



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

TWENTY-SIXTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-sixth Session of the International Labour Conference will open on 20 April 1944 at Temple University in Philadelphia. As previously mentioned in these pages, the decision to hold the Conference in the United States was taken by the Governing Body of the Office at its 91st Session in London in December 1943, in response to an invitation of the United States Government.¹ The selection of Philadelphia as the city where the Conference should be held was suggested by the United States Government.

MEETING OF THE CONSULTATIVE SUBCOMMITTEE OF THE JOINT MARITIME COMMISSION

The Consultative Subcommittee set up by the Joint Maritime Commission of the International Labour Office for the purpose of maintaining contact between the Office and the Commission between sessions² met in London on 9 February 1944 to consider the date and agenda of a contemplated meeting of the full Joint Maritime Commission in pursuance of a decision taken by the Governing Body at its 91st session in December 1943.³

The Subcommittee suggested that a session of the Joint Maritime Commission should be held, if possible, in September of this year, and that its agenda should include a general survey of conditions of employment in the mercantile marine, on the basis of the points mentioned in a resolution adopted by the International Seafarers' Conference held in London on 13-14 December 1943.⁴ The resolution, which was laid before the Governing Body at its 91st Session, contemplated an international seafarers' charter and covered the following eleven subjects:

- (1) Wages, increments, allowances, bonuses, overtime;
- (2) Contract of continuous employment;
- (3) Entry, training, promotion;
- (4) Working hours, manning;
- (5) Annual leave, voyage leave, subsistence allowances;
- (6) Accommodation, bed and bedding, linen, utensils, laundry;

¹ Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 347.

² *Idem*, Vol. XLVI, No. 2, Aug. 1942, p. 166.

³ *Idem*, Vol. XLIX, No. 3, Mar. 1944, p. 347.

⁴ *Ibid.*, p. 398.

- (7) Safety;
- (8) Hygiene, food, and medical services;
- (9) Social insurance: unemployment, sickness, incapacitation, widow's and orphans' pensions, old-age pensions, loss of effects, repatriation, legal position of merchant navy prisoners of war;
- (10) Full trade union recognition of seafarers' organisations;
- (11) Rights and obligations of seafarers.

The discussion of this agenda by the Joint Maritime Commission would enable it to submit recommendations to the Governing Body with regard to the maritime questions to be dealt with at a maritime session of the International Labour Conference.

The suggestions of the Subcommittee will be submitted to the Governing Body at its 92nd Session, which will be held immediately before the forthcoming Twenty-sixth Session of the International Labour Conference.

PUBLICATIONS OF THE OFFICE

FUTURE POLICY, PROGRAMME AND STATUS OF THE INTERNATIONAL LABOUR ORGANISATION

The International Labour Office has just published a report to serve as a basis for discussion on Item I—Future Policy, Programme and Status of the International Labour Organisation—on the Agenda of the forthcoming Twenty-sixth Session of the International Labour Conference.¹

The Governing Body of the Office selected this question after careful consideration, having come to the conclusion that the beginning of concerted international action to deal with post-war problems had made it imperative that the International Labour Organisation should, without further delay, define its own future policy and programme and its general place in the process of post-war reconstruction, and the status which it should enjoy in the general organisation of the world's international life. The report is divided into six chapters, leading up to proposed texts of a solemn declaration and of resolutions for consideration by the Conference.

Chapter I indicates the points which it is thought that a restatement of the aims of the Organisation should cover, suggests that the most appropriate form for such a statement would be a solemn declaration, and contains a suggested text of such a declaration with a commentary indicating the considerations in the light of which this text has been drafted. The I.L.O. having been authoritatively referred to as the major instrument for giving effect to the fifth principle of the Atlantic Charter, Chapter II discusses its place in international economic and social reconstruction and its relations with other international institutions. Chapter III indicates some of the problems which might usefully receive consideration through the machinery of the International Labour Organisation during the years of reconstruction lying immediately ahead.

As the Governing Body decided that the Office should include in this report proposals for measures designed to render the functioning of the Organisation more effective, Chapter IV discusses in general terms the steps which should be taken to strengthen the Organisation by measures such as the improvement of the machinery of the I.L.O. for dealing with questions of employment policy, the organisation of industrial committees, the more effective representation of agriculture in the counsels of the I.L.O., the development of regional activities, and the improvement of the present arrangements in regard to the adoption, ratification, and application of Conventions. Chapter V contains the text of a suggested resolution formulating the constitutional practice of the Organisation in respect of certain matters, including the membership of the Organisation, with a commentary explaining the reasons for the various provisions embodied in the suggested text. It also proposes the adoption of a resolution concerning certain of the facilities necessary for the smooth working of the Organisation as an effective instrument of international collaboration. Chapter VI discusses

¹ See previous page.

the financial arrangements necessary to enable the International Labour Organisation to discharge effectively the responsibilities committed to it and the problem of its financial autonomy. A memorandum on the nature of the competent authority provided for in the Constitution of the I.L.O. is given in an appendix.¹

SOCIAL SECURITY: PRINCIPLES, AND PROBLEMS ARISING OUT OF THE WAR

The Office has also just published a report on the fourth Item on the Agenda of the forthcoming Session of the Conference—Social Security: Principles, and Problems Arising out of the War. This report is divided into two volumes, the first dealing with principles, the second with problems arising out of the war.

The first volume consists of two sections, concerning income security and medical care services respectively, followed by proposed Recommendations. The proposals on income security embody the essential principles already established in international regulations on workmen's compensation, sickness insurance, provision for maternity, invalidity, old-age and survivors' insurance, and provision for unemployment, which it amplifies and co-ordinates. The proposals on medical care services are based largely on the main trends of opinion as illustrated in various national plans.²

The three sections of the second volume deal with: (1) pension and sickness insurance for persons discharged from the armed forces and assimilated services; (2) international administrative co-operation to promote social security; and (3) the maintenance of the pension rights of displaced persons. On the first and second of these points, texts of resolutions are proposed, while on the third, the Office has proposed the text of a draft Convention for consideration by the Conference.³

LEGISLATIVE SERIES

The quarterly instalment of the *Legislative Series* for January-March 1944 has just been published.

This instalment contains translations or reprints of social legislation recently enacted in the following countries: Argentine Republic, Canada, French Camerouns, Great Britain, New Zealand, Panama, the Union of South Africa, and the United States. Special mention may be made of the Panama Social Insurance Act, the United States Vocational Rehabilitation Acts, and the Native Labour Decree for the French Camerouns.

The Table of Contents and Indexes for the *Legislative Series*, 1942 (Vol. XXIII), are included in the instalment.

SOCIAL AND ECONOMIC POLICY

POST-WAR PLANNING IN CANADA

THE ADVISORY COMMITTEE ON RECONSTRUCTION

In pursuance of a recommendation made by the Canadian Advisory Committee on Reconstruction⁴ in its final Report, submitted to the Government on 24 September 1943, that detailed

¹ *Future Policy, Programme and Status of the International Labour Organisation*, International Labour Conference. Twenty-sixth Session. First Item on the Agenda. Report I. Montreal, 1944. vii + 194 pp. Price: \$1.4s.

² *Social Security: Principles, and Problems Arising Out of the War*. Part 1: *Principles*. International Labour Conference. Twenty-sixth Session. Fourth Item on the Agenda. Report IV (1). Montreal, 1944. vi + 115 pp. Price: 60c.; 2s. 6d.

³ *Social Security: Principles, and Problems Arising Out of the War*. Part 2: *Problems Arising Out of the War*. International Labour Conference. Twenty-sixth Session. Fourth Item on the Agenda. Report IV (2). Montreal, 1944. x + 82 pp. Price: 50c.; 2s.

⁴ Cf. *International Labour Review*, Vol. XLVII, No. 3, Mar. 1943, pp. 355-356.

responsibility for reconstruction planning should now be undertaken by full-time members of the Government staff, an Order in Council, P.C. 9946, was issued on 31 December 1943 to transfer the functions of the Committee to the reconstituted Advisory Committee on Economic Policy.¹ Soon after, as previously recorded in these pages, the Government announced its intention of setting up a federal Department of Reconstruction.² A brief analysis is given below of the final Report of the Advisory Commission on Reconstruction³, on which the above decisions were based.

The Report presents the conclusions of the Committee in regard to the framework and general direction of a post-war policy, taking into consideration not only the problems involved in the reinstatement into employment and the rehabilitation of ex-service men, but also the wider problems involved in the relief to be tendered to the peoples of the areas devastated by the war.

Paramount Reconstruction Aims.

To focus attention on the primary ideals towards which Canadian policy should be directed during the period of transition from a wartime economy to a peacetime basis, the Committee outlines in the following terms the aims underlying its recommendations:

(1) The reconstruction policies of Government and private enterprise during the period of transition must provide peacetime employment as speedily as possible for all of those men and women who are able and anxious to work.

(2) These policies must be designed to produce, with as little delay as possible, adequate supplies of the many varieties of goods and services that are demanded by potential purchasers at home and abroad, due consideration being given to the fact that, where shortages are inevitable, essential goods should be made available in substantial quantities before materials and labour are devoted to the production of luxuries.

(3) The reconstruction policies of the Government must adequately protect from want those individuals who are unable to obtain gainful employment through no fault of their own and, as an integral measure of social security in the broadest sense, the children of Canada should be protected from malnutrition and inadequate educational opportunities.

(4) Governmental policy should provide with a minimum of delay for the free functioning of markets, domestic and foreign, in order that the economic frictions inherent in the period of transition may be reduced to a minimum, and equilibrium among the various economic groups in Canada established, as speedily as possible.

(5) Monetary policy, price control and commodity rationing policies should be consciously modified from time to time during the transition period in a fashion designed to prevent the development in particular segments of the Canadian economy of an inflationary condition that would jeopardise the whole reconstruction programme.

The Committee considers that these five aims constitute the essential elements in any sound reconstruction programme.

Definition of Full Employment.

In the Report the phrase "full employment" is not used to mean that every individual in Canada must be continuously employed, since it is obvious that there will be a number of persons who will not desire gainful employment:

The advocacy of policies designed to maintain full employment implies no more than a determined effort to eliminate that mass unemployment which has, in the past, been a distressing corollary of the cyclical fluctuations in business activity, and the existence of a small amount of temporary unemployment is perfectly consonant with the attainment of such an ideal.

¹ *Ibid.*, pp. 354-355.

² *Idem*, Vol. XLIX, No. 3, Mar. 1944, p. 358.

³ ADVISORY COMMITTEE ON RECONSTRUCTION: *Report* (Ottawa, King's Printer, 1944).

The Role of Private Enterprise.

The Report goes on to define the task of free enterprise and to suggest the measures which will be required for its survival. Every business enterprise should develop a long-range programme of capital expenditure, and one way in which the Government could encourage this would be to provide that special expenses for reconversion purposes should be deducted from income before taxes are calculated. The need for a greater level of capital formation is also urgent. Small business must not depend entirely on Government planning, but must also undertake to study its own post-war problems. Good relations between employers and employees are indispensable, and the establishment in each undertaking of a joint committee comprising representatives of the management and of the employees is recommended, but there should be no interference with the development of organised trade unions. In fact, the Committee is of opinion that Government and business must both recognise the right of a majority of the workers in any plant or industry to decide upon the type of organisation that they wish to adopt and upon the form of collective bargaining they find appropriate.

The Responsibility of Organised Labour.

On this very important subject the Committee points out that, in the effort to achieve full employment, the trade unions will have a considerable responsibility:

They must face the fact that, since transfer of jobs and some incidental unemployment are inevitable, no useful result can be secured by policies that attempt to prevent the discharge of workers from munition factories. Although labour and management can both co-operate with Government in the effort to provide for such a gradual transfer of labour as will reduce the danger of mass unemployment, it must always be remembered that the final transfer should be carried out as speedily as possible. Any unnecessary delay can only serve to prolong the period of transition and postpone the time at which the Canadian economy will be functioning smoothly on a peacetime basis.

The trade unions also have a responsibility with regard to the application of the rules and regulations which they impose upon the admission of individuals to certain trades:

Each union should carefully study the existing provisions of its constitution regarding recruitment and qualification in order to ensure that its practices do not constitute an unnecessary barrier to the employment of individuals who are fully competent to undertake the work but have acquired their skills by methods not covered by union regulations. It has already been pointed out that many thousands of men and women have acquired new skills in the armed forces, or in the factories that are producing war supplies. Some of these will presumably be fully qualified to engage in skilled trades, others will require a supplementary period of apprenticeship or formal training much briefer than that required of immature youngsters under the conditions that prevailed before the war, so that each union can make an important contribution to the attainment of full employment . . . if it will undertake before the conclusion of hostilities to give careful study to this matter.

Another important problem with which organised labour is faced is that of the scales of wages to be adopted during the post-war period of transition:

It has been the tradition of trade unions to strive for the attainment of higher wage rates at all times, and this tradition was warranted in its inception by the fact that unions were deliberately created for the just purpose of strengthening the hands of the individual worker in his effort to sell his services at the highest possible price. That tradition will undoubtedly continue to flourish, but if labour organisations are to succeed, in the long run, in their effort to enhance the welfare of their members, it is essential that they should during the years of transition maintain a sense of perspective which embraces the whole Canadian economy and combines the present with the future. Any attempt to fight a rearguard action by attempting to maintain for all workers rates of earnings comparable to the highest rates received by some favoured individuals during the war will diminish the prestige of organised labour and create an atmosphere of friction and uncertainty which is detrimental to effective reconstruction.

Government Responsibility.

The Report contains a number of useful recommendations with regard to the aspects of post-war reconstruction in which Government action is of importance, such as the machinery for re-employment, fiscal policy as part of full employment policy, the reorientation of commodity controls, the role of public investment projects, the development of natural resources (mining, forestry, waterpower, etc.), the control of tariffs and immigration. Special attention is paid to the problems of agriculture and, in this connection, to Canada's place in the world economy.

In its concluding recommendation that its functions should be placed in the hands of a committee composed of full-time public servants, the Committee proposes, however, that four of its subcommittees should be maintained, namely, those on the special post-war problems of women, employment opportunities, agriculture, and housing and community planning.

THE STUDY OF POST-WAR PROBLEMS IN SOME AMERICAN COUNTRIES

DOMINICAN REPUBLIC

A National Committee for the Study of Post-War Problems was set up in the Dominican Republic by Decree No. 1545 of 20 November 1943. The Committee is under the chairmanship of the Secretary of State for External Affairs and is composed of fifteen members who represent the various branches of the national economy, including the Secretaries of State for the various departments of government.

The Decree requires the National Committee to meet twice a month and on such other occasions as may be deemed expedient by its Chairman.

In order to carry out its task with the greatest despatch and efficiency, the Committee is divided into three subcommittees, one under the chairmanship of the Secretary of State for External Affairs, which will deal with political, legal, and social questions, another under the chairmanship of the Secretary of State for the Treasury and Commerce, dealing with economic and financial matters, and the third under the chairmanship of the Secretary of State for Agriculture, Industry and Labour, dealing with agricultural questions.¹

ECUADOR

A National Committee for the Study of Post-War Problems was set up in Ecuador by a Decree of 16 December 1943.

The Committee is composed of the Ministers of Foreign Affairs, Finance, and Social Welfare, a representative of the Supreme Court, the Chairman and a representative of the Consultative Committee for Foreign Affairs, former Ministers of Foreign Affairs, Finance, Social Welfare, and Agriculture who had been in office at some time during the last six years, the Rector of the Central University, the President of the Ecuadorian Commission of Intellectual Co-operation, the President of the Central Bank and a representative of the private banks, the Legal Adviser to the Ministry of Foreign Affairs, a member of the National Ecuadorian Commission for the Codification of International Law, the President of the National Welfare Institute, and a representative of the National Economic Council.

The National Committee for the Study of Post-war Problems is under the chairmanship of the Minister of Foreign Affairs. It is divided into two subcommittees, one dealing with political, legal, and social questions, which will be presided over alternatively by the Ministers of Foreign Affairs and of Social Welfare, and the other dealing with economic and financial matters, presided over alternatively by the Ministers of Finance and of Agriculture.²

¹ *Gaceta Oficial*, 27 Nov. 1943, p. 14.

² Communication to the I.L.O.

VENEZUELA

At a meeting held on 13 December 1943, the Committee for the Study of Post-War Problems in Venezuela, previously mentioned in these pages¹, adopted a general programme of work, classifying under 33 headings the various points to be investigated by the Committee.

The introduction to the programme stresses the need of studying post-war problems with reference to the principles underlying the future reorganisation of the world and to the special situation of Venezuela.

Six subcommittees of experts have been appointed, to deal respectively with immigration and land settlement, international trade, petroleum in its international aspects, industrialisation, international monetary questions, and social questions.²

THE SECONDARY INDUSTRIES PLANNING COMMISSION IN AUSTRALIA

The first of a series of advisory panels has been set up to help the Australian Secondary Industries Commission³ in its work of relating the development of secondary industries to post-war needs. This is the Textile Advisory Panel, which includes representatives of the Department of Supply, the Council for Scientific and Industrial Research, and the Australian Textile Workers' Union, several employers, and the Chairman of the Commonwealth Wool Board. The Panel will make recommendations regarding the future of the textile industries to the Commission and thence to the Director-General of Post-War Reconstruction.⁴

TRAINING OF SPECIALISTS FROM THE OCCUPIED COUNTRIES FOR POST-WAR RECONSTRUCTION WORK

AN AMERICAN PLAN

A plan to bring some 1,500 student specialists to the United States from occupied countries for training in education, industry, and agriculture has been adopted by the United States Committee on Educational Reconstruction and submitted to the State Department for approval. This decision was taken at a Conference on 10 February 1944, following an earlier conference held on 5 November 1943 at which the general principles of the plan were laid down. A representative of the State Department who was present at the meeting on 10 February said that the programme would receive serious consideration.

It is proposed that the students should consist largely of underground leaders or those active in resistance movements in their own countries. Spokesmen for these countries have stated that they are ready to embark upon this programme immediately, as they feel that it is important to have trained men available for reconstruction work as soon as the war ends. The programme would cost about \$2,500,000, one third of which would come from the United States Government, one third from the foreign Governments concerned, and one third from private educational organisations. The Polish Government has already notified the International Exchanges and Scholarships Committee, which is organising the training, that it can immediately provide 470 students now outside the occupied area. Czechoslovakia is ready to send 250, Yugoslavia 250, Greece 450, and China 100.

¹ Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 65.

² Communication to the I.L.O.

³ Cf. *International Labour Review*, Vol. XLIX, No. 1 Jan. 1944, p. 63.

⁴ COMMONWEALTH GOVERNMENT: *Digest of Decisions and Announcements*, No. 68, 1-19 Nov. 1943.

It is proposed that the students should be concentrated in 15 to 20 university centres, housing 50 to 100 students each. They would be mixed so that any given centre might have persons from different countries. A four-weeks' orientation course would be provided, during which the students would receive instruction in English and American ways. This would be followed by eight weeks of manual labour or experience in industrial concerns or in agriculture to provide first hand experience that would enable the visitors to assimilate the theoretical courses more readily. Then would follow nine months of intensive training. The students would be instructed in the latest methods of teaching and would be trained in subjects that might help them when they return to their own countries.

After this training is completed, the students would return to their own countries as instructors and experts in specified tasks of rehabilitation, ready to train others. While the main body of the students will be selected after the countries have been liberated, it has been decided that wherever students are available now they should be trained immediately.

Among the specified subjects to be studied are agriculture, horticulture, industrial production, business administration, exportation, building, electricity, recreation and sport, social services, education, radio, film, newspapers and magazines, libraries, medicine, and hygiene.¹

THE MIDDLE EAST CONFERENCE ON AGRICULTURAL DEVELOPMENT

Under the auspices of the Middle East Supply Council², a Middle East Conference on Agricultural Development was held in Cairo from 7 to 10 February 1944, attended by more than 100 delegates and observers, representing 12 territories of the Middle East. The object of the Conference was to exchange views and technical experience as a basis for preparing a programme of permanent measures to develop the full and right use of the land and to ensure that the peoples concerned do not lack food.

The Conference reviewed the various elements of the problems with which the region is confronted and adopted a series of resolutions to be submitted to the Governments and authorities concerned for necessary action. In these resolutions the Conference emphasised the necessity for the countries of the Middle East, separately and jointly, to conserve and develop their agricultural resources and to adopt an active policy towards that end. It recommended that irrigation and other schemes for agricultural development initiated during the war should be carried on in the subsequent years, and that those elements of permanent value which had been achieved under the exigencies of war should not be allowed to lapse. It drew attention to the necessity of pursuing and accelerating comprehensive measures of soil conservation and management, and stressed the importance of improving agricultural techniques and providing increased facilities for the education of the farming community and the training of personnel.

The Conference further underlined that agricultural progress is inseparably linked with the continued advancement of the agricultural population in all matters relating to their welfare, in particular, nutrition, health, and education, and advocated policies aiming at raising rural standards of living.

In view of the existence of many agricultural problems common throughout the area, the Conference suggested the constitution of a Middle East Council of Agriculture to consider the regional technical problems involved in agricultural development. This Council is to be composed of representatives of the constituent Governments and to hold periodic meetings. It was further suggested that, pending the formation of the Council, a standing committee of the Conference should be appointed to continue its work and to formulate a constitution for the Council for the consideration of the Governments concerned. It was decided that the Middle East Supply Centre should act as the Secretariat of the standing committee until the establishment of the permanent Secretariat of the Council.

The Conference requested the Council, when formed, to examine the possibilities of establishing a central Institute of Agricultural Development, to supple-

¹ *New York Times*, 12 Feb. 1944.

² For the latest previous note on the activities of the Middle East Supply Centre, see *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 72.

ment the work now being carried on in individual countries and to serve the Middle East as a whole by enabling full use to be made of such trained personnel and facilities as are now available.

Finally, the Conference expressed the belief that agricultural development in the Middle East must rest upon the constant exchange of agricultural knowledge, both within the area and with other parts of the world, and upon a growing sense of public responsibility to the land and the people who cultivate it.¹

A RURAL ELECTRIFICATION SCHEME IN INDIA

The Government of the province of Bihar in India has set up an Emergency Board for the purpose of implementing a scheme to install a 33,000-volt electric line in the province to improve the irrigation of the southern districts by tube wells. The power will be generated at Patna, the capital of the province, and distributed over subsidiary lines, carrying 11,000 volts, from which power will be tapped for local tube wells.

The line will be a component part of the local electric grid system. The Central Government has offered financial assistance, having regard to the likelihood that the scheme will help towards increasing the food supply, and has made arrangements with the United Kingdom Government for the necessary priorities of supply of plant and materials. Plans are also under consideration for the procurement of two or more mobile generating sets which would enable water to be pumped during the dry season from the subsoil supplies. It is considered that if the facilities which would be provided by these different schemes were utilised to the full, it would be possible to add 468,000 *maunds* (1 *maund* = 82 lbs.) of food grains to the production from those areas.²

LAND RECLAMATION AND SETTLEMENT IN CHINA

Work on land reclamation and internal colonisation in China has been in progress during the past few years, and plans have lately been prepared to extend that work, especially with a view to providing facilities for settlement to former service men. Particulars are given below.

According to information published by the Land Reclamation Bureau of the Ministry of Agriculture and Forestry of the Chinese National Government, eleven colonies with holdings totalling 4,542,060 *mows* (1 *mow* = 1/6 of an acre) have already been established. Of this total, 235,550 *mows* were under cultivation at the end of August 1942 and 339,550 *mows* at the end of June 1943. The settlers totalled 36,530 persons at the end of August 1942 and 63,717 persons (61,880 cultivators, 1,787 disabled service men, and 50 skilled workers) at the end of June 1943. The colonies are distributed over the provinces of Shensi, Szechwan, Fukien, Kiangsi, Kweichow, and Honan. The Ministry makes the necessary arrangements for the establishment of the colonies, but as soon as they are well settled they are handed over to the provincial authorities.

Reclamation work is carried on by Government agencies as well as private associations. These latter number about 150. The work is financed by the Land Reclamation Bureau, which received for that purpose a grant of 40 million dollars in 1943 from the Farmers' Bank.

The Ministry of Agriculture and Forestry, which is at present preparing plans for the future, proposes to concentrate on the development of frontier regions in the northwest and southwest and, more particularly, on the Kansu Corridor, the Tsaidam Basin in Chinghai, the Edsingor Basin in Ningsia and Sinkiang. Special attention will be paid to the rehabilitation of former service men. According to present estimates, provision will be made for some 500,000 such men and a million dependants.³

¹ Communication to the I.L.O.

² *Times of India* (Bombay), 1 Nov. 1943. Communication to the I.L.O.

³ CHINA INFORMATION COMMITTEE: *Daily Bulletin*, No. 780, 15 Oct. 1943. Communication to the I.L.O.

LABOUR LEGISLATION IN THE FRENCH CAMEROONS

On 7 January 1944 a Decree was issued regulating conditions of Native labour in the Mandated Territory of the French Cameroons. The Decree repeals all provisions hitherto in force respecting the matters it covers, and in particular the Decree of 17 November 1937.¹ It re-enacts without substantial alteration existing legislation regarding labour offices, medical attendance in case of sickness, company stores, and labour inspection. The provisions covering the recruiting of labour, contracts of employment, industrial accidents, legal aid, and penal sanctions represent a considerable change. In addition, the Decree opens with a new formulation of the relationship of the administrative authority to Native labour. The previous principle of freedom of choice of work is emphasised in the words: "Natives shall engage in work freely, either by hiring their services or by carrying on an adequate independent activity." This principle is accompanied, however, by the statement that "the administrative authority shall ensure the performance of this social duty".

Admission to Employment.

Unless special decisions are taken, no restrictions are placed on the recruiting of workers for employment within their district of origin; recruiting for employment elsewhere is to be subject to special supervision. The previous limit of 12 years is retained as a minimum age for admission to employment, as is the condition that children between the ages of 12 and 14 are to be engaged only on light work. Children and women may be medically examined to ensure that the work on which they are employed is not beyond their strength. New provisions require a special permit for the employment of women and girls over 14 years, and specify that a contract is not to be deemed broken by interruption of work due to childbirth.

Contracts of Employment.

The Decree enacts provisions corresponding to standards laid down in the *Contracts of Employment (Indigenous Workers) Convention, 1939*. Contracts of employment entered into for a period of more than three months, as well as contracts for employment outside the administrative district where the worker is recruited, are to be in writing. The particulars which contracts are to contain are similar to those prescribed in the Convention. Provision is also made for ensuring that the worker enters into the contract of his free consent, and understands its terms. No contract may exceed two years. Damages for breach of contract are recoverable, without prejudice to the specific penalties provided in the Decree.

Provision is made in the following terms for the regulation of conditions of employment by collective contracts:

The conditions of employment common to a group of undertakings in a particular locality or localities may be laid down by a collective contract. Any such contract shall be entered into between the group of employers jointly, represented either by an industrial organisation or by delegates appointed by the said employers, and the group of workers jointly, represented by the president of the local labour office.

Such contracts, however, are to be subject to the mandatory provisions of the Decree and of orders issued thereunder.

Conditions of Employment.

The employer is required to supply his workers with a daily food ration. This may be replaced wholly or partly by an allowance, if special permission is obtained from the district officer with the sanction of the local labour office. Both

¹ Cf. I.L.O.: *Legislative Series*, 1937, L.N. 2.

rations and allowances are to be prescribed by an order of the Head of the Territory. Wages may not be less than the minimum fixed by the Head of the Territory. No fine may be imposed by the employer on the workers. The only permissible deductions from wages are for the purpose of constituting a savings fund for the worker and for the repayment of advances. The weekly rest is compulsory.

In connection with the supply of rations, it may be noted that in the neighbouring Territory of the Cameroons under British Mandate a report for 1942 records the replacement of rations by a cash allowance of 2d. a day.¹

Industrial Accidents.

The Decree of 1937 provided that every accident in the course of and arising out of employment sustained by a Native worker employed permanently or by the day gave the injured person a right to compensation, the rates being fixed primarily by agreement between employer and worker. The present Decree adds the proviso that compensation shall be paid unless the accident "was brought about wilfully by the injured person or was due to failure to comply with precise orders given by the employer". It also fixes compensation rates. The undertaking is to cover all prescribed medical expenses. For death, compensation is to be 500 times the daily wage of the worker concerned; for total permanent incapacity, 1,000 times; for partial permanent incapacity, an amount calculated in proportion to the degree of incapacity; for partial permanent incapacity of less than 10 per cent., no special compensation is payable. Compensation for temporary incapacity is fixed at the full daily rate of remuneration for the first three days, and half of that rate for the remainder of the duration of incapacity.

Legal Aid.

The new Decree entitles workers to legal aid, not only in the case of industrial accidents, as provided in the 1937 Decree, but also "in all disputes relating to the payment of wages and allowances, payment of expenses and benefits of any kind on account of sickness" and for the enforcement of relevant decisions.

Penal Sanctions.

The range of sanctions in the Decree of 1937 is extended by the present Decree. Previous sanctions were directed against fictitious contracts, contracts containing illegal stipulations, obstruction of supervision or inspection, illegal substitution of one worker for another, compulsion to enter into a contract, and a worker's entering several contracts concurrently. The present more elaborate system provides in addition sanctions against the negligence of employers resulting in workers' death or injury; the self-infliction of injury by workers; the failure of a Native to pay civil damages to which he is sentenced with respect to the hiring of services; sudden breach of contract without legitimate reason; and extortion of money from Natives for acting as intermediary in connection with the settlement of expenses or compensation for sickness or industrial accident.

Other Provisions.

Other provisions substantially following the lines of previous legislation concern the demarcation and extension of the functions of the Central Labour Office and the regional labour offices; the medical arrangements required of employers in relation to the number of workers they employ; the conditions under which company stores may be opened for the sale of goods to workers; and the organisation and functions of the labour inspection service.²

LABOUR LEGISLATION IN SURINAM

An Ordinance of 21 April 1943 and an Order of 21 September 1943 regulate conditions of employment in a number of undertakings in the Netherlands colony of Surinam (Dutch Guiana).³

¹ Cf. *Annual Report on the Department of Labour, Nigeria, for the year 1942* (Lagos, Government Printer, 1943).

² *Journal officiel de la République française* (Algiers), 13 Jan. 1944, p. 47. Cf. I.L.O.: *Legislative Series*, 1944, L.N. 1.

³ *Gouvernementblad van Suriname*, 1943, Nos. 37 and 86. For previous legislation see *idem*, 1872, No. 8; 1914, No. 37; and 1915, No. 77.

See also, I.L.O.: *Regulation of Contracts of Employment of Indigenous Workers*, International Labour Conference, 24th Session, Geneva, 1938 (Geneva, 1937). The full text of the present Ordinance will be published in the *Legislative Series*.

Although at present limited to certain specified undertakings, the new legislation may be described as the first labour law in the colony of a general character.

Previous legislation consisted of the Royal Decree of 22 March 1872 concerning workers brought into the colony by the administration, which has ceased to be of practical effect; the Labour Ordinance of 1911 applying to contracts of workers employed in prospecting for and extracting minerals and in various forestry undertakings, but subject to certain provisions making its application of an optional character; and the Police Regulations of 1915 containing provisions relating to contracts and penal sanctions.

The new Ordinance provides that it shall be applied to undertakings or parts of undertakings designated by orders, and the Order of 21 September 1943 lists the following undertakings:

(1) Mining undertakings: Surinam Bauxite Company; Billiton Company; Sarakreek Goldfields.

(2) Transport undertakings: Pan American Airways (airport staff); Royal Dutch Steamship Company (port workers); Surinam Navigation Company (port workers).

(3) Public utilities undertakings: Netherlands Indies Gas Company, including the electricity undertaking; Surinam Water Supply Company; wood-mills; eight other companies manufacturing bread, biscuits, cigars, and similar supplies.

Contracts of Employment.

Under the Labour Ordinance of 1911 no maximum length of contract was fixed. Workers had the right to cancel the contract at the end of the annual period of work on condition that they reimbursed any sums owing to the employer. In practice the workers, who were not accompanied by their families, contracted to serve 90 to 150 days.

The 1943 Ordinance, similarly, does not limit the maximum duration of contract. The contract is defined as an agreement by which the worker undertakes to work for wages in the service of the employer. Where the duration of employment has been stipulated, the employment ends legally at the appropriate date, unless provision for a period of notice has been specified in the contract. If the duration of the employment is not specified, a contract is considered to be of indefinite length, terminable by one month's notice by either side. In certain cases provision is made for longer periods of notice by workers or employers. Thus for workers the period is increased by one month if the employment relation lasts over two uninterrupted years, and becomes six months after five years' service; the six months' notice also applies after five years' service in the case of contracts concluded for periods of more than five years or for the lifetime of the worker. The period of notice required of the employer is prolonged by one, two, or three months if the employment has lasted uninterruptedly between one and two years, between two and three years, or over three years.

Employers may draw up a statement of conditions of employment; such a statement is compulsory for undertakings to which the Ordinance applies and which employ more than twenty workers. The statement is binding if the worker agrees to it in writing and he is given a copy. A copy must also be deposited in the office of the district officer. Furthermore, a copy must be and remain posted in a conspicuous place easily accessible to the workers, possibly the workroom.

Conditions of Employment.

Detailed provisions are contained in the Ordinance safeguarding the worker's right to the agreed wages from the commencement to the termination of employment. No wages, however, are due for any period during which he has not performed the work agreed upon. Nevertheless, a worker is entitled to wages during certain periods of absence, unless prevented from performing his task by an accident or illness for which he is not blameless or by previous invalidity which he has not divulged. In case of illness, wages are payable from the third day of incapacity, unless the competent Government official, on the request of the worker, fixes an earlier date. On the other hand, wages are reduced by the amount of any cash benefits to which the worker is entitled under any compulsory sickness or accident insurance scheme, or which are payable by any insurance

or other fund of which he is a member in virtue of his contract of employment. The worker is also entitled to wages under certain special conditions, such as confinement of his wife, death of a relative, etc.

The employer is required to pay the wages due to the worker regularly at least once a month, or at the end of any shorter fixed period, at the place of work, the employer's office, or the home of the worker. Deductions may be made only under stated conditions: debts due to the employer, fines, or contributions to approved funds. The maximum amount which may be deducted is two fifths of the wage, except in the case of wages exceeding four gulden per week. The employer may not charge interest on money lent to a worker as an advance of wages; nor may he charge for the use or maintenance of tools or materials belonging to the undertaking, sell goods to the worker at prices in excess of local ruling prices, or compel the worker to make payments in any specified way except to approved funds.

Hours of work are regulated on the basis of a maximum of 10 hours in any 24 hours. In the calculation of hours, only rest periods in excess of half an hour may be deducted. The Governor may fix hours of work at less than 10 for certain types of undertakings, or may exempt certain types of undertakings.

The Governor is empowered to issue regulations concerning health and conditions of work in any undertakings or branches thereof. He is also empowered to require undertakings to provide for medical attention by the presence of a qualified medical officer and hospital or first-aid facilities.

Administration.

Either party to a contract of employment is entitled to make a written request to the court to declare the contract void, or, subject to review by the court, may terminate the contract without notice for urgent reasons. For an employer, these reasons include the worker's incapacity to do his work, habitual drunkenness, presentation of false certificates, etc. For a worker the circumstances must be such that he cannot reasonably be expected to continue the employment, such as ill-treatment, serious insult or threat, working conditions contrary to law, wages not paid at due date, work not provided for piece workers, danger to life, health or morals, conditions of work unknown at the time of making the contract, incapacity through illness, etc. Any breach of contract by either party which is not covered by the above provisions requires the payment of an indemnity by the party so terminating the contract. If the employer is a company, the directors or representatives in Surinam are held legally responsible.

The employer is required to give the worker a certificate on termination of the employment; he is held legally responsible if, by reason of the inclusion or exclusion of any fact, the worker is prevented from securing further suitable employment.

INDUSTRIAL RELATIONS

FIRST SESSION OF THE PLenary CONFERENCE OF THE TRIPARTITE LABOUR ORGANISATION IN INDIA

The first session of the Plenary Conference of the Tripartite Labour Organisation in India¹ was held in Delhi on 6 and 7 September 1943, the Member for Labour of the Viceroy's Executive Council, Dr. B. R. Ambedkar, presiding. A short summary of the proceedings is given below.

¹ For an account 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: The Influence of the I.L.O."

Composition of the Conference.

The composition of the Conference was as follows: three delegates and three advisers of the Central Government, in addition to the President; a delegate each of the provinces of Assam, Bengal, Bihar, Bombay, the Central Provinces and Berar, Madras, Orissa, the Punjab, Sind, and the United Provinces, the Indian States of Baroda, Gwalior, Hyderabad, Indore, and Mysore, and of the Chamber of Princes; six provincial (Bengal, Bihar, and Bombay) and State (Baroda, Hyderabad, and Mysore) Government advisers; ten employers' delegates (four of the All-India Organisation of Industrial Employers, four of the Employers' Federation of India, and two of "other employers"), eleven workers' delegates (four of the All-India Trade Union Congress, four of the Indian Federation of Labour, and three of "other workers"), three employers' advisers, and eight workers' advisers. The Director of the Indian Branch at New Delhi of the International Labour Office and two Deputy Controllers of Labour of the Ceylon Government were also present as observers.

The Agenda.

There were eight items on the agenda: provision of relief for involuntary unemployment due to the shortage of coal, raw materials, etc.; social security and minimum wage regulations; principles underlying the determination of the cost-of-living bonus; provision for approved and recognised regulation of working conditions on a contractual basis in larger factories; rules of procedure for the Plenary Conference of the Tripartite Labour Organisation; establishment of tripartite labour organisations in the provinces; representation of labour in the legislatures and other bodies; and model rules for provident funds.

Presidential Address.

Wartime responsibilities of the Central Government in respect of labour questions. The President, after recalling that the institution of the new organisation had been hastened by the wartime need for the promotion of industrial relations, observed that under the stress of the war the Central Government was called upon in increasing degree to deal with industrial problems and problems of labour welfare. It had established numerous training centres¹ and had introduced two new principles in the labour code which were of far-reaching importance and which marked a significant departure from tradition: it had taken upon itself the duty and responsibility of prescribing fair wages and fair conditions of service and had instituted compulsory arbitration.² It had also undertaken the responsibility for ensuring the welfare of labour not merely by determining policy but also by setting up an agency of its own³ to implement policy.

Need for consultative machinery. It was, however, felt that the Central Government would be better able to discharge the new duties which had fallen upon it if it was aided by machinery designed to secure the advice of provincial and State Governments as well as that of representatives of the employers and employees concerned. It was with this object in view that the institution of a tripartite labour organisation was proposed. The proposal was unanimously adopted by the conference convened to consider it.

Although the new organisation had its origin in the exigencies of the war, it would have a permanent place in the economic structure of the country. During the thirteen months since its establishment three meetings of its Standing Committee had been held⁴, at which a large number of questions had been discussed. These discussions had proved extremely useful, and in all matters in respect of which unanimous conclusions had been reached the Government had not been slow in giving effect to them, as was shown by the passing of the War Injuries (Compensation Insurance) Act⁵ and the National Service (Technical Personnel) Amendment Ordinance⁶ and in the administration of the Industrial Statistics Act⁷ and the establishment of an employment service.⁸

¹ For an account of the technical training scheme operated by the Labour Department of the Central Government, *idem*, Vol. XLVII, No. 2, Feb. 1943, p. 234. Particulars of the progress of the scheme are published in the *Review* from time to time.

² *Idem*, Vol. XLVI, No. 4, Oct. 1942, pp. 457 and 483.

³ *Idem*, Vol. XLVII, No. 5, May 1943, p. 626.

⁴ *Idem*, Vol. XLVII, No. 6, June 1943, p. 762; Vol. XLVIII, No. 4, Oct. 1943, p. 499; and No. 5, Nov. 1943, p. 633.

⁵ See below, p. 543.

⁶ Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 83.

⁷ *Idem*, Vol. XLVIII, No. 5, Nov. 1943, p. 636.

⁸ *Idem*, Vol. XLIX, No. 3, Mar. 1944, p. 378.

Progress made by the Tripartite Labour Organisation. It might be thought that the progress made was meagre, but there were no short cuts to progress. Progress by peaceful means was always a slow process, particularly in an old country. There was, however, no need to be disheartened, for what mattered was not so much the rate of progress as the nature of the outlook. The great achievement of the new organisation was the fundamental change it had brought about in the outlook of the three parties on labour problems. No one who had participated in the work of the organisation could have failed to notice it.

