificates will not be issued to those engaging workers who have been discharged or who have left employment without authorisation. Six-monthly returns, containing particulars of the changes in the number of workers during the period, those discharged and engaged, and those having left without authorisation, and of the cases of deaths and sickness, must be submitted by the undertakings. Persons infringing the regulations are liable to penalties in accordance with the provisions of the National General Mobilisation Act.

#### *Man-Power Regulations in Chungking.*

These regulations are designed to restrict employment in non-essential occupations in the municipal area of Chungking and to direct all available man-power to the armed forces and essential trades.

They provide, accordingly, for a census to be taken of persons engaged in a number of unorganised or badly organised occupations, such as rickshaw and sedan-chair transport, the manufacture of perfumes and toilet luxuries, work in hotels, restaurants, boarding houses, and other catering establishments, and in theatres, cinemas, and places of entertainment, domestic service, portage, and the polishing of footwear, and of those with no fixed occupation or engaged in fortune-telling and similar pursuits.

All such persons are required to be registered, with particulars of their age, physical condition, place of origin, qualifications, etc., and only those provided with work permits and joining their respective trade unions may continue to practise their previous occupations (which will be severely restricted in scope). The remainder will be assigned to the armed forces or different essential occupations, and, where necessary, relief and vocational training will be provided. The municipal authorities will be responsible for the administration of the regulations, and they will be assisted by representatives of the Ministry of Social Affairs of the Central Government and the police authorities.<sup>1</sup>

### THE SUPPLY OF UNSKILLED LABOUR AND TECHNICAL TRAINING IN INDIA

Measures have been taken in India for the regulation of the supply of unskilled labour, and progress is reported in respect of technical training.

#### *Regulation of the Supply of Unskilled Labour.*

Having regard to the increasing need for the regulation of the supply of unskilled labour in certain areas, the Central Government has proposed the establishment of a committee at Jubbulpore to deal with the question in respect of that area. The committee will have as its chairman the chairman of the National Service Labour Tribunal, Central Provinces and Berar. It will have no statutory powers, but its recommendations will ordinarily be followed by the local undertakings of the Central Government and any differences will be decided at the headquarters of the Government. The functions of the committee will be to co-ordinate the recruitment of unskilled labour for all Government undertakings in the area, to determine the order of priority for the utilisation of the available

<sup>1</sup> Communication to the I.L.O.

labour supply in accordance with orders received from the competent authorities and to advise on measures to secure supplies (including those relating to the determination of wage rates, the rate of the cost-of-living bonus and other conditions of service and the provision of welfare facilities such as the establishment of shops for the sale of food grains, housing, medical services, etc.).<sup>1</sup>

#### *Technical Training.*

In the beginning of 1943 certain small and uneconomic technical training centres operated by the Department of Labour of the Central Government<sup>2</sup> were closed down, and in April 1943 the centres numbered 384, with facilities for training for 47,004 persons; the number under training totalled 41,368 and the number who had completed their training was 43,480.<sup>3</sup>

In July 1943 young workers between the ages of 20 and 30 years sent to the United Kingdom for training for supervisory jobs under the Bevin Training Scheme<sup>4</sup> totalled 354, of whom 263 had returned to India after completing the training. As a result of requests made by the trainees and some of the employers, the Government agreed to extend the period of training from 6 to 8 months.<sup>5</sup>

### LABOUR MOBILISATION IN BELGIUM

A number of Orders have been issued in recent months by the German Military Command in Belgium concerning compulsory labour, to which Belgians have been subject in Belgium itself since 6 March 1942 and throughout the territory of the Reich since 6 October 1942.<sup>6</sup> Two of these Orders are intended to tighten up the application of the provisions concerning compulsory labour. A third Order and a ministerial instruction make provision for the families of workers mobilised for employment in Germany.

#### *Measures relating to Compulsory Labour.*

An Order of 5 March 1943 issued by the German Military Command for Belgium and Northern France provides that food ration cards will not be issued to persons reported by the military authorities, the German recruiting office or the employment offices for breaking their contract of employment. The same penalty will be applied to those who try to evade their liability for compulsory labour or who show ill will in the performance of their duties.<sup>7</sup>

The provisions of the Order of 6 March 1942, mentioned above, relating to penalties for evasion of compulsory labour service were amended by an Order of 30 April 1943. Offenders now lay themselves open to the confiscation of their property as well as to penalties of fine or imprisonment, or both, and confiscation may also be applied to members of their family and to any other persons who have given them assistance. The offender may even be court-martialled, if the chief of the military administration so decides. The proceeds of the confiscation of property may be allocated to social institutions for the benefit, in particular, of workers from the occupied territory employed in Germany or of their families.<sup>8</sup>

#### *Provision for the Families of Workers Sent to Germany.*

Under an Order of 24 April 1943, the wages of workers employed in Germany must serve in the first place to maintain their family, and accordingly the Order

<sup>1</sup> *Indian Labour Gazette*, Vol. I, No. 1, July 1943.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943, p. 521.

<sup>3</sup> *Indian Labour Gazette*, Vol. I, No. 1, July 1943. The publication gives particulars of the (engineering and building) trades for which facilities for training are provided, the number trained and supplied to the armed forces, ordnance factories and civil industry, and the distribution of the centres in the different provinces and Indian States. It is also stated that, as the existing centres can be expected to meet all foreseeable demands, attention will be directed in the future to consolidation and improvement.

<sup>4</sup> Cf. *International Labour Review*, Vol. XLVII, No. 2, Feb. 1943, p. 235.

<sup>5</sup> In a farewell address to the sixth batch of trainees, Mr. Bevin, British Minister of Labour and National Service, remarked that, in consequence of the clearing of the Mediterranean, it was hoped to enlarge the scope of the scheme and bring more men.

<sup>6</sup> Cf. *International Labour Review*, Vol. XLVI, No. 3, Sept. 1942, p. 347; Vol. XLVII, No. 3, Mar. 1943, p. 372.

<sup>7</sup> *Verordnungsblatt des Militärbefehlshabers in Belgien und Nordfrankreich für die besetzten Gebiete*, 6 Mar. 1943.

<sup>8</sup> *Idem*, 6 May 1943.

fixes the amount of wages to be assigned for payment to the workers' dependants. The sum so assigned, which is protected against seizure and is not subject to any deductions, varies with the number of children, being fixed at 750 Belgian francs a month for the wife, 800 francs for a family with one child, and 900, 1,000, 1,200, and 1,400 francs for families with two, three, four, and five children respectively. A family is regarded as adequately provided for if it receives a third more than these amounts in all. The additional third is not exempt from deductions, but any deductions made may not exceed those allowed under Belgian legislation. For the purposes of the Order the family is deemed to include all persons for whose maintenance the worker recognises his responsibility.<sup>1</sup>

An Order of 29 April 1943 issued jointly by the general secretaries of the Ministries of the Interior and Public Health, Labour and Social Welfare, and Finance provides for the payment of advances in cash to the families of workers employed in Germany during the period before they receive remittances from the worker. The advance is at the rate of 210 francs a week for each household, with an additional allowance of 14, 37, 74, 127, and 196 francs respectively for families with one to five children who are under 15 years of age or are incapable of work, and an additional allowance of 70 francs for every child after the fifth. These advances are not dependent on proof of need and are payable from the Sunday following the worker's departure until remittances are received, subject to a maximum period of thirteen weeks. The public assistance boards are responsible for paying the advances on demand, and are also responsible for recovering the amounts by all legally permissible methods, and in particular by withholding part of the wage remittances transferred from Germany.<sup>2</sup>

## EMPLOYMENT AND UNEMPLOYMENT MEASURES IN SWITZERLAND

### COMPULSORY LABOUR SERVICE

The regulations governing compulsory labour service in Switzerland previously described in these pages<sup>3</sup> were amended and amplified by two new Federal Orders issued on 18 September 1942 and 14 May 1943. The first of these measures increased centralised control over the organisation of the labour service and the other introduced certain benefits for requisitioned workers.

#### *Organisation of the Labour Service.*

The Order of 18 September 1942 extended the powers of the War Office for Industry and Labour by making it responsible for carrying out all the measures relating to compulsory labour service. The cantonal authorities, on whom this responsibility formerly rested, are now subordinated to the Federal Office in this respect and are required to follow its instructions. Any canton may be required to provide, for a specified period, a quota of workers fixed by the Federal Office for employment in the services or industries to which the compulsory service regulations apply. Furthermore, the power formerly held by the Office in respect of agriculture only, to requisition workers itself and to transfer them from one undertaking to another, has now been extended to all the industries concerned, and the local labour distribution offices are now responsible only for carrying out the decisions of the Federal Office. Similarly, these offices need the permission of the Federal Office to cancel orders calling up workers for compulsory labour service; but the Department of Economic Affairs retains its right of sole decision in the case of a collective requisition affecting a whole industry.

The labour distribution offices are required to meet without delay all demands for labour from services or industries to which the regulations concerning compulsory labour service apply, having recourse to requisitioned labour where necessary. For this purpose, they must draw up advance lists of persons liable to compulsory labour service so as to provide a reserve of labour adequate to meet all demands. Persons liable to compulsory labour service must register at the labour distribution offices if they have no regular work or occupation.

An employer in any of the services or industries concerned must notify the appropriate local office of the engagement of any person liable to compulsory

<sup>1</sup> *Verordnungsblatt*, 6 May 1943.

<sup>2</sup> *Moniteur Belge* (Brussels), 1 May 1943.

<sup>3</sup> *Cf. International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 465.

labour service, and must also give notice in due time of the termination of any such employment because the worker is redundant, because his contract is at an end, or because his work is unsatisfactory or he leaves his job.

The Order also provides in the event of an application for the payment of a requisitioned worker's wages directly to his wife that the case must be decided by the competent magistrate within eight days.<sup>1</sup>

#### *Privileges for Requisitioned Workers.*

The Order of 18 September 1942 also provides that an employer employing persons called up for compulsory labour must make the necessary arrangements to ensure that they receive the privileges due to them.

The Order of 14 May 1943 amended that of 17 May 1940 by providing that persons called up for compulsory labour service may receive an increase in wages. The cost of this increase may be laid on the employer; but if he cannot afford to pay it, two-thirds of the cost will be borne by the Confederation and the remaining one-third by the cantons, if necessary with a contribution from the communes.

It also provides that the Department of Economic Affairs may introduce compulsory sickness insurance for certain categories of workers in some of the industries to which compulsory labour service applies.<sup>2</sup>

### THE CREATION OF EMPLOYMENT POSSIBILITIES

The Federal Council issued on 6 August 1943 an Order for the administration of the Order of 29 July 1942 regulating the provision of employment in wartime.<sup>3</sup>

The earlier Order required the Confederation to draw up a general plan for preventing unemployment by the provision of employment opportunities in the different sectors of the national economy. The Confederation is empowered for this purpose to grant assistance in the form of subsidies, loans, or the investment of capital in undertakings. It may also undertake work itself. Finally, it may guarantee prices and the marketing of goods and take any other useful measures, particularly of a commercial or a financial nature.

The Order of 6 August 1943 provides that the Employment Commissioner will draw up the general plan for combating unemployment. He may ask the various Federal departments, the Federal railways, and the cantons to submit programmes for providing employment, and he may decide that plans shall be drawn up or investigated. He may call upon experts to elucidate certain questions. He is responsible for co-ordinating the measures taken by the various authorities concerned and by private enterprise.

#### *Timing of Projects.*

The allocation of contracts and the execution of public works or the giving of orders for supplies on the part of the Confederation and the Federal railways if they are not urgent, must be adjusted to the situation of the labour market in agreement with the Commissioner. The grant of Federal subsidies as a result of other measures taken by the Confederation in respect of non-urgent work to be carried out by the cantons, communes, other public bodies, and individuals should, if possible, be subject to the condition that the work will be carried out only when unemployment is likely or actually exists. Works which are considered as urgent and therefore independent of the labour market situation are those undertaken to secure the national defence and the provision of indispensable goods, works of protection against natural catastrophe and repair of damage, works for ensuring transport or for combating epidemics, the construction of houses where there is a shortage of accommodation, and maintenance work if this is necessary to prevent the installation in question from losing a considerable part of its value.

#### *Special Measures.*

The Employment Commissioner will propose measures suitable for developing export trade in agreement with the Federal Office of Industry, Arts and Crafts

<sup>1</sup> *Recueil des lois fédérales*, 24 Sept. 1942, No. 45.

<sup>2</sup> *Idem*, 20 May 1943, No. 21.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943: "The Promotion of Full Employment in Switzerland", p. 479.

and Labour, and the Commerce Department. Federal assistance may be granted for the development of scientific research, especially in universities and research laboratories. It may also be granted for the development of research undertaken by industry provided that this research is in the general interest and would lead to the creation of employment possibilities, and that it does not in any way modify the competitive position in the industry in question.

All necessary information and advice will be given to the cantons and the communes with a view to facilitating the execution of work of an industrial or handicraft character in addition to normal requirements. In cases which are particularly likely to be successful the assistance of the Confederation may also take the form of a contribution to the expenses of expert investigation, protection of patents, development of new constructions and processes, and measures of a commercial or financial character.

Detailed provisions are laid down concerning application for a Federal subsidy for restoring hotels, baths, hospitals, educational establishments, and the productive equipment of undertakings, for work on railways, roads, and level crossings, for air transport and inland navigation, house building, slum clearance, land settlement, and agriculture, for projects in mountain districts, and for labour camps. It is also provided that in order to facilitate the provision of employment for architects, engineers, technicians, and other technical professions, the Confederation may grant subsidies for the study of projects, the elaboration of plans based on the results of competitions, surveying, and other appropriate work. Subsidies may also be granted in the form of contributions to the wages and salaries paid to persons belonging to commercial, technical or other intellectual occupations who, while without employment, are engaged by public administrations or public utility associations in work additional to normal requirements.

#### *Federal Subsidies.*

Federal assistance is granted only on condition that the work has a cultural, economic or military interest, or meets a social need and can be justified from the economic and technical points of view; that it will not be carried out until after the Federal department concerned has decided on the question of subsidy; and that the total cost of any particular work will amount to at least 200 francs. The Federal assistance is also subject to the conditions that: (1) the work will be carried out as far as possible by unemployed persons; (2) the unemployed persons will be recruited through the cantonal and communal employment offices or a recognised employment agency; (3) the work will be allocated to contractors or handicraftsmen; (4) the contractors, handicraftsmen, and suppliers of material will not be called upon to participate in the financing of the work; (5) the weekly hours of work will not as a rule exceed 48 hours and the wages will be in accordance with the locally recognised rates; and (6) the proposed work will take account to a large extent of the existing supplies of constructional materials and raw materials.

The amount of the Federal subsidy will be determined in accordance with: (1) the situation of the labour market and the gravity of the crisis in the industry concerned; (2) the cultural, military or economic importance of the work and the amount of labour required to carry it out; (3) the interest of the community or of other cantons in carrying out the work; (4) the number of workers from other cantons who will be employed; (5) the amount of money spent by the canton or commune concerned on measures to combat unemployment; (6) the amount of work carried out for the Confederation in the canton or commune concerned; (7) the amount of the subsidies received by the canton or commune for other purposes; (8) the financial situation of the canton or commune; and (9) the extent to which local materials are used if their use presents special interest.

It is provided that the subsidy paid by the canton may be reduced if certain conditions are fulfilled. The Order further contains details concerning procedure, the settlement of accounts, and guarantees of repayment. If the conditions on which Federal assistance has been promised are not fulfilled or are fulfilled only imperfectly, the assistance may be reduced or withdrawn by the department concerned. If the authorities are deceived by false information, the Federal assistance may be withdrawn and the repayment of any moneys already expended required. The cantons are under an obligation to supervise the work and to ensure that the various conditions are fulfilled.<sup>1</sup>

<sup>1</sup> *Recueil des lois fédérales*, 19 Aug. 1943, No. 35.

## EDUCATION AND VOCATIONAL TRAINING FOR WAR VETERANS IN THE UNITED STATES

On 27 October 1943, the President of the United States sent to the Congress recommendations on measures for the further education and vocational training of men in the armed forces. At the same time he transmitted to the Congress a preliminary report from the committee of educators which had been set up in 1942 under the auspices of the War and Navy Departments to study the problem of the education of service men and women after the war. The President's recommendations to the Congress and the report of the Armed Forces Committee on Post-war Educational Opportunities for Service Personnel are summarised below.

### *Message of the President.*

The President stated that the best way to repay the debt to those in the forces was "to see to it, by planning and action now, that those men and women are demobilised into an economy which is sound and prosperous, with a minimum of unemployment and dislocation; and that, with the assistance of Government, they are given the opportunity to find a job for which they are fitted and trained, in a field which offers some reasonable assurance of well-being and continuous employment". Many men, he added, would require special training and further education to attain their employment goals. Vocational and educational opportunities for veterans would have to be of the widest range. Some men would want to supplement their general education; others would want to learn a trade or to fit themselves for special work in agriculture or commerce; still others would want specialised professional training. "Lack of money should not prevent any veteran of this war from equipping himself for the most useful employment for which his aptitudes and willingness qualify him", the President declared.

Specifically, the President endorsed two recommendations of the Committee; first, that the Federal Government should make it financially possible for service men and women to spend a year in school, college, or a technical institution or in training in industry; and secondly, that the Federal Government should make it possible for a limited number of veterans to carry on their education or training for a further period of one, two or three years.

He said that opportunities for vocational training and schooling within the armed forces would be expanded and reoriented during periods of demobilisation and up to the moment of discharge.<sup>1</sup>

### *Report of the Committee on Post-War Educational Opportunities for Service Personnel.*

The Committee was appointed to recommend steps "to enable young men whose education has been interrupted to resume their schooling and afford equal opportunity for the training and education of other young men of ability after their service in the armed forces has come to an end". It is made up of representatives of the Army and Navy and universities and the United States Commissioner of Education. Starting from the conviction that the immediate practical problem of providing and preparing educational facilities was already at hand, the Committee, in its preliminary report, presented a broad outline of the scheme it wishes to see in operation for the education and training of war veterans.

The Committee considers that any educational programmes should be designed to:

- (1) Furnish systematic guidance to direct war veterans to suitable courses of training or instruction;
- (2) Provide a record of educational experience in the Services which can help to gauge the opportunities for which service men and women are best fitted; and
- (3) Expedite the discharge of service personnel who want to get ahead with feasible educational plans and the discharge of teachers needed to carry out these plans.

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<sup>1</sup> *Congressional Record*, 27 Oct. 1943.

It believes that the solution of the problem of education for members of the forces will involve, on demobilisation, a "civilian educational and training undertaking unprecedented both in its magnitude and in the educational designs required". The courses of study would have to include "a streamlining to give full weight to the natural impatience of men and women who have been in the service for a considerable time to get ahead with their education with all possible speed". All persons who have served six months or more in the forces since 16 September 1940 (the date of operation of the Selective Service Act) will be eligible for training under the programme.

Financially, the Committee puts forward the two recommendations endorsed by the President, and suggests that education and training beyond one calendar year should be conditional on proof in any case of: (1) recognised need for persons with the training they are taking; (2) merit, and proof that they are profiting by the training; (3) continuance of satisfactory progress.

It is proposed that every ex-service man taking full-time training should receive, in addition to tuition and fees, a sum of \$50 per month if single and \$75 per month if married, with an allowance of \$10 for each child.

The Committee believes that, where military necessity is not an over-riding factor, service personnel should be demobilised as rapidly as possible and the responsibility for their educational direction transferred to civilian institutions. This transfer would be desirable because educational responsibility would be placed where it properly belongs and also because it would reduce the cost of maintenance per man by about \$600.

As to the scope of the programme, the Committee estimates that at least 1,000,000 members of the forces may be interested in resuming their education or training. Expenditure, on the other hand, would be relatively small—approximately \$1,000 million. The Committee rejects the idea of a programme based on loans or on grants subject to proof of need, concluding that either of these methods of financing would be discouraging to the persons who would profit most from the programme. In contrast, the proposed system of grants, supplemented by small loans, would enable qualified ex-service men and women to achieve their goals without being saddled by debt or the stigma of a means test.

Administratively, the Committee considers that the traditional State and local controls of education should be fully respected and that the Federal Government should merely intervene to the extent necessary to ensure that the funds made available by it are providently spent. It suggests that there should be created immediately within a permanent Federal agency an office to assist State authorities in developing their educational and training programmes. An advisory council should be set up to work with this office, representing both the public at large and public and private educational institutions participating in the programme. The general responsibilities of the proposed office are outlined in the report. In addition, the Committee suggests that each State should establish an agency to select educational institutions to take part in the programme, to assist them with their plans, to organise guidance for demobilised men, and to make recommendations to the Federal office.

The Committee concludes by expressing the hope that the President will transmit its report and recommendations to the Congress, and that the Congress will consider legislation to carry out the programme.<sup>1</sup>

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## CONDITIONS OF WORK

### THE REGULATION OF WAGES AND CONDITIONS OF EMPLOYMENT IN PORTUGAL

A Portuguese Legislative Decree of 15 April 1943 gave power to the Under-Secretary of State for Corporations and Social Welfare to issue orders fixing conditions of employment and wages when superior economic interests or social justice so require, and to provide for the application of all or certain of the clauses of the

<sup>1</sup> White House Release, 27 Oct. 1943.

collective agreements in force to identical or similar activities and occupations not covered by the agreements. This new measure extended the powers previously held by the Government and repealed the previous legislation, under which minimum wages and salaries had already been fixed in a number of occupations with a view to adjusting them to the rising cost of living. A summary of the Government's recent wage policy, of the new Decree, and of its application to agricultural wages is given below.

