



# INDUSTRIAL AND LABOUR INFORMATION

## INDUSTRIAL LABOUR ORGANISATION

### INDIA AND THE UNDERGROUND WORK (WOMEN) CONVENTION

Reference has previously been made in these pages<sup>1</sup> to the Government of India's decision to exempt, as an emergency measure, coal mines in certain provinces from the prohibition of the employment of women on underground work in mines. The *Underground Work (Women) Convention, 1935*, provides that, subject to certain specified exceptions, no female, whatever her age, shall be employed on underground work in any mine.<sup>2</sup> In India regulations prohibiting the employment of women underground were issued by the Governor-General in Council and were published by notification of 1 February 1937. In March 1938, the Convention was ratified by India.

The Acting Director of the International Labour Office has received a letter dated 18 January 1944 from the High Commissioner for India in London, Sir Samuel Runganadhan, who is the representative of the Government of India on the Governing Body of the International Labour Office, explaining the action taken by the Government in the present emergency. The letter, after stating that "the Government of India have now, with the utmost regret, found it necessary as a temporary measure to remove" the "prohibition in respect of coal mines in the Central Provinces, Bengal, Bihar and Orissa", continues:

This step is entirely due to the exigencies of the war. For the maintenance of Indian war production and to prevent railway communications being interrupted, adequate supplies of coal are absolutely vital to India. But in recent months coal production in India has seriously fallen. One of the chief reasons for this is that the mine workers, who are agriculturalists and who work in the mines intermittently, have tended to drift away from the coalfields. They like to have their womenfolk alongside them and during the food scarcity they tended to return to their villages out of anxiety for their families. They were also attracted by other well-paid employment in military works, etc., which is open to husbands and wives together. The reintroduction of female labour in the coalfields underground will have a double effect. Firstly, it increases the labour forces available, the women working as loaders and thus releasing more men for coal cutting. Secondly, it acts as a stabilising factor counteracting the tendency of labour to move to other employment. No alternative measure is likely to produce the immediate results which are regarded as imperatively required.

In announcing their decision the Government of India made it clear that

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 390.

<sup>2</sup> Cf. I.L.O.: *The International Labour Code, 1939* (Montreal, 1941), article 316, p. 190.

they had lifted the ban on the employment of women underground with great reluctance and that it will be reimposed as soon as the present emergency is over. Their intention is to review the position after six months.

The Government of India have also attached the following conditions to the lifting of the ban:

- (1) All women employed underground will be paid the same rates of wages as men on similar work.
- (2) No women will be employed underground in galleries less than six feet in height.
- (3) Women working underground will draw the same rations as men.

They are furthermore accompanying their decision by steps for the general betterment of conditions of labour in the coalfields. The owners are being required to make grain rations available at concession rates; cash wages and allowances to meet the higher cost of living have been improved, and the rates in the majority of collieries are now 50 per cent. above those prevailing before the war; an increase in the supply of consumer goods in the coalfields has been made; Government labour welfare officers, including one woman, are being employed; and an Ordinance has been made imposing a welfare cess on coal despatched, the proceeds of which will be devoted to improvements in public health measures, education and general amenities, including motor transport for workers.

Measures are also under consideration to reduce the competition for labour from defence works, and so to improve production in other ways.

### PUBLICATIONS OF THE OFFICE

#### RECOMMENDATIONS TO THE UNITED NATIONS FOR PRESENT AND POST-WAR SOCIAL POLICY

A report bearing the above title was published by the International Labour Office to serve as a basis for discussion on Item II on the Agenda of the Twenty-sixth Session of the International Labour Conference, which opened at Philadelphia on 20 April 1944. It links up with the report on the first Item on the Agenda, concerning the future policy, programme and status of the International Labour Organisation, previously described in these pages.<sup>1</sup>

The proposals contained in the present report are based on the general principles enunciated in the report on Item I, but since they confront the practical problems that are expected to arise, they suggest concrete measures for translating those principles into action.

The report is divided into three chapters, leading up to recommendations contained in proposed texts of resolutions for consideration by the Conference. Chapter I and the corresponding proposed resolution deal with economic policy for the attainment of social objectives, these being summed up in the words "full employment, social security and rising standards of living", which were proposed in the report on Item I as the primary aims to be pursued by the International Labour Organisation.

The group of questions considered in Chapter II relates to the standards of social policy that should be applied after the war and the relevant provisions that should be included in the peace settlement, a term understood in its widest sense as covering all the measures which may be taken by agreement between some or all of the United Nations and which will settle the conditions of the post-war world. The proposed resolution accordingly makes recommendations concerning social provisions in the peace settlement.

Chapter III discusses the decisions in respect of social policy to be taken by the United Nations in their relations with the countries of the Axis, and leads up to two proposed resolutions: concerning the government and administration by the United Nations of Germany and other totalitarian countries in Europe, and concerning measures for the protection of transferred foreign workers and of foreign workers' organisations.<sup>2</sup>

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 483.

<sup>2</sup> *Recommendations to the United Nations for Present and Post-War Social Policy*. International Labour Conference. Twenty-sixth Session. Second Item on the Agenda. Report II. Montreal, 1944. v + 87 pp. Price: 50c.; 2s.