Importance of social security measures. Two of the items on the agenda—social security and provision for the representation of labour on legislative and other bodies—were admittedly of outstanding importance. They were matters of serious consideration all over the world, to which those in India could not shut their eyes. Ever since the basis of social life had been changed from status to contract, social security had become a problem and its solution had occupied the thoughts of all those who believed in human betterment. Enormous energy had been spent in enunciating the rights of man and the different sorts of freedom which must be regarded as his inalienable birthright. That was all to the good, but there would be very little security unless and until these rights were translated into terms which the common man could understand, namely—peace, a house, adequate clothing, education, good health, and above all the right to walk with dignity on the world's great boulevards.

The President concluded:

We in India cannot fail to recognise these problems or bypass them. We must be prepared for a revaluation of values. It will not be enough to make the industrial development of India our goal. We have to agree that any such industrial development shall be maintained at a socially desirable level. It will not be enough to bend our energies for the production of more wealth in India. We shall have to agree not merely to recognise the basic right of all Indians to share in that wealth as a means of a decent and dignified existence but to devise ways and means to ensure them against insecurity.

Conclusions of the Conference.

Provision of relief for wartime short-term involuntary unemployment. On the question whether and in what manner provision should be made for relieving involuntary unemployment due to the shortage of coal or of raw materials or to changes in lines of production, the Conference was informed that the present proposal was concerned not with industrial unemployment generally, but was confined to wartime temporary unemployment. Stoppage of work owing to exigencies of the war situation had occurred in a number of instances. The largest stoppages due to shortage of coal were in the jute mills in the Bengal area. All the mills were closed from 24 July to 9 August 1943, and although coal supplies had since improved to some extent, the Jute Mills Association had had to decide that from 30 August 1943 all jute mills should close one week in four and that the weekly hours of work should be 54.

The jute mills in Bengal had been paying their workers a maintenance allowance of three rupees a week. Other allowances of a rupee and a quarter a week and the supply of essential commodities at concession rates had also been continued. The same allowances and supplies would be available to workers under the rotational closure which had been decided upon. The principle of the grant of allowances to workers in the jute industry was accepted by the industry even before the war.

The Conference generally agreed that provision should be made for the relief of involuntary wartime temporary unemployment, that there should be no waiting period, at any rate in the case of lower paid workers, before the expiry of which the right to draw benefit would not come into effect, and that the proposed provision should not be confined to "war industries".

Social security. The Conference unanimously passed the following resolution:

This Tripartite Labour Conference recommends that with a view to providing adequate materials on which to plan a policy of social security for labour the Central Government, in co-operation with the Governments of provinces of British India, Indian States and the Chamber of Princes, should immediately set up machinery to investigate questions of wages and earnings,

employment and housing, and social conditions generally, and that as soon as possible after receipt of the required statistics and other data the Central Government should appoint a mixed committee to formulate plans of social security.

A number of speakers referred to the desirability of taking up the consideration, *pari passu*, of the conditions of the agricultural worker.

Determination of the cost-of-living bonus. After an exchange of views the Conference authorised the President to appoint a small committee to make precise recommendations on the principles to be taken into account in the determination of the cost-of-living bonus, and it was agreed that the question should be placed on the agenda of the next session of the Standing Committee. It was generally agreed that the question of profit bonus should be kept entirely separate from that of the cost-of-living bonus. There was also general agreement that it was more important to supply essential commodities to the workers at reasonable rates than to pay extra cash allowances.

Provision for the regulation of working conditions in larger industrial undertakings on a recognised and authorised contractual basis. It was suggested to the Conference that provision might be made requiring every factory employing 250 or more workers to have a set of standing orders governing working conditions with a view to defining those conditions on a clearly recognised contractual basis, and to have them approved by the Commissioner of Labour. The South Indian Mill Owners' Association, for instance, had a set of standing orders which were generally accepted by member mills, but it had no authority to compel their observance, and one mill in particular made a practice of indefinite suspensions contrary to those standing orders and against equity and fair dealing with labour. On the other hand, a contract in the form of standing orders or otherwise was necessary before the penalty provided under the Payment of Wages Act could be enforced for striking without notice. It was further suggested that contravention of standing orders might be made punishable equally with offences under the Factories Act. The Central Government proposed to consider a more comprehensive amendment of the Trade Disputes Act than was at first under contemplation. It was intended, however, that the amendment should have effect only after the war. It was suggested to the Conference that meanwhile the proposals mentioned above might be given general effect even during wartime, under existing legal powers or by special legislation. The Conference generally agreed that it was desirable to make provision on the lines indicated, especially during wartime.

Provision for labour representation on the legislatures and other public bodies. The employers' delegates agreed to equal representation of the workers, whenever "industry" was specially represented, in legislatures, local bodies, and statutory committees, but they considered that "commerce", as distinct from "industry", was a different question.

Other questions. The question of the rules of procedure for the Plenary Conference was considered and a few suggestions were made. A statement was placed before the Conference explaining why most of the provincial Governments did not consider it necessary or possible to establish provincial tripartite labour organisations. The consideration of model rules for provident funds was adjourned.¹

REGULATION OF INDUSTRIAL ASSOCIATIONS IN ALGERIA

The French Committee for National Liberation issued an Order on 6 July 1943, declaring null and void on Algerian territory the laws and regulations concerning industrial associations which were issued between 16 June 1940 and the date of issue of the present Order, and which prescribed the compulsory formation of groups of producers and traders, compulsory membership of a particular group, or the system of organisation of a particular occupation.

¹ *Indian Labour Gazette*, Vol. 1, No. 4, Oct. 1943. Communication to the I.L.O.

In consequence of this Order, all groups and organising committees formed under the repealed provisions¹ were declared to be dissolved as from 6 July 1943. Provision was also made for an enquiry into the activities of the dissolved groups, to be carried out under the auspices of the Commissioner for Production and Trade, and for the findings to be made public.

The Order permits an association or trade union to be entrusted with certain functions, relating in particular to the operation of certain equipment and the control of the quality and condition of certain products. These operations must be carried out under the constant supervision of a specially appointed representative of the public authorities.

In pursuance of the Act of 11 July 1938² concerning the general organisation of the nation for war, the Order also allows the authorities responsible for any resources or class of resources to call on the groups formed in accordance with section 49 of the Act for assistance in the performance of the collecting and distributing duties for which they are made responsible. These groups consist of producers, traders, and consumers, together with representatives of workers' and employers' organisations. Any such groups in existence at 6 July 1943 require the approval of the Commissioner for Production and Trade, which will be granted only on condition that the group is recognised as indispensable for the efficient execution of the arrangements for collection and distribution, that it includes representatives of the consumers when dealing with goods intended for the domestic market, and that it adopts and observes rules of management which do not favour any private interest. Any groups not so approved are dissolved.

Collecting and distributing operations in connection with any resources or class of resources may, however, be carried out directly by the responsible authority without the assistance of the groups, either through requisition or through distribution or direct sale to the public.

The Order also has the effect of repealing any legislation issued between 16 June 1940 and 6 July 1943 which restricted the setting up, extension, or transfer of commercial or industrial undertakings, and, in general, all previous measures contrary to the provisions of the Order.

Decrees will be issued later to determine the conditions for the application of the Order to territory administered by the Commissariat for the Colonies.³

A NEW SLIDING SCALE WAGE AGREEMENT IN SWEDEN

On 22 January 1944 a new general sliding scale agreement was signed between the Swedish Employers' Federation and the Confederation of Trade Unions, which, like the four preceding agreements concluded since the outbreak of the war, took the form of a recommendation to the affiliated organisations concerning the rules for fixing cost-of-living supplements to wages to be adopted when collective agreements came up for renewal.⁴ In fact, this recommendation had already been approved in advance in the collective agreements concluded for 1944 in several industries.

According to the agreement the two central organisations undertook to promote the adoption of the following amended regulations concerning cost-of-living supplements in the collective agreements due to be renewed between 1 January and 1 February 1944:

(1) The supplements at present being paid in accordance with the existing rules concerning variable supplements to wages shall continue to be paid unchanged, unless otherwise provided below.

(2) If the general cost-of-living index number of the Social Board rises in any quarter during the period of the agreement to not less than 249 (base: 1914 = 100), an additional supplement of 5 per cent. shall be paid as from the

¹ In particular, the organising committees set up by the Vichy Government under the Act of 16 August 1940 respecting a provisional scheme for the organisation of industrial production (cf. *International Labour Review*, Vol. XLII, Nos. 2-3, Aug.-Sept. 1940, p. 122; I.L.O.: *Legislative Series*, 1940, Fr. 10).

² Cf. *Legislative Series*, 1938, Fr. 21.

³ *Journal officiel de la République française* (Algiers), 19 July 1943.

⁴ Cf. *International Labour Review*, Vol. XLVII, No. 5, May 1943, p. 632. In Sweden, most collective agreements are concluded for a year at a time, but are renewed automatically unless either party gives due notice (usually, of three months) to terminate them.

first day of the second month of the quarter in which the index reached the said figure. It shall be calculated on the same earnings as apply for calculating the present variable supplement.

If an additional supplement is paid in accordance with the preceding paragraph and the index at the beginning of a subsequent quarter falls to 237 or less, the supplement shall be withdrawn as from the second month of the quarter.

(3) If the index falls during the period of the agreement to 220 or less, the Swedish Employers' Federation shall have the right to terminate this agreement, such termination to take effect not earlier than the beginning of the calendar month following that in which the index fell to 220.

If during the period of the agreement the index again rises to not less than 257, the Confederation of Trade Unions shall have a corresponding right to terminate the agreement.

A termination of the agreement as above shall not be valid unless it applies to the rules on variable supplements contained in all the collective agreements to which this general agreement applies.

Commenting on the new agreement, an article in the organ of the Confederation of Trade Unions points out that the date at which it was concluded was later than in the case of any of its predecessors, in itself proof of the sharp division of opinion on its contents. The article continues:

Most interest attaches to the clauses to be applied in the event of a downward price trend, which are completely changed as compared with those in the preceding agreements. The change means that the present 20.7 per cent. wage supplement will not be affected until the cost-of-living index falls to 220 or less (at the end of 1943 it was 240, as compared with 239 a year earlier); the figure of 220 is deemed to be equivalent to the real wage level of 1938.¹ . . . It need hardly be added that this limitation should in no way be taken to mean that the workers agree in principle that a wage reduction is justified when such a fall in the cost of living has taken place.

During the negotiations on the agreement, the workers had maintained that a return to the pre-war real wage should be the first aim of post-war wage policy, and had suggested appropriate methods. The new clauses not only established a general rule for such a return, but removed the earlier rules on the subject, which were disadvantageous to the workers and had been adopted on the assumption that the war would be a short one, entailing comparatively little disturbance in the level of wages and prices:

Furthermore, the new clause in the general agreement can also be interpreted as the first realistic contribution to the lively discussion on how far the post-war level of prices should lie below the level reached during the war . . . The absence of any agreed rules on this point after the last war left much scope for arbitrary action and for industrial conflict at a time when all the resources of production ought to have been used to overcome the shortage of goods.²

In an article published in the organ of the Swedish Employer's Federation, the change is stated to give expression to the view that a reduction of the cost of living can hardly be expected until after the war. During the war the parties, it is pointed out, have agreed on a wage policy that leaves the relation between the wage levels in the different branches of industry untouched and grants compensation for the rise in the cost of living in accordance with rules which are in principle the same for the different branches. But it is assumed that after the war the parties will return to the principles they formerly applied in their collective bargaining, and that changes in the cost of living will be only one of the factors in the determination of wages:

As before, substantial importance must then be attached to the general economic situation and the individual prospects of each branch of industry. It is particularly clear that so far as the export industries are concerned the level of wages will have to depend on their prospects on the world market.³

¹ This level is now estimated to have declined by 8 per cent. (communication to the I.L.O.).

² *Fackföreningsrörelsen*, No. 4, 1944.

³ *Industria*, No. 4, 1944. Communication to the I.L.O.

EMPLOYMENT

DEMOBILISATION PLANNING IN THE UNITED STATES

Increasing attention is being given in the United States to the problems of industrial demobilisation in the transition from war to peace and to the determination of Federal Government policy in this field. On 13 January 1944, the President of the United States, in his Message to Congress on the Budget for the period ending 30 June 1945, dealt with some of the problems of demobilisation. In February 1944, a *Report on War and Post-War Adjustment Policies*, prepared by Mr. Baruch and Mr. Hancock of the Advisory Unit for War and Post-War Adjustment Policies of the Office of War Mobilization, was made public, and a few days later the Senate Special Committee on Post-War Economic Policy and Planning issued a second part of its report on industrial demobilisation and introduced legislation into the Senate on the matters covered in the report.

In addition, the President set up, by Executive Order of 24 February 1944, a Retraining and Reemployment Administration, responsible for general supervision over Federal policy in these matters.

Budget Message of the President.

The President called attention to the fact that demobilisation begins long before hostilities end:

While we are still expanding war production, we have already terminated more than 12 billion dollars of war contracts; while we are still increasing the size of the armed forces, we have already discharged a million men and women. If hostilities end on one major front before they end on other fronts, large-scale demobilisation adjustments will be possible and necessary while we are still fighting a major war. . .

The problems of adjustment cover a wide range—contract termination, reconversion of war plant, disposal of Government-owned property, shifting of men to peacetime employment and many others. . . Our objective must be a permanently high level of national income and a correspondingly high standard of living. To achieve this end there must be concerted efforts by industry, labour, and Government, and a well-planned demobilisation programme. As men, materials, and facilities are released from war production, such resources must be channelled into civilian production on a basis that will assure a high and stable level of production, consumption and employment.

The reconversion policy should have as its main objective the stimulation of private investment and employment. As a result of the war, however, there would be a need for certain public works. The President urged that the necessary machinery for their planning and execution should be developed at all levels of government.

On the questions of demobilisation and re-employment, he emphasised that both service men and war workers will be looking for new jobs which will utilise their newly acquired skills or will give them opportunity for advancement in new occupations.

It is imperative, he declared, that we guard against the weakening of the administrative agencies which have been established for job placement, counselling, and training. To master this great task of re-employment, we must maintain and strengthen during the demobilisation period a unified national employment and counselling service.

In addition to maintaining a strong employment service, he urged that adequate provision should be made for retraining, rehabilitation, and education, both for war workers and for members of the armed forces. Special measures would be needed to increase employment opportunities for ex-service men, particularly for disabled veterans.

The President reiterated the proposals for special veterans' legislation which he had made late in 1943. These were: (1) adequate mustering-out pay for every member of the armed forces; (2) Federal unemployment allowances for members of the service; (3) an education and training programme to enable those demobilised to prepare for peacetime employment; and (4) amendment of the old-age and survivors' insurance systems to give those in the armed forces credits for the period of their military service.¹

Regarding the protection of war workers during the reconversion period, the President said:

I repeat my recommendation that the present unemployment insurance system be strengthened so that we shall be able to provide the necessary protection to the millions of workers who may be affected. . . I prefer an extension of coverage and liberalisation of unemployment benefits to any special legislation, such as that providing for dismissal payments through war contractors.

For Federal employees, who because of wartime employment have been unable to build up rights under the existing system, he proposed a temporary system of unemployment allowances. He again asked for the establishment of maritime unemployment insurance.

The President stressed the fact that the existing social security programme provided a framework within which many of the problems of demobilisation could be met. "Pressing economic need", he declared, "has forced many workers to continue in employment or seek work even when disability, old age, or care of young children would have made retirement from the labour force preferable." Extension of the coverage of the Federal old-age and survivors' insurance and expansion of the scope of the system to include disability benefits would permit these workers to retire after the war. The proposed changes in the social security law would provide the necessary minimum protection for nearly all individuals and their families, including veterans of the present war.

Military victory is not enough, the President concluded. We shall not have completed the defence of our way of life until we can solve the second task, the reconstruction of our economy in which everyone willing to work can find himself a place in productive employment.²

The "Baruch Report".

The *Baruch Report on War and Post-War Adjustment Policies* points out that when peace comes the production of about \$50,000 million dollars' worth of war goods per year will come to a stop, creating a gap which must be filled largely by civilian production and services if the needed volume of employment is to be maintained. The policy recommendations for meeting the problems involved in the change-over are divided into three main parts—those relating to contract termination, those connected with the disposal of surplus property, and those bearing on the tightening up of the mobilisation machinery.

The report notes that co-ordination of legislative and executive plans for industrial conversion is a vital preliminary to action on a combined programme of legislation and operations. To co-ordinate executive responsibilities for the human side of demobilisation, a Work Director should be appointed to develop plans for the demobilisation of the armed forces (in co-operation with the military authorities), to study the demobilisation plans of other countries, to develop adequate machinery for the placement and vocational guidance of demobilised veterans and war workers and for integrating this with wartime manpower controls, to develop programmes to care for the disabled, and to provide vocational training for all workers. Since these functions cannot be separated from other measures to keep the economy "production-strong", the Work Director should be a part of the Office of War Mobilization, and thereby in a position to link his activities with the other parts of post-war economic and social policy.

¹ See below, p. 504. Cf. *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 773, and Vol. XLIX, No. 2, Feb. 1944, pp. 223-224.

² *Congressional Record*, 13 Jan. 1944, pp. 142-147.

Speed in industrial demobilisation will be essential to ward off unemployment and inflation. Contract termination policy should be based on this premise. A number of recommendations present detailed proposals for assuring quick cash pending settlement to all war contractors, fair and final settlement by negotiation between contractors and procurement agencies, and speed in handling subcontractors' claims. The Joint Contract Termination Board should be an operating agency, and to its membership should be added the Comptroller General, the Attorney General, and a representative of the War Production Board.

To dispose of surplus property, a Surplus Property Administrator should be appointed in the Office of War Mobilization, armed with extensive authority to deal with all aspects of surplus disposal. This should be done by order in advance of legislation so that administrative experience may be gained and the problem brought under one authoritative hand without delay. There should be no Government operation of surplus war plants in competition with private industry.

Since the agencies that did the mobilising must do the demobilising, it would be impracticable to create a new and separate Office of Demobilisation. This might be desirable at a later date, but at this stage of the war it would only increase the difficulties of war administration. What is most needed now is tightening up of "the entire Government machine both for mobilisation and demobilisation".

Cancellations of war orders should be guided, first, by military considerations, and second, by "what will contribute most to a quick, balanced resumption of civilian employment and to an orderly change-over from war to peace". Preferences would be given to such factors as releasing plants which can easily be converted to desirable peacetime production, easing the problems of smaller enterprises, balancing cancellations in the various communities, and reducing over-swollen war communities at an early date so as to facilitate their ultimate return to peace conditions. Local United States Employment Service offices should be promptly informed of decisions to cancel contracts. So far as possible, cancellations must be integrated both with war procurement and with civilian production needs. Plants and manpower released from one type of work should be promptly utilised for new work.

The assumption that hostilities in Europe will end before the end of the Pacific war involves preparations for a two-stage industrial demobilisation. In the first stage, much can be done to facilitate the solution of those problems which will arise later, and emphasis should be placed on removing hindrances to the speediest shifting of productive capacity to peacetime production and providing jobs for returning soldiers and displaced workers.

The planning, designing, and engineering of worth-while public works projects "should be pressed immediately and put on the shelf for use if needed". Public works "can have only a limited function and their great usefulness lies in helping to fill the valleys of depression". If they are to be a reserve of employment, they should not be carried out in a period of full employment but held back until needed. Congress may wish to establish a fund in the Federal Works Agency to assist local bodies in preparatory works planning.

While the report urges close co-operation with the industry advisory committees of the War Production Board, labour organisations have pointed out that it ignores the effective help that labour can provide in industrial demobilisation and provides for no participation by organised labour in advising on or dealing with the problems of conversion.¹

Senate Committee's Report and Proposed Legislation.

A preliminary report on industrial demobilisation was submitted to the Senate by its Special Committee on Post-War Economic Policy and Planning in November 1943. The present second report, submitted in February 1944, is the result of further evidence and consideration.

The paramount consideration in demobilisation should, according to this report, be "the preservation and strengthening of the American system of free competitive enterprise". A separate Office of Demobilisation should be set up, headed by a Director, advised by a National Board, and with deputy directors to deal, *inter alia*, with contract cancellation, plant reconversion, and disposal of surplus property. A joint congressional committee would confer with the Director on matters of broad general policy.

¹ *Report on War and Post-War Adjustment Policies, February 15, 1944* (Washington, D.C., Government Printing Office, 1944).

Methods must be found to provide quick cash to contractors, to speed up the settlement of cancelled contracts, and to dispose promptly of surplus property. Until the various Government agencies know the pattern of legislation on these questions and what duties will fall to each, they are unable to plan ahead effectively. "It is imperatively necessary that whatever legislation is to be passed be gotten under way at the earliest possible moment."

The George-Murray Bill introduced to give effect to the general recommendations of the Committee's report, is designed to facilitate reconversion and "to ensure the fullest possible employment in private industry during the period of transition to civilian production after the cessation of hostilities and thereafter". It would set up an Office of Demobilisation headed by a Director, who would be accountable to Congress as well as to the President on matters of broad policy. Under the Director would be a seven-man full-time National Demobilisation Board named by the Director, and deputy directors to handle material and human problems of demobilisation. Basic policies for the disposal of surplus properties and war contract terminations are laid down in the Bill.

In introducing the Bill, which has been referred to the Senate Committee on Military Affairs, the Senate Special Committee's Chairman (Senator George) noted that the ultimate objectives of this Bill are not in conflict with the recommendations of the Baruch report, though the method of dealing with the problems is somewhat different.¹

Presidential Action.

Following upon the publication of the Baruch report, the President issued an Executive Order, No. 9425 of 19 February 1944, setting up in the Office of War Mobilization a Surplus War Property Administration, headed by an Administrator appointed by the Director of War Mobilization, and advised by a Surplus War Property Policy Board composed of representatives of various Federal Government departments and agencies, and defining the functions of the new Administration.²

Secondly, by Executive Order 9427 of 24 February 1944, the President set up in the Office of War Mobilization a Retraining and Reemployment Administration, headed by an Administrator. To assist the Administrator, a Retraining and Reemployment Policy Board is established, composed of a representative of the Department of Labor, the Federal Security Agency, the War Manpower Commission, the Selective Service System, the Veterans Administration, the Civil Service Commission, the War Department, the Navy Department, and the War Production Board; representatives of other agencies may be invited to participate when matters specially affecting them are under consideration. Under the Order, the Administration is:

(a) To have general supervision and direction of the activities of all Government agencies relating to the retraining and re-employment of persons discharged or released from the armed services or other war work, including all work directly affected by the cessation of hostilities or the reduction of the war programme; to issue necessary regulations and directions in connection therewith; and to advise with the appropriate committees of the Congress as to the steps taken or to be taken with respect thereto.

(b) In consultation with the Government agencies concerned, to develop programmes for the orderly absorption into other employment of persons discharged or released from the armed service or other war work, including adequate provisions for vocational training, for the finding of jobs for persons so discharged or released, for assisting those persons and their families pending their absorption into employment, and for dealing with the problems connected with the release of workers from industries not readily convertible to peacetime use. In developing such programmes, special regard shall be given to the necessity of integrating them with wartime manpower controls.

(c) In consultation with the Government agencies concerned, to develop programmes for the adequate care of persons discharged or released from the armed services, including physical and occupational therapy for the wounded and disabled and the resumption of education interrupted by the war.

So far as possible, these functions are to be carried out through existing Government agencies.³

¹ 78th Congress, 2nd Session, S. 1730, and *Report 539*, Part 2 (Washington, D.C., 1944).

² *Federal Register*, 23 Feb. 1944, p. 2071.

³ *Idem*, 26 Feb. 1944, p. 2199.

PROPOSED NATIONAL SERVICE ACT IN THE UNITED STATES

In the Annual Message on the state of the Union, the President of the United States on 11 January 1944 asked the Congress to enact a national service law for the duration of the war. He made the proposal as part of a five-point programme "in order to concentrate all our energies and resources on winning the war, and to maintain a fair and stable economy at home". The President said that he would not recommend a national service law unless the other measures proposed in the programme were passed "to keep down the cost of living, to share equitably the burdens of taxation, to hold the stabilisation line, and to prevent undue profits".

A brief summary of the President's message is given below, together with an indication of the attitude towards the proposal of the Presidents of the American Federation of Labor and the Congress of Industrial Organizations. The main features of the Austin-Wadsworth Bill, the national service legislation now under consideration in the House and the Senate, are also summarised below.

Proposed National Service Legislation.

The President asked for "a national service law—which, for the duration of the war, will prevent strikes, and, with certain appropriate exceptions, will make available for war production or for any other essential services every able-bodied adult in this nation". He stated that he had long hesitated to recommend a national service Act, and that he believed that the war could be won without such a measure. But, he added:

I am certain that nothing less than total mobilisation of all our resources of manpower and capital will guarantee an earlier victory, and reduce the toll of suffering and sorrow and blood. I have received a joint recommendation for this law from the heads of the War Department, the Navy Department, and the Maritime Commission. . . Experience in other democratic nations at war—Britain, Canada, Australia, and New Zealand—has shown that the very existence of national service makes unnecessary the widespread use of compulsory power. There are millions of American men and women who are not in this war at all. It is not because they do not want to be in it. But they want to know where they can best do their share. National service provides that direction.

He suggested, as to the machinery for the measure, that Congress itself should determine its nature, but it should be "wholly non-partisan" in its make-up.¹

Acting upon the President's request for national service legislation, Senator Austin of Vermont and Representative Wadsworth of New York introduced in the Congress identical Bills which parallel similar measures introduced in 1942.² Under these Bills the registration of men up to the age of 65 and of all women between the ages of 18 and 50 would be mandatory. Registrants would be classified by local draft boards. Women with children under 18 years of age and pregnant women would be exempted under the Act. At the discretion of the local board, the following groups could be deferred from service: (a) men or women continuously employed in an occupation necessary to the maintenance of national health, safety or interest; (b) those physically, mentally or morally unfit; and (c) persons for whom assignment to war work would mean undue personal hardship.

The President would be authorised to assign people to war work, after first having called for volunteers. In making assignments, he would be expected to assign persons near their home community wherever possible or to ascertain that reasonably suitable housing is available in the locality to which they are sent. Aptitude tests and training would be given to assigned persons where necessary

¹ *Congressional Record, House of Representatives*, 11 Jan. 1944, pp. 55-57.

² 78th Congress, 2nd Session, H. R. 3944 and S. 666.

and practicable. Remuneration and hours of work for persons volunteering or assigned to work would conform to the conditions prevailing for that kind of work. Persons assigned to work would not be required to join a union as a condition of employment but would be entirely free to do so if they chose. The management of industrial enterprises to which registrants would be assigned would be required to accept them for employment. Registrants who left their regular employment to undertake service under the Act would be entitled upon the termination of their service to reinstatement in their former positions, with appropriate seniority, within 40 days after the end of this assigned job or of the expiration of the Act. This right, however, would be contingent upon the employer's circumstances being such as to make reinstatement feasible.

Appeals by workers or employers would be heard under the Selective Service appeals machinery. Any person who refused or knowingly failed to comply with the Act would be subject to a fine of not more than \$1,000 or imprisonment for not more than six months or both.¹

Reaction of Organised Labour to the Proposed National Service Act.

The Presidents of the American Federation of Labor and of the Congress of Industrial Organizations have opposed the proposal for compulsory national service legislation. The President of the A. F. of L. stated that the Act would not prevent strikes, and would not solve manpower problems. He added that there could be no real comparison between drafting men for service in the armed forces and drafting them for service in private industry operating for private profit.² The President of the C.I.O. declared that it subscribed completely to the President's call for national unity, but said that it "has been opposed to and will continue to oppose the enactment of any national service legislation". He emphasised that Congress had failed to combat inflation, to control the cost of living effectively, to adjust wages to the changes in living costs, and to limit undue war profits.³

REINSTATEMENT IN CIVIL EMPLOYMENT IN GREAT BRITAIN

The British Government introduced a Reinstatement in Employment Bill in the House of Commons on 16 December 1943 which is designed to replace, with extensions and amendments, the existing provisions for reinstatement in the National Service Acts of 1939 and 1941 and the Defence Regulations. A brief summary of the Bill follows.

The existing reinstatement guarantees apply only to men and women called up under the National Service Acts. The new Bill extends the same guarantees to volunteers in the forces and auxiliary services and to women as well as men who are engaged in full-time civil defence service in consequence of a call-up notice under the National Service Acts.

The Bill stipulates that a person wishing reinstatement should apply to his former employer not later than the fifth Monday following the end of his war service and should indicate his availability for employment as from not later than the ninth Monday. If the employer is not at that time able to implement the person's guarantee, the latter may keep the application alive by renewing it at intervals of not more than 13 weeks. Applications for reinstatement may be made either to the employer or to a local office of the Ministry of Labour and National Service.

The employer is obliged to reinstate an applicant at the first available opportunity (if any) where this is reasonable and practicable. He must reinstate the worker in the occupation in which the latter was employed before he left for war service, and on conditions not less favourable than those he would have had if he had not been absent for war service. If this is not possible, the worker must be reinstated in the most favourable occupation and under the most favourable conditions which are reasonable and practicable. A reinstated worker must be employed for a minimum period of 26 weeks after reinstatement or for so much of that period as is reasonable. During that time, his occupation and working

¹ *Congressional Record, Senate*, 11 Jan. 1944, pp. 31-33.

² AMERICAN FEDERATION OF LABOR: *Weekly News Service*, 18 Jan. 1944.

³ *New York Times*, 12 Jan. 1944.

conditions may not be altered to his disadvantage unless this cannot be avoided; and if they have to be altered, the worker must be given the most favourable alternative employment possible.

The Bill establishes certain tests for what is "reasonable and practicable" in the reinstatement and continued employment of any person. Their effect is to give a preference to seniority in employment. An applicant is not to be reinstated if this would result in dismissing a person who, before either joined the forces, had been longer in the employment of the employer. If there are two applicants and only one can be reinstated, the reinstatement preference goes to the one who had been longer in the civil employment in question. The fact that reinstatement might involve the dismissal of a worker who started later in employment (including a person who may have been reinstated under the Bill) will not prevent the reinstatement of any applicant. The Minister is empowered to make regulations defining in more detail what is "reasonable and practicable" in other types of cases.

The employer required to reinstate any person is the employer who last employed that person during the four weeks immediately preceding the latter's entry into war service. Provision is made to clarify the situation in the event of changes of ownership, amalgamation, and so forth.

Where a person is released from the forces to perform certain work, or where within six months after the end of his war service he rejoins the forces or is directed or requested by the Minister of Labour to undertake whole-time work, his reinstatement rights are held over until the end of that period of work or service, subject to certain qualifications.

Reinstatement committees, composed of a chairman and a representative of employers and workers, are to be appointed to deal with disputes. Assessors, to be available to these committees if required, may also be appointed. Appeals from the committees may be taken to an umpire or deputy umpire, to be appointed for the purpose by the Minister. The umpires will sit with two assessors appointed by the Minister. Appeals to the umpire may be made by the organisation of employers or workers to which the applicant belonged, or by the individual employer or worker in cases where the reinstatement committee either was not unanimous or gave permission to appeal.

Any person may appeal to a reinstatement committee with a claim that his rights have been denied. If the committee is satisfied that this is the case, it may (1) require the employer either to make employment available to the worker or to pay the worker, by way of compensation, a specified sum, not to exceed the amount of the remuneration which the applicant would have been entitled to receive. An employer who fails to comply with such an order is liable to a fine of up to £50 and (if the court so orders) to an additional compensatory sum to be paid to the applicant.

THE POSITION OF MERCHANT SEAMEN

The special position of merchant seamen as regards re-employment after the war was referred to during the debate on the second reading of the Reinstatement in Civil Employment Bill in the House of Commons.

In reply to a statement that some officers of the Royal Naval Reserve had already received communications from the shipping companies that employed them in peacetime as officers of the merchant marine, stating that owing to heavy losses in their fleets there would be no jobs for them on the cessation of hostilities, the Minister of Labour and National Service pointed out that, under the Bill, where a pool had been set up to take the place of the employer, a man had an automatic right to be reinstated in the pool. Admitting that this did not cover the more difficult problem of reinstatement in particular firms, he added:

I give this undertaking that when the general question of looking after these men arises I personally will watch their interests with very great care and see that, if there is a hiatus in time between their demobilisation and the provision of ships for them to sail in, they are not let down. I have the greatest possible sympathy both for them and the men who have done what they have done in that sphere. In that I am sure every colleague of mine in the Cabinet will be ready to respond to find a solution of the problem.¹

¹ *Parliamentary Debates, House of Commons*, 3 Feb. 1944, cols. 1494 and 1513.

THE POST-WAR EMPLOYMENT OF SERVICE VOLUNTEERS IN SOUTH AFRICA

A draft Bill relating to the employment of volunteers serving with the armed forces of the Union of South Africa has recently been proposed by the Minister of Labour on behalf of the Government. The main provisions of the Bill are summarised below.¹

Establishment of Volunteers' Employment Board and Committees.

The Bill proposes the establishment of a Volunteers' Employment Board of five members, including a civil service officer as chairman, and two representatives each of employers' and workers' organisations. This Board will be generally responsible for applying the provisions of the new measure.

In addition, the Minister of Labour may establish volunteers' employment committees in the various areas. Each committee will be under a public servant as chairman and composed of equal numbers of employers' and workers' representatives. Any person aggrieved by a committee's decision may appeal to the Board for final decision.

Inspectors may also be appointed to enter and inspect premises and records in order to ascertain compliance with the law.

Reinstatement of Members of the Forces in Former Civil Employment.

The Bill includes the reinstatement rights which had already been accorded members of the forces. A former employee (employed for not less than four weeks by the employer) has the right to be reinstated in the occupation in which he was employed when he volunteered for military service, or in a similar occupation, under conditions not less favourable than those which he enjoyed at that time; and any improvement in conditions of employment effected through law or wage-regulating measures must apply to him if they would ordinarily have done so. The volunteer must apply for reinstatement within one month of discharge and must appear for employment at the proper time and place.

If the worker was entitled to remuneration on a scale based on length of employment or experience, he shall, for the purpose of calculating his minimum remuneration, be considered to have been employed during the whole of his military service or for one year, whichever is the shorter period, and be remunerated accordingly.

A reinstated person may not be dismissed or be given less favourable conditions of employment for six months after reinstatement.

Provision is made to enforce these provisions by means of court action and penalties on conviction.

On application of a former employee or employer, or a public servant, a committee may authorise variations from these requirements. In particular, it may authorise the worker's employment in another occupation or under other conditions of work, or increase the period of service taken into account for purposes of calculating remuneration.

Where workers have been employed successively to replace others who have left for service, the right to reinstatement is to be in the chronological order in which the workers left for service. When one such worker has been reinstated, the right of his successors to reinstatement lapses.

Reinstatement of Apprentices.

A volunteer who was an apprentice and whose contract of apprenticeship terminates prior to the end of his service is entitled to be reinstated under conditions not less favourable than those which would have applied to him had his contract of apprenticeship terminated immediately prior to the date on which he left for military service.

The contract of apprenticeship of any apprentice may be regarded as suspended during the apprentice's military service and may be revived on application of the apprentice, made within one month of his discharge from service. The period of service of the apprentice or one year, whichever is the shorter, will be considered to form part of his required term of apprenticeship. Moreover, if the apprentice had only two years or less of his term of apprenticeship to serve, and

¹ The Bill, if adopted, would replace the Civil Re-employment Regulations of 15 Sept. 1941 (cf. *International Labour Review*, Vol. XLV, No. 1, Jan. 1942, p. 76).

had been in military service for more than one year, he will be considered to have only one year of his apprenticeship to serve, and, during that year, his employer will be required to remunerate him at a rate not less than three quarters of a journeyman's wage (as defined in the Bill).

If the apprentice was a Union apprentice, that is, an apprentice whose contract of apprenticeship had been entered into in the Union, the power to vary provisions of the contract is vested in the inspector of apprenticeship, rather than in the committees. The inspector may authorise, among other things, an increase in the period which may be counted towards the completion of the required term of apprenticeship.

Other Measures for the Employment of Volunteers.

On application by a volunteer, a committee may make an order specifying the conditions and pay on which the volunteer is to be employed in any particular industry, trade, undertaking or occupation, and the period during which the order will remain in force. Any such order shall take account of the age, qualifications, and experience of the volunteer. The employer or prospective employer must be informed of the order and given an opportunity to express his view.

Moreover, an inspector of apprenticeship is empowered to issue a certificate of competency to any person who satisfies him that he has performed technical military or war service during which he has received training or experience equivalent to that ordinarily obtained by a period of apprenticeship prescribed for the trade concerned or recognised as necessary to train an apprentice efficiently in the trade. Before issuing a certificate of competence, the inspector must consult the apprenticeship committee concerned and investigate the nature and duration of the applicant's technical training and experience.

To facilitate the absorption of volunteers, the Minister of Labour may determine the number or proportion of workers who have rendered military or war service to be employed by any employer or class of employer in any specified area, or prohibit, in any specified area, the employment of any person or class of persons in any designated occupation or class of occupations without the written consent of the competent authority.

The Volunteers' Employment Board may investigate and make recommendations to the Minister of Labour on the provision of technical training facilities, and on the employment of persons who have been engaged in military or war service or who have become or may become unemployed as a result of the provisions of the Bill or of economic conditions arising out of the war.¹

PRINCIPLES GOVERNING DISMISSALS FROM CANADIAN WAR INDUSTRIES

Shifts in the Canadian war production programme have involved the dismissal of a number of war workers. In order to deal promptly with dismissed labour, the National Selective Service has outlined a procedure to be followed in dismissing and re-employing the men and women involved.

Since the Army still needs large numbers of men each month, men suitable for the armed forces must be the first to be dismissed from any undertaking affected by production cut-backs. If an industrial mobilisation survey has been made for the plant, a representative of the National Selective Service consults with the employer on the deferment status of each employee with a view to arranging with the divisional registrar to call up men for military training. If no such survey has been made, the employer is asked by a selective service officer to provide a list of all deferred employees and of all other male employees within the age groups and marital status designated under the Mobilisation Regulations.

After men suitable for military service or training have been taken, the next step is a reduction of working hours to 48 hours per week, or to the normal working hours per week for the industry, if these happen to be less than 48.

Where workers additional to those on deferment status must be dismissed, even after hours have been reduced, the National Selective Service recommends that they should be dismissed in the following order, subject to seniority rights where an establishment is covered by a collective agreement or subject to the conditions of any other contractual arrangement that may exist:

¹ *Government Gazette Extraordinary*, No. 3263, 3 Nov. 1943.

- (a) Workers with agricultural experience, particularly in dairy farming or stock raising;
- (b) Workers whose services could be utilised in other essential industries in the vicinity of the establishment;
- (c) Workers whose services could be utilised by outside essential industries and who could be moved to such;
- (d) Younger workers without family obligations;
- (e) Married women, if their husbands are supporting them;
- (f) Older men and women, if the foregoing classes have been exhausted.

Wherever possible, selective service officers will interview at the plant the workers who are to be dismissed, and direct referrals to new jobs, without any intervening period of unemployment, will be made so far as possible. It is expected that these arrangements will enable the National Selective Service to handle the re-employment of dismissed workers in an orderly manner with as little hardship as possible to the workers affected.¹

TRADE APPRENTICESHIP TRAINING IN CANADA

A Canadian Order in Council approved on 21 January 1944 authorises the Dominion Department of Labour to extend financial assistance to the provincial Governments in order to stimulate trade apprenticeship training for young war veterans and civilian workers. This measure is the first Dominion assistance to further the development of formal trade apprenticeship.

In commenting upon the Order, the Minister of Labour stated:

Government supervision of apprenticeship plans has been on a much smaller scale in Canada than in other British countries or in other parts of the world. It is important for the welfare of our industry as a whole that a sufficient number of our young people in the post-war world should be given trade training of various sorts, so that they may be among the most highly skilled workers in the world. The present Order in Council is intended by the Dominion Government as a step in that direction. We know that if suitable trade training is made available to our young people, it will mean a good deal to those who are trained, and also to the future of this country.

The Order in Council, made under authority of the Vocational Training Coordination Act, 1942, empowers the Minister of Labour to enter into agreements with the provincial Governments on the subject of apprenticeship. None of the agreements may exceed a period of 10 years. Each agreement will require that where the province has not an Apprenticeship Act or its equivalent, the provincial Government will bind itself to bring about legislation for this purpose and to make arrangements for the administration of schemes approved under the agreement. The province will be the operating authority and will be required to appoint an apprenticeship committee or committees "composed of an equal number of [representatives of] employers and workers together with representatives of the provincial Departments of Labour and Education". An apprentice is defined under the agreements as "a person at least 16 years of age who enters into a written agreement with an employer to learn a skilled trade requiring a minimum of 4,000 hours of reasonably continuous employment and which provides a programme of practical experience and related technical instruction for such person".