*The Government's Policy.*

Since the beginning of 1942, the Under-Secretary for Corporations and Social Welfare has issued some 50 minimum wage regulations under the Legislative Decree of 1 August 1935, as amended on 17 September 1938<sup>1</sup>, which provided for the fixing of minimum wages in certain specified circumstances. Among the principal groups of workers who benefited under these provisions were building workers in the Lisbon district, metallurgical workers in Oporto and Leiria, coal miners, carpenters in Oporto, and pavers. Minimum salaries for theatrical artistes were also fixed by regulations which came into force on 1 May 1943. Furthermore, orders issued by the Minister for Public Works and Communications and the Under-Secretary for Corporations and Social Welfare also provided for the readjustment of the wages of the staff of the National Railway Company and of the tramway companies of Lisbon and Oporto. The revised rates for these workers were fixed in accordance with the findings of an enquiry carried out by special committees appointed for the purpose.

A similar committee, consisting of representatives of all the circles concerned, has been set up to enquire into and report on the conditions of employment and wages of office employees.

A Legislative Decree, No. 32191, issued on 13 August 1942<sup>2</sup> delegated to the Under-Secretary for Corporations and Social Welfare the powers possessed by the Government under section 4 of the Legislative Decree of 24 April 1934 regulating hours of work in commerce and industry<sup>3</sup> to shorten or lengthen daily or weekly hours of work in exceptional circumstances and where required in the public interest. According to the preamble to the 1942 Decree, the extension of hours of work was intended to enable workers to increase their earnings without worsening production conditions, as well as to increase individual output.

*Amendment of Minimum Wage Legislation.*

The Legislative Decree of 15 April 1943<sup>4</sup> authorises the Under-Secretary for Corporations to fix compulsory limits for salaries and wages when superior economic interests or social justice so require.

The following factors must be taken into consideration in fixing wages and salaries: (a) the normal requirements of the employee, according to age, sex, occupational category, and local living conditions; (b) the nature of the work and the risk involved; (c) output and length of service; (d) the cost price of the goods or services and the proportion thereof to be attributed to labour costs; (e) the financial capacities of the undertaking; (f) the requirements of the national economic system; (g) the salaries or wages paid in identical or similar occupations, or in default of these, the recognised average rates of remuneration for labour; (h) the value of any materials and tools supplied by the worker; (i) the money value of board, lodging, and any other allowances in kind paid in addition to the wage or salary; (j) any other factors which may affect the fixing of equitable remuneration for employees.

Rates of remuneration differing from those prescribed for employees in general may, however, be fixed for certain employees according to output, the nature of the work, and the employee's length of service in the undertaking. Similarly, the wages or salaries of employees who are in receipt of compensation or a pension on account of partial incapacity for work may be reduced in proportion to the amount of such compensation or pension.

Generally speaking, payment for work at piece or task rates may not be less

<sup>1</sup> Cf. I.L.O.: *Legislative Series*, 1935, Por. 5; 1938, Por. 1.

<sup>2</sup> *Diário do Governo*, Part I, No. 188, 13 Aug. 1942.

<sup>3</sup> Cf. I.L.O.: *Legislative Series*, 1934, Por. 5.

<sup>4</sup> *Diário do Governo*, Part I, No. 74, 15 Apr. 1943, p. 232.

than the minimum remuneration at time rates paid to an employee of the same sex and category who is engaged in identical or similar employment in the same district.

Before wages and salaries are fixed, an enquiry must be held in each case by the competent services of the National Labour and Provident Institution or by technical boards appointed by the Under-Secretary of State for Corporations, who will prescribe their composition, competence, and procedure.

In fixing wages and salaries, provision may also be made for compulsory contributions by undertakings and employees for the purpose of family allowances and social welfare allowances.

Decisions of corporative bodies which entail alterations in the wages or salaries paid in a particular occupation are subject to approval by the Under-Secretary for Corporations.

In order to facilitate supervision of the application of the wage-fixing measures, all industrial or commercial undertakings with more than 20 employees are required to keep constantly up-to-date a register of their employees, giving the name, category, length of service, and remuneration of each.

Contravention of the provisions of the wage-fixing orders issued by the Under-Secretary for Corporations are punishable by a fine of not less than 50 nor more than 500 escudos for each employee with respect to whom the contravention has been committed, or by a fine equal to three times the difference between the remuneration fixed and that actually paid, subject to a minimum of 50 escudos. The proceeds of such fines will be paid into the National Family Allowance Fund or the Joint Fund for People's Institutes, according as the undertaking involved is engaged in commerce or industry or in agriculture.

The new Decree repeals the Legislative Decree of 1 August 1935, already mentioned, authorising the Under-Secretary for Corporations to fix minimum wages in specified circumstances.<sup>1</sup>

#### APPLICATION OF THE REGULATIONS TO AGRICULTURAL WORKERS

In pursuance of the general authority conferred by the Legislative Decree of 15 April 1943, the Under-Secretary of State for Corporations and Social Welfare issued an Order on 12 May 1943 to regulate the conditions of employment of and to prescribe maximum and minimum wages for agricultural workers.<sup>2</sup>

An enquiry held by the competent services of the National Labour and Provident Institution had brought out the fact that wages in certain regions of northern Portugal were quite inadequate to cover the ordinary needs of workers, whereas in other regions in the south, the wages that farmers had to pay had reached levels beyond their actual capacity. The Government accordingly decided to intervene with a view to securing a reasonable remuneration to the agricultural labourer, on the one hand, and on the other hand, to checking undue rises in wages which might jeopardise the increased agricultural production needed by the country or interfere with the stabilisation of the cost of living.

Portugal being a country of polyculture with marked regional variations in living conditions, it was found very difficult to lay down uniform standards of remuneration for agricultural work throughout the country. While the existing disparity had to be removed so far as practicable, it was felt that the system of regulation to be introduced should be elastic enough to take account of local conditions, of the needs of the wage earners as well as the financial capacities of the farmer-employers, of the age and sex of the workers, and of the nature of the work.

The Order of 12 May 1943, which came into force on 24 May, divides agricultural wage earners into three age categories: those of 18 years or over, those of 15 to 18 years, children under 15 years. It establishes two wage classes, one for the summer (March-October) and one for the winter (November-February), and fixes minimum and maximum limits for the wages of workers of both sexes in the first two age categories, the wages of children under 15 years being left to the discretion of the parties concerned provided they do not exceed the limit fixed for workers between 15 and 18 years.

The prescribed wage scale may be increased by an amount not exceeding

<sup>1</sup> Communication to the I.L.O.

<sup>2</sup> *Diário do Governo*, Part II, No. 115, 18 May 1943.

50 per cent. of the minimum wage for the category when the nature of the work, the risks involved, the effort and special aptitudes required, or an exceptional output justify such a measure. Conversely, when workers cannot be fully employed owing to incapacity, the Order authorises a certain reduction of wages below the minimum rate.

When workers are given board and lodging, the rate of wages in cash may be reduced accordingly, but the reduction may in no case exceed 50 per cent. of the wage paid to workers who are not boarded.

The day worker receiving a normal wage is required to bring with him the necessary tools according to local custom.

As regards hours of work, the standards laid down by the Order define the normal working day as extending from sunrise to sundown, due allowance being made for meals and rest. The worker is entitled to a weekly rest on Sunday, except for work which cannot be postponed without entailing serious damage.

For the proper application of the Order and the settlement of disputes, provision is made for the setting up in each commune (*concelho*), of an arbitration committee composed of the chairman of the municipal council or his representative as chairman, and one representative of employers and one representative of workers. These bodies are to act under the supervision and control of the National Labour and Provident Institution, exercised through its delegates and through the Inspector of Labour in the Lisbon district.

The functions of the arbitration committees are:

- (1) To supervise the observance of the Order;
- (2) To guide the persons concerned in matters arising out of the application of the Order;
- (3) To prescribe, within the limits laid down by the Order, rates of remuneration for agricultural workers whenever current rates prevailing in the region have risen by 50 per cent. as compared with those of 1939;
- (4) To determine the additional amounts of wages to be paid in cases provided for by the Order;
- (5) To fix the length of time to be allowed in the course of the working day for meals and rest;
- (6) To regulate task rates;
- (7) To promote the distribution of man-power in conformity with the needs of the farms and of the national economy;
- (8) To settle, by way of conciliation and arbitration, all disputes arising out of the application of the Order;
- (9) To consider and propose modifications and amendments to the Order in the light of experience and to make suggestions relating to all measures for the regulation of conditions of employment and remuneration.

The decisions of the arbitration committees are enforced forthwith, but must be communicated within 8 days to the National Labour and Provident Institution, which has power to suspend or modify them.

The arbitration committees are also given power to overcome labour shortages in the wheat harvesting, olive picking, etc., seasons, by regulating the distribution of man-power among producers in the interest of national production and suspending work which is not urgent in character. Decisions of this kind do not take effect until they have been approved by the civil governor of the district concerned.

The Order provides for the punishment of contraventions by a fine of not less than 50 nor more than 500 escudos. The proceeds of the fines levied in pursuance of the Order accrue to the Joint Fund for People's Institutes.<sup>1</sup>

### LABOUR CONDITIONS IN THE GAMBIA

The 1942 Report of the Labour Department of the small British West African colony of the Gambia is noteworthy by reason of its examination of the effects of the emergency on the labour and social conditions of the people. There are signs in other parts of Africa of similar effects which are of significance in long-term future developments.

<sup>1</sup> Communication to the I.L.O.

*Production and Employment.*

The war situation made it necessary for the military authorities to undertake extensive works and to finish them as soon as possible. The Gambia was anxious to supply the man-power. It has a total of about 50,000 adult males, mostly employed in agriculture. At the busiest season in the years before the war there were scarcely 7,000 workers employed in industry, and of these perhaps more than 80 per cent. were unskilled; a large proportion, perhaps 50 per cent., were seasonal immigrants from French and Portuguese territories. Yet during 1942, when foreign immigration had practically ceased, the War Department and allied concerns were employing close on 20,000 workers, of whom 30-40 per cent. were classed as artisans.

The Report states that it is obvious that in a few months an agricultural worker will have reached a very indifferent standard as an artisan, and that even as an unskilled worker his habits will be liable to render him slow and irregular in industrial work. Further, this change to industry was accompanied by a decline in agricultural production. In 1938 the agricultural worker in the Gambia produced 48,000 tons of ground-nuts for export. In 1942 the production was only 18,000 tons. In part this was due to a lateness in the rains, to the absence of foreign immigrant workers, and to the production of crops for home consumption. The principal cause, however, is attributed to the absence from their farms of the workers engaged in war undertakings. The result has been that cleared land has been allowed to return to wilderness and that much labour will have to be undertaken over again before the pre-war crop can be grown.

On this subject the Labour Report comments as follows:

The undertakings of the War Department were for the most part of course not intended to increase the productive power or the capital values of the Gambia. Work on such undertakings had patriotic value, but then so also had work on the production of ground-nuts for export or of foodstuffs to save shipping. It might be argued that even the smattering of industrial skill now acquired by many Gambians should be reckoned as a capital value, but will it be usable after the war, and may it not be counterbalanced by acquired discontent with village life?

*Migration.*

The normal seasonal immigration of foreign immigrants was interrupted. The bulk of the workers employed on war services came from the farms. The village farmer in the Gambia clears the ground and plants his crop from May. After this he is free to attend to other business and seeks employment. About December he returns to reap his harvest and when this is done is again at liberty until May. In the absence of the foreign immigrant, the local farmer has accepted employment on war work in large numbers in the region of the principal town. Although an Essential Works Order has been adopted, it does not operate widely and can usually be disregarded by the agricultural native. The Labour Report comments:

Such immigrant workers are a menace to the standard of living of the town worker. Not only are they accustomed to a lower standard, but also their families are being kept at the expense of the village and they are working only for extras. In view of the reduced wages which they are therefore willing to accept, it would not be unjust if the employer were asked to pay a small tax graded according to the season and the number of immigrant workers in his employ. The proceeds of the tax would be devoted to raising the standard of living in the villages.

*Remuneration.*

The wages for unskilled labour were raised to 1s. 9d. a day in 1942. War bonuses of about 8d. a day were granted to Government employees not earning more than 4s. a day. In addition many employers arranged for their employees to receive an uncooked basic ration. The cost-of-living index figure, compared with the pre-war level, was 160 at the end of December 1940. In the course of the year it gradually rose to 194, but fell to 165 by February 1943.

Towards the middle of 1942, as much as £5,000 was being paid out in wages, and the amount of currency in circulation has had to be considerably increased. On the other hand, the amount of imported goods, which are bought chiefly by Africans, decreased by an average of 40 per cent. although the total cost increased by 70 per cent. The import of cotton piece-goods was on the same level in 1942

as before the war. On the other hand the imports of shirts fell to an index figure of 66, of singlets to 80, and of footgear to 20. War conditions still permit a good price for ground-nuts, and the Report comments that, had the worker been able to devote himself entirely to the growing of produce, it is possible that he would have received at least as large a quantity of imports as he actually received during the year and would probably have avoided the interior inflation in prices. Thus the Gambia has made real sacrifices in contributing to the war effort even though an increase in the circulation of money may mistakenly be taken for an increase in supplies.

#### *Trade Unions.*

Three trade unions are registered in the Gambia. The latest figures of their approximate membership, February 1941, show, however, a combined total of only 1,320. The Report makes the following comments on the situation. It was inevitable that with full employment and rising wages the workers' interest in trade unionism has suffered a decline. It has even happened that in spite of efforts to encourage trade unionism, the more energetic the labour officer is, the more quickly the trade unions fall into decay, because the worker finds that his grievances are more easily settled through the governmental than the trade union machinery. Moreover, the majority of Africans have very strong personal loyalties to family and village which often lead to jealousy and disunion among them as workers, while the skilled labour which is best qualified to form unions is very limited.

#### *Transition to Peace Conditions.*

Strenuous efforts were made towards the middle of the year to induce rural workers to return to their farms. It was agreed that employers would reduce their labour force to 7,000 men. These would be identified by tallies, and immigrants from the rural areas without tallies were to leave the areas of employment. These measures and some assistance by free passages, combined with the December necessity for farm labour reduced the industrial labour supply. It is feared, however, that not a few workers will regard farm labour with distaste even though their food and earnings may be better.

Problems of the future are analysed as follows:

It cannot be denied that there has been a lowering of standards, as well of discipline and industriousness as of skill, due above all to the fact that the worker knew he could easily find employment elsewhere if he were dismissed from the post he occupied. If full employment becomes possible over a prolonged period, this same deterioration is likely to occur again, unless some other aim than the drawing of a salary at the end of each fortnight becomes general among the average workers. It will be some time yet before the average worker even understands what he is about in certain of the more complicated enterprises under European direction, and a yet longer time will have to elapse before the advice of the average worker can be sought with gain to the employer in a works council. Even in Europe enterprises in which the employees have a share in the profits can rarely show enough profit, when divided into many parts, to arouse very much interest in the employees, and the complications of such an enterprise here would be almost insuperable. In West Africa, however, there may be possibilities in labour contracts undertaken by separate villages, which render themselves at the same time responsible for the maintenance of their own unemployed and for the standard of work provided.<sup>1</sup>

### WAGE SUBSIDIES IN AUSTRALIA

The Australian Government, as part of its policy of stabilising wages and prices<sup>2</sup>, has undertaken to pay wage subsidies to reimburse employers for cost-of-living wage increases resulting from the rise in the retail price index, to which the general level of wages in Australia is linked. Employers cannot pass increased wage costs on to consumers in the form of higher prices because of the price ceiling which has been in effect since 12 April 1943.

<sup>1</sup> GAMBIA: *Annual Report of Labour Department, 1942* (Bathurst, 1943).

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942, p. 729.

In spite of Government action to stabilise prices at the 12 April 1943 level<sup>1</sup>, the retail price index for the quarter ending June 1943 was above the index for March 1943. Since wage increases to compensate for increased costs of living are automatic under awards of Arbitration Courts and are not affected by the price ceiling order, the rise in the index resulted in wage increases of one or two shillings a week. However, as prices were under a rigid ceiling and the Government did not consider it reasonable to ask employers to absorb the added cost, Prime Minister Curtin on 20 July 1943 announced that all employers, exclusive of Government and semi-Government bodies, would be reimbursed for these wage increases. The net cost to the Government of this measure is estimated at £250,000 a month after allowing for savings in Government contracts.

This situation is expected to be temporary, for at the same time the Prime Minister announced several important developments in price stabilisation policy designed to reduce the cost of living to the levels existing on 12 April 1943. He announced a reduction in the prices of tea and potatoes through the payment of Government subsidies, and in the prices for clothing and textiles as a result of a reduction in the sales tax, and promised increased supplies of essential vegetables and essential clothing.<sup>2</sup>

### MINIMUM WAGES IN GUATEMALA

The principle of the minimum wage was introduced in Guatemala by a Decree of 27 July 1943.

The wage must be proportionate to the nature, importance, risk, and responsibility of the work performed; to the skill and diligence of the workers in relation to their work; and to the financial and economic circumstances of the undertaking.

The Government will lay down the minimum wage rates for the various branches of industry in the different localities or regions of the country. Undertakings may not on any account reduce the wages paid to their workers, even if these exceed the minimum rates so fixed.

An increase in the prices of the goods manufactured by the undertaking will be used as the basis for a proportionate increase in the wages payable to the workers, unless the current ordinary expenses of the management and maintenance have risen in the same proportion as prices.<sup>3</sup>

### PAYMENT FOR WORK OUTSIDE REGULAR SHIFTS IN THE UNITED STATES

#### A DEPARTMENT OF LABOR RULING

The Public Contracts Division of the Department of Labor, in a novel interpretation of the term "day" as used in the overtime provisions of the Walsh-Healey Public Contracts Act, holds that an employer may be required to pay overtime rates to an employee who works no longer than his regular 8-hour shift but varies from the regular starting or quitting time.

The Walsh-Healey Act requires overtime payment for work in excess of 40 hours weekly and 8 hours daily. The Public Contracts Division has interpreted the term "day" to mean a period of 24 hours beginning at the time the employee either starts to work or reports for work in accordance with the company's requirements, whichever is earlier. Under this interpretation, if an employee reports for work early and is permitted to begin his 8-hour shift at that time, or reports for work late and is permitted to complete his 8-hour shift later than the regular quitting time, the time worked either before or after the regular hours is compensable at the rate of time and a half.<sup>4</sup>

<sup>1</sup> *New South Wales Industrial Gazette*, Vol. 69, Part 1, Apr. 1943, pp. 2 and 3.

<sup>2</sup> *Sydney Morning Herald*, 21 and 22 July 1943.

<sup>3</sup> *Diario de Centro América*, 27 July 1943.

<sup>4</sup> *Wage and Hour Reporter*, Vol. 6, No. 40, 4 Oct. 1943, p. 950.

## LABOUR WELFARE AND THE PROMOTION OF THRIFT IN CHINA

The Ministry of Social Affairs of the Central Government in China has issued rules for the administration of the regulations relating to the establishment of labour welfare funds<sup>1</sup>, and measures have been taken by the Bank of Communications (which is an industrial bank) to promote saving by the workers in the present emergency.

### *Rules for the Administration of Labour Welfare Funds.*

Rules were issued on 16 July 1943 by the Ministry of Social Affairs for the administration of regulations relating to the establishment of labour welfare funds; they came into effect on the day of issue. Under these rules, not only factories and mines but also banks, companies, stores, farms, fisheries, and other commercial undertakings regularly employing over 50 persons are required to set up labour welfare funds. Provision is made for the safeguarding of the funds by requiring their registration with the competent authorities and regular returns and by periodical inspection and other measures.

### *Measures to Promote Saving by the Workers.*

The Bank of Communications, with the approval of the Ministry of Finance, has offered various facilities to the workers to save, with a view to promoting the national war and reconstruction effort. These facilities include the offer of high rates of interest on the sums deposited; the issue of a separate account book to each association of workers, and a certificate to each worker, making a deposit; the offer of loans on the security of the deposits for emergency needs; the possibility of withdrawing the whole of the deposit together with the interest thereon in emergencies (in the event of the worker leaving his job, or of sickness or marriage or death); and the transmission, free of cost or at reduced rates, of sums intended for deposit or owed by the Bank. Additional facilities (transmission at reduced rates, or regular remittances to the worker's dependants or for the education of his children) are offered where deposits of over \$300 for a period of over six months are concerned.

The savings campaign was initiated by the Bank in 1942, and the total of the sums deposited with it at the end of May 1943 by 415 workers' associations, with a total membership of 36,234, was 1,251,229 dollars.<sup>2</sup>

## AVERAGE EARNINGS IN GREAT BRITAIN

### AN ANALYSIS OF WARTIME INCREASES

It has been recognised for some time that the marked growth in average earnings in Great Britain since the beginning of the war has been due not only to higher wage rates but also to a considerable degree to the payment of bonuses and overtime wages, to upgrading within industry, and to shifts to higher paying industries. Statistical evidence now exists to show to what extent the growth in earnings relative to wage rates may be attributed to these various factors.

The half-yearly report on earnings published in June 1943 by the Ministry of Labour showed substantial increases in average earnings from the last pay week in October 1938 to the last pay week in January 1943.<sup>3</sup> These figures have been analysed in some detail by the London and Cambridge Economic Service, which shows statistically the importance of various factors responsible for the growth in earnings. The percentage increases in average weekly earnings in the principal industries between October 1938 and January 1943 varied widely in different industries, but the general average for all workers in all industries covered showed an increase of 65 per cent. for that period. During this time wage rates increased only 26.5 per cent. The analysis shows that if workers had not

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 779.

<sup>2</sup> Communication to the I.L.O.