REPORTS ON THE APPLICATION OF CONVENTIONS  
(ARTICLE 22 OF THE CONSTITUTION)

For the use of the recent Session of the Conference the Office also published a brief report setting forth the situation with regard to the reports received from Governments on the measures taken to give effect to Conventions ratified by their countries, to serve as a basis for discussion on the sixth Item on the Agenda.

This report takes the place of the usual summary of the annual reports of Governments, which in normal circumstances the Director of the Office is required to lay before the Conference. It contains in an appendix lists of the reports which were received, or which it was known had been despatched, during the period 1939-1943, the last full published report having been submitted to the Twenty-fifth Session of the Conference in 1939.<sup>1</sup>

DIRECTOR'S REPORT

The Report of the Acting Director of the International Labour Office, Mr. Edward J. Phelan, was the subject of the seventh Item on the Agenda of the recent Session of the International Labour Conference.

Since the major questions of policy which are normally dealt with in the Director's Report were covered by the reports prepared on Items I and II of the Agenda—the Future Policy, Programme and Status of the International Labour Organisation<sup>2</sup>, and Recommendations to the United Nations for Present and Post-War Social Policy<sup>3</sup>—the present report is confined to sketching briefly a few of the principal developments in the economic and social field which have taken place during the thirty months since the report prepared for the New York-Washington meeting in October 1941, and giving some account of the activities of the International Labour Organisation itself during this period. The report contains three chapters, following a short introduction; the first deals with the economic background, the second with social developments, and the third with the work of the I.L.O. Documents relating to the membership of the Organisation are reproduced in an appendix. In a brief conclusion, the Acting Director draws attention to the responsibilities devolving upon the Conference and the opportunities before it.<sup>4</sup>

CONSTITUTIONAL PROVISIONS CONCERNING SOCIAL AND ECONOMIC POLICY

The volume recently published under the above title is a collection of texts comprising those provisions of national constitutions which have a bearing on social and economic policy, together with certain international declarations of policy. Apart from its permanent value as a documentary source, it is hoped that the collection may be of special service to those in many countries who may have the responsibility of remodelling their constitutional provisions after the war.

The texts cover 450 countries and other Government units. They are selected on the basis of their relevance to the social objectives of the I.L.O. according to principles described in an explanatory note. A short introduction indicates the recent and probable future trends of constitutional changes, explains their bearing on the future of the I.L.O., and suggests some subjects on which provisions might suitably be incorporated in future constitutional instruments. The volume is completed by a bibliography and index.<sup>5</sup>

<sup>1</sup> *Reports on the Application of Conventions (Article 22 of the Constitution)*. International Labour Conference. Twenty-sixth Session. Sixth Item on the Agenda. Report VI. Montreal, 1944. 44 pp. Price: 25c.; 1s.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 483.

<sup>3</sup> See above, p. 648.

<sup>4</sup> *Director's Report*. International Labour Conference. Twenty-sixth Session. Seventh Item on the Agenda. Report VII. Montreal, 1944. 91 pp. Price: 50c.; 2s.

<sup>5</sup> *Constitutional Provisions concerning Social and Economic Policy*. Montreal, 1944. lix+755 pp. Price: \$5; 20s.

WORLD ECONOMIC DEVELOPMENT: EFFECTS ON ADVANCED  
INDUSTRIAL COUNTRIES

This new volume, prepared for the Studies and Reports Series of the I.L.O. by Professor Eugene Staley, surveys the probable effects on the more advanced industrial countries of the post-war economic development programmes now being planned throughout the world.

The analysis is divided into three parts: effects arising out of international investment for developmental purposes; longer-range effects resulting from shifts in production, consumption and trade; and some broader implications of economic development in new areas. The general conclusion emerging from the study is that economic development of new areas brings both opportunities and dangers to existing industrial areas, but that it is definitely possible by policies of mutual co-operation and adaptation to make the advantages far outweigh the disadvantages.<sup>1</sup>

## SOCIAL AND ECONOMIC POLICY

### REHABILITATION OF LIBERATED AREAS IN THE U.S.S.R.

Five months after the publication of the U.S.S.R. Decree of 21 August 1943 on urgent measures for the economic rehabilitation of districts liberated from German occupation<sup>2</sup>, a first report on its application was published on 5 February 1944.

#### *Agricultural Reconstruction.*

The report states that the plan for the return of livestock evacuated to the East during the retreat was more than fulfilled. As against the proposed numbers of different kinds of livestock, an excess of 12,287 cattle, 25,344 sheep and goats, and 1,673 pigs were shipped to the reoccupied districts and delivered in good condition. Over 570,000 animals underwent veterinary inspection. Further, in pursuance of the Decree the Government purchased and sold to the collective farms a total of over 250,000 head of livestock, in addition to which farms and farm members in areas that had never been subject to occupation contributed 178,000 head of livestock to the neighbouring farms. Barns and other structures to accommodate livestock were completed before the winter started. For the training of farm technicians and specialists, the plans for setting up schools were also exceeded; 71 schools were established, instead of the 66 planned. In all, the collective farms of the reoccupied districts received 1,723,201 head of livestock. Similarly, the plan for restoring the domestic poultry flocks in the liberated areas was more than fulfilled.