The Dominion will pay the entire Government costs of ex-service men and women whose apprenticeship training has been approved by the Minister of Pensions and National Health. In the case of civilians, Government costs will be shared equally between the Dominion and the province. Government costs will cover the salaries of instructors, materials, supplies, and hand tools for part-time and full-time training classes, which will be supplementary to the job training of the apprentice. For the fiscal year 1944-45, Dominion funds for apprenticeship may not exceed \$250,000; for later fiscal years, the sum is to be raised to \$1,000,000.

¹ DEPARTMENT OF LABOUR, NATIONAL SELECTIVE SERVICE: *Information for War Contractors in Connection with Lay-Offs* (Ottawa, 19 Jan. 1944). *House of Commons Debates*, 2 Feb. 1944. See also, *Labour Gazette*, Feb. 1944, pp. 155-156.

During apprenticeship, the apprentice, while working at his trade in industry, will receive such wages and work under such conditions as are usual in that type of employment or as may be required by the provincial Government.

While the Dominion-provincial agreements will provide the general terms under which apprenticeship training is to receive State subsidies, considerable discretion is left to the province to settle details in consultation with the employers' and workers' organisations concerned. Moreover, the prime responsibility for apprenticeship will continue to rest on industry. The last clause of the Order reads:

It is emphasised that the establishment and operation of apprenticeship is primarily the responsibility of industry through employers and trade unions. This Order is not to be interpreted as relieving industry of such responsibility but is designed only as a measure of governmental assistance under which all normal rights of employers and trade unions are safeguarded.¹

EMPLOYMENT PREFERENCE FOR RETURNED SOLDIERS IN AUSTRALIA

The Interstate Executive of the Australasian Council of Trade Unions has declared that preference in employment to returned service men is not in the best interests of the country and should be abandoned, and that the efforts of the nation should be concentrated on making opportunity for employment for all citizens in the post-war period.

A resolution of the Executive embodying this policy comprises the views of the representatives of trade unions throughout Australia. It calls attention to the all-embracing nature of the present war and the contribution the whole community is making to the war effort. It declares that the war effort depends on close co-operation between the civilian community and the armed forces, and that this co-operation should be continued, with all sections of the community having equal job opportunities, in the post-war period. It points out that proposals for preference for ex-service men imply that there will be competition for jobs after the war, but that this would be contrary to the objectives for which the war is being fought.²

AUSTRALIAN MANPOWER POLICY

A number of shifts in emphasis of the Australian war programme have brought corresponding shifts in manpower policy. Moreover, employment in rural industries has been subjected to a certain amount of control. A note on the general position and on some recent measures is given below.³

General Position.

On 8 October 1943, the Prime Minister summarised the general position as follows:

Australia is now almost at the limit of manpower resources for war. . . In future, the manpower pool can increase only slowly by the growth of population and by some recruitment of women. Manpower has been diverted from civil use almost to the limit. In some respects, the diversion has gone beyond safe limits, particularly in some food production, and rural manpower must be reinforced. . . Henceforward the task is chiefly to make the best use of manpower available for war and to be sure that first things come first. This is a business of great complexity and difficulty and will involve continuous review and possible reorganisation of all activities, military and civil.⁴

¹ *Canadian War Orders and Regulations*, 1944, Vol. I, No. 5, 7 Feb. 1944. DEPARTMENT OF LABOUR: Press Release, No. 358, 28 Jan. 1944.

² AUSTRALIAN NEWS AND INFORMATION BUREAU: *ABC Daily News*, No. 974, 2 Mar. 1944.

³ For an account of previous measures, cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 640.

⁴ COMMONWEALTH GOVERNMENT: *Digest of Decisions and Announcements*, No. 65, 20 Sept.-14 Oct. 1943.

Reinforcement of Rural Manpower.

On 1 October 1943, the War Cabinet decided that, by June 1944, 20,000 men were to be released from the Army in addition to routine releases, and that 20,000 men were to be diverted from munitions and aircraft production in order to reinforce basic industries, particularly food producing industries. The Cabinet specifically authorised the transfer of 15,000 men to rural industries as a matter of first urgency.

Administratively, the farmer applies to the local national service officer, or district agricultural committee, who forwards the applications to the State Deputy Director of Man Power. The latter contacts the services or the supply departments with a view to securing the release of the persons requested or other suitable labour.¹

With a view to making it possible to obtain the best use of all available labour, an Order issued under the National Security (Man Power) Regulations obliges every person engaging or employing a person for rural work lasting over 28 days to furnish written information in respect of the worker to a national service officer. If at any time the person's employment is terminated, the employing farmer is required to notify the national service officer of this fact. A schedule attached to the Employment in Rural Industries Order outlines the information required from rural employers, namely: the name of the person engaged or employed or whose employment was terminated; his identity card, military number, or aliens' registration certificate; address; date of engagement and proposed duration; reasons for engagement and nature of work to be performed; place of employment; date of termination of employment; and present location of worker.²

Redistribution of Munitions Manpower.

The reallocation of munitions workers to other essential work is reported to be proceeding satisfactorily, despite technical difficulties (such as the impossibility of using special-purpose machines for other purposes) and the human problems connected with shifting workers from one undertaking and production centre to another. Existing munitions capacity has often been diverted to projects associated with the war effort. When men are required, the Man Power Directorate demands from the Munitions Department a specified number of workers, and their release and re-employment is arranged by mutual agreement.³

Reorganisation of Retail Stores.

The Minister for War Organisation of Industry is progressing with the withdrawal of 3,000 persons (mostly women) from large retail stores in Sydney and Melbourne. The limits of withdrawal have almost been reached. Stores are free to replace losses with part-time employees or women above 45 years of age. Workers taken from retail trade have been allocated to the women's auxiliary services, food processing, textile and clothing factories, hospitals, munitions, and other essential jobs.⁴

In the Commonwealth as a whole, employment in retail trade decreased by about 10,000 persons between September 1942 and September 1943.⁵

MANPOWER IN NEW ZEALAND

The withdrawal of men to the armed forces of New Zealand created a cumulative total of 180,000 vacancies in the Dominion's industries, and the expansion of war production produced many thousand more. In all, the war is estimated to have led to one fifth of a million job vacancies in the country. Towards the end of 1943, the Controller of Industrial Man-power gave a summary of the action taken by various means to cancel out these vacancies and thus to meet the industrial manpower problem.

¹ *Ibid.*

² *Commonwealth of Australia Gazette*, No. 226, 21 Oct. 1943. It will be remembered that rural employment was excluded from the controls of employment imposed by the Man Power Regulations.

³ *Digest of Decisions and Announcements*, loc. cit.

⁴ *Ibid.*

⁵ COMMONWEALTH BUREAU OF CENSUS AND STATISTICS: *Monthly Review of Business Statistics*, Nov. 1943, p. 4.

Net Results of Manpower Measures.

■ The manpower measures taken to overcome the labour shortage can be summarised as follows: direction of persons into war industries, 47,000; restriction of persons from leaving war industries, 63,000; releases from armed forces to industry, 32,000.

In addition, an unknown but very considerable number of people have moved voluntarily into essential industries without being directed, and many others have taken up part-time work. The direct action of bringing workers into or retaining them in the war effort was achieved "without any major friction or disturbance of our industrial activities", said the Controller, and had been "willingly accepted by the people as a whole".

Release of Men from the Forces.

The reductions in the home defence forces, made to meet industrial needs, provided manpower to the following industry groups:

	Since April 1943	Before April 1943
Primary industries	3,500	12,000
Building and construction	1,200	800
Transport and communications	1,400	600
Heat, light and power	100	—
Manufacturing	2,800	4,400
Commerce and finance	2,000	1,000
Other industries	1,000	1,200
Total	12,000	20,000

Registration and Direction to Essential Work.

At the same time, men from 18 to 59 years of age (inclusive) and women from 18 to 30 years (inclusive) have been registered for work of national importance and interviewed for employment. Over 47,000 directions to work of importance were complied with, and in only 3.5 per cent. of all cases were appeals lodged.

Retention of Workers in Essential Work.

Some 13,000 workers were held in their jobs by decisions of the manpower officers and another 50,000, while permitted to shift their jobs, were moved within the field of essential industries. Out of over 90,000 applications to change jobs, only 2,037 appeals were lodged by all parties affected.

Recruitment of Women by the Forces.

All enlistments of women in the forces pass through manpower officers, and the women are allowed to enlist only if these officers certify that no loss of war production will result from the calling-up of the women. The increase of production needs has lessened the availability of women for the forces. The employer has a right of appeal whenever one of his women workers is made available to the forces by a manpower officer. At present, the possibility of returning women in the forces to industry is under examination.

Utilisation Councils and Committees.¹

The application of the manpower measures has been considerably facilitated by the co-operation within industry brought about by the manpower utilisation councils set up in 23 industries, and the district utilisation committees, of which there are 120 operating under the councils. Joint committees within undertakings have also played a successful part in dealing with absenteeism and other problems domestic to the undertaking.

Transfer of Labour and Contract Allocation.

The National Service Department takes the view that transfers of labour should not be made from one employer or district to another if this can be avoided by a better distribution of contracts.

¹ Cf. *International Labour Review*, Vol. XLVII, No. 5, May 1943, p. 640.

It is a much easier matter to distribute contracts over a wider field than it is to direct workers from one employer to another, the Controller said. Nor is it fair to an employer who is willing to undertake war contracts, and who has the plant and organisation to do so, to divert his labour to another contractor simply because the latter has a war contract. Some manufacturers, however, have not been willing to accept contracts, and in those cases there would be no hesitation in directing their labour to more essential work. The closest liaison exists between the Ministry of Supply and the National Service Department in connection with the allocation of contracts and the provision of labour to meet such contracts. Manufacturers can be assured that diversion of labour will only be made in those cases where the production cannot be obtained by a better or wider distribution of orders.¹

APPRENTICESHIP IN NEW ZEALAND

The annual report presented to the annual meeting of the New Zealand Employers' Federation, held in October 1943, contains information in regard to apprenticeship in New Zealand. With a view to encouraging the formulation and co-ordination of employers' proposals for reorganising apprenticeship after the war, the report includes a brief account of recent developments in that field.

On the initiative of the Industrial Emergency Council, a conference was held to consider the apprenticeship situation, and it was recommended that the Government should set up a commission to overhaul all the apprenticeship laws.

The trade unions have been taking a considerable interest in the apprenticeship position, and some of them have held special meetings of union members and apprentices to discuss a number of different apprenticeship problems. The unions are concerned, in particular, about the wages and conditions of employment of apprentices and the lack of teaching facilities provided by employers.

The educational authorities are equally concerned with these problems, and the Director of the Wellington Technical College recently recommended to the Government several far-reaching measures, namely:

- (1) Appointment of a Dominion Apprenticeship Control Committee;
- (2) Apprenticeship to the industry rather than to the individual employer;
- (3) Apprenticeship agreements to be tripartite agreements entered into by industry, the apprentice, and the education department;
- (4) Educational and age requirements to be fixed by the Dominion Committee;
- (5) All training to be given during the day;
- (6) Educational institutions to maintain up to date equipment for basic instruction;
- (7) System of transfer within the industry to broaden the experience of each apprentice;
- (8) Annual apprenticeship examination for determining salary and status advance;
- (9) Certification of all journeymen.

The employers' report points out that many of these proposals are not new, "but it can be expected that the Government will in the very near future take a more active interest, not only in the manual training, but in the general supervision of apprentices". It suggests that, since the unions will press for day training for apprentices, the Government should be urged to meet this expense or the day classes should be held on Saturday mornings.

The immediate apprenticeship difficulties in the Dominion are accentuated by the depletion of the ranks of apprentices owing to recruitment for the forces and the engagement in several hundred cases of substitute apprentices. It is pointed out that apprentices in the forces will hardly agree to resume their contracts at the contractual wages. Under the Government's scheme for training tradesmen, men will receive approximately journeymen's wages from the beginning of training. Moreover, apprentices who left for service as boys return with

¹ *New Zealand National Review*, 15 Dec. 1943.

a broader outlook, more experience, and higher standards; and these will not be prepared to resume apprenticeship at boys' rates. It is suggested that the Government should agree to share with the employer the extra costs of paying full journeymen's rates to ex-service apprentices completing training after the war, and that employers should weigh the advantages and disadvantages of this arrangement, compared with those of training new apprentices.

Should this type of scheme be adopted, a further difficulty is foreseen—possible dissatisfaction among recently engaged apprentices with their lower wages in contrast with the rates paid to returned service men.

In conclusion, the report urges employers to give serious thought to their apprenticeship problems:

It is definitely essential that employers' proposals covering the apprenticeship position be formulated and co-ordinated at an early date. If this is not done immediately, then employers must be prepared to face the prospect of the Government adopting a number of proposals which workers' organisations have been studying and preparing over a long period.¹

VOCATIONAL AND TECHNICAL TRAINING IN INDIA

From time to time information has been given in these pages on vocational and technical training in India.² Further particulars are given below, including an account of a training scheme operated by the ordnance factories, and of a Bombay scheme for training members of backward communities for cottage industries.

Labour Department Training Scheme.

Some of the smaller and uneconomic technical training centres operated under the scheme of the Department of Labour, Government of India, were closed down during September 1943. At the end of that month the total number of the training centres was 301 and that of trainees in these centres was 35,275. The total number of those who had completed their training and passed out was 54,167. Of this number, 47,630 were absorbed by the Army, 2,799 by the ordnance factories, 1,348 by the Indian Air Force, and 2,390 by civil industry.

Technical Training in Ordnance Factories.

The ordnance factories have been operating a training scheme of their own. The numbers placed under training are regulated by the demands made by the factories. Normally, artisan trainees and supervision trainees are recruited by the factories or by the Director of Factory Recruitment, but the national service labour tribunals may post men outside these classes for special training. In addition, men who have passed out from training centres under the Labour Department's training scheme and artisan trainees are given upgrading training to skilled grade. The main divisions of the training scheme cover supervisor trainees, skilled and highly skilled workmen, and artisan trainees.

In November 1943 there were eleven factories, in addition to the "buffer" training centre at Dum Dum (instituted for the purpose of giving upgrading training to men from the Labour Department training centres), which undertook training and the position in respect of training was as follows:

	Completed training	Under training
Supervisors	955	766
Highly skilled and skilled men	2,015	2,314
Semi-skilled, grade I	3,940	2,064

The Bevin Training Scheme.

A group (the ninth) of 74 trainees left for the United Kingdom in October 1943. The total number of Bevin trainees at that date was 483.

¹ Annual report to the 1943 meeting of the New Zealand Employers' Federation (mimeographed).

² For the latest previous note on the subject, see *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 84.

Clerks' Training Scheme.

Of the 11,562 seats provided at the centres for training clerks for the defence services, 11,184 had been filled by the end of September 1943. At that date 17 centres with a total training capacity of 4,650 a year had been established, and it is proposed to increase the number of such centres and the facilities at the existing centres so as to raise the training capacity to the required figure.¹

Training Scheme for Cottage Industries in Bombay.

The Government of Bombay has, in accordance with the recommendations of an *ad hoc* committee for the consideration of ways and means of improving the condition of backward communities, decided to take steps to organise in four districts in the province fourteen peripatetic parties to train selected members of these communities for cottage industries—cane and bamboo work, wood turning, fibre work, tanning and leather work, and cotton and wool weaving. The duration of the training for tanning will be six months and in all other cases it will be one year. The trainees will receive a monthly allowance of 12 rupees. Scholarships (total number, 258) ranging from 15 to 25 rupees a month in various technical training institutions will also be provided. On the completion of the training, the trainees will be assisted with subsidies and loans (totalling not more than 100 rupees per person) for the purchase of the necessary tools and outlay to set up establishments of their own in their respective trades. The scheme provides for 500 such grants in the course of the next five years.²

COMPULSORY LABOUR SERVICE IN CHINA

Regulations concerning the introduction of compulsory labour service in China were promulgated by the National Government on 4 December 1943, with effect from the date of promulgation.

These regulations, which supersede all previous regulations on the subject, apply to all male citizens of the Republic between 18 and 30 years of age.³ The duration of the service (which is intended to be undertaken during off-season or vacation periods or after the regular business hours) will ordinarily be 80 hours a year, or longer in exceptional circumstances, up to a maximum of 160 hours, and the hours of work may be spread over a period on condition that the work on any one day does not exceed 8 hours, and is not less than 1 hour, in duration. The work on which the draftees will be employed will include the construction of roads and irrigation works and employment in public utility or other undertakings. As far as possible a draftee will be assigned work in the area of the place of his residence, but in the event of work being allotted to him at a place at a distance of over five kilometres from his place of residence, board and lodging will be provided free of cost. Medical care will likewise be provided free of cost to the draftees, who will be eligible for a pension in the event of their being disabled in the course of their service.

Exemption from compulsory labour service may be granted because of *force majeure* or in the case of disablement, liability for military service in the same year, or employment in defence industries. The obligation may be commuted by providing a substitute in cases in which it may not prove possible to interrupt the normal occupation and in other special cases. The Ministries of Social Affairs and of the Interior will be responsible for the administration of the regulations, but the work programmes will be drawn up annually by a central authority in consultation with other bodies.⁴

COMPULSORY LABOUR IN BRITISH EAST AFRICA

Further information on emergency labour conscription in Kenya and Tanganyika⁵ was provided in the British House of

¹ *Indian Labour Gazette*, Vol. I, No. 5, Nov. 1943.

² DIRECTOR OF INFORMATION, Bombay: Press Note No. 1063, 25 Oct. 1943. Communication to the I.L.O.

³ Supplementary regulations relating to women, Government servants, teachers and students will be issued subsequently.

⁴ Communication to the I.L.O.

⁵ Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 231; No. 5, Nov. 1943, p. 647.

Commons on 17 December 1943, in a speech by the Secretary of State for the Colonies, who had recently visited these dependencies.

The Secretary of State said that during the short time he was in East Africa, this was perhaps the one subject above all others upon which he wanted to make some enquiry, and he found that this labour was generally unpopular:

The Government disliked it because of its effect upon tribal life; the employer disliked it because he would far prefer to have the volunteer than the conscript and the mixture sometimes of volunteers and conscripts created considerable difficulties; and the bad employer disliked it because compulsory labour means Government regulation of conditions, and that might be disliked by some people. Everybody disliked it; everybody would like to get rid of it.

The system was only tolerated, he added, because without it the continued production of essential war commodities at the requisite rate could not be ensured. "This is work for war purposes and war purposes alone."

In addition to sisal production, compulsory labour in Kenya and Tanganyika was authorised for the production of pyrethrum, rubber, and essential foodstuffs. Application for the extension of the system to particular commodities must be made to the Secretary of State himself, who, after consultation with the appropriate Ministers in the United Kingdom on the need for the commodities concerned, had to decide whether he should give his sanction. In Kenya, out of 286,000 people engaged in work, only 8,500 were conscripts; the corresponding figures in Tanganyika were 258,000 and 5,200.¹

EMPLOYMENT OF WOMEN IN FREE FRENCH TERRITORY

By an Order of 12 October 1943, the French Committee of National Liberation repealed the Act of 11 October 1940² and all supplementary measures issued under it by the Vichy Government restricting the employment of women, in particular, the engagement or retention of married women in public administrative services. The new Order also nullifies any practical effects of the Act in the case of women living in French territory under the administration of the Committee.

Furthermore, most of the measures for general conscription, assignment to special work, and requisitioning for civil employment, through which French citizens living outside occupied territory have been placed on a war footing, have been extended to French women.

Removal of Restrictions on Employment and Restoration of Rights.

The prohibition of the engagement and recruitment of married women introduced by the Vichy legislation was immediately repealed upon the promulgation of the Order of 12 October 1943.

The Act of 11 October 1940 had provided, subject to certain conditions, for the retirement or placing on leave without pay, according to length of service, of married women employed in State administrative services or other branches of the public service, including services operated under concession, companies in receipt of a State subsidy, and companies operating municipal or departmental monopolies. Furthermore, women of under 28 years of age who married after the Act came into force were required to resign on marriage. The Order issued by the National Committee offers all women whose employment was suspended under these provisions the opportunity of reinstatement upon application within three months following the entry into force of the Order in the territory in which they are resident. The period of suspension will not count as active service for the purpose of promotion. It will be counted towards pension rights only for women who were prematurely retired or placed on unpaid leave, but all classes

¹ *Parliamentary Debates, House of Commons*, 17 Dec. 1943, cols. 1915-1922.

² Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 197; I.L.O.: *Legislative Series*, 1940, Fr. 11/12.

of women employees will retain the benefit of the years of service preceding their suspension. Similarly, any sums paid to them by way of indemnity or pension (full or partial) may be retained.

To ensure that reinstatement will take place without delay, the Order provides that any woman who is not reinstated within three months, or six months in the case of certain territories, may lodge an appeal against the administration concerned.

Women civil servants also retain the right to any fuller compensation to which they may be entitled under the Orders concerning the reinstatement of officials of the judiciary and members of the civil or military services affected by the measures of political or racial discrimination applied by the Vichy authorities.¹

Military and Civil Conscription of Women.

The mobilisation of women recently carried out by the National Committee is based on the same principles as the measures in force at the time of the invasion of France, but applied on a wider scale.

In 1939, in accordance with the Act of 11 July 1938 concerning the organisation of the nation in time of war and the regulations issued thereunder, women could be requisitioned only in an occupation in which they were already engaged and could volunteer for war service.² Subsequently, the Decree of 28 February 1940³ provided that if the demand for women workers exceeded the supply of volunteers for employment, compulsory registration of all available woman power might be prescribed by Decree; but owing to the march of events this provision was never actually put into effect. In introducing, by an Order of 22 October 1943, a procedure for the requisitioning of persons in French territory not under enemy occupation, the French Committee of National Liberation prescribed that every French woman above the age of 18 years may either be conscripted for military service, enrolled as a volunteer, or requisitioned for civilian employment under specified conditions.

Women may be conscripted from the age of 18 to 45 years, as compared with 18 to 48 years for men, provided that they are fit for military service and are not responsible for the care of a child of under 16 years. Conscripted women are entitled to military and invalidity pensions in the same way as men.

With regard to requisitioning for civilian employment, women of conscription age may be assigned, like men, to special work either in their own occupation or in another occupation necessary for national defence or for carrying on the life of the country. Every woman over 18 years who is not employed, but is fit for employment, may be requisitioned individually for civilian employment provided that she has not the care of a child under 16 years of age. Furthermore, the female as well as the male personnel of any undertaking may be requisitioned collectively, without regard to the foregoing conditions, for retention in their usual employment. Any woman over 18 years of age who is not conscripted or requisitioned for civilian employment is regarded as being on deferred service, and is liable to be called upon by the authorities at any time unless exempted on grounds of health.

Under a Decree of 11 January 1944 concerning the women's military services, exemption is allowed for women belonging to religious communities, and the possibility of exclusion from the services on grounds of immorality is also provided.⁴

A Decree of 24 January 1944 empowers the Committee's diplomatic delegations abroad to requisition French women, living in the countries where such delegations exist, in the same way as French men, for special employment. Whereas, however, French men living abroad are subject to conscription in specified age classes, in the case of French women from 18 to 45 years old living abroad only voluntary enlistment is provided for, unless they are suitable for assignment to special civilian employment.⁵

¹ *Journal officiel de la République française* (Algiers) 28 Oct. 1943, p. 224.

² Cf. *International Labour Review*, Vol. XL, No. 6, Dec. 1939: "The Employment of Women Workers during the War", pp. 796-797.

³ Cf. *Industrial and Labour Information*, Vol. LXXIV, No. 1, 1 Apr. 1940, p. 3; *Legislative Series*, 1940, Fr. 5.

⁴ *Journal officiel de la République française*, 15 Jan. 1944, p. 57.

⁵ *Idem*, 29 Jan. 1944, p. 90.

THE ORGANISATION OF EMPLOYMENT IN GERMANY

An Order issued by the Commissioner-General of Manpower in Germany on 27 July 1943 with the special authorisation of the Chancellor, and in agreement with the Commissioner for the Four-Year Plan, the Minister of the Interior, and the Chief of the High Command of the Armed Forces, provides for the establishment in each defence area of district employment offices (*Gauarbeitsämter*) to take over the duties previously carried out by the regional employment offices (*Landesarbeitsämter*) and the labour trustees.¹

According to an article published in the *Völkischer Beobachter*, the Order opened a new chapter in the labour administration of Germany. The article pointed out that in virtue of an Order of 16 November 1942 each district leader (*Gauleiter*) of the National Socialist Party had been made at the same time the national defence commissioner for the district. Already in the previous year the district leaders had been designated by the Commissioner-General of Manpower as his authorised representatives in their respective districts.² The result was closer co-operation between the Party and the labour administration. The new Order of 27 July 1943 was a final step in this development. Each of the 42 districts in Germany would now have its own employment office.

An explanation of the tasks of the new employment offices was given by the Commissioner-General of Manpower, on the occasion of the issue of the Order. He said that the organisation of employment and the regulation of conditions of work should not be undertaken solely with reference to the welfare of the worker but also with a view to his political education. This work was of great political importance. The co-ordination of the functions of the district employment offices with those of the labour trustees was required on organisational as well as on political grounds. The managers of the new employment offices would have to inform the district leaders continuously and completely on all questions and all problems within the scope of their activities, maintain constant personal contact with them, and, so far as the conditions of the State and of the war permit, assist in ensuring the real interests of the district.

The Commissioner-General of Manpower also said that the needs of the war and of the whole war economy were the determining factors in the work of the labour administration. All other considerations had to be given second place. The organisation of employment and the adaptation of the occupied territories to the requirements of Greater Germany with respect to the accomplishment of tasks relating to the war production as a whole and the rapid execution of the programme drawn up by the Chancellor were the essential objectives which the employment offices must keep in view. For this purpose the orders and instructions issued to the employment offices must be executed speedily and without any hesitation. The solution of the problems of labour administration depend above all on national policy and the war economy as a whole, and regional and local interests must take a very secondary place.³

A conference of the managers of the employment offices, convened by the Commissioner-General of Manpower, was held in Weimar on 3 August 1943 to inaugurate the new system.⁴

EMPLOYMENT IN SWEDEN IN 1942

THE WORK OF THE EMPLOYMENT OFFICES

The following information on placement work in Sweden in 1942 is drawn from the annual report of the Swedish Government to the International Labour Office on the application of the *Un-*

¹ *Reichsgesetzblatt*, Part I, 31 July 1943.

² Cf. *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942, p. 734. The Commissioner-General of Manpower (*Generalbevollmächtigter für den Arbeitseinsatz*) has previously been referred to in these pages as the General Controller of Labour.

³ *Völkischer Beobachter*, 1 Aug. 1943.

⁴ *Idem*, 4 Aug. 1943.

employment Convention, 1919, during the year from 1 October 1941 to 30 September 1942, and from statistics published by the Social Board.

The annual report notes, in the first place, that in May 1940 the public employment service was reorganised and placed under the administrative control of the Employment Market Commission.¹ At the same time, a provincial labour board was set up in each province, and the employment offices function under these boards. There are at present 25 of these labour boards, with 25 chief employment offices and 152 branch offices attached to them. (Early in 1943, 33 additional branch offices were opened.) In four cities (Stockholm, Göteborg, Malmö, and Hälsingborg) there are special employment offices for seamen. There are, in addition, about 1,100 employment agents, stationed in various localities and working under specified employment offices.

In the year 1942, the number of applications for employment was 1,494,242 (977,547 from men, 516,695 from women). The number of vacancies was 1,016,878, of which 798,152 were filled.² Each week, a list of vacancies is drawn up by the central Commission, and the most important details of openings available are broadcast twice a week.

During 1941, great progress was made in improving the arrangements for placing young people and in extending the facilities for vocational guidance for them. In 1942, 20 provinces had special provincial centres for youth placement and vocational guidance.

The employment offices specialising in placement work for teachers, which were 12 in number in 1940, have increased until now there is one in almost every province. These offices have been grouped in five districts, and a central office to direct their work has been set up in Stockholm.

Although the Act of 18 April 1935 on employment agencies³ gave the Government wider powers to control the operations of private employment agencies and to co-ordinate the activities of the public offices and private agencies, the efforts at co-ordination have not yet had much success.

In the Government's report for the year 1927 on the application of the Convention, it was pointed out that the question of co-ordinating employment service work internationally did not arise as a practical issue at that time, at least for Sweden. Until the shortage of labour and the restrictions on immigration which existed in many countries were basically changed, it was hardly to be expected that a more general exchange of labour from one country to another could take place. This view was reiterated in the report for 1941-1942.⁴

UNEMPLOYMENT

The extent of unemployment in 1942 appears also from the statistics compiled by the trade unions and their recognised unemployment funds.

Returns relating to the end of each month were received from 29 trade union federations, with a combined membership averaging 819,000, while the number of workers covered by the returns averaged 764,000. The average number unemployed was 56,900, giving an unemployment percentage of 7.5, the lowest since 1920 (the 1941 average was 11.3 per cent.).⁵

The total membership of the recognised unemployment funds at the end of 1942 was 561,981. The number of days of benefit per member during the year was 5.1 (7.4 in 1941) and the amount of benefit paid per member was 22.52 crowns (24.12 crowns in 1941).⁶

¹ Cf. *International Labour Review*, Vol. XLIV, No. 3, Sept. 1941, p. 323; Vol. XLVII, No. 3, Mar. 1943: "Swedish Social Policy in Wartime", by Tage ERLANDER, pp. 306-310.

² The applications for work in 1941 numbered 1,477,789, and the vacancies 746,200, of which 609,210 were filled.

³ Cf. I.L.O.: *Legislative Series*, 1935, Swe. 1.

⁴ Communication to the I.L.O.; *Sociala Meddelanden*, 1943, No. 3, pp. 228-247.

⁵ *Sociala Meddelanden*, 1943, No. 3, pp. 247-252.

⁶ *Idem*, 1943, No. 7, pp. 549-557.

MIGRATION

ESTABLISHMENT OF AN IMMIGRATION DEPARTMENT IN COLOMBIA

A National Department for Immigration and Aliens was set up in Colombia by Decree No. 2548 of 21 November 1943.

Like the Aliens Section which it replaces, and the personnel of which it has taken over, the new Department forms part of the national police service. It therefore controls the national, departmental, and municipal authorities throughout the country which deal with the registration, supervision, and expulsion of aliens. Furthermore, it has competence to decide as to the extension of tourists', and other visitors' permits.

With regard to immigration, the Decree requires the Department to keep in close touch with the Ministry of Foreign Affairs. It is also made responsible for submitting to the Government draft legislation concerning immigration, together with any relevant information. Other authorities are required to give the Department all necessary assistance.¹

INDIAN EMIGRATION TO CEYLON IN 1942

The following notes on Indian emigration to Ceylon in 1942², and on the conditions of Indian migrants in the island, are based on information contained in the report of the Agent of the Government of India in Ceylon for that year.

Population and Migration Statistics.

General. The estimated total population of Ceylon at the end of 1942 was 6,083,000, of whom 750,000 were Indians. In that year, of the island's total area of 16,212,400 acres, 560,000 acres were under tea, 606,000 acres under rubber, 1,100,000 acres under coconut, and 1,272,000 acres under other crops.

The tea and rubber industries³ continued to prosper during the year under review. The policy of both industries was one of full production, and there was no shortage of work for estate labourers. The small surplus of labour, which had been a feature of previous years, was completely absorbed, and by the end of the year some shortage was experienced for rubber tapping.

"Recruited" emigration to Ceylon continued to be in abeyance during 1942. The planting community made repeated representations to the Ceylon Government for additional labour from India. The Governor of Ceylon addressed the Government of India in December 1942 with a view to securing a special supply of labour for the duration of the emergency, but the negotiations fell through.

Indian estate population. The total number of Indian labourers and their dependants on estates at the end of 1942 was 680,785 (203,993 men, 197,882 women, and 278,910 children), as against 669,472 at the end of 1941 and 688,179 at the end of 1940. The total number of estates employing five or more Indian labourers at the end of 1942 was 1,396, as against 1,359 in 1941 and 1,341 in 1940.

Migration returns. The number of Indian estate labourers (excluding repatriates) who returned from Ceylon to India during the year under review was 33,183, as against 11,243 in 1941 and 12,578 in 1940. Indian emigrants to Ceylon who were especially exempted from the prohibition in force on the ground of hardship arising from such factors as the separation of families totalled 6,814 in 1942, as against 3,584 in 1941 and 3,318 in 1940. There were 52,461 more departures to than arrivals from India in the unassisted class during 1942, as against 45,242 in 1941 and 33,194 in 1940.

Migrants' Conditions.

Industrial relations. In November 1941 emergency regulations were issued making provision for securing a sufficient supply of labour for all undertakings

¹ *El Tiempo*, 29 Dec. 1943.

² For an account of the conditions in 1940, see *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942, p. 751.

³ "Recruited" Indian immigrants are employed on tea and rubber plantations.

engaged in "essential work" and prohibiting the absence of workers from work in such undertakings without reasonable cause. The regulations also gave power to the Governor to make provision by order for prohibiting strikes and lockouts and for establishing a tribunal for the settlement of trade disputes in "essential services". Under this provision the Essential Services (Avoidance of Strikes and Lockouts) Order, 1942, was issued on 19 March 1942, and on 17 April 1942 various services, including "all business or undertakings concerned in the production, manufacture, sale or exportation of tea or rubber", were declared to be essential services. The Order also provided for any such dispute being referred to a district judge or any other impartial person for settlement. Under the Order, employers are prohibited from employing any workmen in any essential services on terms and conditions of employment less favourable than the "recognised terms and conditions of employment", and terms arrived at by an agreement in settlement of a trade dispute are included in the recognised terms.

Towards the end of the year under review a conference of representatives of the planting interests and of labour organisations was called by the Minister for Labour, Industry and Commerce to consider ways and means of improving upon the gentlemen's agreement reached in 1940 for dealing with trade disputes. No final decisions would appear, however, to have been arrived at.

Two conciliation boards, appointed in 1941 to enquire into disputes arising from the discharge of certain labourers, submitted their reports in January 1942. In both cases the boards recommended the reinstatement of the labourers, but the recommendations were not accepted by the managements concerned. A Trade Disputes (Conciliation) Bill has been under consideration, but it is understood that the Executive Committee of Labour, Industry, and Commerce has decided not to proceed with it for the time being.

The number of registered trade unions among Indian labourers at the end of the year under review was 4, as against 9 in the previous year, and the total membership was 108,482.

Wages. The daily rates of wages for men, women, and children up to 30 April 1942 were respectively 54 cents, 43 cents, and 32 cents in the up-country, 52 cents, 41 cents, and 31 cents in mid-country, and 50 cents, 40 cents, and 30 cents in the low-country. Subsequently the rates were raised by 3 cents per head in all cases, and all these rates were conditional on rice being issued to the labourers at 4 rupees 80 cents a bushel. From 1 April 1942 a cost-of-living bonus was also granted to the labourers, based on the cost-of-living index number for Indian labourers determined by the Department of Labour.

At the end of the year under review a special committee consisting of various heads of departments was set up to consider the manner of determining the cost-of-living bonus for the workers and the war allowance for Government servants, and it was understood that representatives of employers and of trade unions had been invited to give evidence before the committee.

Workmen's compensation. In 1942 there were 31 cases of fatal accidents among Indian workmen, and a sum of 17,730 rupees was awarded and paid as compensation. The number of cases of permanent partial disablement among Indian workmen was 88 and the amount awarded was 29,299 rupees.¹

Maternity protection. The new Maternity Benefits Ordinance was in operation throughout the year, but there were still many labourers who were ignorant of its provisions and consequently failed to secure the cash benefits prescribed therein.

Housing. Of the 785 estates inspected during the year under review, there were no overcrowded lines on 567, and 84 had "slightly overcrowded" lines. Of the 105,385 line rooms inspected, 83,069 were up to the Government requirements and 22,316 were found not up to those requirements. Estate superintendents are alive to the necessity of providing their labour force with improved line accommodation, but building programmes have mostly been suspended owing to the prohibitive cost of building materials under present war conditions.²

¹ Compensation in respect of temporary disablement is payable by the employer direct. Information regarding such cases and the amount of compensation paid is not available.

² Communication to the I.L.O.

CONDITIONS OF WORK

WORK OF THE FACTORY DEPARTMENT IN GREAT BRITAIN

The annual report of the British Chief Inspector of Factories for the year 1942¹ reviews the work of the Factory Department of the Ministry of Labour and National Service and presents information and statistics concerning accident prevention, industrial health, personnel management and welfare supervision, hours of employment, and canteens.

In introducing his report the Chief Inspector states: "The outstanding feature of the year, and one that has of necessity influenced the work of the Inspectorate, has been the growing importance of the work of women in factories." He points out that women not only increased in numbers but have obtained a much more widely recognised position in the industrial structure of the country.

Another remarkable feature of the year, the Chief Inspector emphasises, has been the growth of public opinion in the direction of insisting on improvements in the general well-being of the factory worker. This is due in the first place to the impetus given to our work in 1940, and also to the greater interest involved by the new ideas on works committees of various kinds. It is also due to the increase in industry of older people who have not previously worked in factories. In addition there has been a very great increase in the complexities that have to be met on the technical side through the growth of new processes that have developed new hazards in the mechanical, electrical and chemical sides of engineering and kindred trades.

*Accident Prevention.*²

The report ranges over the whole field of industrial safety. Calling attention to the complexity of the problems raised by accident prevention, it demonstrates the need for, and duties of, a highly qualified Factory Inspectorate.

The accident figures for 1942 show an increase of 16 per cent. on 1941 (314,630 as compared with 271,298). However, fatal accidents show a decrease from 1,646 in 1941 to 1,363 in 1942.³ The increase in the total number of accidents was almost entirely accounted for by an increase in accidents to adult women. For adult males the increase in accidents in 1942 over 1938 was 51 per cent., for adult females 389 per cent., for male young persons 27 per cent., and for female young persons 34 per cent.⁴ It is stated that although the increase is chiefly attributable to the industrial mobilisation of women, it is so great that the actual causes need closer investigation. The figures do not give an accurate picture of the increased danger to women because the exact figures of the numbers employed are not known and the hours of exposure cannot be estimated owing to variation in hours of work. One of the principal causes of the increase in the number of accidents to women is their introduction into occupations formerly reserved for male workers of some skill, as is indicated by the table opposite, which gives figures for industries largely concerned with the making of munitions.

Apart from the increase in accidents to women, there is evidence that the general accident rate has increased to some extent, and, in the opinion of some inspectors, the causes of this increase can be summarised under the following heads:

¹ *Annual Report of the Chief Inspector of Factories for the year 1942*, presented by the Minister of Labour and National Service to Parliament, Sept. 1943, Cmd. 6471 (London, H.M. Stationery Office, 1943). For a full summary of the Annual Report for the year 1941, cf. *International Labour Review*, Vol. XLVII, No. 4, Apr. 1943, pp. 466-478.

² For a fuller description of the information contained in the report concerning accident prevention, cf. I.L.O.: *Industrial Safety Survey*, Vol. XIX, No. 4, p. 164.

³ The report presents in tabular form the accident figures for the war years in contrast to those for 1938 (cf. *International Labour Review* and *Industrial Safety Survey*, loc. cit.).

⁴ The total figures given for the year 1942 are: adult males, 203,865; adult females, 71,244; male young persons, 29,028; female young persons, 10,493.

- (1) Increased employment of women and girls in the accident-producing industries, added to the fact that the pressure of war requires full production on dangerous machines, such as power presses and milling machines, without the training and gradual breaking in of the operative that is possible in peacetime;
- (2) Rapid acceleration of production combined with increased weariness due to continuous employment at maximum hours through four years of war;
- (3) Increased demands on overworked supervisory staffs;
- (4) The patriotic idea that speed of production comes before everything;
- (5) There is evidence that older men are taking their full share in the war effort, and they are not always willing to admit that they have in some ways lost their sprightliness;
- (6) Loss of maintenance staff;
- (7) Welfare departments point out the close connection that often exists between increases in sickness and in accident rates.

REPORTABLE ACCIDENTS TO WOMEN IN CERTAIN INDUSTRIES

	1938	1941	1942
Metal extracting, conversion, foundry, etc.	489	2,462	6,824
Engineering work (other than machine making)	897	4,215	7,415
Machine making	650	11,892	24,907
Light metal trades	907	2,128	2,671
Aircraft	43	1,845	4,735
Total	2,986	22,542	46,552

In discussing the number of accidents caused by handling of goods and other non-machinery accidents, the Chief Inspector emphasises that the control of this kind of accident can only be effected from inside the factory. He believes that the only solution lies in an extension of works safety schemes, either voluntary or under legal compulsion, and since the whole success of such schemes depends on the good will of all concerned, the best results would be obtained by voluntary methods. He adds:

Joint production committees are showing us the way and they are overcoming much of the prejudice that has existed on both sides of industry against safety and health committees. I therefore suggest that the time has come when every factory of considerable size should have a safety committee made up of representatives of management and workers with one or more trained safety officers who would work in conjunction with the committee.