<sup>3</sup> *Ministry of Labour Gazette*, June 1943, pp. 80-83.

shifted to higher paying industries, that is if there had been no change in the relative numbers in industries, but at the same time there had been a change of sex and age proportion in industries, the increase in earnings would have been only 52.5 per cent. On the other hand, upgrading, overtime, and bonus payments would have meant an increase of 55.5 per cent. if the relative numbers of men, youths, women, and girls in each industry in 1938 and the relative importance of industries, measured by the total number of persons employed in them in 1938, had remained unchanged. The greater employment of women generally lowered earnings; if there had been no change in the relative numbers of men to women in all industries together, the increase would have been 67.5 per cent.

From these statistics it is concluded that the growth in earnings relative to wage rates may be approximately attributed as follows: unequal growth of industries, 8 per cent. increase; increased employment of women, 2 per cent. decrease; overtime, bonuses, and upgrading within industry, 24 per cent. increase; altogether, about 30 per cent. increase.<sup>1</sup>

## CONDITIONS IN THE BRITISH MERCANTILE MARINE

### GOVERNMENT POLICY

In the course of a debate on shipping in the British House of Commons on 14 July 1943, Mr. Noel-Baker, Joint Parliamentary Secretary to the Ministry of War Transport, stated some of the aims of the Government's post-war policy, particularly as regards the conditions of work of seamen.

The merchant navy, he said, was a vital national interest and would remain so in peacetime as in war. It was a national obligation to repay the debt owed to merchant seamen, and the Government was bound in honour to carry out the pledges made to the officers and men of the mercantile marine. The Government considered that the efficiency of the merchant navy included the best attainable conditions of employment for officers and men. Whatever arrangements were made, they should not be arrangements to exploit the producers, the traders and the consumers, but to help the expansion of prosperity. The speaker recalled the following statement made by Mr. Jarman, General Secretary of the National Union of Seamen of Great Britain: "We intend to see that the seamen of one country shall not be used to depreciate, one against the other, the wages and conditions of employment in the merchant navies of the world."

In reply to a question, Mr. Noel-Baker indicated that, in conformity with this policy, the Government intended to ratify some of the maritime labour Conventions adopted at Geneva.

As regards training for the merchant navy, he stated that the policy of the Government would be based mainly on the outline plan for post-war training for the British merchant navy which was put forward by the Merchant Navy Training Board.<sup>2</sup>

Referring to the suggested maintenance of the wartime system of reserve pools operated since 1941 by the Shipping Federation with the help of trade unions<sup>3</sup>, Mr. Noel-Baker pointed out that the National Maritime Board was asked in 1942 to consider how these improvements could be continued in peacetime. The Board had prepared a detailed and ingenious scheme under which the majority of the merchant navy personnel would become, so to say, established and would have the benefit of continuity of employment and wages, holidays with pay, and other privileges as long as they chose to remain in the mercantile marine. Such a scheme had to be dovetailed into the general arrangements which might be made in pursuance of the Beveridge Report or otherwise for dealing with unemployment, pension rights, etc.

Mr. Noel-Baker emphasised the importance of the question of accommodation at sea. There was a general desire that any bad accommodation which might still exist on certain ships should disappear. Although formerly cargo space was considered more important than crew space, the position was entirely different now. In fact, in an ocean-going tramp or cargo liner of about 7,000 or 8,000 tons, the crew space represented approximately 5 or 6 per cent. of the total tonnage,

<sup>1</sup> A. L. BOWLEY: "Prices, Wages and Earnings", in *LONDON AND CAMBRIDGE ECONOMIC SERVICES: Bulletin*, Vol. XXI, No. 3, July 1943, pp. 53-55.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 3, Sept. 1943, p. 369.

<sup>3</sup> *Idem*, Vol. XLIV, No. 1, July 1941, p. 76.

and the difference between good and bad accommodation was perhaps  $1\frac{1}{2}$  per cent. The new Board of Trade Instructions of 1937 raised the minimum standards required by the law, and since then many owners had voluntarily gone above those standards in constructing new ships. In the Government ships built during the war still greater improvements had been made; whereas, for instance, the provision of space required for rest, messrooms, wash places, and sleeping rooms under the existing Merchant Shipping Acts was only 27 square feet per man, the standard space in the new Government ships was 52 square feet per man. Better furniture and better fittings were installed in the bedrooms; hot and cold fresh water had been laid on to wash basins and showers; ventilation, heating, and lighting had been improved. Refrigerators for food were being supplied. What was most important, the accommodation was not being built in the fore-castle, but amidships or aft. After the war many of the larger ships would need large-scale reconstruction to bring them up to these standards. This task raised difficult questions, but they would be faced with energy and determination in order to get results.

As regards health, vast progress had been made since the war began. The supply of drugs in ships had been improved and there was a scheme for training stewards to whom it fell to look after the sick. Pamphlets and leaflets of instructions had been issued. This was a field in which international co-operation might produce good results.

Much had been done also in the field of welfare. Scores of seamen's clubs and hostels had been opened in all parts of the world, some run by voluntary institutions and some by the Government.

The speaker hoped that, when the war was over, the calling of the sea could be made worthy of the seafarers of the United Nations, and that shipping would become an instrument of friendship, peace and happiness for all mankind.<sup>1</sup>

#### A NEW ORDER ON LIFE-SAVING APPLIANCES IN INDIA

The Central Government of India issued on 26 June 1943 the Indian Merchant Shipping (Emergency Life-Saving Appliances) Order, 1943, the provisions of which supplement the Indian Merchant Shipping (Life-Saving Appliances) Rules of 1934. The Order applies to all passenger ships, except home-trade wooden sailing ships of primitive build, and to foreign-going and home-trade steamships not certified to carry passengers.

The new Order brings the rules applicable in the field of life-saving appliances up to the standards generally adopted in wartime for the principal mercantile marines of the world, on the basis of actual experience. Detailed provisions deal with lifeboats, motor-lifeboats, additional lifeboats, davits, equipment of lifeboats, emergency rations, emergency rafts and buoyant apparatus, personal equipment, embarkation in boats and rafts, boat drills, etc. The new rules give effect to most of the suggestions for improvements set out in the appendix to the resolution on safety measures for seamen adopted by the I.L.O. Joint Maritime Commission at its Twelfth Session (26-30 June 1942).<sup>2</sup>

It is provided, however, that the Central Government or any authority duly authorised by it may exempt, subject to such conditions as it thinks fit to impose, any ship, for the period of any voyage or voyages, from compliance with the requirements of the Order, if it is satisfied that the requirement is either impracticable or unreasonable having regard to all the circumstances of the case.<sup>3</sup>

#### THE CONTRACTS OF EMPLOYMENT OF ARGENTINE SEAMEN ON FOREIGN SHIPS

Under an Executive Decree dated 14 September 1943, Argentine nationals engaged for employment on foreign ships navigating in war zones or having a belligerent port as their destination are not allowed to embark unless the following stipulations have been complied with.

<sup>1</sup> *Parliamentary Debates, House of Commons*, Vol. 391, No. 88, 14 July 1943, cols. 258-276.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, pp. 169-171.

<sup>3</sup> *Gazette of India*, 26 June 1943, pp. 676-679.

The maritime authorities must point out to the workers concerned the dangers of the voyage. The articles of agreement are to be in writing and must be approved by the maritime authorities of the port of departure, who may require consultation with the National Labour Department.

The agreement must be made for a return voyage, the maximum duration of which must be specified. The minimum daily wage will be 9 pesos (Argentine national currency) in addition to board and lodging. On land and during the return voyage, when the employee is not required to do any work, he will receive a minimum daily wage of 4.50 pesos in addition to board and lodging. The employer is responsible for the repatriation of the employee and for the expenses of transportation to the port of departure, as well as for board and lodging on board ship and ashore until arrival at the port of departure. The employer is required to take out an insurance of at least 10,000 pesos in favour of each employee he engages. This insurance will cover any risk incurred by the worker from the time of embarkation until return to the port of departure.

The articles of agreement will not be approved until the above-mentioned insurance has been taken out with an insurance company established in the Argentine Republic and authorised to operate in connection with workmen's compensation. As a guarantee of the fulfilment of the conditions stipulated in the articles of agreement, the employer must deposit with the Argentine National Bank, to the order of the National Labour Department, a sum of 2,000 pesos for each employee he engages; this deposit may not be withdrawn until the worker concerned has returned to his port of departure. The personal security of the owner of the ship on which the seaman embarks may be substituted for this deposit.<sup>1</sup>

### WAR BONUS IN THE BRAZILIAN MERCANTILE MARINE

Under an Order of the Brazilian Mercantile Marine Commission, applicable as from 1 June 1942, a war bonus of 40 per cent. of wages was paid for the whole duration of each voyage to the crews of national ships navigating in zones considered as dangerous.

A new Order dated 20 April 1943 increased to 60 per cent. of wages the amount of the war bonus for the crews of the above-mentioned ships. In addition, a war bonus of 30 per cent. of the wages is now paid, as from 1 April 1943, to the crews of national ships in the coastal trade, including yachts.<sup>2</sup>

## SOCIAL INSURANCE AND ASSISTANCE

### STUDY OF SOCIAL SECURITY FOR INDIA

The first session of the conference of the tripartite labour organisation in India<sup>3</sup> was held in New Delhi in September 1943 with the Member for Labour of the Viceroy's Executive Council, Dr. B. R. Ambedkar, in the chair. An account of the proceedings will be published in an early issue of the *Review*, but meanwhile it may be noted that the conference adopted a resolution recommending preliminary action for the preparation of plans to promote social security.<sup>4</sup> The resolution proposed that the Central Government, in co-operation with provincial Governments, Indian States, and the Chamber of Princes, should immediately set up machinery for

<sup>1</sup> Communication to the I.L.O.

<sup>2</sup> *Diário Oficial*, 22 Apr. 1943, p. 6163.

<sup>3</sup> For an account of the proceedings of the conference at which the organisation was constituted, see *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, pp. 1-21: "The Institution of a Tripartite Labour Organisation in India".

<sup>4</sup> The question was previously considered at the third session of the standing committee of the organisation, and the Government has taken steps to prepare a scheme of sickness insurance for industrial workers (*idem*, Vol. XLVIII, No. 5, Nov. 1943, pp. 634 and 665).

investigating questions relating to the wages and earnings of labour<sup>1</sup>, and that, as soon as possible after the necessary statistical and other data had been obtained, a representative committee should be appointed to prepare plans.

#### *Appointment of a Public Health Commission.*

It was announced in the Council of State in August 1943 that the Government of India had decided to appoint a commission, with Sir Joseph Bhore, a former member of the Executive Council, as chairman, to report on public health conditions in the country and make recommendations on the development and co-ordination of health services. The following questions are among those mentioned in the terms of reference of the commission, which cover in a comprehensive manner the whole field of public health service, preventive and curative: the extent of existing medical relief and its extension (by means of mobile dispensaries and other methods) to rural areas; the adequacy of existing supplies of drugs and possibilities of producing them locally; the standard of medical education in the country and medical research; the training of nurses and midwives and the establishment of welfare institutions in suitable centres; special problems relating to women and children; industrial hygiene and special problems of industrial labour; housing for industrial labour; nutrition research and possibilities of securing a balanced diet for different sections of the population, having regard to their earnings and habits and customs.

It is hoped that the proposed survey may be conducted with rapidity and it is believed that it is an indication of the Government's efforts for the promotion of social security as part of reconstruction planning.<sup>2</sup>

### PENSION RECIPROCITY BETWEEN AUSTRALIA AND NEW ZEALAND

Australia and New Zealand have, by their respective Acts No. 36 of 3 July 1943 and No. 18 of 25 August 1943, approved an agreement providing for reciprocity in the matter of old-age and invalidity pensions. The agreement came into force on 1 September 1943.

A period of residence in the one country is counted towards qualification for pension in the other, and persons becoming invalids in the one country are treated as though they had become so in the other, when claiming a pension in the latter country.

The pension to a person basing his claim on these provisions is awarded only if he complies with the conditions of the law of that country whose law is the more restrictive, and the maximum pension is that of the country which provides the lower maximum.

A person who is a British subject in the one is treated as such in the other, and Maoris have the same claim to pensions in Australia as other New Zealanders.

### SOCIAL SECURITY MOVEMENT IN NEW ZEALAND

#### SOCIAL SECURITY ACT AMENDMENT

The New Zealand Social Security Act of 14 September 1938, as amended to 26 October 1942<sup>3</sup>, was further amended by an Act of 25 August 1943.<sup>4</sup> The rates of benefit have been increased, as shown in the table below; in some instances the level of total income allowed has been raised to correspond. Other changes, most of which provide for extension of benefits, are briefly as follows.

<sup>1</sup> Steps for the compilation of statistics of wages of industrial labour were also considered at the third session of the standing committee of the organisation and it was stated at that session that the Government would proceed to take the necessary action (*ibid.*, p. 636).

<sup>2</sup> Communication to the I.L.O.; see also above, p. 754, for particulars of the constitution of a social services committee in connection with the Government's reconstruction planning.

<sup>3</sup> Cf. I.L.O.: *Legislative Series*, 1942, N.Z. 1.

<sup>4</sup> For previous recent amendments, cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 390.

*Income Provisions.*

*Definition of income.* Certain capital sums received by an applicant which were excluded from income only to the extent to which they were expended in a manner approved by the Social Security Commission, for example, in the purchase of property to be used as a home, are now excluded without such restriction. Limited compensation or damages for an accident causing death or bodily injury are excluded from income without a previous stipulation that such accident is not the basis of a claim for monetary benefit under the Act.

*Exempted income.* The amount of income exempted in fixing rates has been raised in connection with certain benefits, with the result that, in some cases, the rate of benefit is increased. In the computation of income the Social Security Commission may disregard any amount paid or payable thereon as a social security charge or national security tax.

*Benefit Provisions.*

*Increase in parents' benefits.* The Social Security Commission is given power to increase by £26 a year the age benefits payable to a beneficiary who is a parent of a deceased member of the New Zealand forces, or of a member of the mercantile marine who has died as a result of the present war.

*Benefits granted to deserted wives.* A married woman, the mother of one or more dependent children, who has been deserted by her husband and has taken proceedings against him for a maintenance order, is eligible for a widow's pension. Should her husband subsequently pay her any money for the support of herself or her children, the rates of benefit are to be adjusted or the Crown reimbursed. If the husband pays any money to a magistrate's court under a maintenance order, it is to be paid by the court into the Social Security Fund. Where money is to be paid into this Fund in respect of a deserted wife, the Social Security Commission may institute proceedings to recover it. Such sums are applied in paying the expenses of recovery and in reimbursing the Fund for the benefits granted. The balance is paid to the beneficiary.

*Benefits granted in respect of children.* Benefits payable to assist in the education of a child between the ages of 16 and 18 years may be granted whether or not an allowance in respect of such child was paid before he attained the age of 16.

*Financial Provisions.*

*Extension of purposes for which social security funds may be expended.* With the approval of the Minister of Finance, moneys in the Social Security Fund, appropriated by Parliament, may be expended in connection with medical, hospital, and other related benefits for the acquisition of land, the acquisition, erection, and maintenance of buildings, the acquisition and maintenance of plant and equipment, and the payment of salaries or the making of grants and loans to persons providing medical and allied services.

*Limitation on doctors' mileage fees removed.* The fees for every mile travelled by a medical practitioner between his surgery or residence and the place where he provides service are to be computed at the rate of one-third of a penny per mile, without limitation as to the total number of miles so travelled.

TABLE SHOWING OLD AND NEW BENEFIT RATES PER WEEK

	Old rate		New rate	
	s.	d.	s.	d.
<i>Superannuation benefits</i>				
Ultimate rate	30	0	32	6
<i>Age benefits</i>				
Unmarried applicant	30	0 <sup>1</sup>	32	6
Married applicant, if both husband and wife eligible for age benefit (each)	30	0 <sup>1</sup>	32	6
Married applicant, if husband or wife not eligible for age benefit	30	0 <sup>1</sup>	32	6
In respect of wife	10	0	10	6
In respect of each dependent child	10	0	10	6
Total benefit limited to	90	0	100	0

<i>Widows' benefits</i>	s.	d.	s.	d.
Applicant without dependent child	20	0 <sup>1</sup>	25	0
Applicant with dependent child	25	0 <sup>1</sup>	30	0
In respect of each dependent child	10	0	10	6
Total benefit limited to	90	0	100	0
<i>Orphans' benefits</i>				
Basic rate	15	0	15	9
<i>Family benefits</i>				
In respect of each dependent child	4	0 <sup>2</sup>	7	6
<i>Invalids' benefits</i>				
Applicant under 21, unmarried	20	0	22	6
Applicant over 21, without dependants	30	0 <sup>1</sup>	32	6
Married woman	30	0 <sup>1</sup>	32	6
Male applicant with dependants	30	0 <sup>1</sup>	32	6
In respect of wife	10	0	10	6
In respect of each dependent child	10	0	10	6
Total benefit limited to	90	0	100	0
<i>Miners' benefits</i>				
Miner	30	0	32	6
In respect of wife	10	0	10	6
In respect of each dependent child	10	0	10	6
Total benefit limited to	90	0	100	0
Widow	17	6	20	0
<i>Sickness benefits</i>				
Applicant under 20, without dependants	10	0	10	6
Other applicants	20	0	20	0
In respect of wife	15	0	15	0
In respect of each dependent child	10	0	10	6
Total benefit limited to	80	0	80	0
<i>Unemployment benefits</i>				
Applicant under 20, without dependants	10	0	10	6
Other applicants	20	0	20	0
In respect of wife	15	0	15	0
In respect of each dependent child	5	0	10	6
Total benefit limited to	80	0	80	0

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 390. These rates had been increased by 5 per cent. from 1 May 1942 under emergency regulations, now revoked.

<sup>2</sup> *Ibid.*; this rate had been increased by 50 per cent. from 1 May 1942 under emergency regulations, now revoked.

#### WORKMEN'S COMPENSATION AMENDMENTS

The Workmen's Compensation Act, 1922, was amended by Act No. 23 of 1943, which came into force on 1 November 1943. Insurance was made compulsory, the onus of providing light work for injured workers was laid on the employer, and various other changes to the advantage of the worker were made.

##### *Compulsory Insurance.*

Every employer is required to insure against his liability to pay compensation by obtaining a policy from an insurance company. No provision is made for controlling the rates of premium that may be charged, but there is a State Insurance Office, which transacts employers' liability business.

Exemption from the requirement to insure is granted to employers who operate a compensation scheme approved as being not less favourable to the workers than the provisions of the principal Act. Exemption is also granted to employers concerning whom the Compensation Court is satisfied that their resources are sufficient to meet any possible claims for compensation.

*Light Work.*

Under the principal Act, the fact that a worker had so far recovered from an injury as to be able to perform light work was sufficient ground for reducing his weekly payment, whether or not such work was available. The amending Act provides, in effect, that incapacity is to be treated as total until suitable employment is found for the injured worker by his late employer or until he is actually engaged in some employment or business.

*Accidents while Travelling.*

Compensation is payable in respect of accidents occurring to a worker while travelling to and from his work by some means of transport, other than a public transport service, which the employer has provided or the use of which he has expressly or implicitly authorised.

## WAR PENSIONS CONSOLIDATION

The War Pensions Act, No. 22 of 1943, repealed the existing legislation relating to war pensions and replaced it with a scheme which is of general application to victims of past, present, and even future wars. The Act is mainly a consolidation measure, but the rates of pensions and allowances of lower ranks were increased and minor material amendments were made.

The Act is concerned with pensions to members of the armed forces and to members of the Emergency Reserve Corps, and with allowances to war veterans. War pensions for members of the mercantile marine are governed by a separate Act which was amended at the same time.

*Administration.*

All war pensions and allowances are administered by the War Pensions Board, consisting of a medical practitioner, a representative of returned service men, and one or two other persons. The administrative staff is part of the Social Security Department.

Appeals against decisions of the War Pensions Board are heard by the War Pensions Appeal Board, consisting of two medical practitioners and one representative of returned service men. The procedure is informal.

*Members of the Armed Forces.*

*Risks covered.* War pensions are granted in respect of death or disablement occurring to a male or female member of the armed forces: (1) while on service overseas in connection with any war; (2) if attributable to service in New Zealand or overseas, whether in connection with any war or not; (3) if aggravated by service.

A member who was graded as fit for service when he entered the forces is conclusively deemed to have been absolutely fit at that time, unless any defects were noted then or within the first two months of service. The presumption does not operate if the member failed to disclose any material fact to the medical examiner.

The claimant is always to be given the benefit of any doubt.

*Survivors' pensions.* In case of death, the beneficiaries are the widow, children under 16 years, and, if dependent on the deceased, any other member of his or her family. The age limit for children may be raised in case of infirmity or continuance of education.

The widow's pension may not exceed £2 a week in respect of members below commissioned rank, and 5s. more in respect of the lowest commissioned ranks. The rate for the highest rank is £3 10s. Where the widow has a child, these limits are increased by 10s.

The pension for each child may not exceed 10s.6d. a week, or 20s. if both parents are dead.

When a member disabled to the degree of 70 per cent. or more dies from a cause not attributable to his service, pensions may be paid to the widow and children as if the death were so attributable.

The pension for any other dependant may not exceed the value of the support received by him or her from the deceased, and may in no case exceed three-quarters of the widow's pension corresponding to the deceased's rank, if a widow or child is left, or in the contrary case, the full widow's pension. A pension of 20s. may be paid to any woman who has the care of motherless children.

In fixing the pension for any dependant other than the widow or a child, account is to be taken of the dependant's means.

*Disablement pensions.* Disablement pensions are granted in case of total or partial disablement, and may be permanent or temporary according to the character of the disablement. Additions to the pensions may be granted in respect of the wives and children and any other dependants of disabled members.