According to the Decree of 21 August 1943, certain tax exemptions and privileges as to State delivery of agricultural produce were granted to the collective farms of the liberated districts. In addition, complete exemption from deliveries in kind to the State was granted to 786,000 farmsteads belonging to the Red Army and guerilla fighters, 200,000 farmsteads belonging to people incapacitated by age, 21,000 farmsteads belonging to teachers, doctors and other professional people, and 52,000 farmsteads belonging to pensioners and invalided veterans: a total of 1,063,363 families.

As regards the advance of seeds to collective farms, the plan was not quite fulfilled: instead of 120,000 metric tons, only 96,000 tons were allocated.

The restoration of machine and tractor stations was executed with greater success: 575 machine and tractor stations and 969 of the necessary repair shops

<sup>1</sup> *World Economic Development: Effects on Advanced Industrial Countries.* By Eugene STALEY. Studies and Reports, Series B (Economic Conditions), No. 36. Montreal, 1944. v+218 pp. Price: paper: \$1.25; 5s; cloth: \$1.75; 7s.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 61.

were restored. To these stations, 5,972 of the evacuated tractors were restored and to the shops, 912 metal-cutting machine tools. Farm machinery supplies also exceeded estimates.

Trained personnel sent to the reoccupied districts included 3,587 outstanding farm workers and specialists. In addition, 590 technical school graduates were assigned to the districts in need.

Deliveries of fuel and lubricants were accomplished according to the plan.

#### *Reconstruction of Dwellings.*

The restoration of damaged houses and the building of new dwelling places in towns and villages provided accommodation for 1,813,614 persons by the building of 326,461 houses, including 266,050 houses in villages. Of the new building material plants, 25 had been erected by 1 January 1944; 11 out of the planned 13 factories for the production of prefabricated houses were in operation.

#### *Reconstruction of Railways.*

All the railway stations listed in the Decree were rebuilt, as well as 588,900 square metres of housing accommodation, against the 520,000 square metres planned.

As provided by the Decree, 213,588 railroad employees received individual plots of land, comprising a total area of 52,903 hectares of arable land and 42,268 hectares of grass land; they also received about 5,000 pigs and were exempted from compulsory deliveries in kind to the State.

#### *Educational Measures.*

The special provisions of the Decree concerning the education and upbringing of children of soldiers and guerilla fighters, and of orphans, were carried into effect in full. All the 9 Suvorov military schools were set up by 1 December 1943, and 4,588 boys were enrolled. Similarly, the 23 vocational schools were organised and received 9,000 children. Special boarding schools for children, 118 in number, were established, with an enrolment of 14,391, but with room for the full 16,300, as provided for by the Decree. These schools have the best buildings in their particular district, and peasants and other inhabitants contributed building materials, livestock, furniture and tableware, food supplies, money and household goods. As a result these schools now own cows, horses, pigs, sheep and poultry, as well as 4,000 hectares of land assigned for their use. Lastly, the receiving and distributing centres for children exceeded expectations: 36 centres, accommodating 2,300 children, were in operation by 1 January 1944.<sup>1</sup>

## THE AUSTRALIAN GOVERNMENT AND POST-WAR PLANNING

### NEED FOR INTERNATIONAL ECONOMIC COLLABORATION

A statement of the Australian Government's views as to the future of international economic collaboration was made in the House of Representatives on 16 March 1944, when the Australian Minister for External Affairs, Dr. H. V. Evatt, announced the conclusion of an Agreement between Canada and Australia relating to the wartime provision by Canada of supplies to Australia. In his speech the Minister stressed the importance of domestic policies of full employment as the basic policy which should be followed in promoting post-war international economic collaboration.

Dr. Evatt said:

Our view is that it is by maintaining high levels of employment and consumption throughout the world and especially in the major countries that prosperity, increased consumption of goods, and expansion of trade can be effected and the economic objectives of the Atlantic Charter fulfilled. The Australian Government, accepting these objectives, regarded Article VII of the United Kingdom-United States Agreement as a further expression of them. The Australian Government's view is that the objectives can best be

<sup>1</sup> *Investia*, 5 Feb. 1944; U.S. DEPARTMENT OF COMMERCE: *Foreign Commerce Weekly*, 22 Apr. 1944.

attained by attaching primary and indeed supreme importance to the adoption of measures designed to promote full employment and increased production and consumption of goods.

This approach, he considered, was particularly important in view of the fact that in the post-war period so many nations, including Australia, will be dependent on the re-establishment and expansion of overseas markets:

In 1938 New Zealand's export trade was 35 per cent. of her total national income. Australia's was nearly 20 per cent. It will be realised that a fall in the level of employment in countries such as the United Kingdom and the United States is likely to have a detrimental effect on such economies as those of New Zealand and Australia. Such reductions in employment are not unusual. For instance, in the United States of America between 1937 and 1938 there was an increase from about 5.1 million to 7.4 million in the number of registered unemployed workers. The adverse effect of this on the exports of other countries to the United Nations can be observed from the trade figures. The maintenance of a high level of employment throughout the world would undoubtedly have a beneficial effect in increasing trade, production and consumption and so in preventing recourse to the methods associated with extreme economic nationalism.

Australia's general policy in relation to international economic collaboration was stated by the Minister for External Affairs as follows:

(1) Australia favours an international agreement by which subscribing countries would bind themselves to pursue domestic policies aimed at full employment and would arrange for an existing organisation (such as the I.L.O.) or a new international organisation to facilitate the exchange of information and consultation between countries on employment policy and generally to give effect to the international agreement on employment.