The report describes the work undertaken by the Factory Department in regard to safety education and propaganda, and emphasises the growing interest in safety on the part of factory workers themselves:

The experience during the year has gone far to justify our previous conviction that accident prevention can succeed in a factory where the management is sympathetic . . . where there is a committee armed with the necessary authority to get things done, and where there is a trained safety officer with sufficient status and technical ability to carry out both his own ideas and the decisions of the committee as well as his instructions from his executive.

Reference is made to the handicaps imposed by lack of uniformity in accident statistics, and firms are urged to adopt the standards laid down in the International Labour Organisation's recommendations of 1923.

Special Investigations.

The Chief Inspector briefly describes the difficult investigations that the specialist staff of the Inspectorate have been compelled to undertake in devising regulations or other means to deal with the risks attaching to radio-active substances, magnesium and its alloys, methyl bromide, organic dusts, foundry sand, constructional defects in factory premises, and the use of electricity in inflammable atmospheres.

Heating, Ventilation and Lighting.

Describing, as in previous years, the work of the Factory Department in connection with the problems of poor lighting, heating, and ventilation, and the efforts made to remove difficult working conditions caused through blackout requirements, the report states:

The fact that under suitable conditions very substantial increase in output can be obtained by improving the lighting has been amply demonstrated by the investigations carried out in respect of certain processes by the Industrial Health Research Board. At a time when there are no fresh sources of manpower to draw upon, any means such as this of assisting production becomes of added importance.

Industrial Health.

The Department is once again able to report that the intense industrial mobilisation has not led to an increase in industrial sickness, a fact it regards as endorsing the view it has long held that knowledge of factory risks and provision and use of preventive means are the outstanding factors in the maintenance of industrial health. While the situation is generally satisfactory, there is evidence that war conditions are responsible for an increase in certain minor sicknesses, such as boils. There are signs of fatigue, both physical and mental, among the industrial population, although industrial work is not so much to blame for it as the additional strain of life outside the factory. Particular importance is attached to proper dieting.

From a general review, the report proceeds naturally to consider the role of industrial medical officers, who had done valuable work before the war and who have increased both in numbers and in importance during the war years. Another useful service that has greatly developed as a result of the war is industrial nursing. Industrial health problems are seen as an integral part of the nation's health problems, and complete co-operation is urged between the industrial medical officer, the private practitioner and local health services. It has already been mentioned that there is a connection between sickness and accident rates and it can hardly be doubted that safety is linked to health and welfare.

Pointing to the long-term significance of this development, the report states:

In fact, the industrial health services, partial in operation as they are still, fill a gap in the health services of the country which it is inconceivable can be allowed to disappear when the immediate emergencies are past.

In this connection, reference is made to the Beveridge Report in relation to the scope of the industrial medical officers' work, which "should be clearly defined so that industrial medicine may take its proper place amongst the comprehensive health services which are envisaged in that Report".

The report pays particular attention to radio-active substance and silicosis and also deals briefly with various industrial diseases.

Personnel Management and Welfare Supervision.

The report calls attention to the swing of public opinion towards the acceptance of a personnel and welfare department as a necessary part of management in all works of any size:

A real impetus has been given to the movement by the acceptance by the Supply Ministries of the spirit of welfare and the development of welfare departments under highly skilled control, particularly in some of the royal ordnance factories. The results of this work under sympathetic leadership from above has, this year, become apparent and justified the hard work put in by the pioneers of this movement. These experiments on a large scale are giving us the type of information that should establish the value of such departments in industry and help plans that are being made for the reconstruction period.

While there is an inadequate amount of information available for guiding personnel standards:

Opinions are now active on the position that should be taken and the exact demarcation of functions within the factory of labour departments, medical officers, personnel and welfare supervisors, the work of safety officers

and nurses, and perhaps most important of all, the part that should be played by committees of management and workers in guiding these activities; it would be rash for any Government department to lay down rules for any of these activities till enlightened industrial opinion has had more time to crystallise.

Although information as to welfare personnel is insufficient to judge total results, it was known to the Department early in 1943 that there were 4,366 personnel managers or welfare supervisors employed in 1,934 factories employing over 500 persons, and 1,393 such officers in 1,165 factories employing between 250 and 500 persons, making a total of 5,759 officers in 3,099 factories.

Linking the question of welfare to that of absenteeism, the report points out that the workers' well-being does not depend solely on the conditions within the factory, and adds:

There is much evidence of the wide range of help covering transport, shopping, billeting, and the like that can be given by the personnel department and of its success in combination with the outside welfare officers and other officers of this Ministry.

Taking up one industry in particular, the report states that:

Perhaps the most outstanding change in an industry is the improvement of welfare amenities in cotton mills. The age of these mills, the vicissitudes of the industry in the period between the two wars, and the attitude of both employers and workers have militated against the adoption of modern ideas on welfare, with the result that canteens, ambulance rooms, or even good washing accommodation were only provided in isolated cases and the effects of the Act of 1937 had not had time to materialise before war came. In 1942 employers realised that in order to recruit labour they must consider the welfare of the operative in all its aspects, and a striking picture of the year has been not merely this realisation but the efforts made by the cotton employers to improve working conditions. There is a good deal yet to be done, but personnel managers, welfare supervisors, medical officers, nurses with ambulance rooms and excellent canteens are now an accomplished and very real feature in a considerable number of mills.

Joint Committees.

Special attention is called to the use of joint committees within the different plants:

One of the most hopeful signs of the year (and one certainly that is a great compliment to all concerned) is the manner in which we are keeping our tempers under those irritations of war that come to all of us; this is true to a remarkable degree in spite of small outbreaks here and there. Scientific investigators know well that one of the first signs of fatigue in ordinary time is shown in frayed tempers. . . . Part of this pulling together is undoubtedly due to the development of joint committees of various kinds in factory life, a step forward that has the greatest possibilities for the future.

Hours of Employment.

The report contains a chapter by the Deputy Chief Inspector which indicates that the work of controlling the hours of employment of women and young persons continued during 1942 along the lines described for previous years. Furthermore, the tendency during 1942 was, generally speaking, towards the reduction of weekly hours, not only of women and young persons, but of adult men, whose hours are not controlled by the Factories Act. Of the emergency permissions given to factories to employ women and young persons aged over 16 years for more than 48 hours a week, about 70 per cent. were given for 55 hours or less. Information is provided on the number of permissions given under the various Orders, such as the General Emergency Order for engineering, the Hours of Day Work in Factories Order, and the Flour Milling Order, for permitting women and young persons to work more than the hours fixed in the Factories Act. Of particular interest are the figures for the engineering industry relating to the shift system. Of the permissions issued under the Engineering Order, 771 allowed a system of three shifts in the 24 hours and 785 allowed a system of two day shifts, as compared with 434 and 532 in 1941. For the Orders applicable to individual factories, the figures were respectively 483 and 336, as compared with 339 and

191 in 1941. When these two systems are adopted the hours are, of course, generally less than 48 per week.

The outstanding feature during 1942 was the increase in the number of part-time workers. The majority of these are women with household responsibilities and men and women who are normally "retired" but who have come back to work for the period of the war. In addition, there are school teachers and students who work for comparatively short hours in their ordinary occupation and are now devoting some of their spare time to factory work.

Opinions vary as to the quality of the part-time workers, but on the whole the system seems to be working very successfully. In some cases the hourly output is said to be greater than that of the full-time workers and the lost time less.

The most popular arrangement of hours of the part-time workers is that of morning and afternoon shifts, usually of from 4 to 5 hours' duration.

Canteens.

The report includes a full statement by the Superintending Inspector on the development and operation of canteens, who writes:

Earlier reports have shown how the work of providing these canteens, much stimulated during 1940, continued rapidly during 1941, when there was a noticeable change in attitude on the part of many workers and employers to the question of the need for the provision of canteens serving hot meals. By 1942 the value of the canteens already in existence had become more widely evident. The early part of the year saw the erection and equipping of new canteens continued to such good effect that by the time the very stringent control on civil building became necessary towards the summer, most of the licences for new canteens had been issued. The result was that by the end of the year 98 per cent. of the factories subject to the Factories (Canteens) Order, 1940, that is, broadly speaking, factories employing more than 250 persons and engaged on munitions or other Government work, had canteens in service or in active preparation.

The following comparative table illustrates the growth in the number of canteens during 1942.

	December 1941	December 1942
Factories employing over 250 persons and subject to the Factories (Canteens) Order, 1940	2,814	4,026
Factories employing over 250 persons and not subject to the Factories (Canteens) Order, 1940	351	314
Factories employing under 250 persons	2,530	4,141
Total factories with canteens	5,695	8,481
Docks	110	160
Building site canteens	787	868

In addition, at the end of 1942, 411 places were known to have canteens in preparation. As in earlier years, there was little need to use the legal powers of direction, under the Factories (Canteens) Order, 1940, and only 69 directions were issued in 1942.

The general acceptance of the idea that a canteen is an integral part of the factory has been reflected in many ways:

When new factories were built, provision for a canteen was usually included in the plans as a matter of course. Workers, even in smaller factories where the employer is not subject to legal compulsion, are expecting a canteen as of right, and many complaints received during the year have referred to the absence of canteen facilities in such works. Employers frequently include the canteen in the list of amenities likely to attract workers to employment by them. In many existing factories, where doubt or prejudice had caused a bare adequacy of space and equipment to be provided in the first instance, the extent of their popularity was not foreseen and the seating accommodation became inadequate, making extensions necessary. The increasing numbers of persons employed in industry, the continued influx of married women, transfer of workers away from home, and not least the changed outlook regard-

ing the value of canteen facilities and the general overcoming of "growing pains", added to this tendency for canteen accommodation to be outgrown.

Explaining many of the factors that have made it difficult, under wartime shortages, to assure that canteens are adequate and attractive, the report indicates many of the improvements that have been made in 1942 and points to procedures that have been satisfactory, in connection with canteens at building sites. Where canteens developed rapidly, factory canteen officers have noted the progress at the important sites right from the beginning and have paid frequent visits to advise and assist in the solution of the varying problems, "often in close co-operation with works committees on the sites".

The full story of all the difficulties encountered, and the efforts made to surmount them, cannot be written yet, but it can be said that it is a story of hard work and an unusual degree of active co-operation on the part of all branches of management, trade unions, works committees, and the officers of the several Government departments concerned.

With regard to the problems raised by catering difficulties, the need for special attention for canteens catering for night workers, and, in particular, the importance of correct feeding for adolescents, substantial improvements were effected during 1942. On the staffing and management of canteens, the report states:

The normal method of management remains preponderantly the employment of a canteen manager direct by the firm; in a smaller number of cases—approximately 20 per cent.—the canteen management is conducted by firms of catering contractors. In some factories, however, complete responsibility for the running of the canteen is taken by a works committee; these cases remain few in number, but increased slightly during the year.

There was a progressive increase during the year in the number of firms which set up canteen committees of an advisory nature. These are known to be functioning in about 20 per cent. of the canteens. The workers' representatives on the committees have been eager for information and advice to enable them to understand the technical background of the problems which they have to discuss. Some of these committees tended in the early stages to be merely a channel through which petty complaints and accusations were transmitted with bad feeling to the canteen manager. In the main, however, they now play their proper part as a medium for constructive and co-operative discussion of problems connected with the canteen, of suggestions for overcoming the problems, and assistance in carrying the suggestions out. As such they form a valuable liaison between workers, canteen staff, and management of the firm. The Inspectorate and factory canteen advisers have encouraged their formation and given them every possible assistance. One of their most useful functions is to become conversant with food rationing and other war-time difficulties, and thus to enable the workers to understand the genuine problems which lie behind situations which would otherwise arouse criticism.

The report concludes:

In general it can now be said that the majority of the canteens have overcome initial difficulties and settled down. There has been a noticeable awakening of public interest in the problem of the right use of available foodstuffs, and this is reflected in the appreciation which workers, as well as managements, are showing of the value of good cooking and sensible menu-planning in relation to health and efficiency. The workers are expecting more of the canteens than they did in the beginning. Canteen managements realise this, and it is fair to say that there has been a considerable improvement in standards of cooking and service during the year. Much, however, remains to be done, particularly in the development of a better understanding of the principles of cookery and nutrition, not only on the part of factory managers, canteen supervisors and cooks, but also on the part of those who use the canteens. The more co-operation there can be between management and workers in this matter, the quicker will be the spread of knowledge. Some of the canteen advisory committees, to which reference has been made earlier, are already showing a keen interest in this aspect of the problem of large-scale catering, and it is suggested that this co-operation can be a fruitful means of securing further progress.

THE REGULATION OF DOMESTIC SERVICE IN GREAT BRITAIN

During recent months substantial progress has been made in Great Britain towards the establishment of minimum standards of employment for domestic workers. Thus the Minister of Labour and National Service has accepted proposals for minimum wage rates and conditions of employment for female manual domestic help in the school meals service and in hospitals and institutions where agreements are not already in operation; these proposals were submitted in November 1943 by the special committee he had appointed to study the question. The Catering Wages Commission has given notice that it will recommend the establishment of a Wages Board for workers employed in industrial and staff canteens. Lastly, facilities for the training of canteen cooks have been arranged by the Minister of Labour and National Service in collaboration with the Board of Education.

While the origin of these developments, particulars of which are given below, is to be sought primarily in the shortage of personnel in various institutions, they should be considered also as preliminary steps towards the gradual organisation of domestic service as a whole, as appears from the declarations of the Minister of Labour and National Service and from his appointment of a small standing committee to advise him in these matters.

Wages and Conditions of Domestic Staff in Hospitals and Institutions.

On 23 July 1943, the Minister of Labour and National Service appointed a Committee, under the chairmanship of Sir Hector Hetherington, "to make recommendations as to the minimum rates of wages and conditions of employment which should be recognised for the purpose of any special arrangements which may be instituted for meeting the needs of hospitals, establishments for the care of young children and of sick, aged or disabled persons, the school meals service, and similar organisations, for domestic help". The report of the Hetherington Committee, which was submitted to Parliament in November 1943, recommended uniform minimum rates of pay for female domestic labour in hospitals and allied services and in the school meals service.

As regards the school meals service, the Committee recommended the recognition of agreements reached by the provincial joint industrial councils for local authorities' non-trading services in England and Wales, but suggested that the possibility of securing a greater degree of uniformity in the provisions of the existing agreements, an extension of the joint machinery, and the adoption of agreements to cover this service throughout the country might be considered by the National Joint Industrial Council for Local Authorities' Non-Trading Services (Manual Workers). Where no agreements are in operation, it recommended the following rates as an interim measure: cooks: 1s. 4d. per hour; assistant cooks: 1s. 2½d. per hour; general maids: 1s. 2d. per hour for part-time workers and £2 12s. 6d. for regular weekly workers (48 hours).

With regard to hospitals and institutions, the Committee recommended the recognition of various agreements entered into by specified organisations. For hospitals and institutions not covered by these agreements, it proposed the following annual cash rates for female resident domestic staff over 18 years of age: cooks: £100; assistant cooks: £86; special maids: £80; general maids: £60 for those with less than one year's experience of institutional housework, £66 10s. 0d. for those with one year's experience, and £73 for those with two years' or more experience; maids (15 to 18 years of age): £26, £35, or £45, according to age. The value of emoluments (board, residence, uniform, laundry, and free medical treatment) is estimated at £70 per annum for women of 18 years and over. Minimum cash wages by categories were also proposed for non-resident and part-time workers in these institutions.

According to the Committee, the normal standard of working time should be set at 96 hours a fortnight, exclusive of meal times, for both resident and non-resident staff in hospitals and institutions not covered by existing agreements;

overtime work should be compensated by the grant of time off within the next fortnight or by overtime payment at the rate of time and a quarter on the basis of the hourly rates of wages of the non-resident staff. Enhanced payments for Sundays or statutory holidays were not recommended, since work on these days is inevitable. After six months' continuous service, a worker should be entitled to an annual minimum holiday of a working week with pay, together with six statutory holidays or recognised holidays in lieu thereof; a holiday allowance of 12s. 6d. in addition to the cash wages should be paid to the resident staff during the week's leave.

For employees with at least six months' continuous service, the Committee proposed the payment of full or half wages for stated periods during sickness, and in addition, an allowance of 12s. 6d. a week for resident staff not receiving in-patient treatment.¹

In a statement made in the House of Commons on 4 November 1943 the Minister of Labour and National Service accepted the proposals of the Hetherington Committee on the clear understanding that charges or deductions for meals should be a matter for arrangement between the employing body and the employees or their representatives, but should in no case exceed those specified in the Report, and that working clothing should be regarded as a charge of the employing body. With recognised rates of pay and conditions of service in a large part of the field of institutional domestic service, the Minister will find it possible to deal with recruitment for this work and take effective steps to remedy the shortage of domestic staff in the same way as in any form of important national service, including the use of his powers of direction.

The Minister further announced that it was his aim "that this service should be placed in the general estimation on a footing with any other industry and that it should offer suitable training, prospects of advancement, and proper welfare arrangements". To this end he was appointing a small standing committee to advise him as to the further steps which should be taken from time to time in these and kindred matters; he intended to ask the Factory and Welfare Advisory Board to extend its scope and membership so as to include welfare for domestic workers in institutions, and was arranging that the welfare staff of the Ministry of Labour and National Service should also include the welfare of these workers within their scope. He added that plans were under consideration in the Ministry, which would be considered by the standing committee already referred to, for dealing with cases of "undue hardship owing to sickness, childbirth or other emergency" in the private household.²

Wages in Industrial and Staff Canteens.

In July 1943 the Minister of Labour and National Service set up a Catering Wages Commission under the Catering Wages Act, 1943.³ The Commission was empowered to review existing arrangements for regulating the remuneration and conditions of employment of workers in the hotel and catering industry and to make enquiries into other matters affecting the remuneration, conditions of employment, health or welfare of these workers; it may recommend to the Minister the establishment of wages boards where it finds that there is no adequate joint voluntary machinery, and these boards, when appointed, will have power to submit proposals to the Minister for fixing conditions of employment in the particular branch of industry covered by the board.⁴

In November 1943, the Catering Wages Commission gave notice of its intention to recommend to the Minister of Labour and National Service the establishment of a Wages Board in respect of workers employed in industrial and staff canteens. The canteen undertakings which are covered by the proposal are those carried on for the use of workers by the employers, by the workers themselves, by the employers and workers jointly, or by a catering contractor under an arrangement either with the employer or with the workers. Certain specified categories of canteen undertakings would be excluded from the scope of the proposed Wages Board.⁵

¹ *Report of the Committee on Minimum Rates of Wages and Conditions of Employment in connection with Special Arrangements for Domestic Help*. Cmd. 6481 (London, H.M. Stationery Office, 1943).

² *Parliamentary Debates, House of Commons*, 4 Nov. 1943, cols. 868-869.

³ The object of the Act is "to make provision for regulating the remuneration and conditions of employment of catering and other workers, and, in connection therewith, for their health and welfare, and the general improvement and development of the industries in which they are employed"; cf. *Ministry of Labour Gazette*, June 1943, p. 78.

⁴ *Idem*, July 1943, p. 96.

⁵ *Idem*, Nov. 1943, p. 151.

Training of Canteen Cooks.

In view of the increasingly pressing demand for cooks for large-scale cooking in hospitals, munition hostels, Land Army canteens, factory canteens, British Restaurants, school meal centres, and similar institutions, the Minister of Labour and National Service, in co-operation with the Board of Education, has arranged for men and women to be trained free of charge for this work. The courses of training will be held in selected technical institutes; they will last for six weeks in the case of women with some experience, and twelve weeks for those without experience. During training, wages are payable by the Ministry of Labour and National Service at rates varying according to sex and age; in the highest age group (21 years or over) men will receive 71s. 6d. a week and women 50s. For those who take the twelve-week course, increments will be payable at or about the eighth week, and will amount to 3s. a week for men aged 21 years or over, and 2s. for men under 21 and women of all ages. Trainees transferred away from home for training may also be paid either a lodging allowance (3s. 6d. a night) or a "settling-in" grant.¹

TENTH CONFERENCE ON LABOUR LEGISLATION IN THE UNITED STATES

The Tenth National Conference on Labor Legislation in the United States, called by Miss Frances Perkins, Secretary of Labor, met at Kansas City, Missouri, on 8 and 9 December 1943. Governors' delegates from 29 States attended the Conference, representing State labour departments, State federations of labour, industrial union councils, and railroad unions. Guests were also present from national, labour, and other organisations and from the International Labour Office. The Secretary of Labor was in the chair.

In her opening address, Miss Perkins surveyed the developments of the last ten years in labour legislation in the United States. In 1933, she said, 12 States, the District of Columbia, and Puerto Rico had minimum wage laws for minors and women. Today 26 States, the District of Columbia, Hawaii, and Alaska have such laws, and Connecticut, Puerto Rico, and Hawaii included men in these laws even before it was certain that such action was constitutional.

In 1933, 9 States, the District of Columbia, and Puerto Rico limited women's work hours, in some occupations at least, to 48 hours a week. Today, 23 States have recognised the wisdom of such a standard, not only for health and welfare but for industrial efficiency. We all know, said Miss Perkins, how the demands of war production have justified this legislation.

In 1933, two States had basic 16-year age limits for child labour. Today 17 States have such limitations. The present demands of war, however, have brought many 16 and 17-year old juveniles into the factories. In October, after most of the schools had opened, there were 2½ million workers from 14 to 17 years of age, and one out of every six of the population aged 16 to 17 was at work on full or part time.

Despite generations of outrage over the evils of industrial home work, only one State had prohibited or regulated home work in 1933. Today, 11 States and Puerto Rico have done so. In this connection, Miss Perkins pointed out that "we can see not only how far we have come, but how much farther we have to go, particularly as this ancient, inhumane waste of manpower is returning to us again today, draped in a plea of patriotism, as the specious answer to wartime shortages of labour".

In 1933, 6 States provided a method by which the Labor Department could collect unpaid wages for workers due to them by employers. Today, 16 States and 1 Territory have such laws.

In 1933, the principles of workmen's compensation were already generally accepted. Only 3 new States have been added in the ten years to make up the total of 47 States, the District of Columbia, Alaska, Hawaii, and Puerto Rico. Great progress has been made, however, by improving the administration and liberalising benefits and coverage, and by the recognition by 15 States that a

¹ Ministry of Labour Gazette, Nov. 1943, p. 151.

worker who has an occupational disease is also entitled to compensation. Thirty-nine States have materially strengthened their laws in the last year, extending coverage to more workers, increasing the benefits, reducing the waiting period, adding occupational disease coverage, and creating second-injury funds. The creation of such funds is a matter of great importance because, as men come back from the war with minor injuries, they may sometimes find the old rule of the medical examination at the mill gate tending to discard them when they seek re-employment on the theory that they are a special hazard in workmen's compensation. The provision of a second-injury fund should make it possible for them to get jobs.

Miss Perkins said that she was proudest of all of the number of States which in the last decade had established labour departments or materially strengthened and enlarged existing agencies. Fourteen States, Hawaii, Alaska, and Puerto Rico have, during that period, either built or expanded their labour departments.

She referred to a new type of anti-labour legislation which made its debut last year. In six States laws were passed limiting the period during which workers may institute suits for recovery of wages and overtime pay due to them. The limitation varied in these six States from six months to three years. These laws affected the administration of State minimum wage, wage collection, and wage payment laws as well as the Federal Wage-Hour Law. They set wage legislation apart from the statutes of limitation for other types of contract claims, which usually run from six to seven years, and so made a very great hazard for the workman who does not realise that he has a wage claim until after the six months' period has elapsed.

One of the major parts of the task of the Conference is to interpret the fundamentals and meaning of labour legislation, and Miss Perkins asked the delegates to explain to the people of their States the need for fair and good and intelligent labour standards. She asked them to explain in particular the standards adopted jointly in 1942 by the eight Federal agencies responsible for maximum wartime production and worker efficiency¹, these standards having been adopted because the war proved them indispensable to higher production and not because they were humanitarian. These standards are: the 8-hour day, the 48-hour week, one day of rest in seven, not less than 30 minutes for lunch, regular rest periods where needed, and vacations with pay. The people of the States did not always know that these standards had been recommended by the agencies primarily responsible for waging the war and for building up the production of material with which to wage the war. Miss Perkins therefore asked the delegates to repeat that information frequently to the people of the States from which they came so that they might know that these standards were not just personal ideas nor the ideas of labour unions, but were the considered ideas of people responsible for production in the present emergency.

The Conference adopted a series of resolutions on the reaffirmation of standards of previous Conferences, exemptions from hours laws, safety and health, safety codes, factory inspection statistics, workmen's compensation laws, consolidation of labour functions, uniform State labour laws, information to States, child labour and youth employment, apprenticeship training, maternity care, migration of workers, increase in work loads, anti-labour legislation, labour participation in cost-of-living studies, industrial home work, and regulation of fee-charging employment agencies.²

THE WOMEN'S EMPLOYMENT BOARD IN AUSTRALIA

According to a decision of the High Court of Australia issued on 13 August 1943, the Women's Employment Board was deprived of its powers by the action of the Senate on 16 March 1943 annulling the regulations of 22 December 1942 to amend the code of regulations contained in the Schedule to the Women's Employment Act of 6 October 1942.³ On 30 September 1943, however, the Govern-

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 491.

² U. S. DEPARTMENT OF LABOR, DIVISION OF LABOR STANDARDS, Bulletin No. 65: *Resumé of the Proceedings of the Tenth National Conference on Labor Legislation, Kansas City, Missouri, December 8-9, 1943*.

³ Cf. *International Labour Review*, Vol. XLVIII, No. 1, July 1943, p. 100.

ment promulgated other regulations, which restored the powers of the Board, established relations between it and the administrative machinery of the Conciliation and Arbitration Act, and strengthened the existing law with regard to enforcement of the decisions of the Board.

The action of the Senate in disallowing the regulations of 22 December 1942 was interpreted by the Government as a measure directed towards suppressing the variations made to the schedule to the Women's Employment Act, and it accordingly issued new regulations on 25 March 1943¹, the effect of which was to reaffirm the right of the Women's Employment Board to exercise the jurisdiction conferred upon it by the Act of 1942 and to maintain in operation its decisions up to the date of the Senate's action (16 March 1943). A further amendment, of 8 April 1943², enabled the Board to make "common rule" decisions.³

In June 1943, however, an application made by the Victorian Chamber of Manufacturers and other employers came before the High Court of Australia. It challenged the validity of the Women's Employment Act and Regulations, on the ground that the regulations included in the schedule were not within the defence powers of the Commonwealth. The High Court held in its judgment, issued on 13 August 1943, that the Women's Employment Act had been validly enacted under the defence powers of the Commonwealth, and that the decisions of the Board up to 16 March 1943 were preserved in operation by the Act itself or by the regulations of 25 March 1943, but that since 16 March 1943 the Board had had no power to act under existing legislation.⁴

Since the High Court decision made the Board powerless to give new decisions, and also rendered the amendments to the Act contained in the regulations of 8 April 1943 invalid, the Government promulgated new regulations on 30 September 1943 which restored the powers of the Board and re-established its continuity.

Under these regulations, which embodied some of the amendments of 8 April 1942, applications pending immediately prior to 16 March 1943 were to be decided by the Board as if they had been made under the Women's Employment Regulations as now amended.

Employers are now specifically prohibited from employing women on work in the categories covered by the regulations except in pursuance of a Board decision that females may be employed on that work. The Board is empowered to make a "common rule" decision in respect of any work performed by women included within the scope of the regulations. It may also make decisions of its own motion, otherwise than on applications. But its decisions will be open to inspection by the administrative machinery established under the Commonwealth Conciliation and Arbitration Act, 1904-1934, since a copy of every decision must be sent to the Principal Registry and to each district registry established under that Act. Moreover, the Minister of Labour is empowered to establish a panel of persons, all or any of whom may be conciliation commissioners, to act as chairmen of committees of reference, to whom the Minister of Labour, the Attorney-General, or the Chairman of the Board may refer questions relating to the application of a decision of the Board. In such cases the chairman convenes the committee of reference, which will comprise an "appropriate representative" of employers and of employees respectively, nominated by him, and will determine the question referred to him; the vote of the majority will prevail. The determination will be binding on the employers and the women workers specified therein. According to an official commentary on the regulations, it is intended that such committees should be set up only where cases of real doubt or difficulty arise.

In the confused situation that followed the action of the Senate, many employers did not meet their obligations when bound by an award to make retrospective payments to their women workers whose rates of wages had been adjusted to their efficiency. (For instance, five companies refused at the end of March 1943 to pay the sums due, amounting to £20,000 in all, to their women workers, "until ordered to do so by a competent judicial body", although the Common-

¹ *Statutory Rules, 1943, No. 75.*

² *Idem, No. 92.*

³ *Cf. International Labour Review, Vol. XLVIII, No. 1, July 1943, p. 100.*

⁴ *Employers' Review (Sydney), 31 Aug. 1943, p. 217.*

wealth Attorney-General had announced that they would be prosecuted.¹⁾ The new regulations fixed the period for the recovery of arrears of wages at nine months after the commencement of the regulations², and empowered the Attorney-General to sue an employer on behalf of or for the benefit of female employees to whom wages may be due, and, on receipt of the sums so due, to give a discharge to the employer. He may also require any employer whom he is empowered to sue to furnish information and to produce his accounts and books. It is an offence for any person willfully to refuse, neglect or fail to comply with any decision of the Board, or to incite, counsel, procure or urge any person to such conduct.³

By the end of October 1943, the former Chairman of the Women's Employment Board had accepted his reappointment to this post, and in the six States the chairmen of the local committee of reference had been appointed.⁴

MATERNITY PROTECTION IN INDIA

A Maternity Benefit Bill was introduced in the Legislative Assembly of the province of the Punjab in India and referred to a select committee on 26 March 1943. The Bill as amended by the select committee was considered and passed by the Assembly on 2 November 1943. It received the assent of the Governor of the province on 15 November 1943.

The Act⁵ applies to all perennial or non-seasonal factories in the province including those so considered under the Factories Act. Under the Act a woman worker is entitled to maternity benefit at the rate of her average daily earnings or 12 annas a day, whichever is greater, for the days she is on leave up to a maximum of 30 days preceding and for 30 days after delivery, provided that she has been in the employ of the employer from whom benefit is claimed for not less than nine months immediately preceding the day of delivery. Full benefit is payable in the case of the death of the woman worker and her child if she dies on the day of delivery or thereafter. Should the death take place earlier, the employer would need to pay benefit only up to the day of the death.⁶

It may be added that Bombay, the Central Provinces, Madras, Ajmer-Merwara, and Delhi in British India and the Indian States of Cochin⁷ and Mysore had adopted maternity protection legislation by 1937.⁸ Since then the Madras Act has been amended⁹ with a view to tightening up the provisions, the Bombay Act has been applied to Sind¹⁰ consequent upon the constitution of Sind as a separate province with the coming into force of the Government of India Act, 1935, and maternity protection legislation has also been adopted in Bengal¹¹ and in the United Provinces.¹²

In addition, the Mines Maternity Benefit Act, 1941¹³, has also been passed.

WAGES AND HOLIDAYS WITH PAY IN FREE FRANCE

PROVISION FOR THE ADJUSTMENT OF WAGES

The French Committee of National Liberation has taken steps to provide for the possible review and upward adjustment of wages, which, together with the prices of products and services, salaries,

¹ *Sydney Morning Herald*, 30 Mar. 1943.

² A provision that any arrears due to an employee were to carry interest at 10 per cent. per annum if not paid within a specified period was repealed by a regulation of 21 December 1943 (*Statutory Rules*, 1943, No. 309).

³ *Statutory Rules*, 1943, No. 251.

⁴ *Sydney Morning Herald*, 22 Oct. 1943.

⁵ Act VI of 1943 (*Punjab Gazette Extraordinary*, 20 Nov. 1943).

⁶ Communication to the I.L.O.

⁷ In respect of women working on plantations on which not less than 10 acres are under cultivation or at least 20 workers are employed.

⁸ Cf. I.L.O.: Studies and Reports, Series A, No. 41: *Industrial Labour in India* (Geneva, 1938), pp. 94-97; and Series I, No. 4: *The Law and Women's Work* (Geneva, 1939), pp. 85 and 86.

⁹ Act XVI of 1939 (*Fort St. George Gazette*, 11 July 1939, Part IV).

¹⁰ Act XIX of 1939 (*Sind Government Gazette*, 6 July 1939, Part IV).

¹¹ Act IV of 1939 (*Calcutta Gazette*, 20 Apr. 1939, Part III).

¹² Act IV of 1938 (*Government Gazette of the United Provinces*, 6 Aug. 1938, Part VII). A minor amendment to the Act was made in 1939, by Act XII (*idem*, 7 Oct. 1939, Part VII-A).

¹³ For an account of the provisions of the Act, see *International Labour Review*, Vol. XLVI, No. 5 Nov. 1942, p. 604, and for the text, I.L.O.: *Legislative Series*, 1941, Ind. 1. A formal amendment of the Act was made in 1943 (Act XVIII of 1943; cf. *Gazette of India*, 21 Sept. 1943, Part IV).

and other forms of compensation, had been frozen by an Order of 29 May 1943 issued by the Civil and Military Command. On 14 August 1943¹ the Committee issued an Order setting forth the conditions and rules to be followed in adjusting the wages of persons employed in industry, commerce, and the liberal professions. A Decree of the same date² and an Order of 2 October 1943³ laid down regulations for the application of this Order in Algeria, and Decrees of 2 November 1943⁴ extended its provisions to Corsica.

The Order of 14 August 1943 came into operation at once in Algeria, its application to other territories under the jurisdiction of the Committee being left to subsequent decrees. It makes it possible to review the wages of persons employed in industrial and commercial establishments, the liberal professions, public offices and departments, industrial associations, companies and associations of any kind. The Order does not apply, however, to railway employees, employees of public services operated under a concession, and members of the merchant marine, who are all the subject of special regulations. Thus railway personnel are covered by a separate Order of 1 November 1943⁵, and by a Decree of 2 November 1943⁶ extending the provisions in question to Corsica both for railway workers and for employees of public services operated under a public concession. The merchant marine is dealt with by an Order of 6 November 1943.⁷

The wages of all the persons covered can be made subject to adjustment in accordance with the procedure prescribed by the Order, which provides for the establishment of joint boards in each territory (departmental or regional boards and a Central Board) for one or more branches of activity. The Decree of 14 August 1943 provides that, until a Central Board is established in Algeria, the Governor-General there can authorise wage increases by not more than 25 per cent. Wages which have already been adjusted in conformity with the Order may be adjusted a second time. In Corsica, the Prefect is authorised to raise wages by not more than 50 per cent; the percentage increase to be awarded must take into consideration the amount of the increases awarded since 1 September 1939, and the maximum increase may be given only in those branches of activity, occupations or occupational categories where wages are abnormally low or which have had the smallest increases since 1 September 1939.

The special Orders allowing the adjustment of railway workers' wages do not specify a maximum increase. Nor is there a maximum for seafarers, for whom a special procedure is established. The Order covering members of the merchant marine introduces a war bonus for seagoing personnel, and a special bonus, payable for the duration of hostilities, which is intended to offset present economic conditions.⁸

HOLIDAYS WITH PAY IN ALGERIA

The French Committee of National Liberation issued on 19 July 1943⁹ a Decree laying down rules for holidays with pay in Algeria in 1943. The Decree applied to industrial and commercial undertakings, workers in agricultural undertakings being covered by a Decree of 8 July 1938. The main provisions of the Decree of 19 July 1943 are summarised below.

Any worker who had been employed in the same undertaking, in the course of the twelve months following 1 July 1942, for a period equivalent to at least four months was entitled to a holiday in 1943. In undertakings engaged in national defence work, as well as in other undertakings, annual holidays could, if necessary, be suppressed or suspended by decision of the Governor-General of Algeria; if

¹ *Journal officiel de la République française*, No. 13, 21 Aug. 1943, pp. 75 and 76.

² *Ibid.*, p. 81.

³ *Idem.* No. 25, 7 Oct. 1943, p. 167.

⁴ *Idem.* No. 37, 18 Nov. 1943, pp. 284 and 285.

⁵ *Idem.* No. 33, 4 Nov. 1943, p. 240.

⁶ *Idem.* No. 37, 18 Nov. 1943, pp. 285 and 286.

⁷ *Ibid.*, p. 277.

⁸ Communication to the I.L.O.

⁹ *Journal Officiel de la République française*, No. 7, 22 July 1943, pp. 40 and 41.

holidays were suppressed, compensation had to be paid in accordance with the provisions of the Decree.

Leave was to be granted at the rate of one day for each month of work, with a maximum of twelve working days. Annual leave which did not exceed six working days had to be continuous; leave exceeding six working days could be divided by the employer into two or three parts, provided that one of the parts consisted of at least six working days, falling between two weekly rest days. Holidays could be spread over the whole year.

Holiday pay was to be equal to 1/24 of the total remuneration actually received by the worker during the period in respect of which the holiday was granted; in fixing the amount, account had to be taken of any remuneration in kind which the worker did not continue to receive during the holiday.

If the contract of a worker who had completed at least four months of service in the same undertaking was terminated by the employer through no fault of the worker, and before the worker had been able to take the whole of the leave to which he was entitled for 1943, he was to receive the compensation fixed by the Decree, any sums previously paid in respect of holidays for 1943 being deducted.

SEAFARERS' WAR RISK BONUSES IN THE UNITED STATES

As previously recorded in these pages¹, the Maritime War Emergency Board set up in the United States in December 1941 deals, among other things, with the rates of seafarers' war risk bonuses. The rates in force at the beginning of 1944, which were fixed by a decision (No. 2 A) of the Board effective on 15 March 1943, are given below, preceded by a brief summary of developments in this field since the outbreak of the war. The account supplements the information already given on the Board's decision with regard to seamen's war and marine risk insurance.²

When war broke out in September 1939, the Maritime Commission called a conference of ship operators at which it was agreed that the amount of bonus to be paid would be a percentage of wages directly related to the insurance rates of the hulls of the vessels. Some of the maritime unions objected to the use of wages as a basis for computing the bonus, on the ground that war hazards affected the whole of the ship's personnel to the same extent, and the principle of a flat rate was accordingly adopted in some subsequent agreements.

Most of the bonus agreements negotiated before December 1941 provided for war risk bonus to be paid only for the time during which the vessels were in specified war zones, and in some cases for a special bonus for calls at specified ports within these areas. In the event of the loss of a vessel or the seizure of the vessel and the internment of the crew, provision was made for the payment of full wages, bonus, and transportation cost by the company until arrival in the United States.

In order to stabilise the rates of war risk bonuses, a conference was held in August 1941 between the shipowners and the unions of licensed officers. This led to the working out of a formula whereby bonus rates were set at a uniform percentage of basic wages, to be adjusted in accordance with an index based on the "fair average" of war risk insurance rates paid on hulls of American flag vessels.

The Maritime War Emergency Board which was established after the attack on Pearl Harbour was required to obtain adequate information regarding the extent of war risks, to provide a uniform bonus system, and to settle bonus disputes. The first bonus regulations it issued became effective on 7 December 1941 and provided for bonus rates as high as 100 per cent. of the basic monthly wage but not less than \$100 per month, for voyages to Europe, to the Mediterranean, to the Indian Ocean, and trans-Pacific voyages east of 98° east longitude. The lowest bonus amounted to 35 per cent., but not less than \$35 per month, for voyages in waters of the Atlantic north of the Equator and westward of a line from St. John's, Newfoundland, to the intersection of 40° west longitude and the Equator. Intermediate rates ranging from 80 per cent., but not less than \$80 per month, down to 40 per cent., but not less than \$40 per month, covered voyages in

¹ Cf. *International Labour Review*, Vol. XLV, No. 3, Mar. 1942, p. 340.

² *Idem*, Vol. XLVIII, No. 1, July 1943, p. 117.

different zones in the Western Hemisphere, but no bonuses were paid for voyages within the Gulf of Mexico or on the Great Lakes and other inland waters of the United States. In addition to these voyage bonuses, special port bonuses were paid to the members of the crew when the vessel called at specified ports. Since these original rates were established, the classification of war risk zones and bonuses payable have been changed by the Board according to military developments.

Under the decisions of the Maritime War Emergency Board the bonuses for unlicensed as well as licensed personnel are based on a percentage of basic monthly wages. According to the regulations, when the ship goes from one war risk zone to another, the bonus rates are to change according to the classification of the two zones. No bonus is paid for the time a vessel is in a continental United States port.