The total disablement pension may not exceed £3 a week for members below commissioned rank, and 1s. more in respect of the lowest commissioned rank. The rate for the highest rank is £3 5s.

Additions for the wife and children are granted after consideration of the means of a member, and additions for any other dependant after consideration of his means also. The maximum rates for the wife's pension vary from £1 to £1 12s. 6d. according to the deceased's rank, while the maximum rate for the child's pension is uniformly fixed at 10s. 6d.

Proportionately smaller pensions are granted in case of partial disablement, the proportions being indicated for mutilations in a schedule appended to the Act. It may be noted that severe facial disfigurement, amputation of the right arm through the shoulder joint, and amputation of the leg, not leaving a useful stump, are all deemed to cause total disablement.

An additional allowance up to £5 a week may be granted to a disabled member needing the services of an attendant. Additional allowances up to £16 a year may be granted to members who have lost the use of one or both legs.

*Economic pensions.* War pensions may be supplemented by "economic pensions", in cases where the War Pensions Board considers the supplement justifiable, having regard to the means of the claimant and his ability to engage in suitable employment. Economic pensions may be granted to a disabled member, his widow or his or her widowed mother, at rates not exceeding 35s., 25s., and 20s. a week respectively.

#### *Members of Emergency Reserve Corps.*

Pensions are granted in respect of death or disablement suffered in the course of service in the Emergency Reserve Corps and attributable to it.

The pensions are the same as the pensions payable in respect of a non-commissioned member of the armed forces.

#### *War Veterans.*

Allowances may be granted to male veterans who have served in actual engagement with the enemy, and to female veterans who have served overseas, and become unfit at any time for permanent employment by reason of physical or mental infirmity not attributable to their service in the armed forces.

The service man's allowances are £84 10s. a year for the veteran, £54 12s. for his wife, and £27 6s. for each child. The allowance is reduced by the amount of any income in excess of £52.

#### *Members of the Mercantile Marine.*

The War Pensions and Allowances (Mercantile Marine) Act, No. 24 of 1940, was amended by Act No. 21 of 1943, which increased the rates of pensions and allowances for the lower ratings. The following is a summary of the Act as amended.

Pensions and allowances are granted in respect of the death, disablement or detention of members of the New Zealand mercantile marine, suffered in the course of their employment and directly attributable to the present war.

Pensions for death are similar to those payable in respect of members of the armed forces. The ranks of members of the mercantile marine, however, are determined by the tonnage of their ships. Thus on ships of not more than 500 tons gross, officers and other ratings are equated to non-commissioned ranks; on ships of 500-1,000 tons, the master is equated to the lowest commissioned rank, and the officers and other ratings to non-commissioned ranks; on ships of 1,000-5,000

tons, the master is equated to a naval lieutenant, and other officers to sub-lieutenants; on larger ships the master is equated to a lieutenant-commander, and the chief officer to a lieutenant.

Pensions for disablement are the same as those granted to non-commissioned ranks.

Allowances during detention by the enemy are the same as pensions for total disablement, but of the £3 a week that is thus due, 10s. is accumulated and paid to the member when he is released from detention.

No person may claim compensation or damages for death or disablement for which a pension is payable under the Act.

### INCREASE IN CANADIAN OLD-AGE PENSIONS

Non-contributory pensions are paid in all Canadian provinces to needy persons aged 70 years and over and to blind persons over 40 years in accordance with standard provisions laid down in an enabling Dominion Act, the Dominion Government refunding 75 per cent. of the cost of pensions to the provinces. Since the outbreak of the war pension rates have been increased in a number of provinces in view of the rise in the cost of living. The Dominion Government has now taken cognisance of these measures by increasing the maximum pension.

#### *Provincial Measures.*

The Dominion Pensions Act prescribed a maximum pension of \$240 a year, reduced by any private income of the pensioner in excess of \$125 a year. A number of provinces had granted supplementary pensions of their own accord and at their own expense. In Alberta and British Columbia, supplements of \$5 a month or \$60 a year could be granted by the Pensions Authority since April 1942. Early in 1943 Manitoba increased the pension rate by \$1.25 a month or \$15 a year, and Nova Scotia authorised the Pensions Authority to grant a supplementary allowance not exceeding \$10 a month or \$120 a year. Similar measures were planned in other provinces, and all provinces made representations to the Dominion Government that supplementary payments should be made to pensioners in view of wartime conditions and that the Dominion should bear its share of such payments.<sup>1</sup>

#### *Dominion Legislation.*

The Dominion Government has accordingly, by Order in Council P.C. 6367 of 10 August 1943, increased the maximum pension to \$300 a year. The income limit, however, remains the same, that is, \$365, the pension being reduced by the amount of private income of the pensioner in excess of \$65, instead of \$125 a year. For blind pensioners the permissible income is \$140 if the pensioner has no dependants, or \$340 otherwise.

To any province agreeing with the Dominion Government to pay the increased pension the Dominion pays quarterly an amount equal to 75 per cent. of the net sums paid by the province in pensions.<sup>2</sup>

#### *Statistics.*

The total number of persons in receipt of old-age pensions on 30 June 1943 was 182,221; the number of blind persons in receipt of pensions on that date was 6,370.

The total number of old-age pensioners and the percentage of such pensioners to the total population over 70 years of age and the average pension in each of the nine provinces are shown below.<sup>3</sup>

<sup>1</sup> ALBERTA: Act of 19 Mar. 1942 to Authorise the Payment of a Supplementary Provincial Allowance to Old Age Pensioners and Blind Pensioners; BRITISH COLUMBIA: Order in Council of 22 Apr. 1942 (*British Columbia Gazette*, 25 June 1942, p. 725); MANITOBA: Act to Amend the Old-Age and Blind Persons' Act, assented to 17 Mar. 1943; NOVA SCOTIA: Act of 14 Apr. 1943 to Amend Chapter 2 of the Act of 1931, the Nova Scotia Old-Age Pensions Act (*The Gazette*, Montreal, 26 July 1943).

<sup>2</sup> *Canadian War Orders and Regulations 1943*, Vol. III, No. 7, 23 Aug. 1943, p. 377.

<sup>3</sup> *Labour Gazette*, Aug. 1943, p. 1196.

Province	Number of pensioners	Percentage of pensioners to population over 70 years of age	Average monthly pension
Alberta	11,702	46.13	\$ 18.72
British Columbia	14,320	35.80	19.36
Manitoba	12,432	44.40	18.80
New Brunswick	11,816	56.27	15.41
Nova Scotia	14,085	46.95	16.07
Ontario	56,656	30.30	18.91
Prince Edward Island	1,889	31.48	13.50
Quebec	46,894	44.24	17.38
Saskatchewan	13,048	48.33	18.22
North-West Territory	9	4.50	20.00

## SOCIAL INSURANCE MOVEMENT IN SPAIN

### INVESTMENTS OF SOCIAL INSURANCE INSTITUTIONS

A Spanish Act dated 29 July 1943 regulates the investment operations of institutions administering social insurance.

The Act provides that at least 60 per cent. of funds not required for the immediate needs of the institution must be invested in Government bonds; 10 per cent. at most may be invested in gilt-edged securities; and the remaining 30 per cent. may be used for investments of a social nature for promoting ownership of property, land settlement, the construction of dwellings, and other purposes authorised by the Act.

On the recommendation of the Minister of Labour and after consulting the Minister of Finance, the Government may authorise social insurance institutions to deviate from the foregoing proportions in the distribution of their investments.<sup>1</sup>

### AMENDMENTS OF FAMILY ALLOWANCES

A Decree of 27 July 1943 amended the scale of family allowances in force since the promulgation of the Act of 18 July 1938.<sup>2</sup>

The family allowance scheme has hitherto provided for allowances at a rate which increased comparatively little with the number of children in the family. The new scale provides for a much more rapid increase in the rate per child for the larger families.

The new Decree does not alter other details of the scheme. Accordingly, the persons entitled to allowances are employed persons, home workers, employers, farmers, and recipients of accident pensions; the allowances are granted for each child up to the age of 14 years, and without limit of age if they are disabled; the scheme is financed by a contribution of 5 per cent. of the payroll which is paid by the employer and a contribution of 1 per cent. of wages which is paid by the employed person, while the entire cost of the scheme as applied to agriculture is met by the employer through a special tax on rural property. The higher cost of the new scale of allowances will be covered by the surpluses accumulated during the working of the scheme since 1938.

The Decree also provides that the family allowance paid on a daily basis in the case of casual workers shall be increased in similar proportions.<sup>3</sup>

The following table shows the new scale of allowances as compared with that hitherto in force:

<sup>1</sup> *Boletín Oficial*, No. 212, 31 July 1943, p. 7405.

<sup>2</sup> Cf. *I.L.O.: Legislative Series*, 1941, Sp. 3 B.

<sup>3</sup> *Boletín Oficial*, No. 215, 3 Aug. 1943, pp. 7555-7556.

Number of children	Monthly rate	
	1938 Act	1943 Decree
	pesetas	pesetas
2	30	40
3	45	65
4	60	90
5	80	120
6	100	160
7	120	280
8	150	400
9	180	540
10	210	700
11	250	880
12	290	1080
For each child after the 12th, 200 pesetas are added instead of 40.		

### FAMILY ALLOWANCES FOR PUBLIC OFFICIALS AND EMPLOYEES IN PORTUGAL

A Legislative Decree, No. 32688 of 22 February 1943<sup>1</sup>, introduced a scheme of family allowances for public officials and employees in Portugal, who were not covered by the general scheme established on 13 August 1942.<sup>2</sup>

#### *Scope of the Scheme.*

The scheme applies to State officials, both civil and military, to the employees of State services under autonomous administration (postal, telegraph and telephone services, arsenals, etc.), and also to employees of local government authorities.

For the purposes of the Decree, a public official is defined as any person who is actively engaged in his duties, whether on the regular establishment or under a contract or wage conditions of a permanent nature.

Allowances are payable only to officials having dependants living in their household. As under the general scheme, dependants are defined as comprising the legitimate or legitimated children of the official or his wife up to 14 years of age, grandchildren for whose maintenance, clothing, and education he is responsible, and ascendants who cannot support themselves. An exception to the condition that the dependant must live in the official's household is provided in the case of children and grandchildren, provided that they are under the authority of the official concerned.

For students continuing their secondary education the upper age limit is raised to 18 years, and for those continuing their higher education to 21 years. There is no upper age limit in the case of persons permanently and totally incapacitated for work.

If the wife and husband are both public officials, they are entitled to family allowances only if they live in different localities. The allowance is paid only to the official drawing the higher salary, but is calculated on the basis of the number of persons dependent on and living in the household of both husband and wife.

Conditions are also laid down for the granting of allowances to persons holding more than one official post or having earnings from another occupation.

#### *Rate of Allowances.*

For the purposes of the scheme, officials are classified in five groups, family allowances being paid in each group on the following scale for each dependant:

<sup>1</sup> *Diário do Governo*, Part I, No. 41, 22 Feb. 1943.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, p. 393.

	Monthly pay escudos	Monthly allowance escudos
Class I	2,000 or over	70
Class II	900	60
Class III	650	50
Class IV	400	40
Class V	Under 400	30

The allowance will continue to be paid as long as the right to the basic salary or wage continues, and in particular during periods of compulsory military service.

To obtain the allowance, the official must make application on a specified form and prove his title to benefit.

#### *Financial Resources.*

The financing of the scheme differs from that of the general scheme, which is based partly on contributions from employers and workers, in that for the time being the cost of the allowances is to be borne solely by the State and local government authorities. An initial sum of 30 million escudos provided to finance the scheme in the 1943 budget was later increased to 60 million escudos annually, representing about 9 per cent. of the salaries and wages of the persons concerned.

#### *Miscellaneous Provisions.*

The Decree provides that the right to family allowances may not be alienated, and exempts the allowance from all fees and taxation and from seizure. Penalties are provided for false declarations or failure to observe the conditions for the granting of allowances.

The Decree also lays down the procedure to be followed by the various Government departments and autonomous services in dealing with all matters concerning family allowances.

An explanatory Order of 19 April 1943<sup>1</sup> provides that any difficulties arising in the administration of the scheme shall be settled by the Minister of Finance.<sup>2</sup>

## WORKERS' ORGANISATIONS

### THE INTERNATIONAL FEDERATION OF TRADE UNIONS

#### MEETING OF THE EMERGENCY COUNCIL

A meeting of the Emergency Council of the International Federation of Trade Unions was held in London on 23 September 1943, under the chairmanship of Sir Walter Citrine. The main item of discussion was a report containing proposals for the transformation of the I.F.T.U. into a World Federation embracing all trade union movements, regardless of political, philosophical or racial differences.<sup>3</sup>

The Emergency Council adopted the draft report and referred it back to the subcommittee which had been studying the subject for the last twelve months for readjustment of some technical and financial aspects of the scheme, after which it will be submitted to the councils of all national and international organisations concerned for their examination. "If these persevering efforts of the I.F.T.U. and its associated organisations can be brought to a satisfactory conclusion", states *Trade Union World* (the organ of the I.F.T.U.), "so that the plan now

<sup>1</sup> *Diário do Governo*, Part I, No. 79, 21 Apr. 1943.

<sup>2</sup> Communication to the I.L.O.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 3, Sept. 1943, p. 396.

in preparation really comes to life, world labour will have a machinery adequate to the tremendous task and mission it will have to fulfil in the post-war world".

The Emergency Council also examined the position of the International Labour Organisation, which, "for a considerable time now, has been deliberately left out by the Allied Governments from the preparation of and participation in the various post-war reconstruction schemes". The General Secretary was instructed to communicate with the Acting Director of the I.L.O. in order to express the strong feelings of international organised labour in this matter, and to request him to bring this workers' protest, in an appropriate form, to the knowledge of the Governments concerned.

Finally, the Council considered how the experience and knowledge of the leading trade unionists, of British, American and other Allied nationalities, available in the I.F.T.U. could be utilised more directly and efficiently by the Governments concerned in the conduct of the war, particularly in connection with the present phase of the liberation of territory on the European continent. It was decided that the I.F.T.U. should renew its overtures through the appropriate channels, and the hope was expressed that this time they would meet with a more favourable reception than on previous occasions.<sup>1</sup>

### SIXTY-THIRD ANNUAL CONVENTION OF THE AMERICAN FEDERATION OF LABOR

The Sixty-third Annual Convention of the American Federation of Labor was held in Boston from 4 to 14 October 1943 and was attended by about 600 delegates.

According to the report submitted to the Convention by the Executive Council, the total membership for which contributions were paid was 5,939,021 on 31 August 1943, representing an increase of 456,440 during the fiscal year. When, in the course of the proceedings, the Convention was informed that the International Association of Machinists, which had withdrawn from the A. F. of L. in May 1943<sup>2</sup> on account of jurisdictional difference with other A.F. of L. unions, had cancelled its notice of withdrawal, the Secretary announced that by the re-admission of the Machinists the membership figure had been increased to 6,564,141.

#### *Presidential Address.*

The President of the American Federation of Labor, Mr. William Green, in reviewing the domestic and international situation, challenged any group of citizens in the United States to show a better record than the workers, "the soldiers of production", have established since Pearl Harbour. Labour could claim a large share of credit for the marvellous production results, and would continue its endeavours to reach new heights in production. Victory in this war would be meaningless, he continued, unless the peace was won. The United States would face after the war the challenge of making good the pledge to abolish fear of want. This was the first duty of industry, of labour, and of the Government. It could be fulfilled by the launching of a vast peacetime production drive and by the enactment of broad social security legislation. They dared not and must not offer bread lines to the workers, nor did labour want to see a repetition of work relief projects. The A.F. of L. was determined to encourage and assist private industry in fulfilling its responsibilities to the nation. The Government should also give private industry full support in the critical days that lay ahead. In the international field, the United States must join with other nations of good will in preserving peace throughout the civilised world. Labour would insist on the restoration of political and economic independence to those nations which had been overrun. The Four Freedoms must be established for all time. It was the firm purpose and determination of the A.F. of L. to help in every way the establishment of free democratic trade unions in all countries, the strongest bulwark against nazism and fascism. He concluded by pledging support to President Roosevelt until victory had been achieved.

<sup>1</sup> *Trade Union World* (London), Sept. 1943.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 1, July 1943, p. 123.

*Guest Speakers.*

Various guest speakers addressed the Convention; the main features of some of the addresses are summarised below.

*Miss Frances Perkins, United States Secretary of Labor*, congratulated the labour movement upon standing by the no-strike pledge given to President Roosevelt, even in spite of the passage of the Smith-Connally Bill, which was so repugnant to labour and which the President<sup>1</sup> had vetoed.<sup>1</sup> Fair and proper machinery for settlement of disputes existed—14,000 disputes which did not come to a stoppage of work had been settled by the Conciliation Service of the Department of Labor between Pearl Harbour and June 1943—and consequently no strike was justified. Post-war problems were being studied by the Government, with a view to preventing any widespread unemployment. In addition to the United States Employment Service, which could bring workers and jobs together, the Fair Labor Standards Act put a floor under wages and a ceiling over hours. Wages, therefore, could not sink to the same depths as during the last depression. The ceiling over hours would enable the work to be spread over millions of people when the demobilisation period began. The proposed expanded social security programme should be set up now, so that its benefits could play a role in the economic readjustment and reconstruction that would be necessary at the end of the war. Labour was not only concerned with the social security programme expansion but equally with post-war world unity. The International Labour Organisation, which had been born after the first world war, was of increasing importance as an effective international body in the field of labour and social advance. It was recognised that the I.L.O. would play an important role in establishing and administering labour standards in the post-war world, and with workers' representatives from all the United Nations as members, the I.L.O. was admirably adapted to be a practical medium of expression for world labour in the deliberations of the peace conference. A major task of the post-war period would be the reconstruction throughout the world of free labour unions where they had existed in the past and the improvement of labour standards. While there were certain forms of public activity which could be greatly extended, the United States would continue to rely upon private enterprise. Miss Perkins appealed for the co-operation of labour in all the plans of the Government to produce security and comfort for the "ordinary man".

*Mr. Edward J. Phelan, Acting Director of the International Labour Office*, speaking of the tasks by which the world would be confronted in the post-war period, pointed out that national action would not be sufficient. Not only would some of the measures taken nationally require international co-ordination, but there must be a general world economic framework in which the economic life of each nation could find its place and develop with security. Nations could not build up a prosperous economy at home if they were exposed to violent fluctuations in foreign exchanges, to unpredictable and catastrophic changes in the prices of raw materials, and to the disorganisation of foreign markets which were the inevitable result of these and similar disturbances. The United Nations had begun to plan the way in which the world's economic life could be organised. There had been the Refugee Conference, the Food and Agriculture Conference; and the regulation of currency questions and other problems of financial and economic world structure were being carefully studied with a view to international agreements. In the effective and proper functioning of all such agreements and instruments, labour was vitally concerned. Many of them would have a highly technical character, but they all needed to be guided and inspired by the social objectives which the United Nations had set in the forefront of their programmes. It was to be hoped that effective methods of liaison would be instituted between the International Labour Organisation and these other international agencies, thus making it possible to watch constantly the social implications of the measures they might propose or undertake. Such liaison had been promised to the I.L.O. by the Governments at the New York Conference of 1941—a promise to which the workers attached the greatest importance. The International Labour Organisation was admirably adapted by its composition and experience to play a predominant part in securing the fulfilment of men's hopes and desires for a better and a happier world. But, Mr. Phelan asked, would the I.L.O. be used? Were the United Nations really alive to its vast potential-

<sup>1</sup> The War Labor Disputes Act (*idem*, Vol. XLVIII, No. 4, Oct. 1943, p. 500).

ties? Had they the vision to see how greatly its use, based as it was on the joint collaboration of Governments, workers, and employers, would facilitate the solution of the many difficult problems that lay ahead? The trade unionists in many countries, and from the occupied countries of Europe in particular, were asking these questions with growing anxiety. "I hope and believe", he said, "that an affirmative answer will be given to them in the very near future." To ignore the I.L.O. in the work that lay ahead, to under-estimate its potentialities, to under-employ its resources of experience and accumulated knowledge, would be neither wise nor just.

*Mr. Joseph A. Padway, Legal Adviser to the American Federation of Labor*, gave a detailed survey of legislation recently enacted in the United States which had as its objective the ultimate destruction of trade unions. He analysed in the first instance the War Labor Disputes Act and the Bill before Congress (the Hobbs Bill) to repeal the Anti-Racketeering Act of 1934 and a number of Acts passed by individual States.<sup>1</sup> "We have good reason to believe", he declared, "that Fascism is coming to America in a very peculiar way—peculiar in one sense and yet usual in another in that manufacturers' associations, chambers of commerce and reactionary front organisations have co-operated in fostering and promoting such legislation in the various States." These organisations had framed a series of Bills which had been handed to legislators in the various States—generally farmer representatives—and behind the scenes the organisations had piloted the passage of these Bills. It was necessary for the A.F. of L. to advise its affiliated organisations not to comply with these laws, which revolutionised the trade union movement, until the courts had ruled upon their validity. Mr. Padway concluded his address by declaring that he was hopeful that the Supreme Courts, and in particular the Supreme Court of the United States, would strike down these fascist measures.

#### *President Roosevelt's Message.*

President Roosevelt, in a message to the Convention, asked President Green to convey to those in attendance and to all the constituent members his gratitude for their voluntary support in the war effort, not only in the production drive but also by their purchases of war bonds. The working people would be asked to continue this support by making personal sacrifices and modifying their personal habits; proof of the fact that the workers realised the exigencies of the war found expression in their co-operation in a no-strike policy and in the stabilisation of wages to steady the domestic economy. The President anticipated a good deal of success in the roll-back of prices, which would stabilise and reduce the cost of living in essentials and for which, he declared, the informed co-operation of the membership of the Federation was essential.