(2) In the immediate post-war period, in which the economic policies of all countries will still be unsettled, Australia would advocate and support such forms of international economic collaboration as should make it unnecessary for countries to adopt policies of extreme economic nationalism.

(3) As part of a long-range policy, every effort should be made to obtain as a permanent feature of international economic relations a maximum degree of collaboration. This may have to be achieved gradually, and as the transition problems are overcome, in the first instance, limited agreements should be sought which would provide at least for regular consultation between nations.

(4) It will be essential that countries which are not fully developed or which are highly dependent on a narrow range of exports should be able under any international agreement to use such economic measures as may from time to time prove necessary to ensure continued stability. The need for these measures will decrease to the extent that international collaboration proves successful. Further, such countries must reserve power to develop and diversify their industries.

(5) The Australian Government is of the opinion that it is reasonable to expect that all international agreements on economic collaboration should take into special account the industrial development, the dislocations, and the accumulated needs resulting from the prolonged diversion from peacetime production in countries like Australia which have been engaged for a long period in an actual sustained and total war effort.<sup>1</sup>

#### VIEWES OF THE MINISTER OF POST-WAR RECONSTRUCTION

In a series of three articles published in the Australian press, Mr. J. B. Chifley, Minister of Post-War Reconstruction, outlined the policy of the Australian Government in matters of post-war reconstruction.

The theme permeating the Minister's observations is contained in his initial remark that the primary aim of post-war economic policy must be a high and stable level of employment. He observes that between 1919 and 1939 the Australians as a nation did not behave as though they were aiming at or planning any-

<sup>1</sup> AUSTRALIAN HIGH COMMISSIONER IN CANADA: Press Release, 17 Mar. 1944.

thing in particular, and consequently progressed too slowly and unevenly. But, "war has forced us to act purposefully again. Because it created vital needs, it forced us to set ourselves goals. We have had to plan the use of all our productive resources to meet those needs." He continues:

In the change-over to peace there will be the same pressure on our resources, our ingenuity, and our manpower. There will be the same urgency. We shall meet the new situation successfully only by the same careful planning. The Government, on behalf of the nation, must determine our most urgent needs and set production goals. A new allocation of our productive capacity will be necessary since the new priority list will differ vastly from the present one. . . . This will mean extensive conversion of plant and enormous transfers and retraining of labour.

It will not be easy to meet this situation smoothly and with a steady maintenance of full employment. We shall not be able to wait upon the play of supply and demand to do the job. We must, as a nation, assess our many urgent demands now and plan on a nation-wide scale how best to use our resources and manpower to meet them. We know now, for example, that Australia needs at least 250,000 new houses. Governments and private enterprise must both take a hand. Governments cannot stand aside and wait for private enterprise to build them in its own good time, starting, soundly enough from its own point of view, with that section of the work which will yield most profit. Relative profits were never a socially satisfactory basis for a scheme of priorities.

On the subject of controls over prices of raw materials and commodities and over salaries and wages, the Minister observes that some of these controls will have to be retained, though by no means all of them. Furthermore:

Governments should root out deliberate restrictions upon output where these run counter to the community's interests. For those restrictions mean not only limited national wealth but limited national employment. There should be no place in post-war Australia for monopolistic or other restrictions upon output imposed for private advantage or from sheer misunderstanding of what is involved in an economy of abundance. And our national productive capacity can be positively built up by public investment in development works—in hydroelectricity, afforestation, soil and water conservation and transport development.

Mr. Chifley does not suggest a policy of self-sufficiency for Australia, or that a policy of full employment is for application to Australia alone. "On the contrary, general acceptance by all nations of domestic policies of full employment is the indispensable basis of a fruitful and lasting peace."

Turning to problems of social security, the Australian Minister of Post-War Reconstruction, writes as follows:

Full employment and social security must go hand in hand. Each is ultimately indispensable to the other. Even at the best of times there will be many calls—however short-lived some may be—upon each of Australia's social security services. Comprehensive and adequate provision against those calls will sustain purchasing power, which is half the battle in maintaining full employment. Full employment, in turn, keeps the total cost of social security—in particular of unemployment benefits—to a minimum.

This inter-relationship of full employment and social security policies is now widely accepted. And that acceptance has brought comprehensive social security to the fore in post-war reconstruction plans. . . .

In Australia the principle of comprehensive social security no longer needs to be advocated or defended. The community's responsibility for guaranteeing in all emergencies—whether sickness, unemployment, incapacity, widowhood or old age—a national minimum of income below which none of its citizens can be allowed to sink has been acknowledged. "Agreement must be followed by action. We must fill in the remaining gaps, unemployment, health and medical benefits for example, and weld the whole into a comprehensive scheme. Moreover, as we build and expand our national economy we should progressively raise the levels of our national minimum. We should also broaden its scope to include assurance to all of rising standards of nutrition, housing and higher educational opportunities."

The Government is convinced that it should press on with comprehensive social security plans as soon as legislation can be prepared and the necessary administrative manpower becomes available. But it rejects the insurance principle as a basis for its social security system, on the ground that this principle, whereby employer, employee, and Government contribute equal shares of the cost, throws too much of the burden on the shoulders of those who can least bear it. Hence it has instituted a National Welfare Fund, out of which the new social security services are to be financed.