An area and port attack bonus was substituted for the port bonus in March 1943, so that instead of receiving \$60, \$100, or \$125 for calls at specified ports, crew members now are paid a bonus of \$5 a day while the vessel is within specified areas, *i.e.*, Murmansk, Mediterranean, and South Seas. In cases where a port is subjected to enemy attack during the presence of the vessel, members of the crew and officers are each to receive a port attack bonus of \$125. This bonus is in addition to the ordinary voyage bonus.

If a vessel under the United States flag is lost, the war risk bonus continues at the rate which was in effect at that time, until the seaman arrives in a port "where he is no longer exposed to marine perils whether due to war or non-war conditions". No bonus is payable while a crew member is on land or during any period of detention "either by capture by an enemy of the United States or by internment".

Bonus Rates in force at 1 January 1944.

The bonuses in effect since 15 March 1943 for different routes and areas are set forth below:

A bonus of 100 per cent. of the basic wage¹ is paid for the following voyage routes:

(a) Trans-Atlantic and extensions thereof (other than voyages cited below), to Europe, Africa, Asia, or elsewhere, outward and homeward;

(b) Trans-Pacific and extensions thereof (other than voyages cited below), to Asia, Australia, Africa, or elsewhere, outward and homeward, including voyages from Pacific ports of North America to Alaskan ports if vessel proceeds to Alaska directly across the Pacific (west of 136° west longitude), rather than by a route which parallels coast outside of Inland Passage;

(c) Voyages (other than those cited below), between ports in Iceland, Greenland, North America, West Indies, and Central America;

(d) Voyages (other than those below) in Gulf of Mexico.

A bonus of 40 per cent. of the basic wage is paid for the following voyage routes:

(e) Voyages (other than those cited above and below), between Pacific ports in United States, Canada, and Alaska, east of 136° west longitude;

(f) Voyages (other than those below), between Pacific ports in North America (excluding Alaska), South America, and Central America (Pacific entrance to Panama Canal and to Strait of Magellan, and crossing of line due south from Cape Horn, shall be considered Pacific ports).

No bonus is paid for the following voyage routes:

(g) All other areas including Inland Passage to Alaska; between ports not south of New York, nor north of Boston via Long Island Sound and not east of 70° west longitude; transiting Panama Canal; Strait of Magellan; Great Lakes and inland waters of United States and inland waters of Western Hemisphere.

A supplementary bonus of \$5 per day while in service of the vessel is paid in the following areas:

Murmansk: That part of Atlantic and Arctic Oceans east of Greenwich meridian and west of 60° east longitude and north of 60° north latitude.

Mediterranean: Mediterranean Sea east of line from Cape Spartel to Cape Trafalgar, including Adriatic and Aegean Seas.

¹ Including temporary wartime emergency increase in each classification.

South Sea: Area bounded on north by 20° north latitude, on east by 170° east longitude, on south by 20° south latitude, and on west by 120° east longitude.

A port-attack bonus of \$125 is paid in each port or anchorage which experiences enemy attack during presence of a vessel in such port or at such anchorage.¹

REVISED COMPENSATION FOR LOSS OF EFFECTS IN THE CANADIAN MERCHANT MARINE

The rates of compensation payable in the Canadian merchant marine by the Government for loss of effects, instruments, and tools due to war risks were revised by Regulations P.C. 133/510 of 26 January 1944 in order to bring them in line with allowances made to seamen employed on British vessels.

According to the revised scale, which was made effective as from 1 January 1944, the maximum amounts of compensation payable in the foreign trade are as follows:

	Personal effects	Instruments or tools
Masters	\$ 450	225
Certificated navigating and engineer officers and surgeons	350	100
Pursers	350	—
Radio officers	350	—
Uncertificated navigating and engineer officers, apprentices and cadets	250	100
Carpenters and joiners	150	100
Boatswains, donkeymen, and similar pay deck or engine ratings	140	—
Quartermasters	125	—
Seamen, firemen, trimmers, and pay ratings	110	—
Steward's department:		
Chief stewards	250	—
Ratings above rank of bedroom steward or waiter	150	—
Bedroom stewards, waiters, and similar pay ratings	110	—
Ratings below rank of bedroom steward or waiter	100	—

When a claim is made for instruments and tools proof must be produced that these were on board with the approval and consent of the owner or master. Such proof, listing the instruments and tools, must be filed with the official before whom the agreement with the crew was signed.

In case of death by enemy action, an amount not exceeding 70 per cent. of the compensation is paid to the widow, children, father or mother of a seaman to whom the Regulations apply.²

PROPOSED EXTRA LEAVE AND WAITING MONEY FOR NETHERLANDS SEAMEN

The Netherlands Minister of Commerce, Industry and Shipping announced recently that as compensation for prolonged absence from the Netherlands and as a reward for duties properly fulfilled under existing compulsory service obligations on Dutch vessels, Dutch seamen would be granted a period of special leave with full pay for the purpose of rejoining their families on their return to the Netherlands after the war.

¹ *Monthly Labour Review*, Jan. 1944, pp. 8-14.

² *Canadian War Orders and Regulations, 1944*, 31 Jan. 1944, p. 226.

The regulation, which is to be temporary, is to come into force as soon as possible after the Government has returned to the Netherlands, and is to be in force for two years.

The special leave is to be granted on the basis of two days for each month served on a ship, with a maximum of 60 days. Full wages, plus an allowance for food, will be paid during the leave, which is to be taken as soon as possible after return to the Netherlands. As at that time the merchant marine will be needed more than ever to provide the country with the necessary foodstuffs and other essentials, it is not to be expected that each man will be able to take his leave immediately after the return of the Government to the Netherlands. Everything possible is to be done, however, to give each seaman an opportunity as soon as possible to see his family and relations again, and to spend some time at home.

If no job is available on the ships when their leave is over, seamen will be entitled to waiting money on the basis of one week for every month of service, with a maximum of 44 weeks. The waiting money, consisting of full pay for the first 9 weeks, 80 per cent. of wages for the next 8 weeks, and 75 per cent. of wages for the remaining 27 weeks, is to be payable in the home port. Seamen to whom these provisions apply will be required to accept "suitable" work, which need not necessarily be of the same character as their usual work.¹

WAITING PAY IN THE BELGIAN MERCHANT FLEET

By a Legislative Order of 16 December 1943 the Belgian Government in London modified the unemployment allowance arrangements instituted by Legislative Order of 1 April 1943.² The earlier Order provided for a reduction in waiting pay after it had been drawn continuously for 183 days or for periods aggregating 183 days in any calendar year. This provision has now been repealed.

The explanatory memorandum to the new Order pointed out that navigation conditions in wartime might result in seamen being unemployed for more than 183 days in one or more periods. Under the earlier Order, they would thus have to suffer a reduction of their income by 23 to 30 per cent. at a time when their resources had already been depleted by unemployment, although they had to hold themselves available for service at all times, irrespective of the length of time they were unemployed.³

A HOSTEL FOR INDIAN SEAMEN IN LIVERPOOL

A new hostel for Indian seamen has been opened at Birkenhead in the Liverpool area by Sir Samuel Runganadhan, High Commissioner for India in London.

Hitherto, only private boarding houses of rather poor standard were available to Indian seamen in Liverpool. After inspecting some of these boarding houses, the High Commissioner made a report to the Ministry of War Transport, at whose instance the hostel was opened by the Liverpool shipowners. Equipped with modern furniture, the hostel provides accommodation for 120 seamen and contains a dispensary and a hospital, as well as a prayer room.⁴

THE CONDITIONS OF JUNK WORKERS IN SZECHWAN IN CHINA

On 20 August 1943 more than 200 representatives from the various junk centres in Szechwan met in Chungking and reorganised the Szechwan Junk Owners' and Workers' Association with a view to improving junk transport in the province for both military and non-military needs. A number of resolutions for the improvement of the conditions of junk workers were adopted by the meeting.

¹ *De Vonk* (New York), 1 Jan. 1944.

² Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 780.

³ *Moniteur Belge* (London), Vol. 114, No. 3, 15 Feb. 1944.

⁴ *Indian Information* (Delhi), Aug. 1943. Communication to the I.L.O.

At present there are over 40,000 junks operating in Szechwan; the total number of owners and workers exceeds 300,000.

The reorganised Association will endeavour to promote the welfare of the junk workers and to unify the transport structure along the Szechwan rivers, with a view to assisting the Government in its mobilisation programme.

The Government is making great efforts to increase the transport capacity of Szechwan junks. Under a programme launched in 1939, nearly 1,000 new junks have been built to supplement steamship navigation. The Navigation Bureau of the Ministry of Communications is in charge of the control, registration, and administration of junk transport; the Bureau keeps a record of the number, tonnage, and movements of the junks.¹

SOCIAL INSURANCE AND ASSISTANCE

THE SOCIAL SECURITY PROGRAMME IN THE UNITED STATES

RECOMMENDATIONS OF THE SOCIAL SECURITY BOARD

The annual report of the Social Security Board of the United States for the fiscal year 1942-43² contains recommendations for the establishment of a single unified system of social insurance whereby a reasonable portion of wage losses due to unemployment, sickness and disability, old age, and death would be compensated and a considerable part of the expense of hospital and medical services would be covered. It shows that by the end of the year under review all Federal emergency programmes for public aid had been liquidated or were in the last stages of that process.

While the reduction in payments for social insurance and related purposes has been relatively small, wartime conditions have caused a sharp decline in the public assistance provided by Federal, State, and local authorities, which went almost entirely to needy children and blind or aged persons. The number of recipients in each of these three classes decreased over the year. In the case of social insurance, while the high level of prosperity resulted in a reduction in unemployment benefits, this was offset by an increase in payments under old-age and survivors' insurance, although only about one third of the aged persons who could have qualified for retirement benefits under the Social Security Act were receiving them. The remainder had taken advantage of the wide labour market and were working in covered employment, having either suspended their benefits or postponed their claims.

With employment and earnings at their height and workers able and willing to make better provision against future contingencies, the present time, in the opinion of the Board, is auspicious for strengthening and extending the scope of social insurance and assistance. It points out that increased insurance contributions³ would lessen inflationary pressures, and the savings thus made would create a reservoir of future purchasing power, which would add to the nation's resources for weathering the readjustments of post-war years.

¹ Communication to the I.L.O.

² FEDERAL SECURITY AGENCY. SOCIAL SECURITY BOARD: *8th Annual Report. Fiscal Year 1942-43* (Washington, Government Printing Office, 1943). For an account of the recommendations made in the report for 1941-42, see *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 782.

³ Since the publication of the report of the Social Security Board, a Revenue Act has been passed which cancels automatic increases in social security taxes and freezes the rates for employers and employees at 1 per cent. of the wages paid or received, as the case may be, in covered employment. These rates had been scheduled to increase to 2 per cent. each in the year 1944 (*Congressional Record*, Vol. 90, No. 38, 29 Feb. 1944, p. 2103).

Old-Age and Survivors' Insurance.

The Board again advocates an extension of old-age and survivors' insurance coverage and a reduction in the qualifying age for women. It recommends the adoption of measures which will equitably protect any insurance rights of service men and women developed before entrance into the armed forces and which will give equitable wage credits based on periods of national service in lieu of private employment. If such measures are taken, the insurance system should be reimbursed for its expenditures in this respect from the general funds of the Treasury.

Unemployment Insurance.

The Board is still of the opinion that unemployment insurance should be a Federal responsibility. It believes that its incorporation in a unified national system of social insurance would result in a programme safer, stronger, and more nearly adequate, from the standpoint both of the unemployed worker and of the nation.

Disability Compensation.

The Board states that there should be cash benefits for temporary sickness and recommends that insurance against permanent total disability, with benefits for dependants, should be incorporated in the Federal system of old-age and survivors' insurance. Careful consideration should be given to a unified system of temporary and permanent disability compensation.

Medical Care.

The costs of medical care, uneven and unpredictable, to which nearly all the population is subject, are, in the opinion of the Board, an important direct factor in causing dependencies. The following recommendation is made:

From the standpoint of general welfare and of safeguarding public funds for insurance, assistance, and public services provided in dependency, the Board believes that comprehensive measures can and should be undertaken to distribute medical costs and assure access to services of hospitals, physicians, laboratories, and the like to all who have need of them. For all groups ordinarily self-supporting, such a step would mean primarily a redistribution of existing costs through insurance devices. It should be effected in such a way as to preserve free choice of doctor or hospital and personal relationships between physicians and their patients, to maintain professional leadership, to ensure adequate remuneration—very probably, more nearly adequate than that in customary circumstances—to all practitioners and institutions furnishing medical and health services, and to guarantee the continued independence of non-governmental hospitals.

A Unified System of Social Insurance.

The Board stresses throughout its report the desirability of establishing a single comprehensive system of social insurance which would close the gaps and obviate the overlaps that result from the existing Federal, State, and local provisions in this matter. Such a system would remedy disparities in benefits of different types and make for simplicity and economy in operation. Its administration should, in the opinion of the Board, be decentralised, with advisory councils and appeals boards in the States.

It is pointed out that the costs of a comprehensive system would not be great in relation to the anticipated return in protection and the alternative costs now borne by individuals, employers, and the general public. For the first ten years the current cost of benefits would be more than met by 12 per cent. of covered earnings for employers and employees combined. While this would be a considerable increase in the present combined employer and employee contributions, and an increase of 3 per cent. of the wages of employees (none in employer rates) under the contributions which were scheduled for 1949, the proposed programme would provide additional benefits in the form of medical care and allowances for wage losses now uncompensated. It is pointed out that if all employees were covered and, except for unemployment and disability, all self-employed persons, the cost of public assistance would be lowered. The Board suggests that should the 12 per cent. rate become insufficient as current expenditure for old-

age, survivors', and permanent disability long-term benefits increases, the Federal Government should meet the excess cost, and that eventually the employers, employees, and Federal Government should divide the cost equally among them.

Public Assistance.

In the field of public assistance the Board is strongly in favour of State, rather than Federal, programmes. However, at the present time, under the Social Security Act, the Federal Government shares assistance costs with the State authorities. In this connection consideration of a variable-matching basis of Federal grants, under which the Federal Government would cover more than one half the total cost of assistance in States with low economic resources, is recommended. Should this proposal be carried out, it would be reasonable to eliminate State residence requirements. The Board urges an extension in the scope of assistance given to needy children and recommends that matching Federal funds be made available to pay medical expenses for recipients of assistance. If medical services are provided through social insurance, it suggests that State assistance agencies might make payments so that these services would be available to recipients of public assistance. The Board also recommends the authorisation under the Social Security Act of matching Federal grants to States for the provision of general assistance to persons who fail to meet the requirements for the special types of assistance now provided.

SERVICE MEN'S DEPENDANTS' ALLOWANCES

The United States Servicemen's Dependents' Allowance Act of 1942¹ was amended by an Act, dated 26 October 1943, to provide more liberal family allowances for the dependants of enlisted men, a term redefined to include any enlisted individual, male or female, from the 1st to the 7th grades. The family allowance still consists of two parts: a Government contribution and an allotment from the pay of the service man.

Beneficiaries.

Beneficiaries of family allowances are now divided into three classes. Class A includes the wife, children, and divorced wife who has been granted alimony. Class B includes parents, brothers and sisters who are found dependent on the service man for a substantial portion of their support. Class B1 includes parents, brothers and sisters who are found dependent for the chief portion of their support. Provided that it is not inconsistent with any law pertaining to the service of which an enlisted woman is a member, her dependants are eligible for family allowances, except that her husband and children must be found to be dependent upon her for their chief support if they are to receive the amounts prescribed for the wife and children of an enlisted man.

Rates of Allowance.

The monthly allowance, including the Government's contribution and the service man's allotment, at the old and new rates is shown in the table below overleaf.

The amount payable to class B dependants is paid to one designated dependant unless the Secretary of the Department concerned directs that it be apportioned among or paid to two or more dependants. It is payable only if no allowance is being made to a class B1 dependant. The enlisted man's compulsory allotment to his dependants where the Government is contributing remains at \$22 a month, and is increased by \$5 a month if the Government is contributing to dependants of more than one class. The allowance is payable each month, beginning with the month after that in which the enlisted man enters a pay status in active service. Provision is made, however, for the payment of an initial family allowance to class A or class B1 dependants for the month in which he enters service. This allowance is equal to the family allowance for a full month, and during its payment no allotment for dependants has to be made by the service man.²

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 503.

² 78th Congress, 1st Session, Public Law 174, S. 1279.

Beneficiaries	Old rate		New rate	
Class A:	\$		\$	
Wife, no child	50		50	
Wife and one child	62		80	
each additional child	10		20	
One child, no wife	42		42	
each additional child	10		20	
Divorced wife, no child	42		42	
Divorced wife, one child	62		72	
each additional child	10		20	
Classes B and B 1:	Old class B		New class	
	In family with class A dependant	In family without class A dependant	B	B 1
	\$	\$	\$	\$
One parent, no brothers or sisters	20	37	37	50
Two parents, no brothers or sisters	30	47	37	68
One parent, one brother or sister	25	42	37	68
each additional brother or sister	5	5	—	11
Two parents, one brother or sister	35	52	37	79
each additional brother or sister	5	5	—	11
One brother or sister, no parent	10	27	37	42
each additional brother or sister	5	5	—	11

STUDY OF SOCIAL SECURITY FOR INDIA

Reference has previously been made in these pages¹ to the appointment by the Government of India of a committee to consider public health questions as part of the Government's reconstruction planning. The committee, which is known as the Health Survey and Development Committee, includes two representatives of labour, Mr. N. M. Joshi and Mr. B. Shiva Rao. Mr. Joshi is a member of the Governing Body of the International Labour Office and both he and Mr. Shiva Rao have represented Indian labour at different Sessions of the International Labour Conference.

The inaugural meeting of the Committee was held in October 1943, when five subcommittees were set up—one for public health questions (environmental hygiene, nutrition, principal diseases, quarantine, internal and international, maternity and child welfare, health education, physical education), one for questions relating to medical care or medical relief (medical relief, mental hygiene, control of the trade in medicines, production and standardisation of drugs and biological products, Indian pharmacopoeia) and the remaining three for industrial health, medical education, and medical research.²

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 785.

² *Indian Information*, Vol. XIII, No. 126, 15 Nov. 1943. Communication to the I.L.O.

RELIEF AND COMPENSATION FOR WAR INJURIES TO INDUSTRIAL WORKERS IN INDIA

A measure entitled the War Injuries (Compensation Insurance) Act¹ was enacted in India in September 1943 with the object of imposing on industrial employers an obligation to pay compensation in respect of war injuries to workers in their employ. The amount of compensation provided for under the Act is the difference between the amount paid by the Central Government under the War Injuries Scheme, particulars of which are given below, and the amount that would be payable under the Workmen's Compensation Act² should that measure be applicable in the case of war injuries. The Act also provides for compulsory insurance with the Central Government of the employers' liability to pay compensation for war injuries.

By a Notification of the Department of Labour of 16 November 1943³ the Central Government appointed that as the date on which the War Injuries (Compensation Insurance) Act should come into force. The establishment of the War Injuries Compensation Insurance Scheme as from the same date was notified by the Central Government on 16 December 1943.⁴

Relief for War Injuries.

Under the War Injuries Ordinance⁵, gainfully occupied persons over the age of 15 who sustain war injuries and civil defence volunteers injured in the discharge of their duties as volunteers (or in cases of fatal injuries, their dependants) are entitled to relief. The scheme provided for by the Ordinance is designed to render the administration of relief expeditious and easy. Claims officers, who will decide on the claims for relief, are appointed by provincial Governments, and they receive direct information from first-aid posts, dispensaries, and hospitals to enable them to pass orders for relief without delay. The whole cost of relief is met by the Central Government.

As the scheme is designed for the provision of relief and not for the purpose of compensating for the actual loss resulting from war injuries, no account is taken of the position or income of the injured person before the injury, but a more or less uniform rate is provided for all classes. The rate has been fixed, as in similar schemes elsewhere, at an amount equivalent to the rates of pension and injury allowance drawn by the lowest paid combatant ranks of the Army. The scheme provides for free medical treatment to injured persons and for different kinds of allowances and pensions under the three broad heads of temporary allowances, disability pensions, and family pensions and children's allowances. Certain normal rates of relief are provided for ordinary cases, but the scale is raised for war injuries sustained by civil defence volunteers or by persons engaged in any employment specified by the Government.

Temporary allowances. The rate of temporary allowances, which are payable for a period of not more than six months, is 13½ rupees a month for an adult male, the "higher scale" being 18 rupees a month.

Disability pensions. For a 100 per cent. disability, relief is payable at 13½ rupees a month for an adult male (18 rupees being the higher scale), and the rate is reduced where disability is not total. Thus in the case of a 50 per cent. disability

¹ Act No. XXIII of 1943 (*Gazette of India*, 11 Sept. 1943, Part IV); for the text of the Act, see I.L.O.: *Legislative Series*, Ind. 2.

² For an account of the provisions of this Act, see I.L.O., Studies and Reports, Series A, No. 41: *Industrial Labour in India* (Geneva, 1938), pp. 104-108; for the text of the Act and of subsequent amendments, see *Legislative Series*, 1923, Ind. 1; 1926, Ind. 3; 1937, Ind. 4; 1938, Ind. 2; and 1939, Ind. 2A and 2B.

³ Notification No. L-W.I.S. 828 (*Gazette of India*, 20 Nov. 1943, No. 47, Part I).

⁴ Notification No. L-W.I.S. 828 (1) (*idem*, 18 Dec. 1943, No. 51, Part I).

⁵ Ordinance No. VII of 1941 (*Gazette of India Extraordinary*, 25 July 1941) as amended by Ordinances Nos. I and XXXIX of 1942 (*Gazette of India Extraordinary*, 1 Jan. 1942 and *Punjab Government Gazette*, 14 Aug. 1942, No. 33, Part IV).

the normal pension will be half of that payable in the case of total disability. When disablement is not more than 50 per cent., provision is made for the commutation of the allowance to a lump sum payment at 70 times the monthly payment.

Family pensions and children's allowances. The family pension is intended for the maintenance of the family as a whole and not only for the person who is actually eligible to draw it. The eligible member will be entitled to draw for his life a family pension of 8 rupees a month. The eligible members are, in order of priority, widow, father, mother, legitimate son and legitimate daughter. In addition, children's allowances are payable at the rate of 2 rupees a month for female children under 16 years, unless married earlier, and male children under 15 years. The children's allowances will be continued in case the child is physically or mentally unable to support himself or herself. Family pensions will not be payable if death occurs more than seven years after the injury is caused.

Other provisions. The normal rates of allowances and pensions for a woman are 80 per cent. of those for adult males, and for a person under the age of 18 years, 75 per cent. of the pension otherwise admissible. The pension of a person while under treatment in a hospital will be reduced by 20 per cent.

Certain safeguards and restrictions laid down in the scheme provide that relief will generally be limited to the amount normally earned by the injured person before he sustained the injury. Family pensions and children's allowances together are limited to the amount which the deceased might have drawn had he qualified for a disability pension assessed on 100 per cent.

The same person is not eligible to draw two payments under the scheme. If a person is eligible to draw a special pension or allowance from public funds, he will be eligible to draw only the excess, if any, of any pension or allowance to which he may be entitled under the scheme. A civil defence volunteer is debarred completely from relief in case of desertion of post. Persons unreasonably refusing to undergo medical treatment or operation will generally be ineligible for relief or the quantum of relief will be suitably reduced.

Payments of pensions and allowances will be made through post offices and will ordinarily be made quarterly and in exceptional cases monthly.

The War Injuries (Compensation Insurance) Act.

Under the War Injuries Ordinance, whatever liability an employer may have had under the Workmen's Compensation Act, 1923, in respect of war injuries or war service injuries was removed. The War Injuries (Compensation Insurance) Act of 2 September 1943 imposes on industrial employers a special liability to pay compensation in respect of war injuries, for it is broadly true that there is more danger to employees in factories and industrial concerns, which may be targets for enemy attacks, than there is elsewhere.

The provisions of the Act relating to compensation are also binding on the Crown.¹

All employers to whom the Act applies are required to take out a policy of insurance from the Central Government, and the policies will insure the holders until the termination of the present hostilities or until the date they cease to be employers, should this happen earlier.

The provisions for compulsory insurance are not binding on the Crown, nor will they bind any federal railway unless the Central Government orders otherwise by notification in the official Gazette.

The insurance is undertaken by the State, since few insurance companies would be prepared to cover the risks, although in a few cases insurance in this matter had been effected. It may be recalled that the Central Government has undertaken similar insurance under the War Risks (Goods) and (Factories) Insurance Schemes.

The principle of compulsory insurance of employers' liabilities was not embodied in any similar legislation before the war.

Scope of the Act. The Act applies to the following categories of workers: workers employed in any employment or class of employment to which the

¹ By Notification No. L-W.I.S. 828 (5) of the Department of Labour, dated 16 Dec. 1943, the Central Government specified that the Act would be applicable to all employment under the Crown (*Gazette of India*, 18 Dec. 1943, No. 51, Part I).

Essential Services (Maintenance) Ordinance, 1941¹, has been declared to apply, whether such declaration is or is not subsequently revoked; workers employed in any factory as defined in the Factories Act²; workers employed in any mine within the meaning of the Mines Act³; workers employed in any major port; workers employed on any estate which is maintained for the purpose of growing cinchona, coffee, rubber, or tea, and on which on any one day in the preceding twelve months 25 or more persons had been employed as workmen; and workers employed in any employment specified in this behalf by the Central Government by notification in the official Gazette.

The term "workman" in the present Act has not the restricted meaning it has under other legislative provisions such as the Factories Act, but covers all employees eligible to receive compensation under the Act.

Application to Indian States. If an Indian State makes provisions substantially corresponding to the provisions of the Act, the Central Government is empowered by the Act to declare, by notification in the official Gazette, that the relevant provisions shall apply to that State. On the application of those provisions, the scheme made by the Act shall extend to the undertaking by the Central Government in respect of employers in that State of the same liability, in the same manner, to the same extent, and subject to the same conditions as if such employers were in British India.

Amount of compensation. The amount of compensation provided for in the Act is approximately such as would bring the amount of relief paid by the Government under the War Injuries Scheme up to the appropriate level of compensation that would be payable should the Workmen's Compensation Act be applicable to war injuries. This would mean, in effect, a payment, in addition to that under the War Injuries Scheme, to workers whose earnings are over 24 rupees a month. A schedule is attached to the text of the Act specifying the percentage of disability corresponding to different kinds of injuries. In the case of an injury not specified in the schedule, the assessment of the degree of disability will be made by a competent medical authority.

Insurance liability. Insurance business in respect of liabilities for insurance under the Act is prohibited otherwise than by agents authorised by the Central Government. The Central Government will, however, utilise the machinery of the existing insurance companies for the purpose of the insurance business under the Act. The agents appointed by the Central Government will collect the premiums from various employers on behalf of the Central Government.

In the scheme introduced by the Act, the total amount of premium will be fixed finally after the termination of the hostilities. It will be assessed as a percentage of the total wages bill of an employer during four complete quarters immediately preceding the termination of hostilities.

Advance payment against this final total premium will, however, be recovered from employers. Such payments will be periodic but may not be more frequent than once in each quarter. The first payment may not exceed four annas per 100 rupees of the wages bill for the period by reference to which the amount of the payment is fixed. There is a further and important limitation on the rate of subsequent periodic payments which is designed to ensure that unnecessarily large balances will not be built up by recovering advance payments from the employers.

In order not to prejudice the payment of claims, if the amount of the insurance fund is not sufficient at any time, the Central Government is required to pay into the fund as an advance out of general revenues such amount as it considers necessary.

Liability of principals and contractors. The Act provides that the liabilities of a contractor, whether he lends or lets on hire the services of workers or executes any work for a principal employer, shall not be transferred to the principal employer. The principal employer will only be required to furnish the necessary information regarding the terms of his arrangement or contract with the con-

¹ Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 483; for the text of the Ordinance, see *Legislative Series*, 1942, Ind. 2.

² Cf. *Industrial Labour in India*, op. cit., pp. 73-79; for the text of the Act and amendments, see *Legislative Series*, 1934, Ind. 2; 1936, Ind. 3; and 1940, Ind. 1.

³ Cf. *Industrial Labour in India*, op. cit., pp. 80-87; for the text of the Act and amendments, see *Legislative Series*, 1923, Ind. 3; 1928, Ind. 1; 1935, Ind. 3; 1936, Ind. 2; and 1937, Ind. 6.

tractor. In this respect, the Act makes a departure from the provisions of the Workmen's Compensation Act. The latter Act imposes on the employer, by virtue of the definition of an "employer", liabilities in respect of workers whose services are lent or let on hire to him. That Act also imposes on the principal employer himself the primary liability for payment of compensation in respect of the contractor's workers, giving him, however, the right to indemnify himself from the contractor who executes any work for the principal.

The War Injuries (Compensation Insurance) Act does not impose on the principal employer any liability to pay compensation in respect of workers employed by contractors.

The Act further provides, for the sake of convenience of administration, that it shall not be necessary for the contractor to insure against the liabilities imposed by the Act where the contract or arrangement is for a term less than a month. But even though the worker may be employed only for a short term, the interests of the worker who sustains injuries or, in the event of his death, those of his dependants, are preserved. Compensation in this case will be payable directly out of the insurance fund, although no insurance of the liability of the employer is necessary in this respect.

The Insurance Fund. The War Injuries (Compensation Insurance) Fund will consist of all sums received by way of insurance premiums or by way of premiums made on compositions of offences or by way of expenses or compensation awarded by the courts out of any fines imposed under the Act or by way of penalties imposed under the scheme. Compensation to workers, remuneration or expenses of agents employed for the insurance scheme, and the cost of the administration of the scheme will be paid out of the fund. The fund cannot be utilised to pay compensation to workers employed by the Crown, since the Crown is not required to pay insurance premiums in respect of such workers.

It may be noted that the Act provides that when all payments which have to be made out of the fund have been defrayed, any balance which remains in the fund is to be utilised and administered by the Central Government for the benefit of the workers. During the passage of the Bill objection was taken to this provision on the ground that it is wrong to utilise amounts collected for a specific purpose for any other purposes. It was pointed out in the defence of the Bill that although such diversion of funds would be objectionable if carried out by the executive, there could be no objection to the legislature itself providing for the utilisation of unspent balances in any manner it thought fit. Since periodic payments of premiums after the first cannot be such as to raise the amount in the fund beyond 1,500,000 rupees, the unspent balances at the end cannot be very large. The Central Government is required under the Act to publish every six months an account of all sums received into and paid out of the fund.

Administration of the Act. Compensation under the Act will be payable only in respect of war injuries for which provision for basic relief is already made in the War Injuries Scheme. As every case of compensation under the Act must already have been a case of relief under the War Injuries Scheme, the work of assessment of claims can most easily be done by the claims officers under the War Injuries Scheme. The War Injuries (Compensation Insurance) Scheme will therefore provide that the same claims officer as would make decisions under the War Injuries Scheme shall decide applications for compensation under the present Act. The scheme will also specify the conditions or circumstances under which the compensation payable under the Act may be withheld, cancelled, reduced, or reviewed if the award under the War Injuries Scheme is withheld, cancelled, reduced, or reviewed, the appropriate authorities under both schemes being the same. Thus the same machinery as administers the War Injuries Scheme will be utilised for the purpose of the War Injuries (Compensation Insurance) Scheme and this will make for simplicity of administration. As regards payment of compensation, it is proposed to make payments through some Government machinery.

The Act gives the Central Government power to prescribe by rules the principles to be followed in ascertaining the total wages bill of employers "including provisions for the exclusion therefrom of certain elements" included in the definition of wages. The definition of wages follows the definition in the Workmen's Compensation Act, and this will govern the amount of compensation which would be payable. Wages under the Workmen's Compensation Act include, *inter alia*, any privilege or benefit which is capable of being estimated in money, with certain

exceptions. The calculation of premiums on a wages bill with reference to this wide definition of wages would be a difficult matter. It will be possible under the present Act, however, to exclude certain categories of wages and simplify the calculation of premiums. This will, of course, not affect the amount of compensation payable in respect of the worker concerned.¹

TRAINING OF PERSONNEL FOR PUBLIC HEALTH SERVICES IN CHINA

The following information regarding the current arrangements for the training of personnel for public health services in China has recently been received at the International Labour Office.

Training in China.

The Kweiyang Public Health Personnel Training Institute was established in September 1941 under the National Health Administration of the Chinese Government. During the year November 1941 to October 1942, 150 trainees were enrolled for courses of training as public health officers, nurses, midwives, laboratory inspectors, and sanitary overseers and inspectors.

The Northwest Public Health Personnel Training Institute was organised in 1941 under the auspices of the Office of the Health Commissioner for the Northwest with a total number of 110 trainees.

The provincial health administrations in Kiangsi, Szechuen, Shensi, Fukien, Kwangsi, Hunan, Kweichow, and Yunnan have made their own arrangements for the training of junior and auxiliary public health personnel, and the *hsien* (district) health centres provide facilities for the training of public health social workers.

The National Institute of Public Health, which was formed in April 1941 under the National Health Administration by the reorganisation and amalgamation of the Central Field Health Station and the Public Health Personnel Institute, is responsible for research and demonstration work, the supervision of local training centres, and the determination of training policy. The Institute has established training courses for sanitary inspectors and overseers with a total of 152 trainees. A course for sanitary engineers and refresher courses for sanitary inspectors and overseers have been instituted, and early in 1943 it was proposed to institute courses for health officers, pharmacists and nurses.

Training in the United States and in India.

Since the establishment of the Ministry of Health in 1928, a number of fellowships for Chinese public health officers for advanced training abroad have been made available by the Rockefeller Foundation. The arrangements have been interrupted during the present emergency, but since 1940 five such officers have been sent to the United States for training for public health administration, maternity and child welfare, nursing and sanitary engineering. In addition, by arrangement with the Government of India, 15 officers were sent to that country in 1942 for training in the treatment of malaria, and subsequently, several other officers were sent to attend courses on measures for the prevention of bubonic plague.²

TEMPORARY INCREASES IN WORKMEN'S COMPENSATION IN GREAT BRITAIN

The British Workmen's Compensation (Temporary Increases) Act, 1943, which came into operation on 29 November 1943 and is to continue in force until 31 December 1946, provides increases in the supplementary allowances hitherto payable in accordance with the Workmen's Compensation (Supplementary Allowances) Act, 1940³, to workers entitled to weekly payments as compensation

¹ *Indian Labour Gazette*, Vol. I, No. 3, Sept. 1943. Communication to the I.L.O.

² Communication to the I.L.O.

³ Cf. *International Labour Review*, Vol. XLII, Nos. 4-5, Oct.-Nov. 1940, p. 272.

under the Workmen's Compensation Act, 1925, as amended, and also in the compensation payable under that Act to a worker's surviving dependants. The increased allowances are granted as from 29 November 1943 in respect of cases which have occurred since 1 January 1924 and for which weekly compensation is still payable.

Cases of Total Incapacity.

In cases of total incapacity, the 5s. supplementary allowance payable to persons of either sex is increased to 10s. in respect of each week of continued total incapacity after the first 13 weeks. Moreover, a married man is now entitled in respect of his wife, provided she was married to him at the time of the accident, to an allowance of 5s. a week for the first 13 weeks of total incapacity and of 10s. for each subsequent week. Thus, as the maximum weekly compensation under the Workmen's Compensation Act, 1925, as amended, is 30s., the total weekly payment to which a married man is entitled, including the foregoing supplementary allowances, but excluding allowances in respect of children, is 40s. for the first 13 weeks of total disability and 50s. for each week thereafter. This weekly payment, however, is not to exceed $\frac{2}{3}$ of the pre-accident average weekly earnings of the worker, unless such limitation would reduce the amount payable before the Act was passed.

Allowances of 5s. a week are now payable to male workers in respect of each child under 15 years, in place of the allowances previously payable of 4s. a week for each of the first two children and 3s. a week for each additional child. The Act also provides for the continued payment of such an allowance in respect of a child who is receiving full-time instruction in school until the 31 July following his sixteenth birthday.

The compensation and supplementary allowances, including those in respect of children, payable weekly in the case of total incapacity are not to exceed $\frac{7}{8}$ of the worker's average pre-accident weekly earnings, on which the compensation is based.

Cases of Partial Incapacity.

In cases of partial incapacity the supplementary allowances payable bear the same relation to those granted in cases of total incapacity as the weekly payment under the Workmen's Compensation Act, 1925, as amended, bears to the weekly allowance which would be payable under it in case of total incapacity. The aggregate weekly payments, not including children's allowances, are limited in cases of partial incapacity to $\frac{2}{3}$ of the difference between the worker's pre-accident earnings, on which the compensation is based, and the average weekly amount which he earns or is able to earn in some suitable employment or business after the accident. This limit is not imposed if it would reduce the amount payable before the Act was passed. The compensation and supplementary allowances, including those in respect of children, are not to exceed $\frac{7}{8}$ of the difference between pre-accident and post-accident earnings.

Compensation to Surviving Dependants.

The minimum lump sum compensation payable to dependants wholly dependent on the earnings of a worker who dies as the result of an employment injury is increased from £200 to £300, and the maximum from £300 to £400. Where there are dependent children as well as an adult dependant, the aggregate maximum payable is increased from £600 to £700.¹

COMPULSORY SICKNESS INSURANCE FOR SWISS MINERS

An Order of the Swiss Federal Council of 16 July 1943 dealing with employment in mines¹ includes a provision to the effect that the workers covered by the Order must be insured against sickness, in the manner to be prescribed by subsequent regulations. On

¹ Ministry of Labour Gazette, Nov. 1943.

² Recueil des lois fédérales, No. 31, 16 July 1943, p. 567.

30 July 1943 the Federal Department of Economic Affairs accordingly issued an Order concerning compulsory sickness insurance for miners, which came into force on 5 August 1943.

Under this scheme, miners are entitled to medical and pharmaceutical care for 360 days in a consecutive period of 540 days. A daily allowance is also payable in cases of incapacity, of not less than 4 francs for a single person and 5 francs for a married person, for 360 days in a consecutive period of 540 days. In cases of tuberculosis, the special tuberculosis insurance benefits introduced in 1931 are due.

If a mine worker is not insured in an approved sickness fund providing these benefits, he must join such a fund within two weeks. Should he fail to do so, his employer must insure him or, if the coverage provided by the fund meets only part of the requirements of the regulations, his employer must supplement his insurance. In either case, the employer must entrust the administration of such compulsory insurance to a recognised sickness fund by means of a group insurance policy, approved by the Federal Social Insurance Office. The premiums are to be divided between the employer and his workers, the former paying at least half. Where the miner has himself entered into insurance, his employer pays such part of the contribution as corresponds to the amount he would have had to pay for him under the group insurance arrangement. Both the employer's and the miner's contributions are paid to the sickness fund through the agency of the employer.

The Federal Mines Inspectorate is responsible for enforcing the regulations.¹

LIVING CONDITIONS

AUSTRALIAN POST-WAR HOUSING PLANS

INTERIM REPORT BY THE COMMONWEALTH HOUSING COMMISSION

The Commonwealth Housing Commission, appointed in Australia on 19 April 1943², presented on 21 October 1943 its first interim report, in which it recommended immediate and long-term housing programmes to overcome Australia's acute housing shortage (estimated to exceed 300,000 dwellings by 1945). The report, which is intended as a basis for preliminary discussion and for the drafting of legislation, emphasises that "a dwelling of a good standard and equipment is not only the need but the right of every citizen" and should not depend upon his economic position or the policy of the particular State in which he resides. It advocates Commonwealth financial assistance in the housing programme, recommends that in certain circumstances the Commonwealth Government should subsidise housing erected by approved Government authorities, and proposes a system of rent rebates for the very low income groups.

Since the publication of the report, the Commonwealth Cabinet has agreed to the principle of Commonwealth financial assistance and has approved a recommendation to build 50,000 houses in the first post-war year.

¹ *Idem*, No. 33, 5 Aug. 1943, p. 613.

² *Cf. International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 629.

Regional and Town Planning.

Regional and town planning is urged by the Commission, which recommends the establishment of a Commonwealth Planning Authority to formulate a national plan "to control, co-ordinate, and direct national development arising, *inter alia*, from regional and town planning". Pending the formation of such a Planning Authority, the report recommends that the approval of State authorities should be secured to enable the Ministry of Post-War Reconstruction to assist local government authorities to prepare plans for their towns. The Commission also proposes the establishment of a permanent Commonwealth Housing Authority, to be incorporated as an integral part of the Commonwealth Planning Authority. The Housing Authority would determine and control the policy to be carried out by the State housing authorities, render financial assistance to them, and co-ordinate all housing activities of the various States.

Government Participation.