#### *Decisions and Recommendations.*

A brief summary is given below of those decisions and recommendations of the Convention which are likely to interest readers of the *Review*. It should be explained that, according to the procedure of A.F. of L. Conventions, the decisions are not taken on the basis of the texts of resolutions presented, or of the Executive Council's report, but on the recommendations formulated by the various committees to which such resolutions and sections of the officers' reports have been referred.

*International relations.* The report of the Committee on International Relations on the *International Labour Organisation* appears elsewhere in this issue.<sup>2</sup>

The report on the *International Federation of Trade Unions* (which has its headquarters in London, and of which the A.F. of L. is a member) announced that the Emergency Executive of the I.F.T.U. had prepared a plan for the re-organisation of the Federation under the title of World Federation of Labour. The report contained the following statement:

Provisions to safeguard the autonomy of national organisations with respect to policies within the home country, and restriction of affiliation to free national union organisations only, will be as important for future constructive relationships as they have been in the past.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 638.

<sup>2</sup> See above, p. 747.

The report also stated that "the International Federation of Trade Unions should continue, as in the past, to supplement the activities of the International Labour Organisation".

The Committee recommended that the Executive Council of the A.F. of L. should give careful consideration to the reorganisation proposal and to the new statement of objectives of the I.F.T.U.

The Committee's report on *relations with the Latin American countries* stated that the American Federation of Labor desired to help in the maintenance of the independence, freedom, and integrity of the Latin American independent labour organisations, and did not seek control or advantage. The Committee further suggested that steps should be taken to foster a more direct and immediate relationship between the labour movement of South and Central America and the A.F. of L. It directed the Executive Council "to review the formal and organisational relationship that heretofore prevailed in our Pan-American labour affairs, and if found impossible or undesirable to revive or renew such activities, that steps be taken and plans formulated which will embrace a complete understanding of co-operation and association for the mutual benefit and advantage of all workers of all the Americas".

Commenting on the Executive Council's report dealing with the *Anglo-American Trade Union Committee*—which set forth the reasons prompting the A.F. of L.'s refusal to join the Anglo-Soviet Labour Committee—the Committee on International Relations stated that no aspect of the Federation's international labour relations had been more willfully misinterpreted. In the past the controlled agencies of Soviet Russia, a power with which the United States was now allied, "had sought to promote disruption and disunity in the ranks of the American Federation of Labor", and in considering the proposal to join any committee on which representatives of Russian trade unions were to have seats, it was the manifest duty of the officers of the Federation to view such an invitation against the background of past experience. The report continued as follows:

We hold that it is eminently proper for the American Government to work out a *modus vivendi* with the Russian Government. However, our desire to support our Government in pursuance of its laudable national and international objectives does not impose upon us any obligation or necessity to recognise or co-operate with the Russian labour organisations, which are not trade unions in the sense that American workers understand under the term. The fundamental differences between the Federation and the Government-controlled Russian unions are so glaring that no liaison between the two is now remotely possible.

Russian labour organisations are the instruments of policy of the Russian Government. They are not free and voluntary associations of workers in the sense that characterises American and British unions. They constitute a department of the Russian State, so to speak, and enjoy no more autonomy than do the various agencies in any totalitarian Government. All the frequent changes of Russian domestic and foreign policy are obediently echoed by the Government officials in charge of the Russian labour front. Also, experience teaches us that approachment between American organisations and their Russian counterparts immediately becomes an instrument to aid in domestic Communist infiltration.

The report went on to define the character of the American Federation of Labor, which was not a political organisation but was concerned with wages, hours, and conditions of labour, and which did not exist at the pleasure of the American Government. The A. F. of L. did not attempt to impose its ideological views on labour organisations of other nations, since it did not impose them even on its own members. The attitude of the Federation: did not, however, diminish its admiration for the courage, skill, and tenacity of the Russian Army.

The report commended the attitude of the two fraternal delegates to the recent meeting of the British Trades Union Congress, and expressed the view that the extension of British-American co-operation was not only desirable but urgent. Free trade unionism acted as a powerful magnet for the fighting underground movement in Europe. In conclusion, the report said that United States labour looked forward to the day when free democratic trade unions would be re-established throughout Europe, and when the Russian people would be rewarded for their sacrifices by the blessings of a free trade union movement, the keystone

of all modern political and economic democracy. When that day arrived, the A. F. of L. would rejoice in welcoming the Russian workers into a free democratic international labour organisation.

The report of the Committee dealing with *democracy for Italy* stated that the A. F. of L. approved the "fearless and vigorous struggle against Fascism waged by the Italian-American Labor Council", and added that there still existed in Italy the remnants of an organised trade union movement, whose leaders had maintained a functioning underground movement through all the years of the Mussolini régime. The Committee regretted that such organisations as the A. F. of L. and the Italian-American Labor Council, or the General Confederation of Labor delegation, had not been consulted in connection with the labour policy of the Allied Governments. If the liberated peoples of Europe were to have confidence in Allied Military Government (A.M.G.) decisions, American and British labour must have some sort of voice in helping to determine those decisions.

The reports of the Committee on International Relations were adopted unanimously.

*Post-war problems, national and international.* The report adopted by the Convention urged the necessity for a strong trade union movement after the war, since workers would need such a movement in order to regain positions lost through wage freezing during the war, and stated that all unions should be on the alert to increase basic wage rates as rapidly as possible; bonus systems—disguised as wage incentive plans—diverted attention from the main objective. The shift to the 40-hour week must be made without any reduction in weekly earnings.

In the international field, the report expressed the opinion that world organisation to keep the peace must be initiated by an understanding between the Governments of democratic nations and then extended to other nations which desired to co-operate. The right of labour to representation in all world agencies must be recognised. In liberated territories the workers should be one of the first groups to be brought into conferences for rehabilitation and restoration. If their organisations had been destroyed, they should have an opportunity to revive collective action in some form.

Referring to relations with Latin American countries, the report said that the industrial development plans which were being worked out should include provision for higher wages, better working conditions, and higher standards of living.

The report recommended the appointment of "labour attachés".

As a means of providing work, the report recommended the resumption of housing programmes throughout the United States, adding that "private construction should have the leading role in all plans".

*Immigration.* Referring to the numerous proposals before Congress for the modification of the immigration and naturalisation laws, the report of the Executive Council to the Convention said: "When this war ends, the return of the millions in the armed forces and the adjustment of industry from a war to a consumer basis will create an unemployment problem never previously known. It will be absolutely impossible for this country to absorb the millions now desirous of immigrating to the United States." The report went on to say that the policies laid down by the A. F. of L. should be adhered to, "as it will be impossible for the workers of this country to compete with a flood of European and Asiatic immigrants".

Dealing particularly with the repeal of the exclusion of Chinese, the report stated that if the door were opened to Chinese, the next step would be to permit all Orientals to immigrate to the United States and become citizens. The relevant paragraph concluded with the following statement:

The fact that China is our ally in the present world war should not influence us to permit repeal of the Oriental Exclusions Law any more than the fact that Russia is an ally should influence us to embrace communism. The Executive Council directs that the officers of the A. F. of L. carry out the decisions taken by Conventions regarding immigration exclusion laws.

Several speakers objected to this section, and the report of the Committee of the Convention which dealt with the subject modified the Executive Council's report to a certain extent, in that it recommended that the Executive Council

"make a thorough study of the question of possible future revision of immigration and naturalisation laws as affecting Oriental races".

The Committee's report was adopted.

*Reaffiliation of the United Mine Workers of America.* It will be recalled that the United Mine Workers of America applied for reaffiliation to the A. F. of L. in May 1943, and that the Executive Council decided in August 1943 to refer the report of the special committee which had negotiated with the United Mine Workers to the October Convention without comment or recommendation.<sup>1</sup>

Six resolutions on the subject were submitted to the Convention, several of them opposing readmission on various grounds. After discussion on the Resolutions Committee's report and the rejection of an amendment proposing that negotiations with the United Mine Workers should be pursued but that the Executive Council should submit a new report to the next annual Convention or to a special Convention, the report was adopted unanimously. This report stated that, while the Committee found it impossible to recommend readmission of the United Mine Workers on the conditions proposed by that organisation, it was of the opinion that the progress which had been made presented the possibility of an early reaffiliation "under terms and conditions compatible with our laws and requirements and in keeping with the spirit of equity and fairness to all concerned". The Committee therefore recommended that the Executive Council should be authorised to continue negotiations with the United Mine Workers, and that affiliated unions should file any complaints about infringement of their jurisdictional rights within thirty days after the closing of the Convention, the Executive Council arranging for conferences between representatives of complaining organisations and the United Mine Workers for the purpose of adjusting complaints and righting infractions of jurisdictional rights found to be valid by the Executive Council. Further, the Executive Council should open negotiations with the Progressive Mine Workers of America (an organisation admitted to the A. F. of L. since the secession of the United Mine Workers of America) for similar purposes. The Committee's report also recommended that full authority should be given to the Executive Council to determine and dispose of whatever issues might have failed of adjustment within a reasonable time and to take such additional action as might be necessary for an early reaffiliation of the United Mine Workers.

*Peace negotiations with the Congress of Industrial Organizations (C.I.O.).* The Resolutions Committee recommended that the A. F. of L. Unity Committee should continue in existence so that no opportunity of establishing unity should be lost. The Committee's report added, however, that a thorough-going discussion of unity would be difficult, if not impossible, if C.I.O. unions continued their "raiding" tactics. The Committee's report was adopted unanimously, without discussion.

*Discrimination against Negro workers.* A number of resolutions had been submitted dealing with various phases of the problem of discrimination on account of race, colour, religion or national origin. The Resolutions Committee's Report (adopted unanimously) pointed out that, in some parts of the United States, there still remained among workers lingering suspicions, prejudices, and traditions fostered by conditions long since passed but which still operated to prevent the complete application of the principle upon which the A. F. of L. unions had been founded. Substantial progress had been made in eliminating prejudices, but the goal aimed at could not be attained by one stroke or through decrees; the prejudices against colour or racial origin must be removed by means of systematic education. The Committee recommended that all the educational facilities of the trade union movement should be used to further this objective.

This problem, which one of the speakers called "the number one problem of America to-day", evoked a great deal of discussion. One of the Negro delegates attacked a number of unions affiliated to the A. F. of L. which either exclude Negroes or only admit them to so-called auxiliary unions, withholding from them certain rights accorded to white members.

In summing up the discussion, President Green declared that he personally had always taken a progressive position upon the subject and that, if he had his way, every organisation affiliated with the A. F. of L. would admit Negroes to

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943, p. 541.

membership on a basis of equality with other workers. He expressed the hope that eventually the barriers of prejudice of a small percentage of the A. F. of L. unions would be broken down; this could only be accomplished, he thought, by appealing to the heart, the conscience, and the judgment of the people of the country.

*Anti-labour laws.* The Convention adopted a report of the Resolutions Committee which gave a detailed summary of the legislation affecting trade unions introduced in various States. The Committee recommended vigorous condemnation of the War Labor Disputes Act, and called upon all members of the A. F. of L. to examine the record of votes and to repudiate those Congressmen who had voted for it. Further, it was agreed that the A. F. of L. should demand of Congress the immediate repeal of "this outstanding insult to the workers of this nation".

*Social security.* The Convention commended the Executive Council for its sponsorship of legislation providing for a unified national social insurance system, consisting of public employment offices; health, disability, maternity, unemployment, old-age and survivors' insurance; protection of the social security rights of individuals engaged in military service; and unemployment allowances upon termination of military service.

The Bills introduced in the House of Representatives and in the Senate at the request of the American Federation of Labor had been given the widest possible publicity, and affiliated organisations had been requested to help by asking their congressional representatives to pledge their support.

#### *Election of Officers.*

Mr. William Green was re-elected President, and Mr. George Meany, Secretary-Treasurer. All the thirteen vice-presidents were also re-elected.

It was decided to hold the 1944 Convention in New Orleans, Louisiana.<sup>1</sup>

### THE TRADE UNION MOVEMENT IN COSTA RICA

A meeting was held at San José at the beginning of October 1943 to inaugurate the Confederation of Costa Rican Workers (*Confederación de Trabajadores de Costa Rica*), which supersedes the provisional committee for the unification of the trade union movement of Costa Rica.<sup>2</sup>

The President of the Republic, members of his Cabinet, and diplomatic representatives of several countries were present, and the speakers included Mr. Vicente Lombardo Toledano, the President of the Latin American Labour Federation (C.T.A.L.).

The new national centre, which has affiliated with the C.T.A.L., comprises 96 unions of agricultural and industrial workers in various parts of the country.<sup>3</sup>

Another trade union organisation, the "Rerum Novarum" Central Federation of Costa Rican Trade Unions (*Central de Sindicatos Costarricenses "Rerum Novarum"*), has also been created recently, and is sponsored by the Roman Catholic Church.<sup>4</sup>

<sup>1</sup> Sixty-third Annual Convention of the American Federation of Labor, Boston, Mass. Report of Proceedings.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 794.

<sup>3</sup> *La Tribuna*, 5 Oct. 1943.

<sup>4</sup> *Diario de Costa Rica*, 9 Sept. 1943.

# STATISTICS

## Unemployment, Employment and Hours of Work

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 *unemployment*, *employment* and *hours of work* are given in this issue.

The tables show statistics of:

- I. Unemployment in general;
- II. Employment in general: indices of numbers employed;
- III. Industrial employment: (a) indices of numbers employed; (b) indices of total hours worked;
- IV. Hours of work in industry: (a) hours actually worked per worker; (b) percentage distribution of workers by hours worked.

Figures for the different industries or occupations covered by these series are given in the *Year Book of Labour Statistics, 1942* (tables VI, VIII and XI).

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

### EXPLANATION OF SIGNS USED IN THE 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 e signifies: "economic group represented by a few branches only".

The sign — between two figures of a series signifies 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").

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TABLE I. STATISTICS OF UNEMPLOYMENT IN GENERAL

Date	AMERICA							
	Canada			United States				Mexico
	VI		V	VI		V	V	VI
	Unemployed (estimated)		Applicants for work registered	Unemployed (estimated)		Applicants for work registered	Applicants for work registered	Unemployed (estim'd)
				N.I.C.B. <sup>1</sup>	A.F.L. <sup>4</sup>	B.C. <sup>5</sup>		
1929	107,000	4.2	14,996	0.9	3.9	•	•	•
1931	442,000	17.4	69,719	14.2	17.4	•	•	29,345
1932	639,000	26.0	75,140	22.7	25.9	•	•	107,296
1933	646,000	26.5	81,809	23.4	26.4	•	•	71,805
1934	521,000	20.6	88,888	19.1	22.5	•	•	30,055
1935	483,000	19.0	84,050	17.4	20.8	•	7,449,841	10,673
1936	430,000	16.7	90,133	14.3	18.2	•	7,705,270	6,474
1937	337,000	12.5	88,516	12.3	15.8	•	5,154,838	3,203
1938	407,000	15.1	105,236	18.5	20.3	•	7,404,187	4,578
1939	386,000 <sup>1</sup>	14.1 <sup>1</sup>	103,739	16.6	18.7	•	6,246,036	9,416
1940	281,700 <sup>2</sup>	10.1 <sup>2</sup>	100,417	14.3	16.9	8,100,000 <sup>3</sup>	5,314,806	8,551
1941	•	•	53,663	6.3	—	5,617,000	4,804,863	4,117
1942	•	•	65,667	-1.0 <sup>14</sup>	—	2,642,000	3,867,531 <sup>15</sup>	—
1942: Oct.	•	•	109,189	-7.5 <sup>18</sup>	—	1,600,000	—	2,784
Nov.	•	•	113,365	-6.4 <sup>18</sup>	—	1,700,000	—	2,315
Dec.	•	•	82,267	-5.7 <sup>18</sup>	—	1,500,000	1,895,371	—
1943: Jan.	•	•	95,799	-3.9 <sup>18</sup>	—	1,400,000	1,678,210	—
Feb.	•	•	86,613	-5.5 <sup>18</sup>	—	1,400,000	—	—
Mar.	•	•	81,506	-7.3 <sup>18</sup>	—	1,000,000	1,602,184	—
April	•	•	76,729	-9.5 <sup>18</sup>	—	900,000	—	—
May	•	•	75,165	-12.0 <sup>18</sup>	—	900,000	1,198,045	—
June	•	•	84,563	-14.1 <sup>18</sup>	—	1,200,000	—	—
July	•	•	69,968	-14.1 <sup>18</sup>	—	1,200,000	1,103,978 <sup>17</sup>	—
Aug.	•	•	68,177	-14.3 <sup>18</sup>	—	1,000,000	—	—
Sept.	•	•	—	—	—	800,000 <sup>17</sup>	—	—
Persons cov. (thousands)	2,986		•	55,418	54,286	53,400	•	•

Date	ASIA				EUROPE			
	Nether-lands Indies	Japan <sup>6</sup>		Palestine	Germany			
	V	VI		IV	Old Territory	Austria	Total	
	Applicants for work registered	Unem-ployed (estimated)		Unem-ployed (registered)	Unemployed (registered)			
			%					
1929	•	•	•	•	1,898,604	9.3	192,062	•
1930	•	369,408	5.3	•	3,075,580	15.3	242,612	•
1931	6,912	422,755	6.1	•	4,519,704	23.3	300,223	•
1932	10,922	485,681	6.8	•	5,575,492	30.1	377,894	•
1933	14,571	408,710	5.6	•	4,804,428	26.3	405,740	•
1934	15,784	372,941	5.0	•	2,718,309 <sup>9</sup>	14.9 <sup>9</sup>	370,210	•
1935	17,398	356,044	4.6	•	2,151,039 <sup>10</sup>	11.6 <sup>10</sup>	348,675	•
1936	22,691 <sup>7</sup>	338,365	4.3	•	1,592,655	8.3	349,663	•
1937	22,978	295,443	3.7	•	912,312	4.6	320,961	•
1938	18,842	237,371	3.0	•	429,461	2.1	244,788 <sup>11</sup>	•
1939	19,466	•	•	21,045 <sup>12</sup>	•	•	•	284,132 <sup>12</sup>
1940	18,603	•	•	24,791	•	•	•	•
1941	15,636 <sup>14</sup>	•	•	15,377	•	•	•	•
1942	—	•	•	5,915	•	•	•	•
1942: Oct.	—	•	•	4,390	•	•	•	•
Nov.	—	•	•	4,171	•	•	•	•
Dec.	—	•	•	3,674	•	•	•	•
1943: Jan.	—	•	•	—	•	•	•	•
Feb.	—	•	•	—	•	•	•	•
Mar.	—	•	•	—	•	•	•	•
April	—	•	•	—	•	•	•	•
May	—	•	•	—	•	•	•	•
June	—	•	•	—	•	•	•	•
July	—	•	•	—	•	•	•	•
Aug.	—	•	•	—	•	•	•	•
Sept.	—	•	•	—	•	•	•	•
Persons cov. (thousands)	•	8,172		•	22,090		•	•

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union fund returns.

VI. Official estimates.

<sup>1</sup> Since Sept. 1939, including previously unemployed wage earners who have enlisted. <sup>2</sup> Jan.-Oct. <sup>3</sup> National Industrial Conference Board. <sup>4</sup> American Federation of Labor. <sup>5</sup> Bureau of the Census. <sup>6</sup> Apr.-Dec. <sup>7</sup> Since 1936, including applications for work registered with local correspondents. <sup>8</sup> The monthly figures relate to the 1st of the following month. <sup>9</sup> Since 31 July 1933, not including persons employed in labour camps. <sup>10</sup> Since Mar. 1935, including the Saar Territory. <sup>11</sup> Before Apr. 1938, applicants for work registered. <sup>12</sup> Average of 9 months. <sup>13</sup> Excess of employment over estimated economic labour force. <sup>14</sup> Jan.-Nov. <sup>15</sup> Aug.-Dec. <sup>16</sup> Average of 9 months. <sup>17</sup> Oct.: 700,000.