The advantages of financing social security from general revenue are obvious. At least in so far as general revenue is raised by means of direct taxation (income tax, estate duties, etc.), the burden is being distributed in strict accordance with ability to bear it. For the richer man contributes not simply more than the poorer man, but, since the tax scale is graduated, at a progressively higher rate in the £1. No-one escapes entirely, for even those whose incomes are not normally subject to direct tax make a less obvious contribution to general revenue through such avenues as customs and excise and entertainment tax. So much for the individual's side of the National Welfare Scheme.

From the point of view of the national economy as a whole, the great advantage of the scheme is that the Fund accumulates surpluses in good times and distributes purchasing power widely at times when business conditions flag or falter. Social security payments have a real significance for our economy as a stabiliser. In conjunction with well-timed programmes of national development works or slum clearance, they will help to iron out business fluctuations.

From the point of view of the international economy, factors which stabilise the economies of individual nations and sustain or even boost their incomes, are trade stimulants. They serve the cause of freer and fuller international trade.

In concluding, Mr. Chifley cautions against overstating the national and international significance of social security services:

Social security services are at best palliatives to the world's economic problems, and they should become less and less necessary as economic problems are mastered, full employment maintained and national incomes raised. But, until that stage is well advanced, social security provision can and must make a real, if limited, contribution to better living conditions in each country and more peaceful relations between all countries.<sup>1</sup>

## POST-WAR PLANNING IN SWEDEN

### APPOINTMENT OF GOVERNMENT AGENCIES

On 11 February 1944 the Swedish Government appointed a Post-War Planning Commission, with Professor Gunnar Myrdal as Chairman and twenty members representing the principal sectors of the national economy and parliamentary groups, thus giving effect to the request of the Riksdag, made in June 1943, that the Government should appoint a special agency to enquire into the problems of conversion to peacetime production.<sup>2</sup>

On 10 March 1944 two agencies were set up to deal with questions of participation in international post-war reconstruction, namely, a State Reconstruction Board of five members to be responsible for Swedish State collaboration in international reconstruction work, and a Committee on International Relief Work to direct and co-ordinate Swedish humanitarian relief activities in war-ravaged areas.<sup>3</sup>

<sup>1</sup> *Sydney Morning Herald*, 1-3 Dec. 1944.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943, p. 489.

<sup>3</sup> *Afton-Tidningen*, 10 Mar. 1944.



The decision to set up the Planning Commission was taken by the Government after hearing a statement by the Minister of Finance, who recalled that in response to the Riksdag request the Government had introduced a Bill on 15 October 1943 providing for a special preliminary appropriation of 100 million crowns for Swedish participation in international relief and reconstruction work, and a second appropriation, of 10 million crowns, for the planning of public works to counteract unemployment in the transition from wartime to peacetime conditions. The Bill was passed by both Chambers of the Riksdag early in December 1943. In his speech introducing the Bill, the Minister, besides foreshadowing the appointment of the two international reconstruction agencies mentioned above, had stated that when the results of certain technical enquiries which he had been authorised to have made were available, they would be referred to a special commission, which would co-ordinate them with reference to the general policy of the Government and would recommend the principles to be followed in further planning. Since preliminary results were now available for most of the fields investigated, he considered that the time had come to set up this special commission. The situation with regard to the enquiries in progress was described by the Minister in the following terms:

The foreign exchange experts of the Bank of Sweden have submitted a report on the possible guiding principles for economic policy after an armistice, in which they have also reviewed the evolution of the monetary programme during the war years and the consequences that this may be expected to lead to if applied unaltered in the period of conversion after an armistice.

The Employment Market Commission—partly in conjunction with the Industry's Research Institute<sup>1</sup>—has made estimates with regard to the demobilisation of manpower in industry, the defence forces, forestry, and the emergency administrative institutions. The employment prospects in peacetime conditions have been investigated for industry by the Industry's Research Institute and the Board of Trade, for agriculture by the Committee on Agriculture set up in 1942, and for forestry by the Forestry Board.

A special expert has enquired into the economic aspects of housing and the employment prospects in this branch of activity.

The enquiries into investment possibilities with respect to State and communal public works which are being carried out by the Investment Enquiry Committee have also led to preliminary, but hitherto unpublished, results. For agriculture and forestry, the detailed planning of "reserve projects" has been begun on the lines proposed by the Forestry Board and the Committee on Agriculture. The Board of Trade has studied the demand for investment in the commercial ports and the development of Swedish tonnage after the war. The Industries Commission has completed its estimates of the demand for materials on the return to peacetime conditions.

Enquiries still in progress are those of the Economic Research Institute into general problems of the economic situation after the war; of the Employment Market Commission into the placing of intellectual workers and into the forms of unemployment relief; of special experts into other aspects of placing; and of the Central Vocational Training Board into certain vocational training and retraining questions.

The Minister of Finance explained that the existing enquiry agencies should continue to work in their present form and should be used for any further investigations that might be requested of them by the new Planning Commission. The results of their investigations, present and future, would be handed over to the Commission for co-ordination and the preparation of policy.<sup>2</sup>

#### TRAINING OF PERSONNEL FOR INTERNATIONAL RELIEF WORK

The Medical and Health Board is organising courses of training for medical men who wish to serve as doctors in the work of international relief after the war. The number applying for admission to the first courses, given towards the end of January 1943, was 299, including 124 fully qualified doctors (9 foreign doctors).<sup>3</sup>

<sup>1</sup> A body set up jointly by the Federation of Industries and the Employers' Federation.