The Commission holds that Government action is necessary in the field of housing because Government enterprise is able to offer more liberal terms and conditions of housing than private enterprise; even before the war, when costs were low, private enterprise did not, and in the future, when costs may be even higher than at present, it probably will not, provide adequate housing for the low income groups with whom the report is primarily concerned. The Commission considers that private enterprise is not equipped to carry out a housing programme of the magnitude contemplated, nor is it so likely to bring about a reduction in building costs through mass production methods or bulk purchases as Government enterprise would be.

In particular, it is the Commonwealth Government's duty to participate actively in Government housing, because of the need to co-ordinate housing policy within each State, and also to co-ordinate the activities of the different States; because the Commonwealth Government has control of building resources; because housing is related to employment, industrial development, and trade, which are at present largely controlled by the Commonwealth; and because it is responsible for the repatriation of defence personnel and for merging them into post-war civilian life. Furthermore, the Commonwealth's financial resources are greater than those of the States, whose failure to deal comprehensively and adequately with the housing problem has been mainly due to financial reasons.

Three Housing Programmes.

The Commission recommends the Commonwealth Government to sponsor three housing programmes for three successive periods. The first of these programmes would be an Immediate Relief Programme, which is imperative to lessen the present housing crisis; this programme would begin as soon as war conditions permit, and its size would depend upon the resources which could be made available. In this connection the Housing Commission urges the cessation of the Commonwealth Government's present policy of building temporary wartime cottages in areas which are permanent or are likely to progress. A similar procedure has been recommended by the Commonwealth War Workers' Housing Trust.¹ In this programme the Government would finance one half of the dwelling units to be erected, which would include a large number of buildings for rental together with a limited number for ownership.

The second programme, an Immediate Post-War Programme, would involve large-scale housing. In the absence of a housing survey it is difficult to estimate the size of this programme, and the Commission accordingly recommends that a detailed housing survey should be begun not later than a year after the cessation of hostilities. It considers the estimate that by 1945 there will be a shortage of 250,000-300,000 dwellings too low. Assuming that building preparations can be made, however, it recommends a target of 50,000 dwellings completed or under construction by the end of the first post-war year. In this period the erection of new buildings should take precedence over the replacement of sub-standard dwellings, but work preparatory to slum clearance should be undertaken. The Government should finance three fifths of the buildings, which in this period should be divided equitably between those for rental and those for ownership.

¹ Cf. *The Age* (Melbourne), 2 Dec. 1943. The Commonwealth War Workers' Housing Trust was established to investigate housing facilities and related matters for war workers, to determine necessary facilities, and so far as possible to secure those facilities. It is empowered to make financial advances to agencies undertaking to secure the provision of such facilities.

Finally, in order to prevent a recurrence of the present appalling housing conditions, the Commission proposes a Long-Term Programme and a Permanent Housing Plan with the object of overcoming the shortage of housing and eliminating substandard dwellings within ten years of the cessation of hostilities, and then gradually tapering off the programme until it covers only the normal increase in demand and the replacement of obsolete dwellings. To accomplish these purposes it will be necessary to increase the housing programme to 80,000 units yearly within three years after the end of the war. Of these, 40,000 should be financed by the Government. In this programme, as in the second programme, there should be an equitable division between houses for rental and houses for private ownership.

In the opinion of the Commission, for a period after the war Government controls should be continued over investment, manpower, uses and prices of building materials, land values and rents¹, and also over the issue of building permits, for which there should be a system of priorities. The number of dwelling units to be allotted to each State should initially be proportionate to the pre-war population of each State but later a reallocation would be made, following State estimates of housing needs.

Selection of Occupants.

It is suggested that in selecting occupants for Government-sponsored dwellings there should be no income limits. In a tentative recommendation the Commission suggests that discharged service personnel should receive a certain percentage of available dwellings, and that preference should then be given first to people who are inadequately or unhygienically housed and secondly to those with low incomes. In all cases special consideration should be given to those with large families.

Subsidies.

The Commission holds that the basic wage earner² should not have to pay more than one sixth of his income for the rental of his home, or more than one fifth for home purchase based on a period of 25 years. On this basis and considering the high cost of building, the Commission maintains that subsidies will be necessary to house the low income groups adequately. Accordingly, it recommends that where the cost of building is beyond the capacity of the low wage earner, the Government should subsidise all housing by approved Government authorities, provided that such housing is of not less than minimum standard and does not exceed a maximum cost. The Commission feels that the payment of a subsidy related to building costs may induce a reduction in costs to a point where subsidies will no longer be necessary. In the case of houses built for rental, it is recommended that tenants with sub-economic incomes, *i.e.*, those receiving less than the basic wage, notably old-age pensioners, should be subsidised by the Commonwealth Government under a system of rent rebates, to which the States may eventually contribute a portion. Here again, large families will be given special consideration. It is further recommended that the Commonwealth Government should contribute towards the cost of communal facilities. In line with these recommendations, it is recommended that the Commonwealth Government should grant subsidies to all Government housing authorities for the above purposes.

The Commission's investigations revealed the need for the decentralisation of housing administration. To give effect to this finding and as a condition of receiving any subsidies or other financial assistance from the Commonwealth Government, it is recommended that the State Governments should be requested to enact legislation setting up housing authorities with powers to take all measures necessary to execute a comprehensive housing programme.

¹ Cf. *International Labour Review*, Vol. XLVI, No. 1, July 1942, pp. 95-99. At the present time rents in Australia are controlled under the Landlord and Tenant Regulations which operate in New South Wales, Tasmania, Northern Territory, and Australian Capital Territory, where the rents of prescribed premises are pegged at the 31 Aug. 1939 level, and in Victoria and Queensland, where rents are pegged at the 31 Dec. 1940 level. South Australia and Western Australia have local legislation covering rent control, and rents are set at the 1 Sept. 1939 and 31 Aug. 1939 levels respectively. Special sections of the Commonwealth National Security Regulations give additional protection to members of the forces and their dependants and to war workers.

² For an account of Australian systems of wage regulation, including the basic wage, see I.L.O.: *Studies and Reports, Series D, No. 22: The Minimum Wage. An International Survey* (Geneva, 1939), pp. 5-49.

Training of Technicians and Skilled Workers.

The Housing Commission recommends the immediate establishment of a building research station. It also emphasises the paramount importance of the need for training skilled building tradesmen, and suggests that any training programme proposed should not overlook the need for building tradesmen to be available in the country centres, for if the programme is devised only for the capital cities the Commission feels that towns and country areas may be almost without them. To overcome the lack of trained technicians for national, regional, and town planning, the Commission considers that universities and senior technical schools should make every effort to train additional architectural and engineering staff and extend their facilities to incorporate instruction on regional and town planning. It also feels that efforts should be made by the Commonwealth Government to arrange for the exchange of trained technicians with Great Britain and the United States. As many technicians will want to travel overseas after the war in order to obtain experience or take advantage of greater opportunities, and as the contemplated housing programme will demand the services of all available technicians, the Commission suggests that action should be considered to keep in Australia all technical manpower for a period after the war.¹

GOVERNMENT APPROVAL OF AN IMMEDIATE POST-WAR
HOUSING PROGRAMME

On 7 December 1943 the Commonwealth Cabinet approved the Immediate Post-War Housing Programme to build 50,000 homes in the first post-war year, of which 30,000 would be Government-sponsored dwellings for low income families and the rest would be built by Government and non-Government agencies with Federal assistance where necessary.

The Prime Minister said the housing programme would be reviewed annually in the light of available building materials and labour until the shortage had been overcome. The Cabinet also agreed to the immediate establishment of an experimental building station and approved the principle of Commonwealth assistance.

In line with the recommendations for an Immediate Housing Programme, the Premier of Victoria said that he wanted to undertake a State housing programme without delay and that he was attempting to get the necessary manpower and materials released for that purpose.²

WORKERS' ORGANISATIONS

THE TRADE UNION MOVEMENT IN MEDITERRANEAN COUNTRIES

EGYPT, NORTH AFRICA AND ITALY

Mr. Omer Becu, who is the representative in New York of the International Transport Workers' Federation and a workers' member of the Joint Maritime Commission of the International Labour Office has recently returned from a trip to the Middle East, North Africa, and Italy, where he went to establish contact with the trade unions.

¹ MINISTRY OF POST-WAR RECONSTRUCTION, COMMONWEALTH HOUSING COMMISSION: *First Interim Report, dated 21st October 1943* (Canberra, Commonwealth Government Printer, 1943).

² *The Age* (Melbourne), 8 Dec. 1943.

In a report issued after his return to London, Mr. Becu notes that in Egypt an Act of 6 September 1942 authorised the setting up of trade unions.¹ At present more than 100,000 workers are organised, and in Cairo, Alexandria, and Port Said organisation is particularly well developed among transport workers. The Egyptian railwaymen are organised in 14 societies which act as bargaining agencies.

The prospects of the trade union movement in North Africa are favourable. In Algiers, where the French General Confederation of Labour and the French Transport Workers have established their headquarters, the organised transport workers (seamen and railwaymen) number 25,000; the total number of organised workers exceeds 50,000.

Mr. Becu writes that the situation in Italy is also encouraging. As early as January 1944 two trade union conferences were held at Bari.

The first Congress of Free Italian Railwaymen met on 9 January 1944, and among the speakers was a representative of the International Transport Workers' Federation who had been sent from headquarters in London for the purpose of helping to re-establish the Italian railwaymen's union. The Congress called for trade unions entirely independent of the State or of any political party, for voluntary membership, and for the transfer to the new free union of all funds confiscated from the dissolved fascist railwaymen's organisation. Further, it demanded the elimination of all fascist elements from the railway administration and the reinstatement of all anti-fascists who had been dismissed.

On 29 January 1944 a meeting of *bona fide* trade unionists was held in Bari to discuss the possibility of reconstituting the Italian General Confederation of Labour (*Confederazione Generale del Lavoro*), which ceased to function after the establishment of the Fascist régime.

In Southern Italy *bona fide* trade unions of railwaymen, dockers, utilities workers, and postmen have been constituted, but do not yet enjoy full recognition, whereas in Sicily the unions are formally recognised and functioning as bargaining agents.

Mr. Becu terminates his report as follows:

Those who have been doubtful, during the last years, about the spirit of the workers in occupied Europe, will be convinced by this picture from Italy that the trade unions will rise again and that neither ruthless persecution nor spiritual enslavement have been able to destroy the progressive principles and the trade union spirit of the working class in Europe. The educational work of the pre-fascist national labour movement and the clever and daring propaganda of the international trade unions from the outside have borne useful results. European trade unions will do their utmost to overcome the chaos, both political and economic, as soon as they are given the opportunity to work. They will use their influence and strength to free the world from all kinds of reaction. European labour is determined not to lose the peace.²

TRADE UNION MEMBERSHIP IN INDIA

The total membership of the trade unions registered in India under the Trade Unions Act, 1926, rose from 511,138 in 1939-40³ to 513,832 in 1940-41.⁴ The number of women members in 1940-41 was 16,977, as against 18,612 in the previous year.

The number of registered trade unions rose from 667 (revised figure) in 1939-40 to 711 in 1940-41, and of those submitting returns from 450 to 483. The total income and the closing balance of the unions increased from 1,121,797 and 739,937 rupees respectively in 1939-40 to 1,212,927 and 786,120 rupees in 1940-41.

Of the 483 unions submitting returns in 1940-41, 33 were unions whose objects were not confined to a single province and the remainder were distributed over the different provinces. The industrial distribution of the unions is shown in the table overleaf.

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 216; I.L.O.: *Legislative Series*, 1942, Egypt 1.

² INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report* (New York), 8 Feb. 1944.

³ Cf. *International Labour Review*, Vol. XLVI, No. 2, Aug. 1942, p. 226.

⁴ *Indian Labour Gazette*, Vol. I, No. 3, Sept. 1943. Communication to the I.L.O.

NUMBER AND MEMBERSHIP OF REGISTERED TRADE UNIONS FROM
WHICH RETURNS WERE RECEIVED, BY INDUSTRY, IN 1939-40
AND 1940-41

Industry	1939-40		1940-41	
	No.	Membership	No.	Membership
Railways, including other transport (with the exception of tramways) and railway workshops	86	179,381	99	171,572
Tramways	7	6,080	5	5,669
Textiles	85	136,931	87	154,867
Printing presses	32	11,890	27	8,450
Municipal	37	19,546	33	23,037
Seamen	8	52,742	9	20,036
Docks and port trusts	23	23,465	21	25,036
Engineering	20	6,768	28	9,547
Miscellaneous	152	74,335	174	95,618
Total	450	511,138	483	513,832

WOMEN IN THE BRITISH TRADE UNIONS

The expansion of the demand for womanpower has had an important bearing on the female membership of the British trade unions. Among recent developments may be noted that four of the most important unions have agreed to aim at the organisation of the women in their trades on a 100 per cent. basis. Further, following the first national conference of women shop stewards in the Amalgamated Engineering Union, previously reported in these pages¹, a national delegate conference of women workers of the Transport and General Workers' Union met in London in October 1943. At this conference, the Acting General Secretary of the Union stated that, "whilst being opposed to the segregation of the women membership from the male membership, the General Executive Council was prepared, as a general principle, to give sanction from time to time for special conferences in given areas or districts, where justified by the local circumstances".

Recent Developments.

A few figures will show the trend of female membership in the trade unions. According to the statistics compiled by the Ministry of Labour and National Service, it was estimated that there were approximately 973,000 female members in the trade unions and trade union federations at the end of 1939; by the end of 1942, 695,000 additional members had entered the unions, raising the total female membership to 1,668,000.²

To prevent undue overlapping and competition, four of the largest trade unions concerned with the organisation of women in the engineering and metal industries—the Amalgamated Engineering Union, the Transport and General Workers' Union, the National Union of General and Municipal Workers, and the Iron and Steel Trades Confederation—entered during the summer of 1943 into an agreement pledging themselves to assist each other in getting 100 per cent.

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 3, Sept. 1943, p. 399.

² *Ministry of Labour Gazette*, Nov. 1943, p. 152.

organisation of women employed in establishments where they are jointly concerned, and regulating the relations of the four unions in this connection.¹ At the National Delegate Conference of Women Members of the Transport and General Workers' Union, a resolution carried unanimously called on group secretaries and committees in all areas to approach the other unions concerned without delay so that similar campaigns could be launched jointly.

First National Delegate Conference of Women Members of the Transport and General Workers' Union.

At the first National Delegate Conference of Women Members of the Transport and General Workers' Union of Great Britain, which was held in London on 7 and 8 October 1943, 300 delegates representing 300,000 women members employed in the industry—seven times as many as before the war—expressed the women's point of view on present and post-war social and economic problems with reference to the position of women in industry.

The Conference was addressed by Mr. Bevin, former General Secretary of the Union, now Minister of Labour and National Service; he announced that the Government had decided to introduce family allowances, "which will facilitate the Union in determining the rate for the job", and that it intended to present to the House of Commons a scheme for a universal national health service.² In his address to the Conference, the Acting Secretary of the Union, Mr. Arthur Deakin, stressed the point that the Union has always sought to obtain full equality for women: early in the war the rate for the job was established for women employed in the passenger road transport industry; in 1941, the clause of equal pay for equal work was introduced in agreements when women were operating without additional assistance or supervision; the Union was also concerned in removing the difficulties which hamper the acceptance and the implementation of the principle of grading women in the engineering industry. "I am perfectly certain", he said, "that with the technical alterations that have taken place in the workshops, no lasting solution can be found in the engineering industry so far as women are concerned other than on the basis of a grading system." As regards the post-war position of women in industry, he declared that "every opportunity must be provided for the women to choose their own career, with facilities for training and with every care for their physical well-being".

The Conference adopted numerous resolutions covering a wide range of present and post-war problems. It unanimously approved the following demands:

- (1) The full establishment throughout industry of the rate for the job in the case of women carrying out men's work;
- (2) The establishment of such rate of wages for normal women's work as will provide an adequate standard of living without sex discrimination;
- (3) The establishment of the principle of adult status at the age of 18 years where adult work is being carried out.

Women were urged to prepare themselves to participate on the joint production committees, so as to be able "to deal adequately with the many special women's problems in relation to proposals for increase in output and efficiency". Other resolutions dealt with the hours of work and general welfare of women workers in the factory and outside it, and with general economic, social, and political questions such as social security, price control, nationalisation of transport, educational reform, etc.

As regards the post-war position of women in industry, the Conference resolved that the following measures would be essential in order to secure freedom from want and reasonable standards of living and consumption:

- (1) The establishment of single rates of pay for all forms of work, so as finally to end the conception of women as cheap labour;
- (2) No discrimination against women, whether married or single;
- (3) The establishment, before the cessation of hostilities, of standards of social security; at least the equivalent of those outlined in the Beveridge Report;
- (4) The continuance of measures of Government control of production and consumption, and their extension where necessary in order to ensure

¹ *The Times*, 4 Aug. 1943.

² See above, pp. 473-481.

that British industry is devoted first and foremost to the fulfilment of the needs of the people on the principle of production for use rather than for profit.¹

ESTABLISHMENT OF WORKERS' WELFARE CENTRES BY CHINESE TRADE UNIONS WITH ASSISTANCE FROM AMERICAN LABOUR

Two welfare centres for Chinese workers, containing a hostel, a cafeteria, a library, a recreation room, and a hospital and providing various other commodities for small charge, were inaugurated in November 1943 at the industrial towns of Hsiaolungkan and Chengkiangcheng, not far from Chungking. An interesting feature of these centres was that they were established by the Chinese Association of Labour and that a substantial part of the funds required for the purpose was contributed by the American Federation of Labor and the Congress of Industrial Organizations.²

¹ TRANSPORT AND GENERAL WORKERS' UNION: *Minutes and Record of the Proceedings of the National Delegate Conference of Women Members* (London, 1943); *Trade Union World* (London), No. 12, Dec. 1943, p. 14; *The Economist*, 9 Oct. 1943.

² *National Herald* (Chungking), 24 Nov. 1943. Communication to the I.L.O.

STATISTICS

Cost of Living and Food Prices

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

The table shows:

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

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

For further information on the scope and method of these statistics, see the January 1944 issue of the *Review*: "Statistics, Explanatory Notes", pp. 118-127.

EXPLANATION OF SIGNS USED IN THE TABLE

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

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

The sign † signifies: "provisional figures".

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

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

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

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

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES

(Base: 1929 = 100)

Country	AFRICA			AMERICA						
	Egypt	Southern Rhodesia	Union of South Africa	Canada	United States		New-found land	Argentina	Brazil	Chile
					B.L.S. ¹	N.I.C.B. ²				
Town or no. of localities	Cairo	6	9	69	32-51	51-174	St. John's	Buenos Aires	Rio de Janeiro	Santiago
Original base (= 100)	Jan. 1913- July 1914	Aug. 1939	1938	1935- 1939	1935- 1939	1923	Oct. 1938	Oct. 1933	1928- 1929	Mar. 1928
Cost of living										
Composition of the index	a-e	a, b, d ³	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	100	•	100	100	100
1930	98	100	98	99	97	97	•	101	91	99
1931	91	96	94	90	89	87	•	87	88	98
1932	87	92	90	81	80	78	•	78	88	104
1933	83	87	87	78	75	75	•	83	87	130
1934	84	86	89	79	78	79	•	78	94	130
1935	86	85	88	79	80	82	•	91	99	132
1936	86	85	88	81	81	84	•	93	114	144
1937	85	88	91	83	84	88	•	92	123	162
1938	87	90	94	84	82	86	100 ⁴	92	128	169
1939	87	90	94	83	81	84	104 ⁴	93	131	171
1940	95	92	97	82	82	85	—	96	136	193
1941	117	93	102	92	86	89	125 ⁷	98	152	222
1942	156	101	110	96	95	98	140	104	—	279
1943	—	107	—	97	101 ⁸	103	149	—	—	—
1943: Jan.	189	103	114	96	98	101	150	107	—	300
Feb.	194	105	114	96	99	102	148	106	—	305
Mar.	194	106	115	97	100	103	144	112	—	308
April	201	107	116	97	101	104	145	111	—	321
May	—	107	117	97	102	104	145	110	—	329
June	—	107	117	98	102	104	146	108	—	334
July	205	107	117	98	101	103	149	99	—	330
Aug.	208	107	118	98	101	103	149	100	—	333 ^r
Sept.	214	109	118	98	101	103	150	100	—	334
Oct.	—	108	118	98	102	104	149	—	—	337
Nov.	—	109	118	98	101	104	157	—	—	334
Dec.	—	109	—	98	102	104	158	—	—	—
1944: Jan.	—	110	—	98	101 ⁸	104 ¹⁰	—	—	—	—
Food										
Composition of the index	i	i	i	i	i	i	i	i	i	i
1929	100	100	100	100	100	•	•	100	100	100
1930	94	95	96	98	95	•	•	102	88	96
1931	85	89	91	77	78	•	•	89	84	87
1932	79	87	83	64	65	•	•	73	90	97
1933	72	84	86	63	63	•	•	81	98	124
1934	80	83	90	69	71	•	•	73	98	125
1935	84	82	88	70	76	•	•	81	102	130
1936	80	81	88	73	76	•	•	94	115	144
1937	79	83	89	77	79	•	•	96	128	172
1938	82	85	93	77	74	100 ⁴	•	91	128	180
1939	80	84	93	75	72	109 ⁴	•	92	130	177
1940	84	85	96	78	73	—	•	93	137	206
1941	104	88	103	86	80	138 ⁷	•	96	148	236
1942	135	98	113	95	94	—	•	105	—	308
1943	—	99	—	97	104 ⁸	—	•	—	—	—
1943: Jan.	165	95	118	94	100	—	•	107	—	333
Feb.	174	99	120	95	101	—	•	106	—	342
Mar.	172	101	120	96	104	—	•	115	—	346
April	175	102	121	96	106	—	•	111	—	361
May	—	101	125	97	108	—	•	111	—	375
June	—	100	123	98	107	—	•	106	—	385
July	178	97	123	99	105	—	•	102	—	376
Aug.	183	96	124	99	104	—	•	103	—	371
Sept.	191	99	125	99	104	—	•	105	—	377
Oct.	200	98	124	99	104	—	•	—	—	377
Nov.	—	99	123	98	104	173	•	—	—	370
Dec.	—	100	—	98	103	177	•	—	—	—
1944: Jan.	—	—	—	97	103 ⁹	—	•	—	—	—

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

¹ Including heating and soap. ² Since July 1941: a-e. ³ Up to June 1941: including heating and lighting.⁴ Bureau of Labor Statistics. ⁵ National Industrial Conference Board. ⁶ Oct. ⁷ May and July-Dec. ⁸ Feb.: 101.Feb.: 102. ⁹ Feb. 103.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (cont.)
(Base: 1929 = 100)

559

Country	AMERICA (concl.)							ASIA		
	Colombia	Costa Rica	Cuba	Mexico	Peru	Uruguay	Venezuela	Burma	China	
Town or no. of localities	Bogotá	San José	30	Mexico	Lima	Montevideo	Caracas	Rangoon	Shanghai	Chungking
Original base (=100)	Feb. 1937	1936	July-Dec. 1937	1934	1913	1929	1933	1931	1936	Jan.-June 1937
<i>Cost of living</i>										
Composition of the index	a-e	a-e	*	a-c	a-e	a-e	*	a-e	a-e	a-e
1929	*	*	*	*	100	100	*	*	100	*
1930	*	*	*	*	96	100	*	*	113	*
1931	*	*	*	*	90	100	*	100	109	*
1932	*	*	*	*	86	99	*	98	102	*
1933	*	*	*	*	83	93	*	90	94	*
1934	*	*	*	100	85	93	*	87	95	*
1935	*	*	*	108	86	96	*	89	96	*
1936	*	100	*	114	90	96	*	88	104	*
1937	100	106	*	139	96	98	*	89	124	100
1938	113	107	*	153	97	98	*	88	157	116
1939	118	108	*	155	96	103	*	86	205	192
1940	115	105	*	157	104	108	*	95	445	550
1941	113	108	*	164	112	107	*	105*	859	1840
1942	123	131	*	188	126	110	*	*	2268*	—
1943	143	168†	*	247	137	116	*	*	—	—
1943: Jan.	129	156	*	204	130	112	*	*	—	—
Feb.	134	161	*	213	132	114	*	*	—	—
Mar.	137	165	*	219	133	117	*	*	—	—
April	139	171	*	231	134	117	*	*	—	—
May	143	177	*	248	134	116	*	*	—	—
June	141	179	*	250	137	114	*	*	—	—
July	142	173	*	258	137	114	*	*	—	—
Aug.	144	169	*	263	140	114	*	*	—	—
Sept.	142	167	*	264	140	118	*	*	—	—
Oct.	148	164	*	266	142	121	*	*	—	—
Nov.	154	166	*	270	144	117	*	*	—	—
Dec.	154	168	*	272	144	114	*	*	—	—
1944: Jan.	—	169	*	—	—	—	*	*	—	—
<i>Food</i>										
1929	*	*	*	*	100	100	*	*	100	*
1930	*	*	*	*	99	98	*	*	117	*
1931	*	*	*	*	93	96	*	100	108	*
1932	*	*	*	*	90	97	*	97	97	*
1933	*	*	*	*	87	91	100	87	86	*
1934	*	*	*	100	93	91	91	84	88	*
1935	*	*	*	107	93	96	89	88	90	*
1936	*	100	*	114	99	95	92	87	101	*
1937	100	107	100	137	109	96	94	91	123	100
1938	112	105	100	158	106	92	96	88	140	103
1939	120	103	94	156	100	97	101	86	192	139
1940	114	97	92	154	109	102	97	101	463	479
1941	110	101	100	158	124	102	95	115*	908	2067
1942	122	127	132	179	138	106	105†	*	2374*	—
1943	143	158†	151	230	153	113	—	*	—	—
1943: Jan.	128	156	142	192	143	107	114	*	—	—
Feb.	133	155	142	201	147	109	116	*	—	—
Mar.	137	157	144	206	148	113	112	*	—	—
April	138	164	147	216	149	114	117	*	—	—
May	142	172	148	232	150	111	114	*	—	—
June	141	171	150	233	152	111	114	*	—	—
July	142	164	153	244	153	111	122	*	—	—
Aug.	146r	160	156	242	158	110	129	*	—	—
Sept.	143r	154	158	243	159	118	135	*	—	—
Oct.	152	148	157	245	160	124	—	*	—	—
Nov.	159	149	157	250	160	116	—	*	—	—
Dec.	160	153	155	253	161	110	—	*	—	—
1944: Jan.	—	155	155	—	—	—	—	*	—	—

Composition of the indices: a = Food; b = Fuel and light; c = Clothing; d = Rent; e = Miscellaneous.
† Up to Sept. 1933: excluding heating. * Including soap and coal. † Jan.-Oct. * Jan.-June.

(Base: 1929 = 100)

Country	ASIA (<i>concl.</i>)								
	India		Nether-lands Indies	Indo-China	Iran	Japan		Palestine	
	Bom-bay	Ahmed-abad	Bata-via	Saigon	N.B. ¹	I.C. ²	B.J. ³	O.S. ⁴	J.A. ⁵
	Town or no. of localities				7	24	Tokyo	3	3
Original base (= 100)	July 1933-June 1934	Aug. 1926-July 1927	Jan. 1929	1925	21 Mar. 1936-20 Mar. 1937	July 1937	July 1914	Jan. 1922	Aug. 1939
Cost of living									
Composition of the index	a-e	a-e	a-e	a, d, e	a-e	a-e	a-c, e	a, b, e	a-e
1929	*	100	100	100	*	*	100	100	*
1930	*	90	*	107	*	*	86	89	*
1931	*	77	*	93	*	*	75	80	*
1932	*	78	62 ¹	81	*	*	75	82	*
1933	*	74	*	75	*	*	80	79	*
1934	100	73	*	69	*	*	82	80	*
1935	100	73	52 ¹	69	*	*	84	79	*
1936	101	73	49 ¹	70	100	*	88	84	*
1937	106	78	52	83	115	100	96	88	*
1938	106	73	53	95	131	110	110	80 ⁷ 86 ⁸	*
1939	106	75	53	97	140	121	123	82 87	100
1940	112	81	55	*	155	144	143	99 100	118
1941	122	90	61	*	212	147	145	139 128	141
1942	157	117	—	*	377	154	149	221 202	194
1943: Jan.	203	178	*	—	614	157	151	263 229	215
Feb.	205	170	*	*	710	159	154	261 226	216
Mar.	208	178	*	*	778	160	155	258 222	220
April	225	193	*	*	—	164	158	266 221	228
May	227	204	*	—	—	—	158	272 224	235
June	235	218	*	*	—	—	158	—	233
July	236	216	*	*	—	—	159	—	236
Aug.	—	—	*	—	—	—	159	—	240
Sept.	—	—	*	*	—	—	160	—	239
Oct.	—	—	*	*	—	—	—	—	—
Nov.	—	—	*	—	—	—	—	—	—
Dec.	—	—	*	*	—	—	—	—	—
1944: Jan.	—	—	*	*	—	—	—	—	—
Food									
1929	*	100	100	100	*	*	100	100	*
1930	*	83	*	105	*	*	85	89	*
1931	*	67	*	82	*	*	74	80	*
1932	*	69	46 ¹	68	*	*	78	82	*
1933	*	65	*	62	*	*	79	79	*
1934	100	63	*	54	*	*	81	80	*
1935	103	64	41 ¹	57	*	*	84	79	*
1936	107	63	38 ¹	60	100	*	91	84	*
1937	114	70	42	78	115	100	95	88	*
1938	113	64	44	97	128	110	103	80 ⁷ 86 ⁸	*
1939	114	75	44	97	131	123	117	82 87	100
1940	125	75	46	*	143	153	138	99 100	122
1941	140	81	51	*	215	153	134	139 128	154
1942	180	115	—	*	397	157	136	221 202	238
1943: Jan.	223	178	*	*	707	159	137	263 229	274
Feb.	223	164	*	—	836	164	138	261 226	273
Mar.	225	171	*	*	908	164	138	258 222	277
April	235	184	*	*	—	171	139	266 221	287
May	237	203	*	—	—	—	138	272 224	293
June	253	226	*	*	—	—	138	—	286
July	262	238	*	*	—	—	—	—	290
Aug.	—	—	*	—	—	—	—	—	296
Sept.	—	—	*	*	—	—	—	—	293
Oct.	—	—	*	*	—	—	—	—	—
Nov.	—	—	*	—	—	—	—	—	—
Dec.	—	—	*	*	—	—	—	—	—
1944: Jan.	—	—	*	*	—	—	—	—	—

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

¹ Average calculated for a period of less than one year. ² National Bank. ³ Imperial Cabinet. ⁴ Bank of Japan. ⁵ Office of Statistics. ⁶ Jewish Agency for Palestine. ⁷ New series, based on food, soap and kerosene, linked up with old index, priced in Arab markets. ⁸ New series, based on food, soap and kerosene, linked up with old index, priced in Jewish markets. ⁹ Up to 1937: including heating and lighting.

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES (*cont.*)
(Base: 1929 = 100)

561

Country	EUROPE									
	Germany ¹	Belgium	Bulgaria	Denmark	Spain	Estonia	Finland	France	Gr. Britain & N. Ireland	Greece
Town or no. of localities	72	59	12-67 ²	Whole country	50	Tallinn	36 ⁴	45 dep.	24-509	44 ⁵
Original base (= 100)	1913-1914	1921	1914	1935	June 1936	1913	1935	1930	July 1914	Dec. 1914
<i>Cost of living</i>										
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	*	100	100	*	100	100
1930	96	104	92	96	*	89	92	100	96	87
1931	88	93	80	90	*	86	85	97	90	100
1932	78	84	74	90	*	80	84	91	88	106
1933	77	83	68	92	*	75	82	87	85	114
1934	79	79	64	96	*	74	80	83	86	116
1935	80	80	60	99	*	75	81	78	87	117
1936	81	85	57	101	100	84	81	86	90	121
1937	81	92	58	104	*	89	86	102	94	131
1938	82	94	60	106	*	93	87	117	95	130
1939	82	93	62 ⁶	109	154 ³	95	90	—	96	130
1940	84	—	69	135	178	*	107	—	113	142 ⁷
1941	86	—	83	157	232	*	126	—	121	—
1942	89 [†]	—	110	163	247	*	149	—	122	—
1943	—	—	—	166	246	*	—	—	121 [†]	—
1943: Jan.	89	—	126	*	245	*	163	*	121	—
Feb.	89	—	133	*	244	*	163	—	121	—
Mar.	89	—	136	166	245	*	164	*	121	—
April	90	—	135	*	245	*	165	*	121	—
May	90	—	134	*	243	*	165	—	121	—
June	91	—	139	164	244	*	166	*	122	—
July	92	—	145	*	243	*	166	*	121	—
Aug.	92	—	139	*	243	*	169	—	121	—
Sept.	90	—	—	166	247	*	173	*	121	—
Oct.	98	—	—	*	249	*	174	*	121	—
Nov.	—	—	—	*	251	*	174	—	121	—
Dec.	90	—	—	166	251	*	174	*	121	—
1944: Jan.	—	—	—	*	—	*	—	*	—	—
<i>Food</i>										
1929	100	100	100	100	*	100	100	*	100	100
1930	94	96	82	92	*	82	86	100	94	87
1931	84	81	64	79	*	71	77	97	85	100
1932	74	69	59	76	*	64	80	89	82	108
1933	73	69	56	79	*	61	80	84	78	118
1934	76	65	56	85	*	60	78	79	79	120
1935	77	67	55	91	*	62	81	72	81	122
1936	79	73	56	92	100	71	80	82	84	129
1937	79	80	59	95	*	76	87	99	90	141
1938	78	82	63	98	*	80	88	113	91	138
1939	79	80	65 ⁶	100	178 ³	82	91	—	92	137
1940	83	—	73	122	215	*	112	—	107	154 ⁷
1941	83	—	92	148	300	*	131	—	109	—
1942	85 [†]	—	—	153	318	*	153 [†]	—	105	—
1943	—	—	—	152	—	*	—	—	108	—
1943: Jan.	84	—	156	*	311	*	169	*	106	—
Feb.	85	—	169	*	309	*	169	—	107	—
Mar.	85	—	173	153	309	*	170	*	107	—
April	86	—	170	*	310	*	170	*	107	—
May	86	—	167	*	304	*	171	—	107	—
June	87	—	169	151	306	*	171	*	109	—
July	90	—	—	*	304	*	171	*	108	—
Aug.	89	—	—	*	305	*	172	—	108	—
Sept.	85	—	—	151	311	*	174	*	109	—
Oct.	85	—	—	*	315	*	174	*	109	—
Nov.	—	—	—	*	318	*	174	—	109	—
Dec.	86	—	—	151	318	*	—	*	109	—
1944: Jan.	—	—	—	*	310	*	—	*	—	—

Composition of the indices: a = Food; b = Fuel and light; c = Clothing; d = Rent; e = Miscellaneous.
¹ Territory before 1938. ² 1929-1930: 65 towns. Monthly indices: 12 towns. ³ July-Dec. ⁴ Until 1936: 21 towns. ⁵ Until end of 1930: 106 towns, excluding clothing and rent. ⁶ New index with base 1939 = 100, spliced by I.L.O. to old series. ⁷ Jan.-Nov.

(Base: 1929 = 100)

Country	EUROPE (cont.)									
	Hungary	Ireland	Iceland	Italy	Latvia	Lithuania	Luxemburg	Norway	Netherlands	Poland
Town or no. of localities	Budapest	120	Reykjavik	50	Riga	104	9	31	Amsterdam	Warsaw
Original base (-100)	1913	July 1914	Jan.-Mar. 1939	June 1928	1930	1913	1914	July 1914	Oct. 1923-Sept. 1924	1928
Cost of living										
Composition of the index	a-d	a-e	a-e	a-e	a-e	a-e	a-c	a-e	a-e	a-e
1929	100	100	*	100	*	100	100	100	100	100
1930	91	97	*	97	100	89	102	97	96	92
1931	86	91	*	87	94	83	91	92	90	82
1932	83	89	*	83	86	71	79	90	84	74
1933	77	86	*	80	79	61	79	89	83	67
1934	76	87	*	76	77	57	76	89	83	62
1935	78	89	*	77	76	50	74	91	81	60
1936	82	91	*	83	77	51	75	93	79	58
1937	88	97	*	91	84	56	79	100	82	62
1938	88	98	*	98	90	57	81	103	83	61
1939	87	101	100	102	94	60	81	105	83	61 ¹
1940	94	117	131	119	*	*	*	122	92	*
1941	111	128	163	138	*	*	*	143	—	*
1942	129	142	212	162 ¹	*	*	*	152	—	*
1943	—	160	—	*	*	*	*	—	—	*
1943: Jan.	133	*	262	*	*	*	*	154	—	*
Feb.	133	155	262	*	*	*	*	154	—	*
Mar.	133	*	261	*	*	*	*	155	—	*
April	134	*	240	*	*	*	*	155	—	*
May	134	156	246	*	*	*	*	156	—	*
June	134	*	245	*	*	*	*	156	—	*
July	167r	*	247	*	*	*	*	156	—	*
Aug.	171r	161	262	*	*	*	*	156	—	*
Sept.	170	*	260	*	*	*	*	151	—	*
Oct.	171	*	259	*	*	*	*	151	—	*
Nov.	—	167	259	*	*	*	*	153	—	*
Dec.	—	*	—	*	*	*	*	—	—	*
1944: Jan.	—	*	—	*	*	*	*	—	—	*
Food										
1929	100	100	*	100	*	100	100	100	100	100
1930	85	95	*	94	100	80	100	96	93	86
1931	78	87	*	82	88	71	85	88	84	76
1932	74	83	*	78	74	58	69	85	73	67
1933	63	78	*	73	71	49	70	83	74	60
1934	62	80	*	70	68	46	66	84	76	54
1935	66	83	*	72	66	38	65	87	73	51
1936	70	87	*	77	68	41	66	91	74	50
1937	76	92	*	85	74	48	71	100	78	56
1938	77	94	*	92	78	48	74	104	80	54
1939	75	96	100	96	80	49	74	106	80	*
1940	85	108	141	113	*	*	*	127	—	*
1941	106	119	194	136	*	*	*	152	—	*
1942	123 ¹	132	274	172 ¹	*	*	*	158	—	*
1943	—	146	—	*	*	*	*	—	—	*
1943: Jan.	129	*	349	*	*	*	*	160	—	*
Feb.	129	144	349	*	*	*	*	160	—	*
Mar.	129	*	348	*	*	*	*	160	—	*
April	129	*	318	*	*	*	*	161	—	*
May	129	140	308	*	*	*	*	161	—	*
June	129	*	305	*	*	*	*	161	—	*
July	182r	*	306	*	*	*	*	161	—	*
Aug.	180r	147	341	*	*	*	*	161	—	*
Sept.	180	*	328	*	*	*	*	—	—	*
Oct.	180	*	326	*	*	*	*	—	—	*
Nov.	—	154	324	*	*	*	*	—	—	*
Dec.	—	*	—	*	*	*	*	—	—	*
1944: Jan.	—	*	—	*	*	*	*	—	—	*

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

¹ June. ² Jan.-July.