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

Date	EUROPE (cont.)					
	Belgium		Denmark		Spain	Finland
	II		III	V	V	V
	Unemployed <sup>1</sup> (insured)	Days of unemployment <sup>4</sup>	Unemployed (tr. unionists)	Applicants for work registered	Unemployed	Unemployed (registered)
1929	13,000 <sup>2</sup>	1.9	42,817	44,581	•	3,877
1930	36,000 <sup>2</sup>	5.4	39,631	40,351	•	8,009
1931	110,000 <sup>2</sup>	14.5	53,019	59,430	•	11,495
1932	211,000 <sup>2</sup>	23.5	97,508	126,039	•	17,351
1933	210,000 <sup>2</sup>	20.5	97,478	121,115	•	17,139
1934	235,000 <sup>2</sup>	23.4	81,756	97,595	621,819	10,011
1935	210,927	21.7	76,195	92,406	696,990	7,163
1936	154,038	16.2	78,669	93,261	•	4,796
1937	125,929	13.1	95,103	108,634	•	3,695
1938	173,913	17.6	97,136	112,050	•	3,602
1939	195,211	18.8	88,924	102,066	526,169	3,300
1940	—	—	119,593	133,358	•	3,955
1941	123,192 <sup>3</sup>	—	43,476 <sup>4</sup>	48,501 <sup>5</sup>	450,014	3,384
1942	—	—	48,968 <sup>r</sup>	53,171 <sup>r</sup>	294,529	1,561 <sup>r</sup>
1942: Oct.	—	—	28,094	31,544	261,261 <sup>r</sup>	1,454 <sup>r</sup>
Nov.	—	—	31,562	34,964	258,667 <sup>r</sup>	1,463 <sup>r</sup>
Dec.	—	—	47,341	50,487	242,560 <sup>r</sup>	1,180 <sup>r</sup>
1943: Jan.	—	—	83,113	87,805	241,000 <sup>†</sup>	1,136 <sup>r</sup>
Feb.	—	—	51,526 <sup>r</sup>	55,592 <sup>r</sup>	241,000 <sup>†</sup>	1,299 <sup>r</sup>
Mar.	—	—	36,093	39,298 <sup>r</sup>	242,000 <sup>†</sup>	1,115 <sup>r</sup>
April	—	—	32,379	35,353 <sup>r</sup>	233,000 <sup>†</sup>	1,000 <sup>†</sup>
May	—	—	18,456	20,715 <sup>r</sup>	224,000 <sup>†</sup>	1,000 <sup>†</sup>
June	—	—	—	16,000 <sup>†</sup>	213,000 <sup>†</sup>	800 <sup>†</sup>
July	—	—	—	17,000 <sup>†</sup>	212,000	700 <sup>†</sup>
Aug.	—	—	—	20,000 <sup>†</sup>	—	—
Sept.	—	—	—	25,000 <sup>†</sup>	—	—
Persons cov. (thousands)	1,000 <sup>†</sup>		494	•	•	•

Date	EUROPE (cont.)						
	France		Great Britain and Northern Ireland			Great Britain	
	Unemployed (on relief) <sup>a</sup>	Applications for work registered	I			V	
			Unemployed (insured, per cent.)			Applicants for work registered	
			Wholly <sup>12</sup>	Tempor.	Total	Wholly <sup>12</sup>	Tempor.
			%	%	%		
1929	928	10,052	8.2	2.2	10.4	95,593	264,911
1931	56,112	75,215	16.7	4.6	21.3	2,049,710	579,851
1932	273,412 <sup>b</sup>	308,096	17.6	4.5	22.1	2,178,311	566,478
1933	276,033	307,844	16.4	3.5	19.9	2,070,046	450,570
1934	345,033	376,320	13.9	2.8	16.7	1,795,437	363,794
1935	426,931	465,875	13.1	2.4	15.5	1,730,194	306,228
1936	431,897	475,272	11.2	1.9	13.1	1,507,979	246,996
1937	350,333	379,095	9.3	1.5	10.5 <sup>13</sup>	1,283,523	200,876
1938	375,742	408,024	10.0 <sup>13</sup>	2.6 <sup>14</sup>	12.6	1,418,725	371,956
1939	361,930 <sup>10</sup>	404,604 <sup>11</sup>	8.8	1.5	10.3	1,297,801	215,759
1940	—	—	5.9 <sup>6</sup>	1.1 <sup>8</sup>	7.0 <sup>8</sup>	802,921 <sup>14</sup>	160,615
1941	337,000	376,000 <sup>10</sup>	*	*	*	292,402	57,403
1942	105,000	119,800 <sup>17</sup>	*	*	*	117,244 <sup>14</sup>	6,003
1942: Oct.	67,000	82,000	*	*	*	98,884	2,196
Nov.	63,000	73,000	*	*	*	93,402	2,040
Dec.	61,000 <sup>†</sup>	69,000	*	*	*	84,801	2,023
1943: Jan.	55,000 <sup>†</sup>	—	*	*	*	95,903	3,114
Feb.	46,000 <sup>†</sup>	—	*	*	*	*	*
Mar.	42,000 <sup>†</sup>	—	*	*	*	*	*
April	—	—	*	*	*	78,779	1,312
May	—	—	*	*	*	*	*
June	—	—	*	*	*	*	*
July	—	—	*	*	*	72,140	1,118
Aug.	—	—	*	*	*	*	*
Sept.	—	—	*	*	*	*	*
Persons cov. (thousands)	*	*	15,032			*	

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union fund returns.

VI. Official estimates.

<sup>1</sup> Daily average during the month. <sup>2</sup> Estimates. <sup>3</sup> Listed unemployed. <sup>4</sup> Percentage of total possible working days of insured workers during the month. <sup>5</sup> New series; July-Dec. <sup>6</sup> Jan.-Sept. <sup>7</sup> Public relief fund statistics. <sup>8</sup> Since Jan. 1937, the figures relate to the last week entirely included in the month. <sup>9</sup> From July 1932 onwards, including unemployed in receipt of relief from the welfare offices. <sup>10</sup> Jan.-Sept. and Nov. <sup>11</sup> Jan.-Aug. and Nov. <sup>12</sup> Including casuals. <sup>13</sup> Including agriculture. <sup>14</sup> Since July 1940, excluding men in attendance at Government training centres who were unemployed when they entered the centres. <sup>15</sup> Since Mar. 1942, excluding men classified as unsuitable for ordinary industrial employment and women unsuitable for normal full-time employment. <sup>16</sup> Jan.-Nov. <sup>17</sup> Nine months.

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

EUROPE (cont.)							
Date	Hungary	Ireland		Italy	Latvia	Lithuania	
	V	I		V	s	V	V
	Applications for work registered	Unemployed (insured)		Applicants for work registered	Wholly unemployed	Applications for work registered	Unemployed registered
			%				
1929	15,173	*	*	20,702	300,786	5,617	*
1931	52,305 <sup>1</sup>	*	*	25,230	734,454	8,709	*
1932	66,235	*	*	62,817 <sup>2</sup>	1,006,442	14,587	*
1933	60,595	*	*	72,472	1,018,955 <sup>3</sup>	8,156	*
1934	52,157	*	*	103,671	963,677	4,972	*
1935	52,048	*	*	119,498	*	4,825	3,780
1936	52,114	*	*	99,272	*	3,851	3,533
1937	48,359	*	*	81,760	*	3,014	3,144
1938	47,426	*	*	88,714	*	2,164	2,618
1939	48,348	55,165	15.6	93,074	*	2,484	1,893 <sup>4</sup>
1940	43,684	54,677	15.5	84,054	*	*	*
1941	48,892	50,967	14.6	74,656	*	*	*
1942	35,999	48,846	14.2	76,887	*	*	*
1942: Oct.	32,776	44,489	12.9	68,684	*	*	*
Nov.	30,946	46,573	13.5	81,830	*	*	*
Dec.	25,783	44,156	12.8	83,963	*	*	*
1943: Jan.	31,024	—	—	88,435	*	*	*
Feb.	32,567	—	—	85,714	*	*	*
Mar.	32,807	—	—	78,813	*	*	*
April	27,230	—	—	78,962	*	*	*
May	—	—	—	73,768	*	*	*
June	—	—	—	51,294	*	*	*
July	—	—	—	49,430	*	*	*
Aug.	—	—	—	49,776	*	*	*
Sept.	—	—	—	52,034	*	*	*
Persons covered (thousands)	*	344		*	*	*	*

Date	EUROPE (cont.)								
	Norway			Netherlands			Poland <sup>a</sup>		
	III		V	II <sup>a</sup>		V	V		
	Unemployed (trade unionists)		Unem- ployed (regist'd)	Unemployed (insured)		Days of unem- ployment 7	Wholly unem- ployed regist'd	Applications for work registered	
1929	5,902	15.4	19,089	24,300	7.1	5.9	*	129,450	%
1931		22.3	28,027	82,800	18.1	14.8	138,231	299,502	12.6
1932	14,790	30.8	34,309	153,500	29.5	25.3	271,092	255,582	11.8
1933	16,588	33.4	36,703	163,000	31.0	26.9	322,951	249,660	11.9
1934	15,963	30.7	36,876	160,400	32.1	28.0	332,772	342,166	16.3
1935	14,783	25.3	36,776	173,700	36.3	31.7	384,691	381,935	16.7 <sup>11</sup>
1936	13,267	18.8	33,517	169,387	36.3	32.7	414,512	367,327	15.6
1937	16,532	20.0	29,881	137,674	29.2	26.9	368,909	375,088	14.6
1938	19,230	22.0	30,296	134,304	27.2	25.0	353,646	347,509	12.7
1939	16,789	18.3	28,251	112,612	21.7	19.9	253,261 <sup>14</sup>	414,584 <sup>10</sup>	14.1 <sup>10</sup>
1940		23.1	29,099 <sup>a</sup>	117,145	22.9	19.8	197,886r	*	*
1941	—	—	19,184†	—	—	—	117,814r	*	*
1942	—	—	—	—	—	—	74,600	*	*
1942: Oct.	—	—	—	—	—	—	42,261	*	*
Nov.	—	—	—	—	—	—	38,688	*	*
Dec.	—	—	—	—	—	—	39,032	*	*
1943: Jan.	—	—	—	—	—	—	36,000†	*	*
Feb.	—	—	—	—	—	—	30,000†	*	*
Mar.	—	—	—	—	—	—	26,000†	*	*
April	—	—	—	—	—	—	25,000†	*	*
May	—	—	—	—	—	—	23,000†	*	*
June	—	—	—	—	—	—	20,000†	*	*
July	—	—	—	—	—	—	16,000†	*	*
Aug.	—	—	—	—	—	—	5,000†	*	*
Sept.	—	—	—	—	—	—	—	*	*
Persons covered (thousands)	95†		*	238			*	2,978	

I. Compulsory unemployment insurance statistics. IV. Trade union returns.  
 II. Voluntary unemployment insurance statistics. V. Employment exchange statistics.  
 III. Trade union fund returns. VI. Official estimates.  
<sup>1</sup> Since Jan. 1930, including non-fee-charging private employment agencies. <sup>2</sup> Extended series. <sup>3</sup> Up to July 1933, social insurance fund statistics; since July 1933, employment exchange statistics. <sup>4</sup> During 1939, excluding the territory of Klaipeda (Memel). <sup>5</sup> Since Jan. 1940, end of the month; including persons employed on public works. <sup>6</sup> Excluding agriculture. Weekly averages. <sup>7</sup> Days of unemployment, as a percentage of the total possible working days of insured workers during the month. <sup>8</sup> Since Apr. 1939, excluding persons employed on special relief works. <sup>9</sup> Since Jan. 1939, including the territory of Silesia beyond the Olza. <sup>10</sup> Jan.-June. <sup>11</sup> Since 1935, percentage based on the number of persons covered by compulsory social insurance schemes.

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

Date	EUROPE (cont.)							
	Portugal	Rumania	Sweden		Switzerland			
	V	V	IV	V <sup>1</sup>	I/II <sup>2</sup>		V	
	Unem- ployed (registered)	Unem- ployed (registered)	Unemployed (tr. unionist)	Applica- tions for relief	Unemployed (insured)		Applica- tions for work registered	
					Wholly	Partially		
1929	*	7,449	32,621	10.2	10,212	%	%	8,131
1931	*	35,737	64,815	16.7	46,540	1.8	1.7	24,208
1932	33,352	38,958	90,677	22.2	113,907	5.9	12.1	54,366
1933	25,255	29,060	97,316	23.4	164,773	9.1	12.2	67,867
1934	34,711	17,253	84,685	18.0	114,802	10.8	8.5	65,440
1935	42,315	13,778	81,385	15.1	61,581	9.8	6.1	82,468
1936	43,057	13,549	71,884	12.6	35,601	11.8	5.9	93,009
1937	40,240	10,851	67,351	10.8	18,213	13.2	5.3	71,130
1938	*	7,271	74,582	10.9	16,189	10.0	2.5	65,583
1939	*	5,989	71,467 <sup>r</sup>	9.2	17,556	8.6	4.5	40,324
1940	*	3,192	99,201 <sup>r</sup>	11.8	13,367	6.5	2.9	16,374
1941	*	861	85,018 <sup>r</sup>	11.3	22,219	3.1	2.1	10,550
1942	*	6,067 <sup>1</sup>	56,282	7.5	12,306	2.0	1.7	10,676
1942: Oct.	*	6,001	35,622	4.8	6,377	1.9	2.0	6,786
Nov.	*	5,179	45,674	5.9	6,671	1.0	1.6	9,066
Dec.	*	4,883	78,894 <sup>r</sup>	10.3	8,592	1.4	1.4	13,484
1943: Jan.	*	4,856	63,988	8.4	9,992	2.9	2.8	18,273
Feb.	*	5,534	57,041 <sup>r</sup>	7.4	9,569	3.2	1.7	11,664
Mar.	*	6,400 <sup>†</sup>	46,067	6.2	8,550	2.4	1.6	6,992 <sup>r</sup>
April	*	6,900 <sup>†</sup>	—	5.8	7,206 <sup>r</sup>	1.4	1.5	5,931 <sup>r</sup>
May	*	—	—	4.2	6,000 <sup>†</sup>	1.4	1.4	5,000 <sup>r</sup>
June	*	—	—	4.3	5,000 <sup>†</sup>	1.0	1.5	5,000 <sup>†</sup>
July	*	—	—	3.9	5,000 <sup>†</sup>	1.0	1.5	4,000 <sup>†</sup>
Aug.	*	—	—	—	4,000 <sup>†</sup>	0.9	1.3	5,000 <sup>†</sup>
Sept.	*	—	—	—	5,000 <sup>†</sup>	0.8	1.3	5,000 <sup>†</sup>
Persons covered (thousands)	*	*	763	289 <sup>4</sup>	529	*		

Date	EUROPE (concl.)				OCEANIA		
	Czechoslovakia		Yugoslavia	Australia		New Zealand	
	III	V	V	IV		V	
	Unemployed on benefit (tr. union)	Applicants for work (registered)	Unemployed (registered)	Unemployed (trade unionist)		Unemployed (males) <sup>a</sup>	
1929	23,763	2.2	41,630	8,370	47,359	11.1	2,895
1931	102,179	8.3	291,332	9,930	117,866	27.4	41,431
1932	184,555	13.5	554,059	14,761	120,454	29.0	51,549
1933	247,613	16.9	738,267	15,997	104,035	25.1	46,944
1934	245,953	17.4	676,994	15,647	86,865	20.5	39,235
1935	235,623	15.9	686,269	16,732	71,823	16.5	38,234
1936	208,096	13.1	622,687	19,436	53,992	12.2	36,890
1937	151,167	8.8	408,949	21,630	41,823	9.3	*
1938	161,391 <sup>a</sup>	9.1 <sup>a</sup>	335,518 <sup>a</sup>	22,517	40,138	8.7	4,757 <sup>b</sup>
1939	*	*	44,080 <sup>c</sup>	24,223	45,967	9.7	6,422 <sup>10</sup>
1940	*	*	*	26,724	39,116	8.0	4,352
1941	*	*	*	—	20,013	3.7	2,020 <sup>†</sup>
1942	*	*	*	—	9,768	1.6	825 <sup>11</sup>
1942: Oct.	*	*	*	—	*	*	734
Nov.	*	*	*	—	8,350	1.3	—
Dec.	*	*	*	—	*	*	549
1943: Jan.	*	*	*	—	*	*	443
Feb.	*	*	*	—	8,021	1.2	411
Mar.	*	*	*	—	*	*	373
April	*	*	*	—	*	*	365
May	*	*	*	—	7,400 <sup>†</sup>	1.1	379
June	*	*	*	—	*	*	390
July	*	*	*	—	*	*	489
Aug.	*	*	*	—	*	*	—
Sept.	*	*	*	—	*	*	—
Persons covered (thousands)	1,782 <sup>†</sup>		*	*	645		*

I. Compulsory unemployment insurance statistics.

II. Voluntary unemployment insurance statistics.

III. Trade union fund returns.

IV. Trade union returns.

V. Employment exchange statistics.

VI. Official estimates.

<sup>1</sup> Since 1942, applications for work. <sup>2</sup> From Jan. 1939, including agricultural workers. <sup>3</sup> Local unemployment committees. <sup>4</sup> Number of relief funds (Oct. 1939, units). <sup>5</sup> Compulsory insurance in certain cantons, voluntary in others. <sup>6</sup> Jan.-Aug. <sup>7</sup> Bohemia-Moravia; average of 11 months. <sup>8</sup> Up to 1932, number of unemployed (males) remaining on registers of Government labour bureaux. <sup>9</sup> Excluding persons totally unfit for employment for health or other reasons (approximately 8,000 at the end of 1937). <sup>10</sup> Since Apr. 1939, number of unemployment benefits in force. <sup>11</sup> Ten months.

*Indices of numbers employed*  
(1929 = 100)<sup>1</sup>

Date	AFRICA		AMERICA						ASIA	EUROPE	
	Union S. Africa		Canada	United States			Argentina (Buenos Aires)	Colombia <sup>a</sup>	Japan	Germany <sup>a</sup>	Austria
	Europ.	Total		B.L.S. <sup>1</sup>	N.I.-C.B. <sup>2</sup>	A.F.L. <sup>3</sup>					
	III (A/B)		III (A)	IV	IV	IV	III (A)	III (B)	IV	I	I
	M.I.T. <sup>c</sup>		M.I.T.C. <sup>c</sup>	M.I.T.C. <sup>c</sup>	A.M.I.T.C.		I.T.C.	M.I.T. <sup>c</sup>	M.I.T.	A.M.I.T.C. <sup>c</sup>	M.I.T.
	W.S.	W.S.	W.S.	W.S.	W.S.		W.	W.	W.	W.S.	W.S.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0	100.0
1931	96.0	95.2	86.1	79.3	86.7	88.1	97.8	*	96.9	81.5	86.6
1932	91.9	88.7	73.5	67.5	78.7	79.8	94.2	*	97.7	71.1	76.4
1933	98.0	94.9	70.2	68.9	79.5	80.0	98.2	*	103.1	74.0	70.6
1934	111.0	108.1	80.7	77.2	85.6	85.0	104.4	*	115.5	85.5	69.8
1935	123.2	122.1	83.5	80.8	88.4	87.8	113.2	*	121.6	90.6 <sup>6</sup>	66.8
1936	134.2	134.9	87.2	87.5	93.4	91.7	119.5	*	123.8	97.2	64.6
1937	143.6	143.1	95.9	93.7	97.3	95.3	126.1	*	131.2	104.3	67.4
1938	146.2	148.1	93.9	84.4	91.0	91.0	129.5	100.0 <sup>7</sup>	137.7	110.9	*
1939	148.1	148.9	95.7	90.0	92.9	94.1	132.1	94.2	*	116.5 <sup>10</sup>	*
1940	148.9	155.8	104.4	94.5	95.9	97.3	129.2	84.6	*	*	*
1941	154.5	164.3	128.0	106.1	104.0 <sup>4</sup>	—	135.0	—	*	*	*
1942	158.7	169.5	146.0	116.8	116.4	—	—	—	*	*	*
1942: Oct.	158.0	167.3	154.0	121.3	124.2	—	*	—	*	*	*
Nov.	157.9	164.9	156.7	121.5	123.0	—	*	—	*	*	*
Dec.	157.9	162.7	154.4	118.8	122.2	—	*	—	*	*	*
1943: Jan.	156.7	159.3	152.3	118.9	120.2	—	*	—	*	*	*
Feb.	157.6	161.3	152.5	118.6	122.1	—	*	—	*	*	*
Mar.	157.6	163.0	151.7	119.2	124.5	—	*	—	*	*	*
April	157.3	163.1	149.7	119.7	127.1	—	*	—	*	*	*
May	157.1	162.3	152.3	119.1	130.1	—	*	—	*	*	*
June	156.8	160.7	154.4	120.1	132.7	—	*	—	*	*	*
July	—	—	156.2	119.9	132.9	—	*	—	*	*	*
Aug.	—	—	—	120.0	133.3	—	*	—	*	*	*
Sept.	—	—	—	—	135.0 <sup>†</sup>	—	—	—	*	*	*
Persons covered (thousands)	—/188	—/797	1,868 <sup>r</sup>	28,852	58,558	46,683	*	13	6,600 <sup>†</sup>	21,414	976

Date	EUROPE (cont.)										OCEANIA
	France	Great Britain		Hungary	Latvia	Norway	Netherlands	Czechoslovakia <sup>14</sup>	U.S.S.R.	Yugoslavia	Australia
	III (A)	II	II	I	I	III (B)	I	I	III (A)	I	III (A)
	M.I.T. <sup>c</sup>	M.I.T. <sup>c</sup>	A.M.I.T.C. <sup>c</sup>	M.I.T.C. <sup>c</sup>	I.T.C. <sup>c</sup>	M.I.T.C. <sup>c</sup>	M.I.T.C. <sup>c</sup>	A.I.T.C. <sup>c</sup>	A.M.I.T.C. <sup>c</sup>	I.T.C. <sup>c</sup>	M.I.T.C.
	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.	W.S.	W.S.	W.S.
	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.	W.S.	W.S.	W.S.
1929	*	100.0	*	100.0	100.0	*	100.0	100.0	100.0	100.0	*
1930	100.0	95.8	*	94.3	104.9	*	102.2	97.6	119.4	104.3	*
1932	80.9	91.4	*	82.0	82.5	*	85.3	82.6	188.6	88.6	*
1933	79.4	94.7	*	81.2	87.8	*	85.0	75.4	183.5	86.1	100.0 <sup>10</sup>
1934	76.9	99.2	*	86.9	95.1	*	86.6	75.0	194.6	89.8	*
1935	73.5	101.5	*	91.2	100.9	100 <sup>11</sup>	84.2	76.6	203.1	93.3	*
1936	74.1	106.7	*	97.7	107.1	103	85.1	82.4	211.8 <sup>†</sup>	101.8	*
1937	78.6	112.3	*	104.0	116.3	110	91.5	90.0	221.8 <sup>†</sup>	112.4	*
1938	81.2	111.1	100.0 <sup>12</sup>	110.6	123.6	110	95.4	91.0 <sup>11</sup>	228.5 <sup>†</sup>	118.2	*
1939	83.4 <sup>10</sup>	114.7 <sup>11</sup>	102.7 <sup>11</sup>	118.8	*	116	99.0 <sup>†</sup>	—	—	119.2	131.9 <sup>17</sup>
1940	*	*	*	125.6	*	113	98.0 <sup>†</sup>	—	—	122.0 <sup>15</sup>	146.2 <sup>18</sup>
1941	*	*	*	150.0 <sup>†</sup>	*	—	—	—	—	—	138.3
1942	*	*	*	—	*	—	—	—	—	—	—
1942: Oct.	*	*	*	180.0	*	*	*	—	*	—	134.8
Nov.	*	*	*	179.0	*	*	*	—	*	—	134.9
Dec.	*	*	*	164.0	*	—	—	—	*	—	134.8
1943: Jan.	*	*	*	—	*	*	*	—	*	—	134.5
Feb.	*	*	*	—	*	*	*	—	*	—	134.8
Mar.	*	*	*	—	*	*	*	—	*	—	135.1
April	*	*	*	—	*	*	*	—	*	—	134.5
May	*	*	*	—	*	*	*	—	*	—	—
June	*	*	*	—	*	*	*	—	*	—	—
July	*	*	*	—	*	*	*	—	*	—	—
Aug.	*	*	*	—	*	*	*	—	*	—	—
Sept.	*	*	*	—	*	—	—	—	*	—	—
Persons cov. (thousands)	2,403	12,110	12,940	1,748	212	207 <sup>†</sup>	1,365	1,298	27,800 <sup>†</sup>	756	1,351

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

<sup>1</sup> Except for the series in italics. <sup>2</sup> Bureau of Labor Statistics. <sup>3</sup> National Industrial Conference Board. <sup>4</sup> Since Dec. 1941, including the armed forces. <sup>5</sup> American Federation of Labor. <sup>6</sup> Central Zone. <sup>7</sup> May 1938. <sup>8</sup> Old territory. <sup>9</sup> Since Nov. 1935, including the Saar Territory. <sup>10</sup> Jan.-July. <sup>11</sup> Jan.-Aug. <sup>12</sup> 18 June 1938 = 100. <sup>13</sup> Sept.-Dec. 1935 = 100. <sup>14</sup> Since Sept. 1938, Bohemia-Moravia; average for 1939 = 100. <sup>15</sup> Jan.-Nov. <sup>16</sup> June. <sup>17</sup> July. <sup>18</sup> July-Dec.