<sup>2</sup> *Post- och Inrikes Tidningar*, 23 Feb. 1944. Communication to the I.L.O.

<sup>3</sup> *Stockholms-Tidningen*, 12 Jan. 1944.

The Central Association for Social Work and the Society for International Social Study and Reconstruction Work are jointly organising courses of training for social and administrative personnel for post-war relief work.<sup>1</sup>

### RECONSTRUCTION PLANNING IN HUNGARY

In the course of 1943 the Minister for Industry of Hungary entered into negotiations with the managements of the most important undertakings in the metal and engineering industries and with representatives of the occupational organisations concerned, with a view to the drawing up by each undertaking of a programme of work that might be carried out during the transition period from a war to a peace economy. These programmes would be subsequently examined and co-ordinated by the Ministry. Attention was drawn to the desirability of having detailed plans of this kind ready so that the proposed work could be put in hand without delay at the appropriate time. It was also pointed out that undertakings would have to rely on their own resources to solve any problems arising, and that the dismissal of salaried employees and workers would probably be made subject to special permission.

These negotiations, which were to have been completed by the beginning of 1944, mainly concerned undertakings in which production had been most extensively adapted to war requirements, and which would accordingly be faced with the greatest difficulties in resuming their normal activities. The Minister for Industry was also to confer with the various competent authorities with regard to the planning of comprehensive public works schemes. In particular, consideration would be given to works which would give employment to a large number of workers, such as the construction of roads, railways, bridges, postal equipment, inland waterways, hydraulic plants, warehouses, and so forth. Representatives of handicrafts, of home industries, and of the workers' trade organisations would also be consulted with regard to the creation of employment opportunities.

In the negotiations with the heads of undertakings, the Ministry emphasised that, in selecting the works for which preparation was to be made, preference should be given to the manufacture of those articles for which there would probably be a heavy demand after the war. Special importance should be attached to the manufacture of agricultural implements and machinery. Furthermore, employers should not lose sight of the fact that it was as much to their own interests as to those of the workers to keep together their skilled personnel. They should also try to provide work for their unskilled workers, since it would be difficult to reabsorb into agriculture all those who had been attracted to factory work by the recent expansion of industrial activity.

Lastly, managements were asked not to confine themselves merely to drawing up plans, but to take the necessary action to enable the work to be undertaken without delay when the need for it arose.<sup>2</sup>

### THE STUDY OF POST-WAR PROBLEMS IN SOME AMERICAN COUNTRIES

#### BRAZIL

A National Council on Industrial and Commercial Policy to study post-war reconstruction measures was established in Brazil by Decree No. 5982, which came into operation on 12 November 1943.

The Council is composed of the Minister of Labour, Industry and Commerce as chairman, two representatives for private industry and two for commerce, and one representative each of the Ministries of Finance, Agriculture, Transporta-

<sup>1</sup> *Svenska Dagbladet*, 7 Jan. 1944.

<sup>2</sup> *Uj Világ*, 16 Dec. 1943.

tion and Public Works, and Labour, Industry and Commerce. There will also be added to the Council five citizens of repute in political and social sciences. The members of the Council are appointed by the President of the Republic, except for the representatives of industry and commerce, who are appointed by their respective confederations; where such do not exist, the appointment is made by the Minister of Labour, Industry and Commerce.

It will be the task of the National Council to formulate plans and recommendations for the conversion of Brazilian production from a wartime to a peacetime basis, to stimulate industrial and commercial activities in the country, to protect the existing activities and promote the development of new ones, to create industries essential to the national defence and economy, to promote domestic and foreign trade, to impose restrictions on fraudulent and unfair competition, and, finally, to endeavour to raise the standard of living and ensure the co-operation of the trade unions in the industrial development of the country.<sup>1</sup>

#### MEXICO

A National Committee for the study of post-war problems was set up in Mexico by a Decree of 1 March 1944. The Committee is composed of the Secretaries of Finance and Public Credit, National Economy, Agriculture and Development, Labour and Social Welfare, Communications and Public Works, Education, and Foreign Affairs. It also includes three representatives from each of the Congressional Chambers of the Union and such other persons who because of their special qualifications may be called upon by the Government authorities.

The National Committee is divided into different sections, which deal respectively with economic and social questions, education, and international affairs. It must meet in plenary session at least once a month. The National Committee is empowered to create auxiliary committees within the various departments of State which are not represented on it to collaborate with the Committee.<sup>2</sup>

#### URUGUAY

In July 1943, the Minister of External Affairs of Uruguay had appointed a Departmental Committee to study post-war problems and to gather information on post-war planning in other countries. More recently, by a Decree dated 9 December 1943, provision was made for the establishment of a Commission composed of 15 members to study legal and international problems arising out of post-war reconstruction<sup>3</sup>, while a Decree of 12 January 1944 provided for a Commission of some 40 members, including a few women, to study economic, financial and social reconstruction problems.<sup>4</sup>

#### SOCIAL RECONSTRUCTION IN CHINA

Particulars are given below of the preparations that are being made to deal with some of the tasks of social reconstruction in China with which the Government will be confronted at the end of the war.<sup>5</sup>

##### *Principle of Social Reconstruction.*

The main principle of social reconstruction, in accordance with which these preparations are being made and which was approved by the Central Executive

<sup>1</sup> *Diário Oficial* (Rio de Janeiro), 12 Nov. 1943, p. 16659.