(Base: 1929 = 100)

Country	EUROPE (concl.)								OCEANIA	
	Portugal	Rumania	Sweden	Switzer-land	Czecho-slovakia	Turkey	Yugoslavia		Aus-tralia	New Zealand
		C.S.I. ¹	Soc. ⁴				N.B. ⁷	C.L. ⁸		
Town or no. of localities	Whole country	Bucha-rest	49	34	Prague	Istanbul	Bel-grade	3 (Croat. & Slov.) ⁹	30	4-25
Original base (= 100)	June 1914	1933	1935	June 1914	July 1914	Jan.-June 1914	1926	July 1914	1923-1927	1926-1930
Cost of living										
Composition of the index	a, b, c	a-e	a-e	a-d	a-e	a-e	a-c, e	a-e	a-e	a-e
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	97	98	98	92	92	92	95	98
1931	84	*	94	93	93	87	87	85	85	90
1932	83	*	92	86	92	85	81	77	81	84
1933	83	100	91	81	91	76	79	66	78	79
1934	83	95	92	80	90	75	75	61	80	81
1935	84	102	92	80	92	69	74	60	81	83
1936	86	108	93	81	93	70	74	61	83	86
1937	89	116	95	85	94	71	78	65	85	92
1938	86	128	98	85	99	70	87	69	87	95
1939	81	138	101	86	106 ⁵	71	90	71	89	98
1940	85	198	115	94	*	78	117	93	93	103
1941	96	208 ⁶	131	108	*	93	—	126	98	107
1942	117	—	140	120	*	149	—	—	106	110
1943	—	—	141 [†]	126	—	—	—	—	110	—
1943: Jan.	129	—	*	125	*	199	—	—	*	*
Feb.	129	—	*	125 ^r	*	202	—	—	109 ¹⁰	*
Mar.	131	—	142	125	*	212	—	—	*	114 ¹²
April	132	—	*	126	*	217	—	—	*	*
May	131	—	*	126	*	202	—	—	111 ¹⁰	*
June	131	—	141	126	*	199	—	—	*	112 ¹²
July	132	—	*	127	*	—	—	—	*	*
Aug.	134	—	*	126	*	—	—	—	110 ¹⁰	*
Sept.	—	—	141	127	*	—	—	—	*	112 ¹²
Oct.	—	—	*	127	*	—	—	—	*	*
Nov.	—	—	*	127	—	—	—	—	109	*
Dec.	—	—	141	128	—	—	—	—	—	*
1944: Jan.	—	—	*	128	—	—	—	—	—	*
Food										
	i								ii	
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	93	97	94	83	90	91	90	96
1931	84	*	86	90	86	72	85	83	79	83
1932	83	*	84	80	82	66	77	76	77	77
1933	83	100	81	75	79	55	73	64	72	72
1934	83	95	83	74	76	59	69	60	75	76
1935	84	107	87	73	79	57	69	60	77	82
1936	86	118	89	77	81	60	70	62	79	86
1937	89	123	93	83	81	61	74	67	82	94
1938	86	135	96	83	83	59	83	74	85	98
1939	81	143	100	85	100 ⁵	62	85	75	89	104
1940	85	207	114	94	114	73	105	103	90	108
1941	96	311 ⁶	130	112	131	95	—	148	91	109
1942	117	—	140	128	—	182	—	—	99 ^r	111
1943	—	—	139	135	—	—	—	—	99 [†]	*
1943: Jan.	129	—	140 ^r	134	—	271	—	—	98	*
Feb.	129	—	140	134	—	281	—	—	99	*
Mar.	131	—	140	135	—	297	—	—	101	*
April	132	—	139	135	—	307	—	—	101	*
May	131	—	139	135	—	269	—	—	101	*
June	131	—	139	135	—	263	—	—	101	*
July	132	—	137 ^r	136	—	—	—	—	102	*
Aug.	134	—	137 ^r	135	—	—	—	—	98	*
Sept.	—	—	138	136	—	—	—	—	98	*
Oct.	—	—	137	136	—	—	—	—	98	*
Nov.	—	—	137	136	—	—	—	—	97	*
Dec.	—	—	139	137	—	—	—	—	97	*
1944: Jan.	—	—	—	137	—	—	—	—	—	*

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

¹ Including heating and lighting. ² Central Statistical Institute. ³ Jan.-Aug. ⁴ Social Board. ⁵ Jan.-July.⁶ Slovakia only; Jan. 1939 = 100. ⁷ National Bank. ⁸ Chamber of Labour. ⁹ Since Mar. 1941: Zagreb only.¹⁰ Quarterly averages. ¹¹ Including heating. ¹² New special wartime price index with base Dec. 1942 = 100.

spliced by I.L.O. to old retail price series.

Wages and Normal Hours of Work of Adult Males in Certain Occupations in Various Countries in October 1942

In continuation of previous enquiries¹, the International Labour Office undertook an enquiry into wages and normal hours of work in certain occupations in various towns in October 1942. The results are given in table I (Wages) and table II (Normal Hours of Work).

The present enquiry, like the preceding ones, is based on information compiled by the competent statistical services (national or municipal) in the various countries by means of a standard form; the occupations covered, 30 in number, remain the same. The enquiry covers 55 towns in 19 countries, as compared with that of 1941, which covered 56 towns in 19 countries.

The scope of the enquiry, as compared with pre-war years, has undergone substantial change, since in the present circumstances it has not been possible to obtain information for several of the European countries, while, on the other hand, data have been added for many Latin American countries. In some cases, figures have been included which give averages for a group of towns instead of for each town, or which refer to a date other than October 1942; they have been included in the tables so as to give at least an approximate measure of comparison for these countries.

In general, information was asked for on wage rates and earnings² and on normal hours of work. Owing to the difficulty of compiling statistics of earnings by occupations, these data have been obtained for a few countries only. Information was not asked for on hours actually worked.³

The notes on methods of compilation which follow the tables give indications of the general character of the data for each country, and the footnotes to the tables give special indications relating to certain figures.

In a general way, the data collected for the purposes of this enquiry can be used for purposes of comparison only with the strictest reservations. The necessity of referring to the reserva-

¹ Cf. *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, pp. 638-653: "Wages and Normal Hours of Work of Adult Males in Certain Occupations in Various Countries in October 1941".

² For the essential distinctions between wage rates and earnings, *idem*, Vol. XLIX, No. 1, Jan. 1944, pp. 120-123.

³ For the available statistics on this subject, *idem*, Vol. XLIX, No. 3, Mar. 1944, pp. 408-410; see also *Year Book of Labour Statistics*, 1942, tables IX and XI.

tions made in previous articles, especially that on the 1932 enquiry¹, cannot be over-emphasised; in particular, they contain indications as to the methods of using the figures for comparisons either of labour costs, or of workers' real wages.

For comparisons of labour costs, the wages expressed in the different national currencies must be converted into a common unit; conversion tables for this purpose may be found in the *Year Book of Labour Statistics*.²

For comparisons of purchasing power, account must be taken of the differences in the cost of living between the towns and countries considered. This very difficult question has for several years been the subject of renewed enquiry by the International Labour Office, which has published a report on *International Comparisons of Food Costs*.³ Indices of international comparisons of food costs for October 1938 for 25 countries were published in the *Year Book of Labour Statistics*, 1941, and for October 1940 and 1941 for 19 countries in the *Year Book of Labour Statistics*, 1942; similar indices based on the prices of October 1942 will be published shortly in the *Review*. Data on rents⁴ and other items of expenditure, however, are needed for any adequate comparison of costs of living, and any attempt, therefore, to make precise and detailed comparisons is rendered particularly difficult by the lack of appropriate data for the different countries.

¹ Cf. *International Labour Review*, Vol. XXVII, No. 6, June 1933, and Vol. XXVIII, Nos. 1 and 2, July and Aug. 1933: "Wages, Hours of Work, and Other Factors in the Remuneration of Workers in Certain Towns in October 1932".

² *Year Book of Labour Statistics*, 1942: Appendix: table 3.

³ Studies and Reports, Series N, No. 24 (Montreal, 1941).

⁴ For rents of workers' dwellings in 1936-37, see *Year Book of Labour Statistics*, 1939, table XVIII.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a)

Industry and occupation (with code letter)	AMERICA						NEWFOUNDLAND
	CANADA						
	Halifax	Montreal	Ottawa	Toronto	Vancouver	Winnipeg	
	Rates						
	\$ (Can.)	\$ (Can.)	\$ (Can.)	\$ (Can.)	\$ (Can.)	\$ (Can.)	Rates
C. Mechanical engineering:							
1. Fitters and turners	0.72 ^{c1}	0.75 ^{c1}	0.69 ^{c1}	0.73 ^{c1}	0.93 ^{c1}	0.68 ^{c1}	0.48 — 0.66
2. Iron moulders	0.83 ^{c1}	0.73 ^{c1}	0.65 ^{c1}	0.73 ^{c1}	0.85 ^{c1}	0.65 ^{c1}	0.55
3. Patternmakers	0.83 ^{c1}	0.90 ^{c1}	0.70 ^{c1}	0.78 ^{c1}	0.95 ^{c1}	0.70 ^{c1}	0.44 — 0.66
4. Labourers (unsk.)	0.47 ^{c1}	0.43 ^{c1}	0.40 ^{c1}	0.50 ^{c1}	0.50 ¹	0.40 ^{c1}	0.27 — 0.42
E. Building:							
5. Bricklayers and masons	1.10 ¹	0.92 ⁷	1.10 ¹³	1.125 ¹³	1.225	1.15 ⁷	0.50 — 0.70
6. Structural iron workers	0.75 ¹	0.87 ⁷	0.90	0.90	1.225	0.90 ⁷	0.60
7. Concrete workers	0.50 ¹	0.58 ⁷	0.55	0.65 ^c	0.65 ^c	0.55	0.35 — 0.50
8. Carpenters and joiners	0.80 ¹	0.81 ⁷	0.90 ¹³	1.00 ¹³	0.90 ⁴	0.95 ⁷	0.40 — 0.60
9. Painters	0.73 ¹	0.74 ⁷	0.75	0.85	0.90	0.75 ⁷	0.50
10. Plumbers	0.95 ¹	0.95 ⁷	1.05 ¹³	1.10 ¹³	1.125	1.05 ⁷	1.10 ²³
11. Electrical fitters	1.00 ¹	0.87 ⁷	0.90	1.10 ¹⁴	1.125	0.95	0.60
12. Labourers (unsk.)	0.45 ¹	0.46 ⁷	0.45 ⁷	0.55 ¹⁷	0.50 ⁴	0.48 ^c	0.35 — 0.40
F. Furniture making:							
13. Cabinet makers	*	0.60 ^{c1}	*	0.63 ^{c13}	0.65 ^{c2}	0.55 ^{c2}	0.45
14. Upholsterers	*	0.70 ^{c1}	*	0.85 ^{c2}	0.80 ¹⁴	0.70 ^{c2}	0.45 — 0.55
15. French polishers	*	0.48 ^{c1}	*	0.70 ^{c2}	0.57 ^{c2}	0.60 ^{c2}	0.45
G. Printing and book-binding:							
16. Hand compositors and book job	0.66 ^{c2}	0.82 ⁸	0.78 ^{c1}	0.80 ^{c2}	1.00 ¹	0.80 ²³	0.39 — 0.54 ^e
17. Machine compositors							
18. Machine minders							
19. Bookbinders							
20. Labourers (unsk.)							
L. Food industry:							
21. Bakers	0.46 ^{c2}	0.44 ^{c2}	0.48 ^{c14}	0.48 ^{c1}	0.68 ^{c1}	0.47 ^{c1}	0.25 — 0.48 ^e
M. Electric power distribution:							
22. Electrical fitters	0.82 ⁴	0.70 ^{c4}	0.73 ^{c15}	0.96 ^{c19}	1.055 ¹¹	0.89 ^{c27}	0.55 — 0.83
23. Labourers (unsk.)	0.40 ⁴	0.39 ^{c4}	0.38 ^{c15}	0.60 ¹⁹	0.56 ^{c21}	0.43 ^{c27}	0.33 — 0.35
N. Transport:							
Trams and buses:							
24. Drivers	0.65 ⁴⁵	0.60 ¹⁰	0.54 ⁴⁵	0.68 ²²	0.69 ^{22 23}	0.59 ^{18 27}	0.55 ^b
25. Conductors							0.40 — 0.45 ^b
Cartage:							
26. Motor drivers	0.43 ^{c2}	0.40 ^{c1}	0.40 ^{c2}	0.50 ^{c1}	0.59 ^{c24}	0.45 ^{c1}	0.50
27. Horse drivers (1 horse)	*	*	*	*	*	*	0.30 — 0.54 ^e
Railways:							
28. Goods porters	0.50 ⁴	0.50 ⁴	0.50 ⁴	0.50 ⁴	0.50 ⁴	0.50 ⁴	0.44
29. Permanent way labourers	0.43 ⁴	0.43 ⁴	0.43 ⁴	0.43 ⁴	0.43 ⁴	0.43 ⁴	0.31
Q. Local authorities:							
30. Labourers (unsk.)	0.45 ⁴	0.42 ^{c11}	0.50 ¹⁸	0.625 ¹⁸	0.59 ^{c25}	0.48 ^{c28}	0.40

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Plus a cost-of-living bonus of \$0.60 to \$4.25 per week. ² Plus a cost-of-living bonus of \$0.60 to \$3.45 per week. ³ Plus a cost-of-living bonus of \$0.60 per week. ⁴ Plus a cost-of-living bonus of \$4.25 per week. ⁵ One-man tram operators. ⁶ Plus a cost-of-living bonus of \$2.40 for married and \$1.50 for single workers per week. ⁷ Plus a cost-of-living bonus of \$0.05 per hour. ⁸ Plus a cost-of-living bonus of \$0.60 to \$3.10 per week. ⁹ Plus a cost-of-living bonus of \$3.00 per week. ¹⁰ One-man tram operators and bus drivers: 65 cents. ¹¹ Plus a cost-of-living bonus of \$2.00 per week. ¹² Plus a cost-of-living bonus of \$0.02 per hour. ¹³ Plus a cost-of-living bonus of \$0.03 per hour. ¹⁴ Plus a cost-of-living bonus of \$0.60 to \$2.45 per week. ¹⁵ Plus a cost-of-living bonus of \$2.17 per week. ¹⁶ Plus a cost-of-living bonus of \$2.00 for married and \$1.00 for single workers per week. ¹⁷ Plus a cost-of-living bonus of \$0.07 per hour. ¹⁸ Plus a cost-of-living bonus of \$0.60 to \$2.85 per week. ¹⁹ Plus a cost-of-living bonus of \$3.85 to \$4.25 per week. ²⁰ One-man tram operators and bus drivers: \$0.73. ²¹ Plus a cost-of-living bonus of 2.5 cents per hour. ²² One-man tram operators and bus drivers: 75 cents. ²³ Plus a cost-of-living bonus of \$1.75 per week. ²⁴ Plus a cost-of-living bonus of \$0.60 to \$1.85 per week. ²⁵ Plus a cost-of-living bonus of \$12 for married and \$6 for single workers per month. ²⁶ Plus a cost-of-living bonus of \$0.60 to \$3.70 per week. ²⁷ Plus a cost-of-living bonus of \$1.85 per week. ²⁸ Plus a cost-of-living bonus of \$0.04 for married and \$0.02 for single workers per hour. ²⁹ Masters; journeymen: \$0.80.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (cont.)									
	UNITED STATES									
	Balti- more	Boston	Chicago	Denver	Los Angeles	New Orleans	New York	Phila- delphia	St. Louis	San Francisco
	Rates									
C. <i>Mechanical engineering:</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
1. Fitters and turners	*	*	*	*	*	*	*	*	*	*
2. Iron moulders	*	*	*	*	*	*	*	*	*	*
3. Patternmakers	*	*	*	*	*	*	*	*	*	*
4. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
E. <i>Building:</i>										
5. Bricklayers and masons	1.625	1.625	1.750	1.650	1.500	1.500	2.000	1.900	1.750	1.875
6. Structural iron workers	1.800	1.650	1.760	1.430	1.625	1.500	2.000	1.800	1.750	1.750
7. Concrete workers	1.500 ^b	1.625 ^b	1.700 ^b	1.500 ^b	1.500 ^b	1.250 ^b	1.850 ^b	1.500 ^b	1.575 ^b	1.500 ^b
8. Carpenters and joiners	1.375	1.500	1.700	1.500	1.350	1.250	1.850	1.500	1.500	1.438
9. Painters	1.250	1.375	1.725	1.430	1.250	1.125	1.600	1.450	1.500	1.500
10. Plumbers	1.650	1.650	1.700	1.500	1.500	1.500	2.000	1.700	1.625	1.700
11. Electrical fitters	1.650 ^b	1.650 ^b	1.700 ^b	1.500 ^b	1.700 ^b	1.500 ^b	2.000 ^b	1.875 ^b	1.750 ^b	1.700 ^b
12. Labourers (unsk.)	0.700	1.000	1.100	0.800	0.875	0.650	1.030	0.825	0.950	0.950
F. <i>Furniture making:</i>										
13. Cabinet makers	*	*	*	*	*	*	*	*	*	*
14. Upholsterers	*	*	*	*	*	*	*	*	*	*
15. French polishers	*	*	*	*	*	*	*	*	*	*
G. <i>Printing and book-binding:</i>										
16. Hand compositors } Book and job	1.100	1.100	1.425	1.175	1.195	1.050	1.460	1.230	1.240	1.363
17. Machine compositors }	1.100	1.140 ^b	1.460	1.175	1.255	1.050	1.460	1.230	1.300	1.363
18. Machine minders	1.100 ^b	1.140 ^b	1.460 ^b	1.250 ^b	1.255 ^b	1.100 ^b	1.460 ^b	1.330 ^b	1.300 ^b	1.363 ^b
19. Bookbinders	0.950	1.100	1.147	1.075	1.125	1.000	1.216	1.070	1.200	1.356
20. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
L. <i>Food industry:</i>										
21. Bakers	0.687 ^c	0.787 ^c	0.825 ^c	0.608 ^c	0.837 ^c	0.716 ^c	1.046 ^c	0.712 ^c	0.805 ^c	0.962 ^c
M. <i>Electric power distribution:</i>										
22. Electrical fitters	*	*	*	*	*	*	*	*	*	*
23. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
N. <i>Transport:</i>										
Trams and buses:										
24. Drivers	*	0.830 ¹	0.850 ^{1,2}	0.750 ¹	0.791 ¹	* ¹	1.011 ¹	0.846 ^{1,3}	0.730 ¹	0.803 ^{1,4}
25. Conductors	*	0.830	0.850	0.750	0.791	*	0.740 ^b	0.830	0.730	0.803 ⁴
Cartage:										
26. Motor drivers	0.758	0.867	0.884	0.839	0.998	0.621	1.061	0.869	0.775	0.924
27. Horse drivers (1 horse)	*	*	*	*	*	*	*	*	*	*
Railways:										
28. Goods porters	*	*	*	*	*	*	*	*	*	*
29. Permanent way labourers	*	*	*	*	*	*	*	*	*	*
Q. <i>Local authorities:</i>										
30. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ One-man tram or bus operators: Boston and Chicago, \$0.930; Denver, \$0.800; Los Angeles, \$0.876; New Orleans, \$0.530; New York, operators \$0.888; conductors \$0.780; Philadelphia, \$0.910; St. Louis, \$0.800; San Francisco, \$0.850. ² For elevated-line operator, \$0.861; conductor, \$0.816. ³ For subway and elevated-line: operator, \$0.910; conductor, \$0.830. ⁴ For municipal railway line: bus operator, \$0.875.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (cont.)								
	ARGENTINA				CHILE			MEXICO	
	Buenos Aires	La Plata	Santa Fe	Tucumán	Concep- ción	Santiago	Valdivia	Federal District	Mon- terrey
	Rates				Rates			Earnings	
	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos
C. <i>Mechanical engineering:</i>									
1. Fitters and turners	1.000c	1.000c	0.830 ^a	0.900c	*	5.92	3.97	0.82c	0.77c
2. Iron moulders	1.000	0.900	*	0.850	*	5.25	3.66	0.50	0.93
3. Patternmakers	1.050	*	*	0.950	*	*	5.00	*	0.65
4. Labourers (unsk.)	0.680	0.600c	0.515c	0.533c	*	4.58	3.22	0.73	0.41
E. <i>Building:</i>									
5. Bricklayers and masons	1.031 ¹	1.030 ¹	0.940	0.875 ¹	3.82	3.87	3.82	0.53 ¹	0.59 ¹
6. Structural iron workers	1.031	1.040	0.940	0.875	3.00	3.75	3.00	0.66	*
7. Concrete workers	1.031	1.040	0.940	0.750	2.80	3.75	2.80	0.51 ^a	*
8. Carpenters and joiners	1.031 ²	1.040 ²	*	1.000 ²	3.75	4.20	3.75	0.51 ^a	0.57 ²
9. Painters	0.950	0.940	0.880	0.813	*	5.00	*	0.53	*
10. Plumbers	1.150	0.940	1.000	0.813	*	4.00	*	0.86	*
11. Electrical fitters	1.031	0.850	1.000	0.800	3.90	5.50	3.90	*	*
12. Labourers (unsk.)	0.688	0.690	0.690	0.525	2.18	2.87	2.18	0.37	0.36
F. <i>Furniture making:</i>									
13. Cabinet makers	0.929	0.830	*	1.000	4.00	5.00	4.00	0.62	0.72
14. Upholsterers	1.008	0.880	1.000	1.000	4.03	5.62	4.03	0.69	0.52
15. French polishers	0.837	0.810	1.000	1.000	2.25	2.50	2.25	0.58	0.47
G. <i>Printing and book-binding:</i>									
16. Hand compositors	1.400	*	1.050	0.900	5.57	11.00	5.57	1.66	0.65
17. Machine compositors	2.000	1.120	2.000	1.400	2.90	10.50	2.90	3.10	1.63
18. Machine minders	1.300	0.860	1.000	0.750	5.63	9.50	2.30	1.78	0.74
19. Bookbinders	1.200	0.890	1.000	0.750	4.58	4.00	3.80	1.15	0.55
20. Labourers (unsk.)	0.700	0.720	0.670	0.530	2.91	*	0.82	0.60	0.41
I. <i>Food industry:</i>									
21. Bakers	1.070c	0.800c	0.720	0.900c	3.88	6.62	3.62	0.80	0.65
M. <i>Electric power distribution:</i>									
22. Electrical fitters	0.948	1.000	0.650	0.670	3.50	4.75	3.87	1.61	1.84
23. Labourers (unsk.)	0.707	0.640	0.500	0.525	2.87	3.84	1.95	0.73	1.00
N. <i>Transport:</i>									
Trams and buses:									
24. Drivers	0.907c	0.700c	0.690c	0.645c	*	8.00	*	1.21c	0.77 ⁴
25. Conductors	0.834c	0.565c	0.600c	0.533c	*	4.00	*	0.65c	0.63 ⁵
Cartage:									
26. Motor drivers	0.980	0.670	*	0.625	*	6.00	*	0.78	0.56
27. Horse drivers (1 horse)	*	*	*	*	*	4.60	*	*	*
Railways:									
28. Goods porters	*	*	*	*	3.37	3.37	3.37	*	0.78
29. Permanent way labourers	*	*	*	*	3.62	3.62	3.62	*	0.48
Q. <i>Local authorities:</i>									
30. Labourers (unsk.)	0.882	0.550	*	0.540	*	3.00	*	0.38	0.36

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Masons only. ² Carpenters only. ³ Turners only. ⁴ Bus drivers only. ⁵ Bus conductors only.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (concl.)						EUROPE	
	MEXICO (cont.)			PERU	URUGUAY	VENEZUELA	DENMARK ¹²	FINLAND
	Guadalajara	Puebla	Torreón	Lima	Montevideo	Caracas	Copenhagen	Helsinki
	Earnings			Rates	Rates	Rates	Earnings	Rates
	Pesos	Pesos	Pesos	Soles	Pesos	Bolivares	Kr.	F. Mk.
C. <i>Mechanical engineering:</i>								
1. Fitters and turners	0.50 ^c	0.46 ²	0.75	0.68	0.51 ⁴	1.58 ¹¹	2.38	18.60 ¹³
2. Iron moulders	0.73	*	*	0.45	0.47 ⁷	1.68	2.45	*
3. Patternmakers	*	*	*	0.55	0.49 ⁸	1.63	2.23	*
4. Labourers (unsk.)	*	0.34	0.43	0.31	0.33 ⁹	0.70	1.80	*
E. <i>Building:</i>								
5. Bricklayers and masons	0.43 ¹	0.38 ¹	0.65 ¹	0.63	0.42	1.42	2.98	17.90
6. Structural iron workers	*	*	*	0.69	0.42	1.23	*	*
7. Concrete workers	*	*	*	0.36	0.41	0.63	*	17.40 ^c
8. Carpenters and joiners	*	*	0.51 ⁴	0.63	0.42	1.42	2.75 ^c	17.70 ^c
9. Painters	0.73	*	0.44	0.56	0.42	1.33	2.88	19.10
10. Plumbers	*	*	0.75	0.55	0.50	1.50	2.31	18.60
11. Electrical fitters	*	*	*	0.50	0.41	1.25	2.23	*
12. Labourers (unsk.)	0.29	*	0.37	0.31	0.32	0.63	2.29	14.25 ^c
F. <i>Furniture making:</i>								
13. Cabinet makers	0.52	0.50	0.55	0.50	0.42	1.43	2.20	*
14. Upholsterers	0.40	*	*	0.53	0.44	1.46	*	*
15. French polishers	*	*	*	0.48	0.40	0.75	*	*
G. <i>Printing and book-binding:</i>								
16. Hand compositors { Book and job	0.52	0.59	0.65	0.53	0.44	1.58	*	*
17. Machine compositors								
18. Machine minders								
19. Bookbinders								
20. Labourers (unsk.)	0.32	0.38	0.38	0.31	0.28	0.97	1.84	*
L. <i>Food industry:</i>								
21. Bakers	0.54	0.57	0.55	0.69	0.43 ^c ¹⁰	1.82	2.01	*
M. <i>Electric power distribution:</i>								
22. Electrical fitters	1.19	1.52	2.54	0.50	0.43	1.40	*	18.40 ^c
23. Labourers (unsk.)	0.66	0.73	1.05	0.31	0.31	0.88	*	13.90
N. <i>Transport:</i>								
Trams and buses:								
24. Drivers	0.61 ^c	0.70 ³	0.66 ³	0.76 ^c	0.41	1.33 ^c	*	*
25. Conductors	0.37 ^c	0.42 ⁴	0.56 ⁴	0.60 ^c	0.35	0.74 ^c	*	*
Cartage:								
26. Motor drivers	*	*	*	0.63	0.45	1.25	*	17.70
27. Horse drivers (1 horse)	*	*	*	*	*	0.70	*	16.10
Railways:								
28. Goods porters	*	0.46	0.45	0.31	*	0.68	*	*
29. Permanent way labourers	0.45	0.45	0.44	0.38	0.30	0.56	*	13.75 ¹⁴
Q. <i>Local authorities:</i>								
30. Labourers (unsk.)	0.28	0.24	0.36	0.35	0.40	0.63	*	14.25 ^c

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Masons only. ² Turners only. ³ Bus drivers only. ⁴ Bus conductors only. ⁵ Carpenters only. ⁶ Earnings: 0.63. ⁷ Earnings: 0.54. ⁸ Earnings: 0.58. ⁹ Earnings: 0.40. ¹⁰ Earnings: 0.42. ¹¹ Turners: 1.78.

¹² Data for July 1942. ¹³ Minimum rates. ¹⁴ Workers of the State railways.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	EUROPE (cont.)							
	GREAT BRITAIN							
	Birmingham	Bristol	Glasgow	Leeds	London	Manchester	Newcastle	
	Rates							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
C. Mechanical engineering:								
1. Fitters and turners	1 8.81e	1 8.81e	1 9.10ce	1 8.55e	1 10.06e	1 8.81e	1 8.81e	
2. Iron moulders	1 9.32e	1 9.32e	1 10.56e	1 9.83e	1 10.57e	1 9.96e	1 9.57e	
3. Patternmakers	1 11.55e	1 11.55e	1 11.84e	1 11.23e	2 1.13e	1 11.55e	1 11.55e	
4. Labourers (unsk.)	1 4.72e	1 4.72e	1 5.07ce	1 4.85e	1 5.56e	1 4.72e	1 4.98ce	
E. Building:								
5. Bricklayers and masons	1 11.00 ¹	1 11.00	1 11.75c	1 11.00	2 0.50	1 11.00	1 11.00	
6. Structural iron workers	1 10.25	1 10.25	1 10.25	1 10.25	1 11.25	1 10.25	1 10.25	
7. Concrete workers	1 7.13c ¹	1 7.13c	1 7.00	1 7.00	1 8.25	1 7.50c	1 7.00	
8. Carpenters and joiners	1 11.00 ^{1 2}	1 11.00 ²	1 11.50	1 11.00 ²	2 0.50 ²	1 11.00 ²	1 11.00 ²	
9. Painters	1 11.00 ¹	1 11.00	1 11.50	1 11.00	2 0	1 11.00	1 11.00	
10. Plumbers	1 11.00 ¹	1 11.00	1 11.50	1 11.00	2 0.50	1 11.00	1 11.00	
11. Electrical fitters	1 7.50 ¹	1 7.50 ¹	1 10.50	1 7.50 ¹	1 10.50 ¹	1 7.50 ¹	1 7.50 ¹	
12. Labourers (unsk.)	1 6.25 ¹	1 6.25	1 6.00	1 6.25	1 7.25	1 6.25	1 6.25	
F. Furniture making:								
13. Cabinet makers	1 11.50	1 11.00	2 0	2 0	2 1.50	1 11.00	2 0	
14. Upholsters	1 11.50	1 11.00	2 0	2 0	2 1.50	1 11.00	2 0	
15. French polishers	1 11.50	1 11.00	2 0	2 0	2 1.00	1 11.00	2 0	
G. Printing and book-binding:								
16. Hand compositors } Book and job	1 10.93e	1 10.93e	1 11.33e	1 10.93e	2 2.40e	1 11.33e	1 10.93e	
17. Machine compositors }	2 1.13e	2 1.13e	2 8.20ce	2 1.13e	2 2.47e	2 1.60e	2 1.13e	
18. Machine minders	2 1.20ce	2 1.20ce	*	2 1.20ce	2 6.53ce	2 1.60ce	2 1.20ce	
19. Bookbinders	1 10.93e	1 10.93e	1 11.33e	1 10.93e	2 0	1 11.33e	1 10.93e	
20. Labourers (unsk.)	1 5.73e	1 5.73e	1 6.27e	1 5.73e	1 9.60e	1 6.00e	1 5.73e	
L. Food industry:								
21. Bakers	1 8.00e	1 7.31ce	*	1 6.88ce	*	1 7.00e	1 6.88ce	
M. Electric power distribution:								
22. Electrical fitters	1 11.28c	1 7.50 ¹	1 11.50	1 11.25	2 4.00	1 11.61	1 10.68	
23. Labourers (unsk.)	1 6.53	1 7.73	1 6.71	1 7.50	1 9.78	1 7.41	1 7.42	
N. Transport:								
Trams and buses:								
24. Drivers	1 8.63bce	*	1 8.44bce	1 8.38bce	1 11.63bce ⁴	1 8.00bce	1 7.75bce	
25. Conductors	1 7.75bce	*	1 8.44bce	1 7.13bce	1 11.63bce ²	1 7.56bce	1 7.75bce	
Cartage:								
26. Motor drivers	1 7.81ce ⁴	1 7.81ce ⁴	1 7.81ce ⁴	1 7.81ce ⁴	1 9.50ce ⁴	1 7.81ce ⁴	1 7.81ce ⁴	
27. Horse drivers (1 horse)	1 5.00e ⁵	1 5.88e ⁵	1 5.50e ⁵	1 5.88e	1 6.25ce ⁵	1 5.00e ⁵	1 5.88e	
Railways:								
28. Goods porters	1 5.13e	1 5.13e	1 5.13e	1 5.13e	1 5.63e	1 5.13e	1 5.13e	
29. Permanent way labourers	1 5.13e	1 5.13e	1 5.13e	1 5.13e	1 5.88ce	1 5.13e	1 5.13e	
Q. Local authorities:								
30. Labourers (unsk.)	1 5.87e	1 7.66e	1 5.75e	1 5.00	1 8.00e	1 5.53e	1 6.50	

(a) For the methods of compilation of these statistics, see notes on page 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours or work.

¹ Plus an allowance of 2d. per working day on account of travelling conditions to all men working within the municipals boundary. ² Plus a tool allowance of 2d. per day. ³ Plus a bonus of 18s. 9d. per week. ⁴ Drivers of steam and petrol vehicles employed by railway companies: 1s. 6.38d.; London, 1s. 7.13d. ⁵ Carters employed by railway companies: 1s. 5.88d.; London, 1s. 6.63d. ⁶ Omnibus: 2s. 1.31d. ⁷ Omnibus: 2s. 0d.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	EUROPE (cont.)											
	HUN- GARY	IRELAND					POR- TUGAL	SWEDEN				
	Buda- pest	Cork	Dublin	Dundalk		Lisbon	Göteborg		Malmö			
	Earn- ings	Rates					Rates	Rates ⁷	Earn- ings ¹⁰	Rates ⁷	Earn- ings ¹⁰	
	Pengős.	s.	d.	s.	d.	s.	d.	Escudos	Kr.	Kr.	Kr.	Kr.
C. Mechanical engineering:												
1. Fitters and turners	1.40 ^{c1}	2	1.02 ^e	1	10.09 ^e	1	7.60 ^e	3.88	1.22 ⁸	2.07	1.16 ⁸	1.93
2. Iron moulders	*	2	1.02 ^e	1	10.09 ^e	1	8.00 ^e	3.13	1.22 ⁸	2.10	1.16 ⁸	1.85
3. Patternmakers	*	2	1.02 ^e	1	10.85 ^e	1	8.36 ^e	3.88	1.22 ⁸	2.14	1.16 ⁸	1.93
4. Labourers (unsk.)	0.64 ^c	1	2.99 ^{ce}	1	6.29 ^e	1	1.28 ^e	2.00	1.09 ⁸	1.80	1.07 ⁸	1.67
E. Building:												
5. Bricklayers and masons	1.21 ⁸	1	11.50	2	0.50	1	10.50	2.50	1.86 ⁸	2.40	1.73 ⁸	2.20
6. Structural iron workers	1.08	1	6.00	1	11.00	*	*	1.88	1.87 ⁸	2.33	1.86 ⁸	*
7. Concrete workers	0.83	1	5.00	1	6.00	1	2.00	2.50	1.72 ⁸	2.65	1.60 ⁸	1.81
8. Carpenters and joiners	1.14 ^c	1	11.50	2	0 ⁴	1	9.50	2.87 ^c	1.86 ⁸	2.15	1.73 ⁸	2.05
9. Painters	1.11	1	11.50	1	11.50	1	9.50	2.50	2.10 ⁸	2.45	1.91 ⁸	2.39
10. Plumbers	*	1	11.50	2	1.25	1	9.50	2.50	1.86 ⁸	2.20	1.73 ⁸	1.99
11. Electrical fitters	1.18	2	1.00	2	1.00	2	0	3.63 ^c	1.87 ⁸	2.07	1.78 ⁸	2.07
12. Labourers (unsk.)	0.58	1	5.00	1	6.00	1	2.00	1.63	1.72 ⁸	1.90	1.60 ⁸	1.81
F. Furniture making:												
13. Cabinet makers	1.12	1	10.50 ^e	1	11.00 ^{ea}	1	7.00 ^e	4.00	1.71 ⁸	1.82	1.47 ⁸	1.57
14. Upholsterers	1.29	1	10.50 ^e	2	0 ^e	1	7.00 ^e	4.04	1.88 ⁸	2.05	1.71 ⁸	1.81
15. French polishers	0.84	1	10.50 ^e	1	11.00 ^e	1	8.00 ^e	3.50	1.71 ⁸	1.82	1.47 ⁸	1.57
G. Printing and book-binding:												
16. Hand compositors	2.08	2	1.20 ^e	2	1.07 ^e	1	9.60 ^e	3.44	1.85 ⁸	2.14	1.77 ⁸	1.96
17. Machine compositors		2	3.20 ^e	2	2.40 ^e	1	9.60 ^e	4.63	2.00 ⁸	2.28	1.90 ⁸	2.12
18. Machine minders		2	1.20 ^e	1	9.87 ^{ce}	1	9.60 ^e	3.44	1.85 ⁸	2.14	1.77 ⁸	1.95
19. Bookbinders		2	1.20 ^e	2	1.07 ^e	1	10.67 ^e	3.75	1.80 ⁸	1.91	1.72 ⁸	1.86
20. Labourers (unsk.)	0.74	1	4.80 ^e	1	4.74 ^{ce}	1	5.33 ^e	2.25	1.77 ⁸	1.93	1.70 ⁸	1.82
L. Food industry:												
21. Bakers	1.06		(98.0) ⁸	2	0.67 ^{ea}	1	8.30 ^{ea}	2.14 ^c	1.84 ⁸	1.94	2.13 ⁸	2.40
M. Electric power distribution:												
22. Electrical fitters	0.98	2	1.00	2	1.00	2	4.25 ^{ce}	2.75 ^c	*	2.19	*	2.08
23. Labourers (unsk.)	0.82	1	3.50	1	5.18 ^e	1	2.00	2.00	*	2.19	*	2.08
N. Transport:												
Trams and buses:												
24. Drivers	0.86	1	6.57 ^{bce}	1	6.19 ^{ce}	1	4.00 ^{bce}	3.33	1.79 ⁸	1.91	1.50 ⁸	1.59
25. Conductors	0.85	1	2.38 ^{bce}	1	3.00 ^{ce}	1	0.75 ^{bce}	3.33	1.60 ⁸	1.65	1.50 ⁸	1.59
Cartage:												
26. Motor drivers	1.03	1	6.13 ^{ce}	1	6.13 ^{ce}	1	3.50 ^{ce}	3.47 ^c	*	2.11	*	2.04
27. Horse drivers (1 horse)	0.71	1	4.26 ^{ce}	1	5.00 ^e	1	3.06 ^{ce}	*	1.67 ⁸	2.06	1.55 ⁸	1.97
Railways:												
28. Goods porters	0.40	1	0.96 ^{ce}	1	0.96 ^{ce}	1	1.21 ^{ce}	1.97	1.83 ^{b8}	2.46 ^b	*	2.10 ^b
29. Permanent way labourers	0.66	1	0.55 ^{ce}	1	0.55 ^{ce}	1	0.50 ^{ce}	2.18	1.68 ^{b8}	2.08 ^b	1.59 ^{b8}	*
Q. Local authorities:												
30. Labourers (unsk.)	0.74	1	4.60 ^{ce}	1	5.45 ^e	1	2.13 ^e	1.60 ^c	1.68 ⁸	2.29	1.59 ⁸	1.79

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Turners only. ² Masons only. ³ Rate per week for tablehands; ovenmen: 102s. per week. ⁴ Plus a tool allowance of 6d. per day. ⁵ Tablehands; ovenmen: 2s. 4.04d. ⁶ Tablehands; ovenmen: 1s. 10.47d. ⁷ Cost-of-living bonus included. ⁸ Minimum rates. ⁹ Average rates. ¹⁰ Averages for the year 1942.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (concl.)