TABLE III. STATISTICS OF INDUSTRIAL EMPLOYMENT

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

Date	AFRICA		AMERICA							ASIA
	Union S. Afr.	Canada	United States	Argentina		Chile	Colombia (Bogotá)	Mexico	Uruguay	Japan
	III (A/B) <sup>1</sup>	III (A) <sup>1</sup>	III (A/B) <sup>1</sup>	III (B) <sup>1</sup>	B. Aires III (A)	III (B) <sup>1</sup>	III (B) <sup>2</sup>	III (B) <sup>1</sup>	III (B)	III (A) <sup>1</sup>
	W.S. <sup>2</sup>	W.S.	W.	W.	W.	W.	W.	W.	W.	W.
1929	100.0	100.0	100.0	*	100.0	*	*	*	*	100.0
1931	97.7	81.4	73.7	*	97.3	*	*	*	*	86.1
1932	94.2	72.1	62.5	*	97.2	*	*	*	*	84.3
1933	108.0	69.1	69.2	*	99.8	*	*	*	*	87.7
1934	130.1	77.0	80.8	*	111.3	*	*	*	*	95.9
1935	146.2	82.9	86.1	*	124.1	*	*	*	*	109.2
1936	160.3	88.3	93.4	*	133.9	*	*	*	100.0	115.6
1937	170.8	97.7	102.5	100.0	144.1	100.0	*	100.0 <sup>3</sup>	—	126.3
1938	167.1	94.8	85.8	104.3	145.5	105.5	100.0 <sup>4</sup>	100.7	112.3	142.9
1939	164.6	95.9	94.2	108.5	148.2	108.1	90.0	98.6	114.8	155.9r
1940	160.6	112.1	101.3	111.1	145.6	117.0	80.3	100.4	113.7	160.7r
1941	165.9	143.8	124.4	117.0	150.9	127.6r	—	105.4	119.6	164.8r
1942	—	176.3	143.5	124.0	—	133.7	—	—	—	182.4
1942: Oct.	*	186.7	151.5r	122.2	*	130.9	—	*	*	188.6r
Nov.	*	189.3	152.6r	123.3r	*	129.0r	—	111.2	—	188.1r
Dec.	*	187.5	155.0r	122.9r	*	126.9	—	—	*	190.2r
1943: Jan.	*	189.7	155.3r	121.8	*	126.8	—	*	*	191.0†
Feb.	*	190.8	156.8	123.1	*	126.4	—	—	—	192.0†
Mar.	*	191.5	158.0	125.4	*	126.6	—	*	—	194.0†
April	*	190.4	158.0	124.3	*	128.0	—	—	—	204.0†
May	*	191.5	157.6	125.0	*	—	—	—	—	206.0†
June	*	193.4	159.1	129.6	*	—	—	*	*	—
July	*	193.9	159.9	129.2	*	—	—	*	*	—
Aug.	*	—	161.0	—	*	—	—	*	*	—
Sept.	*	—	160.5	—	*	—	—	*	*	—
Persons covered (thousands)	-/57	844	13,474/ 4,238†	241	*	27	3	119	37	2,995

Date	ASIA	EUROPE									
	Palestine	Germany <sup>4</sup>		Denmark	Finland	France	Great Britain	Hungary	Italy		Latvia
	III (B)	III (B) <sup>2</sup>		III (A) <sup>1</sup>	III (A) <sup>1</sup>	III (A) <sup>3</sup>	II <sup>1</sup>	I	M.C.I. <sup>11</sup> III (B)	F.C.I. <sup>12</sup> III (A/B)	I
	W.	W.	S.	W.	W.	W.	W.S.	W.	W.	W.	W.S.
1929	*	100.0	100.0	*	100.0	*	100.0	100.0	*	100.0	100.0
1930	*	87.0	94.7	*	87.4	100.0	92.5	91.3	*	97.3	107.5
1931	*	72.0	83.6	100.0	78.4	91.6	84.5	82.9	*	88.8	98.3
1932	*	59.5	69.6	91.7	76.6	79.0	84.7	73.0	*	78.5	82.6
1933	*	65.9	68.4	102.0	84.7	78.0	89.8	73.6	*	79.2	93.4
1934	*	83.5	76.3	116.0	97.3	73.7	94.5	79.9	100.0	82.9	108.4
1935	*	91.9	83.5	125.8	105.4	72.1	96.0	85.9	117.1	94.0	117.7
1936	*	100.5	90.0	131.5	117.5	73.0	102.2	94.7	121.6	94.9	123.7
1937	*	110.8 <sup>7</sup>	97.9 <sup>7</sup>	138.1	125.2	77.5	110.2	104.0	135.6	104.5	135.1
1938	100.0	117.4	105.4	138.4	129.7	80.7	104.1	112.3	141.0	110.7	144.0
1939	82.3	122.9 <sup>8</sup>	112.3 <sup>8</sup>	151.1	122.6	82.1 <sup>10</sup>	113.0	123.9	144.9 <sup>10</sup>	113.3 <sup>10</sup>	140.6
1940	98.6	*	*	—	104.1†	*	*	129.5r	*	*	*
1941	115.1	*	*	—	—	*	*	139.2r	*	*	*
1942	136.1	*	*	—	—	*	*	—	*	*	*
1942: Oct.	142.1	*	*	—	—	*	*	—	*	*	*
Nov.	139.7	*	*	—	—	*	*	—	*	*	*
Dec.	148.0	*	*	—	—	*	*	—	*	*	*
1943: Jan.	—	*	*	—	—	*	*	—	*	*	*
Feb.	—	*	*	—	—	*	*	—	*	*	*
Mar.	—	*	*	—	—	*	*	—	*	*	*
April	—	*	*	—	—	*	*	—	*	*	*
May	—	*	*	—	—	*	*	—	*	*	*
June	—	*	*	—	—	*	*	—	*	*	*
July	—	*	*	—	—	*	*	—	*	*	*
Aug.	—	*	*	—	—	*	*	—	*	*	*
Sept.	—	*	*	—	—	*	*	—	*	*	*
Persons covered (thousands)	14	3,500†	*	171	63†	1,850	6,152	802	1,167	3,037/ 1,522	100

I. Compulsory social insurance statistics (sickness, accidents, etc.). II. Compulsory unemployment insurance statistics. III. Statistics of establishments: III (A). All establishments of a given importance; III (B). Representative sample of establishments; III (A/B). Type B series (for the recent period) linked to a type A series. IV. Estimates. W. Wage earners. S. Salaried employees.  
<sup>1</sup> Excluding building. <sup>2</sup> Europeans only. <sup>3</sup> Including mines. <sup>4</sup> May 1938. <sup>5</sup> Yearly figures exclude the crackers and macaroni industry; quarterly figures exclude in addition the alcohol and sugar industry. <sup>6</sup> Old territory. <sup>7</sup> Since 1937, including the Saar Territory. <sup>8</sup> Jan.-July. <sup>9</sup> Including part of transport, but excluding a large part of building. <sup>10</sup> Jan.-Aug. <sup>11</sup> Ministry of Corporations. <sup>12</sup> Fascist Confederation of Industrial Employers. <sup>13</sup> Jan.-June.

(a) *Indices of numbers employed (concl.)*  
(1929=100)

Date	EUROPE (concl.)									OCEANIA	
	Norway	Netherlands	Poland <sup>1</sup>	Rumania	Sweden	Switzerland		U.S. S.R.	Yugoslavia	Australia <sup>2</sup>	New Zealand
	III (A/B) <sup>1,2</sup>	I <sup>3</sup>	III (A)	III(A) <sup>1</sup>	III (B) <sup>1,2</sup>	III (A) <sup>1,2</sup>	III (B)	III(A) <sup>2</sup>	I	III (A/B)	III(A)
	W.	W.S.	W.	W.S.	W.	W.	W.	W.S.	W.S.	W.S.	W.S.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0
1930	100.4	101.6	84.5	86.6	99.8	95.8	96.5	135.4	*	93.0	94.0
1931	79.9	92.9	71.3	75.6	91.3	88.7	88.3	183.4	*	74.6	83.1
1932	91.8	80.2	62.3	75.6	86.0	78.8	75.9	216.0	*	74.1	83.1
1933	93.2	80.9	65.0	92.0	85.0	76.9	73.3	195.5	100.0	81.8	88.0
1934	98.4	83.3	72.0	103.5	91.6	78.1	73.7	208.2	106.8	89.6	95.2
1935	106.2	80.2	77.1	114.9	96.9	76.0	70.4	211.9	111.4	99.4	104.8
1936	115.7	80.9	83.4	129.9	102.1	76.4	70.2	224.1†	124.6	109.4	115.7
1937	124.9	88.4	94.1	138.8	109.1	88.0	78.1	—	141.5	115.6	122.9
1938	121.5*	92.7	101.6	143.9	110.0	86.3	77.9	—	150.7	124.0	124.1
1939	125.9	98.0†	102.0*	—	112.7	89.9	76.8	—	152.6	125.5	131.3
1940	119.3	98.0†	*	—	109.2	—	80.3	—	159.7*	130.5	137.3
1941	—	—	*	—	89.2*	100.4	84.3	—	—	145.3	—
1942	—	—	*	—	91.7	—	85.6	—	—	162.0	—
1942: Oct.	*	*	*	*	95.0	*	*	*	—	166.1	*
Nov.	*	*	*	*	95.0	*	*	*	—	166.7	*
Dec.	—	*	*	*	91.0	*	85.6	*	—	166.4	*
1943: Jan.	*	*	*	*	92.0	*	*	*	—	167.6	*
Feb.	*	*	*	*	93.0†	*	*	*	—	168.8	*
Mar.	—	*	*	*	92.0†	*	84.0†	*	—	170.4	*
April	*	*	*	*	92.0†	*	*	*	—	169.9	*
May	*	*	*	*	95.0†	*	*	*	—	—	*
June	—	*	*	*	96.0†	*	82.0†	*	—	—	*
July	*	*	*	*	90.0†	*	*	*	—	—	*
Aug.	*	*	*	*	90.0†	*	*	*	—	—	*
Sept.	—	*	*	*	—	*	—	*	—	—	*
Pers. cov. (thousands)	144/58	904	688	289	340	431	254	10,225†	457	704/—	114

(b) *Indices of total hours worked (1929=100)<sup>10</sup>*

Date	AMERICA			EUROPE									
	United States	Colombia	Japan	Germany <sup>11</sup>	Denmark	Estonia	Finland	France	Hungary	Italy	Norway	Poland	Sweden
	III <sup>11</sup> (A/B)	III (B)	III <sup>11</sup> (A/B)	III (B)	III (B)	III (A)	III (A)	III (A)	I-III (A) <sup>11</sup>	III (A/B)	III (A/B)	III (A)	III (B)
	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.
1929	100.0	*	100.0	100.0	*	100.0	100.0	*	100.0	100.0	100.0	100.0	100.0
1930	82.8	*	*	83.5	*	94.7	85.3	100.0	89.7	94.2	99.6	82.9	98.6
1931	66.9	*	*	66.4	100.0	84.4	74.6	89.1	79.8	83.5	79.9	69.3	85.8
1932	52.3	*	85.9	53.8	91.6	75.6	74.8	71.9	69.4	72.4	90.6	56.9	77.8
1933	57.3	*	97.1	61.5	102.4	77.9	84.5	73.6	70.5	75.5	90.3	58.3	78.4
1934	61.1	*	109.2	80.6	113.5	95.0	98.4	70.5	77.8	77.8	96.9	67.1	89.5
1935	68.8	*	115.8	88.4	123.2	105.4	105.8	66.8	84.5	81.0	104.9	72.6	96.2
1936	80.0	*	126.6	99.4	128.0	120.0	111.9	69.5	91.2	81.0	115.1	77.9	102.2
1937	86.6	*	144.0	110.8†	134.6	139.6	128.1	64.9	99.6	91.7	119.4*	89.8	109.8
1938	66.7	100.0 <sup>12</sup>	159.0*	118.8	133.8	141.4	129.7	65.0	105.4	95.5	117.3	97.8	107.7
1939	77.8	91.5	173.2 <sup>13</sup>	124.1 <sup>14</sup>	145.0	143.8	120.6	68.0 <sup>15</sup>	113.9	97.7*	124.3	97.7*	111.5
1940	84.5	78.5	*	*	126.2	*	102.3†	*	121.8	*	112.9	*	105.6
1941	110.7	—	*	*	126.3	*	—	*	—	*	—	*	103.5
1942	134.9	—	*	*	129.5	*	—	—	—	*	—	*	—
1942: Oct.	144.7r	—	*	*	140.4	*	—	*	*	*	*	*	*
Nov.	147.1r	—	*	*	139.9	*	—	*	*	*	*	*	*
Dec.	150.7r	—	*	*	136.6	*	—	*	*	*	*	*	*
1943: Jan.	150.4	—	*	*	126.4	*	—	*	*	*	*	*	*
Feb.	152.9	—	*	*	127.8	*	*	*	*	*	*	*	*
Mar.	154.7	—	*	*	130.9r	*	*	*	*	*	*	*	*
April	155.7	—	*	*	133.5r	*	*	*	*	*	*	*	*
May	156.0	—	*	*	140.0†	*	*	*	*	*	*	*	*
June	155.0	—	*	*	140.0†	*	*	*	*	*	*	*	*
July	154.7	—	*	*	136.0†	*	*	*	*	*	*	*	*
Aug.	—	—	*	*	133.0†	*	*	*	*	*	*	*	*
Sept.	—	—	*	*	—	*	*	*	*	*	*	*	*
Pers. cov. (thousands)	10510/4,238†	3†	2,995/1,510†	3,500†	90†	43	63†	1,850	802/275†	3,037/1,522	176/102	688	385†

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

<sup>1</sup> Excluding building. <sup>2</sup> Including mines. <sup>3</sup> Statistics of type B, linked up with statistics of type A of the preceding period. <sup>4</sup> Since Jan. 1939, including the territory of Silesia beyond the Olza. <sup>5</sup> Jan.-June. <sup>6</sup> Sept. 1939=100. <sup>7</sup> Covering all factories, as defined by Factory Act. <sup>8</sup> Jan.-Nov. <sup>9</sup> Average of the 12 months ending in June of the year indicated. <sup>10</sup> Except for series in italics. <sup>11</sup> Calculated by the I.L.O. by multiplying index of numbers employed by an index of hours worked per worker. <sup>12</sup> May 1938=100. <sup>13</sup> Jan.-Aug. <sup>14</sup> Old territory. <sup>15</sup> Since 1937, including the Saar Territory. <sup>16</sup> Jan.-July. <sup>17</sup> Including part of transport, but excluding a large part of building. <sup>18</sup> Jan.-May.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY

(a) *Hours actually worked per worker*

Date	AMERICA					ASIA	EUROPE			
	Canada <sup>1</sup>	United States		Argentina (Buenos Aires)	Mexico	Japan	Germany <sup>10</sup>	Estonia	Finland	France
		B.L.S. <sup>2</sup>	N.I.C.B. <sup>4</sup>							
	Ind. <sup>3</sup>	Ind. <sup>3</sup>	Ind. <sup>3</sup>	Ind., transp., com.	Mi., ind., transp.	Ind. <sup>3</sup>	Ind. <sup>11</sup>	Ind.	Ind. <sup>3</sup>	Ind. <sup>3</sup>
	Per week	Per week	Per week	Per week	Per week	Per day <sup>6</sup>	Per week <sup>12</sup>	Per day <sup>13</sup>	Per fortnight	Per week <sup>14</sup>
<i>Number of hours</i>										
1929	*	*	48.3	49.09	*	(9.83) <sup>7</sup>	46.02	8.18	93.0	*
1930	*	*	43.9	48.46	*	*	44.22	8.16	90.8	48.0
1932	48.9	38.2	34.8	47.60	*	9.63 <sup>9</sup>	41.46	7.86	90.9	43.7
1933	48.7	37.8	36.4	47.41	*	9.95	42.96	7.88	92.8	45.3
1934	49.2	34.5	34.7	45.76	*	9.83	44.58	7.91	94.0	44.7
1935	48.7	36.5	37.2	45.49	*	9.85	44.46	7.97	93.4	44.5
1936	48.7	39.1	39.3	45.49	*	9.85	46.7	8.00	93.2	45.7
1937	48.8	38.6	38.7	45.49	*	9.91	47.6	8.03	93.8	40.2
1938	46.7	35.5	34.3	45.49	*	9.94 <sup>1</sup>	48.5	8.13	93.0	38.7
1939	47.2	37.7	37.6	44.50	44.50 <sup>8</sup>	9.46 <sup>9</sup>	48.7	8.10	91.5	40.8 <sup>15</sup>
1940	—	38.1	38.6	45.25	44.27 <sup>8</sup>	*	49.2	*	—	*
1941	—	40.6	41.2	45.05	43.60 <sup>8</sup>	*	50.1	*	—	38.3
1942	—	42.9	43.0	—	—	*	49.2	*	—	—
1941: Dec.	*	41.2	41.6	*	*	*	49.6	*	*	39.6
1942: Mar.	*	42.7	42.7	*	—	*	49.2	*	*	39.5
June	*	42.9	42.7	*	*	*	—	*	*	40.5
Sept.	*	42.4	43.4	*	*	*	49.2	*	*	42.3
Dec.	*	44.4	44.2	*	*	*	—	*	*	—
1943: Mar.	*	44.7	44.7	*	—	*	—	*	*	—
June	*	45.2	45.2	*	*	*	—	*	*	—
Sept.	*	—	—	*	*	*	—	*	*	—
<i>Index numbers (1929=100)</i>										
1929	*	*	100.0	100.0	*	100.0	100.0	100.0	100.0	*
1930	*	*	90.9	98.7	*	*	96.1	99.8	97.6	100.0
1932	100.0	100.0	72.0	97.0	*	98.0 <sup>8</sup>	90.1	96.1	97.7	91.0
1933	99.6	99.0	75.4	96.6	*	101.2	93.4	96.3	99.8	94.4
1934	101.0	90.3	71.8	93.2	*	100.0	96.9	96.7	101.1	93.1
1935	99.6	95.5	77.0	92.7	*	100.2	96.6	97.4	100.4	92.7
1936	99.5	102.4	81.8	92.7	*	100.2	*	97.8	100.2	95.2
1937	99.8	101.0	80.1	92.7	*	100.8	*	98.2	100.9	83.8
1938	95.5	92.9	71.0	92.7	*	101.1 <sup>8</sup>	*	99.6	100.0	80.6
1939	96.5	98.7	77.8	90.7	100.0 <sup>8</sup>	96.3 <sup>9</sup>	*	99.0	98.4	85.0 <sup>15</sup>
1940	—	99.7	79.9	92.2	99.5 <sup>8</sup>	*	*	*	—	*
1941	—	106.3	85.3	91.8	98.0 <sup>8</sup>	*	*	*	—	79.8
1942	—	112.3	89.0	—	—	*	*	*	—	—
1941: Dec.	*	107.9	86.1	*	*	*	*	*	*	82.5
1942: Mar.	*	111.8	88.4	*	—	*	*	*	*	82.3
June	*	112.3	88.4	*	*	*	*	*	*	84.4
Sept.	*	111.0	89.9	*	*	*	*	*	*	88.1
Dec.	*	116.2	91.5	*	*	*	*	*	*	—
1943: Mar.	*	117.0	92.5	*	—	*	*	*	*	—
June	*	116.2	93.6	*	*	*	*	*	*	—
Sept.	*	—	—	*	*	*	*	*	*	—
Persons covered (thousands)	587	3,936	*	*	*	1,564	3,500 <sup>†</sup>	41	*	—

<sup>1</sup> Excluding overtime. Yearly figures: month of highest employment. <sup>2</sup> Excluding building. <sup>3</sup> Bureau of Labor Statistics. <sup>4</sup> National Industrial Conference Board; monthly figures: first week of the month. <sup>5</sup> Apr. <sup>6</sup> After deduction by I.L.O. of rest periods. <sup>7</sup> I.L.O. estimates, based on Imperial Cabinet statistics of normal hours. <sup>8</sup> From 1932 to 1938, statistics of the Bank of Japan; from 1939, statistics of the Imperial Cabinet, with which statistics of the Bank of Japan have been incorporated. <sup>9</sup> Jan.-Nov. <sup>10</sup> Territory before 1938. <sup>11</sup> Up to 1936, excluding building; from 1939, including mines. <sup>12</sup> Average hours slightly lowered by absence for sickness, holidays, etc. <sup>13</sup> Annual figures: up to 1937, averages of two half-yearly figures; 1938, average for Apr.-Dec. <sup>14</sup> Monthly figures: 1st of the following month. <sup>15</sup> Jan.-July.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY (*cont.*)(a) *Hours actually worked per worker* (concl.)