<sup>2</sup> *Diário Oficial* (Mexico City), 1 Mar. 1944.

<sup>3</sup> *Diário Oficial* (Montevideo), 23 Dec. 1943, p. 431 A.

<sup>4</sup> *Idem*, 24 Jan. 1944, p. 109 A.

<sup>5</sup> Cf. *International Labour Review*, Vol. XLIX, No. 2, Feb. 1944, p. 213.

Committee of the Kuomintang at its eleventh session, is the provision by the Government of transport and housing facilities to refugees to enable them to return to their villages of origin, of social assistance to aged and disabled refugees, of money loans and supplies of seed and livestock to farmers to enable them to resume agricultural work, of relief, training facilities and work to the unemployed, and of assistance to Chinese migrant workers repatriated from overseas as a result of the war to enable them to take up again the occupations they pursued in the countries from which they were repatriated.

#### *The Refugee Problem.*

According to estimates drawn up by the Ministry of Social Affairs, no less than 46,889,461 persons, or 9,377,890 families, have been rendered homeless by the war. It is expected that at least half that number will need to be assisted in respect of housing.

The Government has, since the commencement of the war, provided relief to 10,500,000 young persons under 14 years of age and to 1,680,000 old persons over 60 years of age. The total number of old and disabled persons who are likely to be in need of assistance at the end of the war is estimated at 15,260,000.

The total number of persons fit for employment but unemployed at the end of the war, exclusive of demobilised service men, is provisionally estimated at 4,214,624. It would be necessary to set up an employment organisation to assist them in finding employment.

A total sum of 455,799,899 dollars had been lent to members of co-operative societies in the eighteen provinces and principal cities of the country for purposes of rehabilitation up to the end of May 1943. A much larger amount will be required for these purposes at the end of the war.

Chinese migrant workers repatriated after the outbreak of war in the Far East number over 1,300,000. At least 800,000 of that number will, it is estimated, need assistance to return to the countries from which they were repatriated.<sup>1</sup>

### SOCIAL POLICY IN FRENCH AFRICA

In a speech to the Consultative Assembly in Algiers on 15 March 1944, Mr. Pleven, Commissioner for the Colonies of the French Committee of National Liberation, outlined French colonial policy in the light of the discussions at the Conference of African Governors which had been held at Brazzaville from 30 January 1944.

Information on the Brazzaville Conference and on French labour policy in general was also supplied by the French Government representatives to the Committee on Social Policy in Dependent Territories at the Twenty-sixth Session of the International Labour Conference, recently held in Philadelphia. Particulars are given below, together with a note on previous official statements on social and labour policy.

#### *Recommendations of the Brazzaville Conference.*

Mr. Pleven summarised as the three necessities of colonial government: (1) a definition of the respective fields of activity of Europeans and Africans so as to avoid rivalry and competition leading to race antagonism; (2) the creation of opportunities for the evolved African minority to prove their intellectual and moral capacity in practical work of administration and government; and (3) the most appropriate means of bringing the masses towards modern life in relation both to material rewards and to political responsibilities, with particular attention, during the present phase of evolution, to a faithful representation of their interests and aspirations.

He explained the attitude of the Conference on political and economic policy. Without entering into details, it may be said in his words that, whereas the Conference had favoured decentralisation in political and administrative matters, it "deeply desired the central authority to undertake the elaboration of economic policy, accepting the principle that the territories should be enriched to the profit of their inhabitants as a whole".

<sup>1</sup> Communication to the I.L.O. It is also stated that the International Relief Committee of China has inaugurated a scheme for the organisation and development of handicrafts in the rural areas (*National Herald*, Chungking, 18 Jan. 1944).

The following statement was made by Mr. Pleven on labour policy:

The Conference expressed the unanimous opinion that, although the war effort temporarily requires the maintenance of the present system which involves labour conscription in many places, as is the case with most countries at war, a system of complete freedom for the worker is without question superior. The Conference proposed that the local authorities should be given an outside limit of five years to re-establish this freedom.

The Committee on Social Policy in Dependent Territories of the International Labour Conference was informed that this delay of five years was the absolute maximum and that a shorter period would be possible in some of the African colonies. Furthermore, the system of labour dues (*prestations*) had already been abolished in French Equatorial Africa and the Cameroons under French Mandate. In French West Africa and Madagascar the system will be brought to an end as from 1 January 1945. The French Government representative on the Committee was therefore able to declare that France was determined to abolish forced labour as soon as materially possible. Resort had been had to forced labour owing to war necessities, owing to the increase in portage through the shortage of modern transport supplies and owing to the shortage of consumers' goods with which to induce the African to accept employment.

The Brazzaville Conference noted that the re-establishment of a free labour market would necessitate an appreciable improvement in the moral and material conditions of the workers. This should be effected by wage increases, by the organisation of apprenticeship, and by the development of technical education. It was recommended that steps should be taken to develop savings schemes permitting a wage earner to retire after fifteen to thirty years of employment, to institute an 8-hour day, and to enable the husband to be accompanied by his wife when migrating to employment.