Industry and occupation (with code letter)	EUROPE (concl.)					OCEANIA				
	SWEDEN (cont.)		SWITZERLAND			AUSTRALIA		NEW ZEALAND		
	Stockholm		Basle	Bern	Zurich	Mel-bourne	Sydney	Wellington		
	Rates ¹	Earnings ⁴	Rates			Rates		Rates		
	Kr.	Kr.	Fr.	Fr.	Fr.	s. d.	s. d.	s. d.	s. d.	
C. <i>Mechanical engineering:</i>										
1. Fitters and turners	1.34 ²	2.33	2.00 ^{bc}	1.96 ^{bc}	1.96 ^{bc}	2 11.45	2 11.73	3 0.15	3 0.15	
2. Iron moulders	1.34 ²	2.40	*	*	*	2 8.59 ^c	2 8.86 ^c	3 0.15	3 0.15	
3. Patternmakers	1.34 ²	2.33	*	*	*	3 1.64	3 1.91	3 2.25	3 2.25	
4. Labourers (unsk.)	1.22 ²	1.90	*	*	*	2 4.91	2 5.18	2 7.43	2 7.43	
E. <i>Building:</i>										
5. Bricklayers and masons	2.06 ²	3.20	2.02 ^b	2.01 ^b	2.01 ^b	3 3.50 ¹¹	3 2.05 ¹¹	3 1.73	3 1.73	
6. Structural iron workers	1.98 ²	2.53	*	*	*	2 11.45	2 11.73	3 0.15	3 0.15	
7. Concrete workers	1.91 ²	3.40	*	*	*	2 4.09	2 4.36	2 8.48	2 8.48	
8. Carpenters and joiners	2.06 ²	2.95	2.03 ^b	2.03 ^b	2.03 ^{bs}	3 1.36	3 2.05	3 0.95	3 0.95	
9. Painters	2.17 ²	3.05	2.12 ^{bs}	2.02 ^{bs}	2.00 ^{bs}	3 0.14	3 0.14	3 0.15	3 0.15	
10. Plumbers	2.05 ²	2.45	*	*	*	3 2.95	3 2.50	3 0.68	3 0.68	
11. Electrical fitters	2.06 ²	2.30	2.00 ^{bs}	1.94 ^{bs}	2.12 ^{bs}	2 11.45	2 11.73	3 0.23	3 0.23	
12. Labourers (unsk.)	1.91 ²	2.19	1.68	1.67	1.67	2 4.09	2 4.36	2 6.88	2 6.88	
F. <i>Furniture making:</i>										
13. Cabinet makers	1.84 ²	1.95	2.02	2.08	2.19	2 9.82	2 10.09	3 0.15	3 0.15	
14. Upholsterers	1.88 ²	2.05	1.83 ^{bs}	*	2.19	2 9.82	2 10.09	3 0.15	3 0.15	
15. French polishers	1.84 ²	1.95	*	*	*	2 9.82	2 10.09	3 0.15	3 0.15	
G. <i>Printing and book-binding:</i>										
16. Hand compositors and Book } 17. Machine compositors } job 18. Machine minders } 19. Bookbinders } 20. Labourers (unsk.) }	1.93 ²	2.30	2.22 ^{bs}	2.38 ^{bs}	2.38 ^{bs}	3 0.27	3 0.55	2 11.38	2 11.38	
	2.08 ²	2.50	2.64 ^{bs}	2.83 ^{bs}	2.83 ^{bs}	2 9.82	2 10.09	3 1.73	3 1.73	
	1.93 ²	2.26	*	*	*	2 9.82	2 10.09	2 11.38	2 11.38	
	1.87 ²	2.10	1.77 ^{bs}	1.86 ^{bs}	1.82 ^{bs}	2 9.82	2 10.09	2 11.38	2 11.38	
	1.85 ²	2.00	1.23 ^{bs}	1.34 ^{bs}	1.30 ^{bs}	2 1.64	2 1.91	2 4.13	2 4.13	
L. <i>Food industry:</i>										
21. Bakers	1.91 ²	2.11	2.32—2.45	1.88—2.13	2.21—2.40	3 1.50	3 2.18	2 10.30	2 10.30	
M. <i>Electric power distribution:</i>										
22. Electrical fitters	*	2.45	2.09—2.52	2.23—2.98	2.08—2.71	2 11.45	2 11.73	2 11.03	2 11.03	
23. Labourers (unsk.)	*	2.45	1.90—2.24	2.02—2.65	1.94—2.40	2 6.55	2 6.82	2 6.88	2 6.88	
N. <i>Transport:</i>										
Trams and buses:										
24. Drivers	1.92 ²	2.10	2.19—2.62	2.26—3.05	2.10—2.76	2 7.77 ^c	2 7.64	2 10.60	2 10.60	
25. Conductors	1.79 ²	1.97				2 6.55 ^c	2 5.59 ^c	2 8.90	2 8.90	
Cartage:										
26. Motor drivers	*	2.25	1.77 ^{be}	1.67 ^{be}	1.99 ^{be}	2 6.41 ^c	2 7.91 ^c	2 6.25	2 6.25	
27. Horse drivers (1 horse)	1.72 ²	2.14	1.59 ^{be}	1.54 ^{be}	1.80 ^{be}	2 4.09	2 4.91	2 5.41	2 5.41	
Railways:										
28. Goods porters	1.98 ^{bs}	2.65 ^b	1.44—1.86	1.59—2.01	1.54—1.96	2 5.05 ^c	2 6.14 ^c	2 7.50	2 7.50	
29. Permanent way labourers	1.86 ^{bs}	2.64 ^b				2 3.27	2 3.55	2 7.50	2 7.50	
Q. <i>Local authorities:</i>										
30. Labourers (unsk.)	1.82 ²	2.77	*	*	*	2 2.18	2 4.09	2 8.35	2 8.35	

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average for two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Cost-of-living bonus included. ² Minimum rates. ³ Average rates. ⁴ Averages for the year 1942. ⁵ Minimum rates generally fixed by collective agreements. ⁶ Married man with two children. ⁷ Minimum and maximum rates generally fixed by collective agreement. ⁸ Average calculated on the basis of monthly wages divided by normal hours of work. ⁹ Excluding a special bonus paid in the autumn of 1942. ¹⁰ Motorbus drivers: 2.14-2.83. ¹¹ Bricklayers only.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1942 (a)

Industry and occupation (with code letter)	AMERICA						
	CANADA						New- FOUNDLAND
	Halifax	Montreal	Ottawa	Toronto	Vancouver	Winnipeg	St. John's
C. <i>Mechanical engineering:</i>							
1. Fitters and turners	44	40—60	44—50	40—60	44—48	40—52	40—54
2. Iron moulders	44—48	48—60	40—60	40—60	44—48	44—54	54
3. Patternmakers	44	48—60	40—60	45—60	44—48	50—54	40—48
4. Labourers (unsk.)	44—54	44—60	40—60	40—60	44—48	44—54	40—54
E. <i>Building:</i>							
5. Bricklayers and masons	44	44	44	40	40	44	60
6. Structural iron workers	44	44	44	44	40	44	60
7. Concrete workers	44	44—50	44—50	44—50	40—48	44—48	60
8. Carpenters and joiners	44	44	44	40	40—44	44	60
9. Painters	44	44	44	40	40—44	44	60
10. Plumbers	44	44	40	40	40—44	44	54c
11. Electrical fitters	44	44	40	40	40—44	44	40
12. Labourers (unsk.)	44—48	44—50	44—50	44—50	40—48	44—48	60
F. <i>Furniture making:</i>							
13. Cabinet makers	*	44—55	*	44—46.5	43—48	44—50	54
14. Upholsterers	*	44—49	*	44	44	42.5—50	54
15. French polishers	*	47—55	*	44	43—48	42.5—50	54
G. <i>Printing and book-binding:</i>							
16. Hand compositors { Book and job }	44—48	44	48	44—48	40—48	44	44—48
17. Machine compositors { Book and job }	44—48	44	44—48	44—48	40—48	44	44—48
18. Machine minders	44—48	44	44—48	44—48	40—48	44	44—48
19. Bookbinders	44—47	44	44—48	44—48	40—48	44	44—48
20. Labourers (unsk.)	*	44	*	*	*	*	40—44
L. <i>Food industry:</i>							
21. Bakers	54	48—60	56	48—56	48	50—56	60
M. <i>Electric power distribution:</i>							
22. Electrical fitters	44	48—54	44—48	40—48	44	48	44—54
23. Labourers (unsk.)	44	48	44—48	40	44	48	54
N. <i>Transport:</i>							
Trams and buses:							
24. Drivers	44	54	49.5	44—48	48	42	57b
25. Conductors	44	54	49.5	44—48	48	42	51b
Cartage:							
26. Motor drivers	44—54	53—60	53—60	45—60	44—54	48—52	54
27. Horse drivers (1 horse)	*	*	*	*	*	*	54
Railways:							
28. Goods porters	48	48	48	48	48	48	48
29. Permanent way labourers	48	48	48	48	48	48	48
Q. <i>Local authorities:</i>							
30. Labourers (unsk.)	48—54	44—60	44	44	40	44—49	48

(a) For the methods of compilation of these statistics, see notes on p. 578.
given in the notes on methods.

(c) Average for two or more figures.

(b) Supplementary definitions for this occupation.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (cont.)									
	UNITED STATES									
	Balti- more	Boston	Chicago	Denver	Los Angeles	New Orleans	New York	Phila- delphia	St. Louis	San Francisco
C. Mechanical engineering:										
1. Fitters and turners	*	*	*	*	*	*	*	*	*	*
2. Iron moulders	*	*	*	*	*	*	*	*	*	*
3. Patternmakers	*	*	*	*	*	*	*	*	*	*
4. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
E. Building:										
5. Bricklayers and masons	40	40	40	40	40	40	35	40	40	40
6. Structural iron workers	40	40	40	40	40	40	40	40	40	40
7. Concrete workers	40b	40b	40b	40b	40b	40b	35b	40b	40b	40b
8. Carpenters and joiners	40	40	40	40	40	40	35	40	40	40
9. Painters	40	40	40	40	40	40	35	40	40	35
10. Plumbers	40	40	40	40	40	40	30	40	40	40
11. Electrical fitters	40b	40b	40b	40b	40b	40b	40b	40b	40b	40b
12. Labourers (unsk.)	44	44	40	40	40	40	40	44	40	40
F. Furniture making:										
13. Cabinet makers	*	*	*	*	*	*	*	*	*	*
14. Upholsterers	*	*	*	*	*	*	*	*	*	*
15. French polishers	*	*	*	*	*	*	*	*	*	*
G. Printing and book-binding:										
16. Hand compositors	40	40	40	40	40	40	40	40	40	40
17. Machine compositors and job compositors	40	40b	40	40	40	40	40	40	40	40
18. Machine minders	40b	40b	40b	40b	40b	40b	40b	40b	40b	40b
19. Bookbinders	40	40	40	40	40	40	40	40	40	40
20. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
L. Food industry:										
21. Bakers	40b ¹	40b ²	40b ³	40b ⁴	40b ⁵	42b	40b ⁶	40b ⁷	40b ⁸	40b ⁹
M. Electric power distribution:										
22. Electrical fitters	*	*	*	*	*	*	*	*	*	*
23. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
N. Transport:										
Trams and buses:										
24. Drivers	*	*	*	*	*	*	*	*	*	*
25. Conductors	*	*	*	*	*	*	*	*	*	*
Cartage:										
26. Motor drivers	46.4 ¹	46.4 ²	46.4 ³	46.4 ⁴	46.4 ⁵	46.4 ⁶	46.4 ⁷	46.4 ⁸	46.4 ⁹	46.4 ¹⁰
27. Horse drivers (1 horse)	*	*	*	*	*	*	*	*	*	*
Railways:										
28. Goods porters	*	*	*	*	*	*	*	*	*	*
29. Permanent way labourers	*	*	*	*	*	*	*	*	*	*
Q. Local authorities:										
30. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definitions for this occupation given in the notes on methods. (c) Average for two or more figures.

¹ In some cases, 45 and 48 hours. ² Average for the whole country. ³ For hand shops, 44 and 48 hours. ⁴ For hand shops, 48 hours; for specialty shops, 32 hours. ⁵ For hand shops, 48 hours. ⁶ In some cases, 37.5 and 48 hours. ⁷ In some cases, 28-54 hours. ⁸ In some cases, 45 and 54 hours. ⁹ For hand and specialty shops, 48 hours. ¹⁰ In some cases, 38-42 hours.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (cont.)										
	ARGENTINA				BRAZIL	CHILE	MEXICO				
	Buenos Aires	La Plata	Santa Fe	Tucu- mán	Aver- age	Concep- ción Santi- ago Valdivia	Federal Dis- trict	Mon- terrey	Guada- lajara	Puebla	Torreón
C. <i>Mechanical engineering:</i>											
1. Fitters and turners	44	48	38 ¹	44	48 ²	48	49 ^c	47 ^c	42 ^c	45 ¹	48 ^c
2. Iron moulders	44	48	*	44	48 ²	48	48	33	40	*	*
3. Patternmakers	44	*	*	44	48 ²	48	*	48	*	*	*
4. Labourers (unsk.)	44	48	36	44	48 ²	48	47	51	*	48	39
E. <i>Building:</i>											
5. Bricklayers and masons	44	44	38	44	48 ²	48	45	37 ²	46 ²	48 ²	45 ²
6. Structural iron workers	44	44	35	44	48 ²	48	48	*	*	*	*
7. Concrete workers	44	44	38	44	48 ²	48	*	*	*	*	*
8. Carpenters and joiners	44	44	*	44	48 ²	48	47 ⁴	47 ⁴	*	*	48 ⁴
9. Painters	44	44	36	44	48 ²	48	48	*	48	*	45
10. Plumbers	40	44	38	44	48 ²	48	48	*	*	*	32
11. Electrical fitters	44	44	38	44	48 ²	48	*	*	*	*	*
12. Labourers (unsk.)	44	44	38	44	48 ²	48	52	44	46	*	40
F. <i>Furniture making:</i>											
13. Cabinet makers	40	44	*	44	48 ²	48	47	48	48	48	38
14. Upholsterers	40	44	36	44	48 ²	48	47	48	48	*	*
15. French polishers	40	44	36	44	48 ²	48	48	41	*	*	*
G. <i>Printing and book-binding:</i>											
16. Hand compositors } Book	36	44	36	36	48 ²	48	37	51	43	48	51
17. Machine compositors } and											
18. Machine minders } job											
19. Bookbinders											
20. Labourers (unsk.)	44	44	44	44	48 ²	48	43	52	19	40	62
L. <i>Food industry:</i>											
21. Bakers	42	48	*	48	48	48	48	42	49	46	69
M. <i>Electric power distribution:</i>											
22. Electrical fitters	48	48	44	48	48 ²	48	43	41	32	38	40
23. Labourers (unsk.)	48	48	44	48	48 ²	48	43	39	36	35	48
N. <i>Transport:</i>											
Trams and buses:											
24. Drivers	48	48	44	48	48	48	44 ^c	46 ²	47 ^c	42 ²	40 ²
25. Conductors	48	48	44	48	48	48	47 ^c	45 ²	47 ^c	42 ²	37 ²
Cartage:											
26. Motor drivers	44	48	*	48	48	48	36	48	*	*	*
27. Horse drivers (1 horse)	*	*	*	*	48	48	*	*	*	*	*
Railways:											
28. Goods porters	*	*	*	*	48	48	*	48	*	48	48
29. Permanent way labourers	*	*	*	*	48	48	*	48	48	48	48
Q. <i>Local authorities:</i>											
30. Labourers (unsk.)	44	44	*	48	48 ²	48	48	42	46	51	48

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definitions for this occupation given in the notes on methods. (c) Average for two or more figures.

¹ Turners only. ² Night work: 42 hours. ³ Masons only. ⁴ Carpenters only. ⁵ Motorbuses only.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (cont.)

Industry and occupation (with code letter)	AMERICA (concl.)		EUROPE								HUN- GARY
	PERU	VENE- ZUELA	DEN- MARK ¹	GREAT BRITAIN							
	Lima	Cara- cas	Copen- hagen	Bir- ming- ham	Bris- tol	Glas- gow	Leeds	Lon- don	Man- chester	New- castle	Buda- pest
C. Mechanical engineering:											
1. Fitters and turners	48	48	48	47	47	47	47	47	47	47	47 ^a
2. Iron moulders	48	48	48	47	47	47	47	47	47	47	*
3. Patternmakers	48	48	48	47	47	47	47	47	47	47	*
4. Labourers (unsk.)	48	48	48	47	47	47	47	47	47	47	48 ^c
E. Building:											
5. Bricklayers and masons	48	48	48	46.5 ¹	44 ¹	44 ¹	46.5 ¹	44	46.5 ¹	44	47 ³
6. Structural iron workers	48	48	*	47	47	47	47	47	47	47	48
7. Concrete workers	48	48	*	48 ¹	48 ¹	48 ¹	48 ¹	48 ¹	48 ¹	48 ¹	48
8. Carpenters and joiners	48	48	48	46.5 ¹	44 ¹	44 ¹	46.5 ¹	44	46.5 ¹	44	47 ^c
9. Painters	48	48	48	46.5 ¹	44 ¹	44 ¹	46.5 ¹	44	46.5 ¹	44	46
10. Plumbers	48	48	48	46.5 ¹	44 ¹	44 ¹	46.5 ¹	44	46.5 ¹	44	*
11. Electrical fitters	48	48	48	47	47	47	47	47	47	47	47
12. Labourers (unsk.)	48	48	48	46.5 ¹	44 ¹	44 ¹	46.5 ¹	44	46.5 ¹	44	48
F. Furniture making:											
13. Cabinet makers	48	48	48	47	47	47	44	47	46.5 ¹	44	48
14. Upholsterers	48	48	48	47	47	47	44	47	46.5 ¹	44	47
15. French polishers	48	48	*	47	47	47	44	47	46.5 ¹	44	48
G. Printing and book-binding:											
16. Hand compositors and job	48	48	*	45	45	45	45	45	45	45	46
17. Machine compositors	48	48	*	45	45	45	45	45	45	45	44
18. Machine minders	48	48	48	45	45	45	45	45	45	45	44
19. Bookbinders	48	48	48	45	45	45	45	45	45	45	46
20. Labourers (unsk.)	48	48	48	45	45	45	45	45	45	45	55
L. Food industry:											
21. Bakers	48	48	48	48	48	*	48	*	48	48	52
M. Electric power distribution:											
22. Electrical fitters	48	48	*	47	47	47	47	47	47	47	51
23. Labourers (unsk.)	48	48	*	47	47	47	47	47	47	47	51
N. Transport:											
Trams and buses:											
24. Drivers	48	48	*	48 ^b	*	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48
25. Conductors	48	48	*	48 ^b	*	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48
Cartage:											
26. Motor drivers	48	48	*	48	48	48	48	48	48	48	56
27. Horse drivers (1 horse)	*	48	*	48	48	48	48	48	48	48	51
Railways:											
28. Goods porters	48	48	*	48	48	48	48	48	48	48	69
29. Permanent way labourers	48	48	*	48	48	48	48	48	48	48	48
O. Local authorities:											
30. Labourers (unsk.)	48	48	*	47	47	48	47	47	47	47	51

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definitions for this occupation given in the notes on methods. (c) Average for two or more figures.

¹ Data for Apr. 1942. ² In winter, 44 hours. ³ In summer, 49.5 hours; in winter, 44.5 hours; average, 48 hours. ⁴ 10 weeks in winter; 41.5 hours. ⁵ In Dec. and Jan., 41.5 hours. ⁶ In winter, 39 hours. ⁷ In 5-day workshops, 46.25 hours. ⁸ Turners only. ⁹ Masons only.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1942 (a) (concl.)

Industry and occupation (with code letter)	EUROPE (concl.)										OCEA- NIA
	IRELAND			POR- TUGAL	SWEDEN			SWITZERLAND			NEW ZEALAND
	Cork	Dublin	Dundalk	Lisbon	Göte- borg	Malmö	Stock- holm	Basle	Bern	Zurich	Wellington
C. <i>Mechanical engineering:</i>											
1. Fitters and turners	47	47	47	48	48	48	48	48 ^b	48 ^b	48 ^b	40
2. Iron moulders	47	47	47	48	48	48	48	*	*	*	40
3. Patternmakers	47	47	47	48	48	48	48	*	*	*	40
4. Labourers (unsk.)	47	47	47	48	48	48	48	*	*	*	40
E. <i>Building:</i>											
5. Bricklayers and masons	47	44	47	48	48	48	48	50 ^{b1}	50 ^{b1}	50 ^{b1}	40
6. Structural iron workers	47	44	*	48	48	48	48	*	*	*	40
7. Concrete workers	47	44	47	48	48	48	48	*	*	*	40
8. Carpenters and joiners	47	44	47	48	48	48	48	49 ^{b1}	50 ^{b1}	50 ^{b2}	40
9. Painters	47	44	47	48	45	48	45	45 ²	47.5 ¹	47.5 ¹	40
10. Plumbers	47	44	47	48	48	48	48	48	48	48	40
11. Electrical fitters	47	44	47	48	48	48	48	48	48	48	40
12. Labourers (unsk.)	47	44	47	48	48	48	48	50 ¹	50 ¹	50 ¹	40
F. <i>Furniture making:</i>											
13. Cabinet makers	47	44	44	48	48	48	48	48	48	48	40
14. Upholsterers	47	44	44	48	48	48	48	48	*	48	40
15. French polishers	47	44	44	48	48	48	48	*	*	*	40
G. <i>Printing and book-binding:</i>											
16. Hand compositors { Book and job }	45	45	45	48	48	48	48	48	48	48	40
17. Machine compositors { }	45	45	45	48	48	48	48	44	44	44	40
18. Machine minders	45	45	45	48	48	48	48	48	48	48	40
19. Bookbinders	45	45	45	48	48	48	48	48	48	48	40
20. Labourers (unsk.)	45	45	45	48	48	48	48	48	48	48	40
L. <i>Food industry:</i>											
21. Bakers	*	44.5	47	49	48	46	48	48	48	48	44
M. <i>Electric power distribution:</i>											
22. Electrical fitters	47	44	48	48	48	48	48	48	48	48	40
23. Labourers (unsk.)	48	44	48	48	48	48	48	48	48	48	40
N. <i>Transport:</i>											
Trams and buses:											
24. Drivers	48 ^b	48	48 ^b	48	48	48	48	48	48	48	40
25. Conductors	48 ^b	48	48 ^b	48	48	48	48	48	48	48	40
Cartage:											
26. Motor drivers	48	48	48	56	48 ^b	48 ^b	48 ^b	51	51	51	44
27. Horse drivers (1 horse)	48	48	47	*	48 ^b	48 ^b	48 ^b	51	51	51	44
Railways:											
28. Goods porters	48	48	48	48	48	48	48	48	48	48	40
29. Permanent way labourers	48	48	48	48	48	48	48	48	48	48	40
Q. <i>Local authorities:</i>											
30. Labourers (unsk.)	47	44	47	48	48	48	48	48	48	48	40

(a) For the methods of compilation of these statistics, see notes on p. 578. (b) Supplementary definitions for this occupation given in the notes on methods. (c) Average for two or more figures.

¹ Summer work. ² Yearly average.

NOTES ON THE METHODS OF COMPILATION OF THE DATA
IN TABLES I AND II*America.*

Newfoundland. *Tram and bus drivers:* tram, one-man operator.

United States. *Concrete workers:* cement finishers. *Electrical fitters* (building): inside wiremen. *Machine compositors:* in Boston, linotype only. *Machine minders:* machine tenders or minder-operators; in Boston, linotype minders; in New York, tending up to 4 machines. *Tram and bus drivers:* in New York, mostly in subway. *Bakers* (hours): for machine shops only.

Argentina. *Machine compositors:* linotype. *Drivers and conductors* (in Córdoba): tramway employees only.

Mexico. *Machine compositors:* linotype operators. *Machine minders:* mechanics.

Uruguay. *Machine compositors:* linotype operators.

Venezuela. *Fitters and turners:* mechanics. *Hand machine compositors:* typographers. *Labourers* (in *mechanical engineering, building, and printing*): helpers of industrial workers in general.

Europe.

Great Britain. *Drivers and conductors:* tram and trolley bus only; in Newcastle, tram only.

Ireland. *Tram and bus drivers and conductors* (in Cork and Dundalk): bus employees only.

Sweden. *Goods porters and permanent way labourers:* workers of the State railways.

Switzerland. *Fitters and turners:* workers employed in the central heating industry. *Bricklayers and masons:* masons only. *Carpenters and joiners:* carpenters only. *Painters* (in Basle and Bern): workers in their third year after apprenticeship. *Electrical fitters* (in Basle and Zurich): workers in their fourth year after apprenticeship. *Upholsterers* (in Basle): workers in their fourth year after apprenticeship. *Hand compositors:* workers with more than two years of service. *Machine compositors:* workers with more than one year of service. *Bookbinders:* workers in their third year after apprenticeship. *Labourers:* workers in their third year of service in bookbinding shops. *Motor drivers and horse drivers:* in Basle, workers in their second year of service after apprenticeship, in Bern and Zurich in their third year.

BIBLIOGRAPHY

Book Notes

OFFICIAL PUBLICATIONS

BRAZIL

Departamento Administrativo do Serviço Público. *Evolução Histórica de Seguro Social.* By Helvecio Xavier LOPES. Rio de Janeiro, Imprensa Nacional, 1943. 32 pp.

An excellent survey, which keeps strictly to the subject indicated by the title: the historical evolution of social insurance. The earliest social insurance laws in different countries are noted, and their gradual extension to all workers is stressed as one of the essential features of social insurance history. The Brazilian legislation is described in a separate chapter, which enables the reader to trace its evolution from the first parliamentary initiatives in 1904 and 1908.

SWEDEN

Justitiedepartementet. *Utlänningshandbok. Årgång 1943. Utlänningslagen och därmed sammanhängande författningar samt passkungörelserna m.m.* Stockholm, 1943. 103 pp.

This "Aliens' Handbook, 1943" was issued by the Swedish Ministry of Justice on 1 November 1943, and is subtitled: "The Aliens Act and Relevant Statutes, together with Passport Notifications, etc.". Parts I and II contain the annotated texts of legislation dealing with aliens and with passports respectively, the basic statutes being the Aliens Act of 11 June 1937, the validity of which was extended from 31 December 1942 to 31 December 1945 by an Act of 18 July 1942, and the Royal Notification of 26 November 1937, issuing regulations under the Aliens Act. Part III gives explanations and comments; Part IV is a chronological list of all the more important laws, circulars, etc. respecting the supervision of aliens; Part V reproduces the various forms used.

Bartlett, Vernon. *Tomorrow Always Comes.* Toronto, The Macmillan Company of Canada, 1943. 128 pp. \$1.50.

An imaginative forecast, in the form of an interesting and ingenious narrative, of the dramatic events that may be expected to mark the culmination of the war in Europe, by a publicist with considerable experience of men and affairs. If only as a sobering reminder of the complexity of the issues which will have to be dealt with at the end of the war, and which regarded in prospect appear as simple in outline as so often sketched in the numerous current publications on reconstruction, it will serve a useful purpose. But the author has also a contribution of his own to make to the efforts that are being made at present to give a shape to things to come.

Chase, Stuart. *Where's the Money Coming From? Problems of Postwar Finance.* New York, Twentieth Century Fund, 1943. ix + 179 pp. \$1.

This book is the third in a series of brief reports prepared by the author for the Twentieth Century Fund. It discusses how the United States is to meet the

cost of the war, of the transitional period, and of the post-war period. If the war lasts until 1945, he anticipates a national debt of \$250,000 million, but is not seriously alarmed at the possibility. To meet the debt, however, he holds that three major adjustments will have to be made. The United States will have to abandon its position as the only nation without a large standing national debt and must discard any preconceived ideas about paying it off quickly; it must accept a high enough tax structure to cover the interest charges; and both the tax structure, and if necessary the debt, must be used to keep the national income high so that the debt will not become unmanageable. To maintain a high national income, a compensatory economy is recommended, in which business carries the maximum possible load of production and distribution and Federal and local Governments fill any serious gaps in employment; at the same time, the Federal Government ensures national minimum standards of living and distributes Government benefits primarily to citizens as consumers rather than to producer groups. Stress is laid on the importance of tax policy and on the need for some method of taxation which would force money to be spent or invested rather than saved, in order to guarantee constant full employment.

Hare, A.E.C. *Works Councils in New Zealand*. Wellington, Victoria University College, 1943. 114 pp. 3s. 6d.

A useful analysis of the working of the fifty or so joint works councils now in operation in the meat freezing industry, coal mining industry, and railway workshops of New Zealand, preceded by a brief review of the development of these institutions in New Zealand and elsewhere. The author describes the position and methods of work of the councils and the subjects they deal with, and explains their role in the structure of industrial relations. A final chapter discusses their failures and achievements.

Morton, Walter A. *British Finance 1930-1940*. Madison, University of Wisconsin Press, 1943. xii + 356 pp. \$4.

This is a comprehensive study of a decade of British financial policy, including a consideration of monetary, fiscal, and business cycle theories which influenced the formulation of policy during that time, as well as theories relating to gold and the gold standard, foreign exchanges, balance of payments, investment, and interest rates. In the first section of the book the author describes the immediate repercussions of the British departure from the gold standard and in doing so he covers British, American, and Continental financial policy in the period before 1929, a time when financial rather than political considerations determined monetary policy. The second section of the book deals with international finance in the years up to 1940, a period when political events played a major part in determining the exchanges and gold and trade policies. The final section discusses British domestic finance and deals particularly with the effects of the cheap money policy, which the author concludes was not a factor vital to British recovery during the 'thirties.

Normano, F. J. *The Spirit of American Economics*. With a supplement by A. R. M. LOWER: *The Development of Canadian Economic Ideas*. New York, The John Day Company, 1943. 255 pp. \$3.50.

A study of the history of economic ideas in the United States prior to the Great Depression, this book is designed to furnish a background for the leading currents of thought in American history. Mr. Normano cites as the major characteristics of present American economics the striving for immediate application of economic ideas and a passion for statistics and fact-finding. He expects that the renaissance of economic thought in the United States will be through the attempt at a "constructive application" of accumulated facts and data, as shown in the work of the Temporary National Economic Committee, the National Resources Planning Board, Professor Alvin H. Hansen, and others. In the supplement, Mr. Lower outlines Canadian history, which he holds has been shaped by two basic antitheses: the antithesis between French and English and that between metropolitanism and localism. He traces the history of Canadian economic ideas through to the development of self-reliance and present economic thought in Canada, which has, perhaps inevitably, taken the form mainly of analysis and explanation of Canadian problems.

Ohio State University. Bureau of Business Research. *Effectiveness of Unemployment Benefits in Maintaining Purchasing Power.* By Sam ARNOLD. Research Monograph No. 34. Columbus, Ohio State University, 1943. xv + 71 pp. \$1.

— *Unemployment Compensation Experience of Beneficiaries in Columbus, Ohio: 1939-1940.* By Rose L. PAPIER. Research Monograph No. 33. Columbus, Ohio State University, 1943. xiii + 82 pp. \$1.50.

These two studies on the unemployment insurance scheme in the State of Ohio contain a great deal of very useful information. Mr. Arnold, in dealing with the effectiveness of unemployment benefits in maintaining purchasing power, comes to the conclusion that such benefits are very small in relation to lost buying power. This was particularly true under the original Ohio legislation, but even with the 1941 amendments, which did much to liberalise the system, it is still true. Mrs. Papier has collected a considerable amount of detailed information on the actual operation of the law in the city of Columbus.

Patterson, S. Howard. *Social Aspects of Industry. A Survey of Labor Problems.* Third Edition. New York, McGraw-Hill Book Company, 1943. xviii + 536 pp. \$3.

This is the third edition of a text book for students by the Professor of Economics at the Wharton School of the University of Pennsylvania. It deals mainly with United States conditions and experience.

Shinwell, Emanuel. *The Britain I Want.* London, MacDonald & Co., 1943. 216 pp. 10s. 6d.

In this book the Chairman of the British Labour Party's Committee on Post-War Reconstruction sets forth the internal reforms for Great Britain which he considers to be both imperative and possible after the present war. Considerable space is given to vigorous criticism of the pre-war conditions in Great Britain, in order to bring out the "deep-seated and widespread wish for change" among the British public. The general tenor of the author's aspirations is expressed in his statement that "in this book an uncompromising attack has been launched against the five giants: Want, Disease, Ignorance, Squalor and Idleness". Arguing that "if in times of stress . . . no man has the right to own his body, and the State exercises a sovereign right over all his actions, then there must be a reciprocal adaptability of the State to meet his social and economic needs when the days of peril have passed, he pleads for the abrogation of class distinctions and unemployment, for the planning and expansion of industry, the adoption of a broad social security scheme, and a thorough revision of the British educational and banking systems. An artistically planned housing programme, on a scale by far exceeding that of the inter-war period, he considers absolutely indispensable.

As a parliamentarian, Mr. Shinwell advocates measures which would, in his opinion, strengthen the parliamentary system in Great Britain. There is no doubt that his plans would lead to a very considerable increase in the functions of the various branches of administration. For example, he wishes the Ministry of Labour to maintain a close census of labour available for all branches of industry. More than that: "What will be wanted most can be summed up in the term 'Labour Intelligence'. The Ministry must act with the quickness and decision expected from the staff headquarters of a well-led army." Likewise the State must assume "complete responsibility" for the housing programme, while "the Ministry of Agriculture could be developed into a real directorate of the farming industry of this country". For the merchant navy, he proposes continued centralised control, and urges the ratification of the "Geneva Conventions for Seamen".

Proceedings of Labor's Conference on Food and Nutrition. Sponsored by UNION LABEL TRADES DEPARTMENT, AMERICAN FEDERATION OF LABOR, October 9, 1943, Boston, Mass. Washington, D.C., American Federation of Labor, 1943. 65 pp.

Contains the text of a number of addresses on problems of food and nutrition and the interest of labour in these subjects, together with the texts of resolutions adopted by the Conference. One of these resolutions, recommending close association of the I.L.O. with the proposed Permanent Organisation for Food and Agriculture, was reproduced in the November 1943 number of the *International Labour Review*, pp. 619-620.

Schumacher, E. F. *Export Policy and Full Employment.* Research Series, No. 77. London, Fabian Publications Ltd., and Victor Gollancz Ltd., 1943. 33 pp. 1s.

The author of this pamphlet examines the export policy of Great Britain in the light of the situation likely to arise after the war. He thinks that every effort should be made to obtain international agreement on a world-embracing system of international clearing and lending. He is critical of the Keynes and White plans and puts forward alternative proposals. He is not hopeful, however, that a satisfactory agreement will in fact be reached on this question, and his second conclusion is that in that case Britain should reserve for itself the right to use whatever commercial policies it may find it necessary to adopt from time to time, such as exchange control, export subsidies, and long-term sales and purchase agreements with other countries. The greatest contribution that any country can make towards a prosperous and harmonious world economy is, in his view, the pursuit of a vigorous full employment policy.

Stewart, Maxwell S. *Building for Peace at Home and Abroad.* New York and London, Harper and Brothers, 1943. xiii + 240 pp. \$2.50.

In discussing the many programmes for the creation of employment and the preservation of peace, this readable book deals with a great variety of topics, from slum clearance to the creation of an international police force, and brings out the relation between domestic and international problems. On the subject of building up an international army, the author points out that "we must at the same time take steps to bring about effective disarmament of the powers. This must be done as fairly as possible." As regards the reconstruction of the war-scarred countries, he is of the opinion that loans will be indispensable, but in order to avoid the mistakes which were made after the last war there should be a large measure of international supervision as to the manner in which the loans are used. "The reconstruction programme might well be carried out largely as a joint international public works project." He illustrates his point that "the idea of international public works is by no means a new one" by showing how, in the early days of the depression the International Labour Office proposed a series of public works projects and is still on record as endorsing international public works for post-war reconstruction. The final chapter emphasises the part that the average citizen of the democracies can play in such matters as jobs, social security, and world organisation.

Having aroused the American people, the next job is that of making them realise that as citizens in a democracy they are just as responsible for national policy as the lawmakers in Washington . . . So far organised labour in this country, in contrast to British or French labour, has had little or no concern with the larger problems of the peace. It has supported public works and social security but has taken no stand on world policies. This has reflected a lack of interest and a lack of knowledge on the part of workers themselves. The lack of information is probably the key to what appears to be indifference.

Tempel, J. van den. *Keep the Lamps Burning.* London, Robert Hale, 1943. 256 pp. 10s. 6d.

A lucid analysis of the general principles underlying the main political and social problems with which the post-war world will have to cope. Among the subjects discussed are the defects of democracy, the future of democratic socialism, the four freedoms, social security, the gold standard, nationalism, the sovereignty of nations, and international co-operation. On the last of these, the author cites the saying that "the League of Nations was a failure", and observes: "The self-complacent are only too ready to form this judgment in a spirit of contempt. But all wise men know that the underlying principle of the League of Nations is imperishable", adding: "An essential element in this new international co-operation was the International Labour Organisation".

As regards future peace plans:

A lasting settlement of major issues on a European footing is in most cases only conceivable in the light of a universal settlement of those issues, for the content of the settlement and the hope of preserving it in the future must depend to a high degree on the politics of non-European States. . . International co-operation can never be permanently successful, even given

goodwill and agreement as to the ultimate aim, if the organisation, the apparatus, and the scheme of work are not equal to the exigencies of the task to be performed. . . It seems high time that the Allied Governments created special bodies to prepare and take in hand a plan of lasting co-operation in economic, financial, and monetary matters. The International Labour Office would collaborate, of course, in dealing with social questions.

It would have been interesting to have had the author's views on the possibility of widening the competence of the International Labour Organisation to enable it to deal with certain economic matters having a direct bearing on social legislation.

Whitton, Charlotte. *The Dawn of Ampler Life. Some Aids to Social Security.* Toronto, The Macmillan Company of Canada, 1943. vi + 154 pp.

The author was asked by the leader of the Progressive Conservative Party of Canada to examine Dr. Marsh's Report on Social Security for Canada, the Report of the Advisory Committee on Health Insurance, and comparable United Kingdom and United States proposals for measures of social security, and to comment upon their possible adaptability to Canadian needs. Her examination leads her to conclude that neither Dr. Marsh's scheme nor the Draft Health Insurance Bill is well adapted to Canadian conditions.

She insists on the importance of the farmers, shopkeepers, and other groups of independent workers in Canada, and urges that their needs should be as fully considered in the design of social security measures as those of industrial wage earners. She follows the Canadian Federation of Agriculture in recommending that medical care should be a non-contributory, universal public service. Children's allowances, she agrees, are not the most economical way of securing the welfare of children, and she prefers instead the development of social services for children; industries which are not able to pay adult workers a wage sufficient for the support in reasonable decency of a family including two or three children should be investigated with a view to "remedial action". Social security services may be divided into three categories: "social utilities" (i.e., health, education, child welfare), social assistance, and social insurance, and should be developed in that order of priority. Social insurance for income maintenance must be the last of three, because in the author's view it will be necessary to build up reserves beforehand; it should be devised in the closest co-ordination with the income tax system.

Wilson, Charles Morrow. *Ambassadors in White. The Story of American Tropical Medicine.* New York, Henry Holt and Co., 1942. x + 373 pp. Illustrated. \$3.50.

The problems of tropical medicine have always attracted scientific minds in the Americas, largely because most of the Latin American countries are situated in the tropics and a vast sanitation campaign is essential if their enormous economic resources and industrial possibilities are to be properly developed. In this book, Mr. Charles Morrow Wilson, well known as a populariser of scientific knowledge on the subject, stresses the need for promoting and planning the sanitation of the South American continent, with the co-operation of the doctors and Governments of the Latin American countries, for the purpose of mobilising all the resources of the Americas in the service of continental development and defence.

The author considers the problem of sickness among the Latin American peoples, due to the difficult climate and to environmental factors which cannot be fully mastered for lack of financial means and equipment. He notes that of the ten principal causes of death in Latin America, eight are diseases caused by pathogenic organisms, and points out what it means to have a whole continent with health problems such that the work of the ill-equipped, isolated local centres established by doctors and Governments can produce only partial and temporary improvements, and leaves the population exposed to all the ravages of tropical diseases such as malaria, yellow fever, tuberculosis, typhus, and verruga.

The past achievements of American medical work in the tropics are described, including the devoted work of Carlos Finlay, known as the "Cuban Pasteur", and Walter Reed, of Virginia, on yellow fever; the life and work of William Gorgas, sanitation expert of Cuba and Panama; the nutrition researches of the Canadian William Deeks; the activities of the United Fruit Company in the field of sanitation and preventive medicine, a model of such activities on the part of

foreign undertakings; and the romantic life of the Japanese scientist Noguchi, with his discoveries concerning yellow fever, verruga peruana, and malaria. An account is given of the war against mosquitoes, and various types of tropical diseases are described in non-scientific terms comprehensible to the general reader.

In conclusion, the author quotes the significant statement of the United States Under Secretary of State, Mr. Sumner Welles, to the Conference held in Rio de Janeiro in January 1942, asserting that the United States Government "believes that we must begin now to execute plans vital to the human defence of the hemisphere, for the improvement of health and sanitary conditions, the provision and maintenance of adequate supplies of food, milk, and water, and the effective control of insect-borne and communicable diseases", and notes that a beginning has been made with such plans. Mr. Wilson sums up his thesis in the following terms:

The primary solution of Latin America's mighty health problem is common willingness to face the issue and to seek its solution at a time when the defence of health is not only an obligation of neighbourliness but a necessity if the Americas are to survive. . . . Let us have more ambassadors in white and more American dollars, minds, and hands to move in behind them.

Books Received¹

NON-OFFICIAL PUBLICATIONS

Baker, Helen. *Employee Counseling. A Survey of a New Development in Personnel Relations.* Princeton, Princeton University, Industrial Relations Section, 1944. 64 pp.

Barger, Harold, and Schurr, Sam. H. *The Mining Industries, 1899-1939. A Study of Output, Employment and Productivity.* New York, National Bureau of Economic Research, 1944. xxii + 452 pp. \$3.

Blodgett, Ralph H. *Comparative Economic Systems.* New York, The Macmillan Company, 1944. xi + 845 pp.

Cole, G. D. H. *The Means to Full Employment.* London, Victor Gollancz Ltd., 1943. 175 pp. 6s.

Dunlop, John T. *Wage Determination Under Trade Unions.* New York, The Macmillan Company, 1944. ix + 231 pp.

Fabian Colonial Bureau. *Kenya—White Man's Country?* Research Series, No. 78. London, Fabian Publications Ltd., and Victor Gollancz Ltd., 1944. 32 pp. 1s.

Fabian Society. *Plan for Britain. A Collection of Essays.* London, George Routledge & Sons, 1943. vii + 127 pp.

Nehgme, Elias Rodriguez. *La Economía Nacional y el Problema de las Subsistencias en Chile.* Santiago de Chile, Universidad de Chile, 1943. 2 vols. x + 955 pp.

Nicholls, William H., and Vieg, John A. *Wartime Government Operation.* Philadelphia, The Blakiston Company, 1943. xiii + 109 pp. \$1.50.

Schnapper, M. B. (editor). *United Nations Agreements.* Washington, D.C., American Council on Public Affairs, 1944. xxxiii + 376 pp.

di Tella, Torcuato. *Problemas de la Posguerra. Función Económica y Destino Social de la Industria Argentina.* Buenos Aires, Librería Hachette, 1943. 110 pp.

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