Date	EUROPE ( <i>concl.</i> )								
	Hungary	Italy		Latvia	Norway	Netherlands (Amsterdam)	Poland	Sweden	Switzerland
		M.C. <sup>2</sup>	C.F.I. <sup>3</sup>						
	Ind. <sup>1</sup>	Ind.	Ind.	Ind.	Ind. <sup>1</sup>	Ind. <sup>1</sup>	Ind.	Mi., ind. <sup>11</sup>	Ind.
	Per day	Per week <sup>4</sup>	Per month	Per week	Per week	Per week <sup>10</sup>	Per week <sup>11</sup>	Per week <sup>12</sup>	Per week
<i>Number of hours</i>									
1929	8.97	(46.7-48.3)	182	•	•	•	44.8	(47.7) <sup>14</sup>	(47.8-48.2) <sup>15</sup>
1930	8.82	(44.5-47.7)	175	•	•	•	43.9	•	•
1931	8.64	(43.9-47.5)	170	•	•	•	43.3	•	•
1932	8.53	(43.0-47.2)	168	(42.1-45.1) <sup>8</sup>	•	•	41.4	•	•
1933	8.59	(44.4-47.5)	174	(43.9-45.5)	•	•	41.5	46.0	(45.3-46.5) <sup>16</sup>
1934	8.78	(42.7-47.1)	172	(44.4-45.9)	•	•	42.2	47.0	(45.7-46.9) <sup>16</sup>
1935	8.83	(39.6-42.9) <sup>8</sup>	159	(43.6-46.1)	•	46.9	42.6	47.4	•
1936	8.64	(39.4-42.7)	157	(43.8-46.2)	45.5	46.7	42.7	47.6	•
1937	8.59	(41.0-43.5)	163	(44.8-46.4)	44.9	47.1	43.3	47.2	(46.4-47.0) <sup>15</sup>
1938	8.42	(39.8-42.8)	159	(44.7-46.5)	44.1	46.8	43.7	46.8	(45.8-46.9)
1939	8.24	(40.3-43.1) <sup>7</sup>	157 <sup>8</sup>	(44.0-46.3)	45.2	—	43.7 <sup>7</sup>	45.8	(46.8-47.7)
1940	8.33	•	•	•	•	—	•	46.6	47.3
1941	—	•	•	•	•	—	•	47.0	47.0
1942	—	•	•	•	•	—	•	47.2	—
1941: Dec.	•	•	•	•	•	•	•	47.0	(46.8)
1942: Mar.	•	•	•	•	•	•	•	•	(46.7)
June	•	•	•	•	•	•	•	•	—
Sept.	•	•	•	•	•	•	•	•	—
Dec.	•	•	•	•	•	•	•	47.2	—
1943: Mar.	•	•	•	•	•	•	•	—	—
June	•	•	•	•	•	•	•	•	—
Sept.	•	•	•	•	•	•	•	•	—
<i>Index numbers (1929 = 100)</i>									
1929	100.0	100.0	100.0	•	•	•	100.0	100.0	100.0
1930	98.3	97.1	96.2	•	•	•	98.0	•	•
1931	96.3	96.2	93.4	•	•	•	96.7	•	•
1932	95.1	94.9	92.3	100.0 <sup>9</sup>	•	•	92.4	•	•
1933	95.8	96.8	95.6	102.5	•	•	92.6	96.4	95.6 <sup>18</sup>
1934	97.9	94.5	94.5	103.7	•	•	94.2	98.5	96.5 <sup>18</sup>
1935	98.4	86.9 <sup>8</sup>	87.4	103.0	•	100.0	95.1	99.4	•
1936	96.3	86.5	86.3	103.2	100.0	99.6	95.3	99.8	•
1937	95.8	89.1	89.6	104.6	98.7	100.4	96.7	99.0	97.3 <sup>15</sup>
1938	93.9	86.9	87.4	104.6	96.9	99.8	97.5	98.1	96.7
1939	91.9	87.8 <sup>7</sup>	86.1 <sup>8</sup>	103.7	99.3	—	97.5 <sup>7</sup>	96.0	98.5
1940	92.9	•	•	•	•	—	•	97.7	98.5
1941	—	•	•	•	•	—	•	98.5	97.9
1942	—	•	•	•	•	—	•	99.0	—
1941: Dec.	•	•	•	•	•	•	•	98.5	97.5
1942: Mar.	•	•	•	•	•	•	•	•	97.3
June	•	•	•	•	•	•	•	•	—
Sept.	•	•	•	•	•	•	•	•	—
Dec.	•	•	•	•	•	•	•	99.0	—
1943: Mar.	•	•	•	•	•	•	•	•	—
June	•	•	•	•	•	•	•	•	—
Sept.	•	•	•	•	•	•	•	•	—
Persons covered (thousands)	275†	1,156	1,485	39	102†	86	629	431	260

<sup>1</sup> Excluding building. <sup>2</sup> Ministry of Corporations. <sup>3</sup> Fascist Confederation of Industrial Employers. <sup>4</sup> Monthly figures, last week of the month. <sup>5</sup> I.L.O. estimates from percentages of table IV (b). <sup>6</sup> 1935, average for May.-Dec. <sup>7</sup> Jan.-June. <sup>8</sup> Jan.-Apr. <sup>9</sup> Feb.-Dec. <sup>10</sup> Annual figures, averages for the second half-year. <sup>11</sup> Monthly figures, averages of weeks without holidays. <sup>12</sup> Including mines. <sup>13</sup> Annual figures: up to 1937, Nov. figures; 1938, July figure; 1939, average for Mar. and June; 1940 and 1941, Nov. figure. <sup>14</sup> I.L.O. estimates based on statistics of earnings. <sup>15</sup> I.L.O. estimates based on census of establishments (Aug. 1929 and Sept. 1937). <sup>16</sup> Averages for the second and third quarters.

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

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

Date	AMERICA					EUROPE								
	Canada <sup>1 2</sup>					United States			Finland <sup>3</sup>			France <sup>3</sup>		
	Per week					Per week <sup>4</sup>			Per fortnight			Per week		
	Up to 40 h.	41-47 h.	48 h.	49-54 h.	55 h. and more	Up to 39 h.	40-49 h.	50 h. and more	Under 80 h.	80.0-95.9 h.	96 h. and more	Under 40 h.	40 h.	Over 40 h.
1929	*	*	*	*	*	*	*	*	7.5	58.9	33.6	*	*	*
1930	*	*	*	*	*	*	*	*	3.3	62.0	34.7	0.4	0.8	98.8
1931	*	*	*	*	*	*	*	*	25.2	45.4	29.4	8.0	7.7	84.3
1932	15.7	21.3	16.4	22.5	24.1	*	*	*	8.8	66.7	24.5	20.2	11.2	68.6
1933	16.8	21.5	15.3	22.5	23.9	*	*	*	3.7	64.8	31.5	9.2	8.3	82.5
1934	13.3	22.3	18.0	21.3	25.1	*	*	*	0.8	68.1	31.1	13.1	9.5	77.4
1935	12.8	23.7	23.0	18.9	21.6	*	*	*	0.6	68.8	30.6	13.7	9.4	76.9
1936	12.5	23.7	22.9	19.2	21.7	*	*	*	0.3	68.2	31.5	7.1	6.9	86.0
1937	11.8	25.3	22.1	19.6	21.2	*	*	*	0.0	65.7	34.3	6.7	84.9	8.4
1938	21.0 <sup>5</sup>	25.6 <sup>4</sup>	20.7	17.4	15.4	*	*	*	0.3	73.3	26.4	21.5	76.6	1.9
1939	18.0 <sup>5</sup>	24.7 <sup>4</sup>	22.2	19.1	16.0	*	*	*	2.9	74.1	23.0	11.1 <sup>6</sup>	63.2 <sup>5</sup>	25.7 <sup>6</sup>
1940	—	—	—	—	—	20.0	60.6	19.4	—	—	—	*	*	*
1941	—	—	—	—	—	18.1	63.4	18.5	—	—	—	32.5	42.5	25.0
1942	—	—	—	—	—	14.3	61.6	24.1	—	—	—	—	—	—
Persons covered (thous'ds)	587					41,900			.			—		

		EUROPE (concl.)													
Date	Italy <sup>2 8</sup>				Latvia			Sweden <sup>2 12</sup>				Switzerland			
	Per week <sup>9</sup>				Per week			Per week <sup>14</sup>				Per week			
	Under 40 h.	40.0-44.9 h.	45.0-48.0 h.	Over 48 h.	Under 46 h.	46 h.	Over 46 h.	Up to 40 h.	41-47 h.	48 h.	Over 48 h.	Under 36 h.	36.0-47.9h.	48 h.	Over 48 h.
	a	b													
1929	8.9	75.5		15.6	*	*	*	*	*	*	*	*	*	*	*
1930	20.8	66.7		12.5	*	*	*	*	*	*	*	*	*	*	*
1931	24.2	64.6		11.2	*	*	*	*	*	*	*	*	*	*	*
1932	28.4	63.6		8.0	24.9 <sup>12</sup>	73.0 <sup>12</sup>	2.1 <sup>12</sup>	*	*	*	*	*	*	*	*
1933	20.8	70.7		8.5	13.6	84.6	1.8	8.5	32.7	51.3	7.5	7.2 <sup>11</sup>	20.8 <sup>11</sup>	59.5 <sup>11</sup>	12.5 <sup>11</sup>
1934	30.5	61.9		7.6	11.3	80.4	8.4	8.0	29.1	42.5	20.4	4.2 <sup>11</sup>	21.2 <sup>11</sup>	65.3 <sup>11</sup>	9.3 <sup>11</sup>
1935	28.3 <sup>10</sup>	39.6 <sup>10</sup>	21.7 <sup>10</sup>	10.4 <sup>10</sup>	17.6	62.0	20.4	6.1	35.4	37.1	21.4	*	*	*	*
1936	27.5	44.0	18.7	9.8	16.1	63.8	20.1	4.6	35.8	39.6	20.0	*	*	*	*
1937	16.5	47.4	26.7	9.4	13.4	62.9	23.7	4.6	41.9	36.5	17.0	*	*	*	*
1938	21.7	52.2	18.8	7.3	11.0	64.7	24.3	8.5	46.1	36.6	8.8	2.8	22.1	69.9	5.2
1939	19.1 <sup>11</sup>	51.9 <sup>11</sup>	20.4 <sup>11</sup>	8.6 <sup>11</sup>	15.4	61.2	23.4	16.3	58.0	12.3	13.4	1.7	14.2	71.8	12.3
1940	*	*	*	*	17.7 <sup>7</sup>	63.3 <sup>7</sup>	19.0 <sup>7</sup>	10.2	40.2	29.5	20.1	1.2	14.7	66.6	17.5
1941	*	*	*	*	*	*	*	7.1	42.3	31.6	19.0	0.8	18.3	69.7	11.2
1942	*	*	*	*	*	*	*	4.4	45.4	29.8	20.4	—	—	—	—
Pers. cov'd (th's.)	1,156				36			431				260			

<sup>1</sup> Excluding overtime; figures for the month of highest employment. <sup>2</sup> Excluding building. <sup>3</sup> Up to 43 h. <sup>4</sup> 44-47 h. <sup>5</sup> Bureau of the Census; non-agricultural employment; Oct. of each year. <sup>6</sup> Jan.-July. <sup>7</sup> Jan.-May. <sup>8</sup> Ministry of Corporations. <sup>9</sup> Before May 1935; a=under 48 hours; b=48 hours. <sup>10</sup> May-Dec. <sup>11</sup> Jan.-June. <sup>12</sup> Feb.-Dec. <sup>13</sup> Including mines. <sup>14</sup> Up to 1937, Nov.; 1938, July; 1939, June; 1940 and 1941, Nov.

# BIBLIOGRAPHY

## Book Notes

### NON-OFFICIAL PUBLICATIONS

**Ampuero Díaz, Raúl.** *Contribución a la Reforma de la Legislación de Accidentes del Trabajo.* Santiago de Chile, 1943. 124 pp.

This study of industrial accidents, treated both historically since the beginning of the industrial revolution and nationally in relation to the present state of theory and legislation in Chile, was presented as a degree thesis to the Faculty of Legal and Social Science of the University of Chile. After describing the legal theory governing the compensation of occupational risks, the author explains briefly the assessment of the economic effects of accidents and analyses current legislation. In the second part of the study he criticises the existing Chilean legislation, and suggests that a reform should be based on the raising of rates of compensation, the retraining of the disabled so that they may rapidly regain their earning capacity, and State protection through the Workers' Compulsory Insurance Fund. The position in respect of occupational diseases and the amendments to Chilean legislation on the subject proposed by the Ministry of Health are also discussed.

**Gadgil, D.R., and Sovani, N.V.** *War and Indian Economic Policy.* Poona, Gokhale Institute of Politics and Economics, 1943. 132 pp. 5 rupees; 10s.

A critical appraisal of the wartime economic policy in India, vigorous, lucid, constructive and informed by an awareness of the limitations inherent in emergency conditions in general and the local conditions in particular. The study is divided into two parts, the first part dealing with currency and prices and the second with financial and economic policy. Appropriate action to check what is regarded as the demonstrably inflationary trend, which is attributed mainly to the issue of currency in India to enable the British Government to acquire goods and services necessary for the war effort, is urged in the first part (the trend, however, seems to have been brought under control since the publication of the study). The second part consists of a plea for a well co-ordinated financial and economic policy with the necessary controls and central direction, based on the experience of other countries of the British Commonwealth and of the United States.

**Leith, C.K., Furness, J.W., and Lewis, Cleona.** *World Minerals and World Peace.* Washington, D.C., The Brookings Institution, 1943. xii + 253 pp. \$2.50.

Since the great inequality in the distribution of mineral supplies among the nations is not likely to be materially changed by technology or discovery, the economic interdependence of nations is inescapable and will probably be intensified as manufacturing processes become more complex. In view of the Atlantic Charter promise of "equal access to raw materials", it is the authors' purpose to examine the controls over production and sale of minerals which have been developed in the past. These controls have included cartels and monopolies, import and export tariffs, quota systems and licensing arrangements, subsidies, embargos, and the rationing of foreign and domestic mineral supplies. Nevertheless,

the authors come to the general conclusion that the Axis nations have not been damaged to any great extent by the fact that the territories they control are relatively deficient in mineral resources. In other words, although the Axis nations are "have-nots" as regards many minerals, so too are all the other nations of the world in a greater or less degree. It appears to be a legitimate inference, therefore, that the Axis nations had a valid complaint on the score of "unequal" access to minerals only to the extent that they required inordinately large amounts for the purpose of furthering their armament programmes, and they had difficulty in securing export outlets large enough to offset their swollen mineral imports. This fact, however, gives the clue to a possible means of securing world peace. The last chapter canvasses the notion of controlling international trade in minerals with a view to making it impossible for any nation to embark on an armament programme. Although such a control scheme would admittedly be difficult to formulate and administer, the facts assembled in this book clearly show that denial of access to the minerals that enter into world trade would effectively halt any future attempts at rearmament on the part of virtually all nations.

**Lévesque, Georges-Henri, and Després, Jean-Pierre.** *Mémoire sur la législation du travail et la sécurité sociale dans la Province de Québec*. Québec, 1943. 123 pp. Mimeographed.

This memorandum summarises the principal provincial and Dominion laws concerning labour and social security in Canada and the reforms proposed, clarifying the situation where necessary by brief historical notes. It does not, however, deal with emergency war measures, nor with the Marsh social security plan. The first chapter deals with the legislation concerning the right of association, the regulation of wages and other conditions of employment, and industrial disputes and their settlement, the second with social assistance and insurance, and housing.

**Muenzner, G.** *Jewish Labour Economy in Palestine. The Economic Activities of the General Federation of Jewish Labour (Histadruth Ha'ovdim)*. Jerusalem, Tel Aviv, Research Institute of the Jewish Agency, 1943. viii + 191 pp. Charts.

As the late Dr. Arthur Ruppin explains in the foreword to this volume, the General Federation of Jewish Labour in Palestine has far more extensive activities than those of trade unions in other countries. "It intervenes to an ever-increasing degree . . . as an 'entrepreneur' in the widest sense of the word in the field of production. It participates not only in the production and distribution of goods but also in the credit and transport system, etc., of the country." The author examines the economic section of the Federation by analysing the balance-sheets of its various enterprises in the fields of agriculture, building, industry, transport, credit and banking, insurance, etc. The result is a valuable description of the forms, activities, and financing methods of the many institutions for the benefit of the Jewish workers of Palestine which have been created by "a singular, if not unique, organisation".

**Oppenheimer-Bluhm, Hilde.** *The Standard of Living of German Labor under Nazi Rule. Social Research*, Supplement V, 1943. New York, New School for Social Research. 71 pp. 50c.

After analysing the evolution of the wages (gross and net) of German workers from 1929 to the latest available date, and after showing how much the strain and hours of work have increased, the author studies the changes that have taken place in the satisfaction of working class needs under the National-Socialist régime. She concludes that on the average workers are less well off under the Nazi rule, but that the deterioration in the standard of living has varied between different classes of workers. In general, the purchasing power (as measured by official statistics of earnings and cost of living) of those whose working hours have increased and who are working hardest has been maintained. Industrial workers have suffered little loss of purchasing power; on the other hand, civil servants have experienced a decrease of up to 20 per cent.; agricultural workers have gained since 1929. With the increase in total employment, the greater number of workers within the family has reduced the burden of family charges borne by the average worker.

**Robbins, James J.** *The Government of Labor Relations in Sweden*. New York, University of North Carolina Press, American-Scandinavian Foundation, 1942. xii + 367 pp. \$3.50.

A very interesting study of labour relations in Sweden, a country which has developed, under Government sponsorship but short of any kind of hampering State control, one of the most articulate collective bargaining systems in the world. The author holds that the institutional development of collective bargaining which took place in Sweden in the last fifty years is one of the most striking examples of functional autonomy to be found in any modern State.

The study gives in the first place a broad outline of the different stages of the evolution of the collective contract system: *i.e.*, the experimental period (1872-1913), the world war period (1913-1922), the period of maturity (1922-1933), and the present trends (1933-1942). As a result of the steady development of collective bargaining more than a million workers (one-sixth of the total population of Sweden) are employed under collective contracts to-day. Next, the author studies the most important recent developments in labour relations, characterised by the enactment of the Labour Court Act in 1928, the Collective Bargaining Act in 1933, the conclusion of the "basic agreement" signed by the two central organisations of employers and workers on 20 December 1938, and the implementation of this agreement in 1939, 1940, and 1942 by index wage agreements providing for a sliding scale wage compensation based upon the cost of living.

One of the most interesting parts of the study deals with the now classic distinction between "jural disputes", that is, disputes over legal rights defined either by contract or by statute and therefore judicially enforceable, and "non-jural disputes", that is, disputes over non-jural interests not defined as legal rights by law or contract and which, therefore, cannot be referred to official state organs for final decision. The former must be referred to the Labour Court, while non-jural disputes arising in the course of actual collective bargaining and before the contract is signed, or disputes about subjects not regulated by statute or by contract, are settled by recourse to voluntary conciliation and arbitration. A detailed survey is given of the work of the Labour Court which has successfully built up in the thirteen years of its existence a sound body of industrial jurisprudence through which the collective contracts are applied. In a concluding chapter the author analyses the far-reaching implications of the politics of functional autonomy.

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## Books Received<sup>1</sup>

**Abernethy, Byron R.** *Liberty Concepts in Labor Relations*. Introduction by Roger BALDWIN. Washington, D.C., American Council of Public Affairs, 1943. xi + 119 pp.

**Arbetarnas Bildningsförbund.** *Freden och framtiden. Våra problem efter kriget*. Stockholm, ABF, 1943. 303 pp.

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

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## ERRATA

### 1943—Vol. XLVIII

**No. 5, November.** "Reconstruction Planning in China." Page 624, line 6 from bottom: for "145 and 700 million" read "245 and 700 million".

"Conditions of Employment in the Greek Mercantile Marine". Page 660, line 14 from bottom: for "entitled to the difference" read "entitled to only half the difference".

"Workmen's Compensation in the Bahamas". Page 668, line 23 from bottom: for "exceeds £200" read "does not exceed £200".

"Second Congress of the Confederation of Labour of Chile". Page 676, line 16: for "20 delegates" read "200 delegates".