#### *Discussion in the Consultative Assembly.*

Certain aspects of social and labour policy also featured in an earlier debate on colonial policy which took place in the Consultative Assembly on 13 and 14 January 1944. The complaint was made from Réunion that the island's economy was directed solely in the interests of the metropolis. A delegate from French Equatorial Africa asked for the supply of ships in order to ensure sufficient transport for African food supplies and for the re-establishment of foreign trade, which was necessary for social progress and the improvement of the local populations. He further pressed for the development of industry, the establishment of administrative and financial autonomy and a new Native policy. Industrialisation was also stressed as an important factor in policy by a delegate from Indo-China. He thought that a five-year plan should be drawn up to cover economic, intellectual, and social development. A delegate from Tunisia asked that the policy of assimilation should be replaced by a broad social programme, including health, housing, and educational reforms and the regulation of wage and employment conditions. Another delegate stressed the necessity for a definite labour policy and hoped that a labour inspectorate would be created, directly responsible to the Ministry of Labour.

On 20 January the Commissioner for the Colonies replied to questions on labour policy in the colonies, asking for the immediate ratification of the 1939 international labour Conventions concerning contracts of employment and penal sanctions, the development of labour legislation relating to the employment of women and children, minimum wages, hours of work, accidents, trade unionism, and employment stability, the establishment of labour inspectorates in all colonies, and the taking of the necessary measures for these ends by the French social affairs authorities in collaboration with the Ministry for the Colonies. Mr. Pleven stated that he favoured action for the ratification and application of the 1939 Conventions, but that so far difficulties had arisen through the questions of competence which limited the initiative of the National Committee. Labour inspection was already being effectively carried on by the colonial services, but the formation of a special corps of labour inspectors was being favourably considered together with the appointment of a committee of experts on colonial labour. The question what Ministry should be responsible was of some difficulty, but it could be taken for granted that labour policy in the colonies would be developed in close collaboration between the Ministries of Labour and of the Colonies.

*Address by the Governor-General of French Equatorial Africa.*

Another important indication of the aspirations of French policy was given in an address to the Administrative Council of French Equatorial Africa on 1 December 1943 by the late Governor-General, Mr. Eboué, whose death must be a matter of deep regret to all interested in the revival of France and in the development of French colonial social policy.

Mr. Eboué said that the immediate economic and financial situation was satisfactory. The budget, which in 1939 had been fixed at 289 million francs and had resulted in a deficit of 7 million francs, in 1943 reached 405 million francs and there was the prospect of a surplus of 10 million francs. For 1944, an ordinary budget of 425 million francs was contemplated, together with the introduction of a three-year public works plan by which 90 million francs would be spent yearly on the re-equipment of the colony. Nevertheless, Mr. Eboué said that economically French Equatorial Africa as yet lacked any solid foundations for normal existence. Exports were insufficient since production was inadequately organised, with the result that it was difficult to compete in the world markets. A committee of enquiry had been appointed by him on 17 June 1943 to examine the present economic resources of French Equatorial Africa and potential developments. On this basis, a new programme would be drawn up for the development of existing resources and the initiation of new production.

Mr. Eboué's speech indicated far-reaching designs in social policy, but at the same time a recognition of the difficulties of the present situation. He stated that, in August 1940, 108 medical officers were in the Government service and that war requirements had reduced this number to 57. Yet the financial provisions for public health, which had amounted to 19,900,000 francs in 1939, had risen to 60,500,000 francs for 1944. The figures for medical treatment up to 1942 also showed an increase. In 1939, the total number of persons receiving medical treatment was 1,180,835, and, in 1942, 1,257,632. The number of consultations in 1939 was 3,064,758; in 1942, 4,176,874.

Mr. Eboué paid particular attention to problems of education, on which, he stated, all Native policy should be based. The expenditure on education in 1939 had totalled 5,399,000 francs, while the estimates for 1944 amounted to 21,166,000 francs. Actual school attendance figures for 1943, however, although showing an increase on previous years, affect only a very small percentage of this colony of over three million inhabitants. The number of pupils in Government schools in 1943 was 9,736 and, in mission schools, 15,869. In addition, a few hundred pupils received instruction in Government and mission trade schools. In all, the total number of pupils obtaining instruction was 26,031, as compared with 21,103 in 1939.<sup>1</sup>

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## INDUSTRIAL RELATIONS

### ESTABLISHMENT OF AN INDUSTRIAL PRODUCTION CO-OPERATION BOARD IN CANADA

By Order in Council No. P.C. 162, dated 18 January 1944, an Industrial Production Co-operation Board was established in Canada as an instrument to further the Government policy of giving "active encouragement and assistance to employers and their employees in the formation of labour-management production committees in war industries". A joint statement was issued by the Minister of Munitions and Supply and the Minister of Labour on the date of issue of the Order, to explain the reasons for the establishment of the Board, in which reference was also made to similar measures taken in Great Britain and the United States.

<sup>1</sup> FRENCH INFORMATION SERVICE (Algiers): Communiqué, 16 Mar. 1944; supplement to *Journal officiel de la République française* (Algiers), 15, 20, and 22 Jan. 1944; "L'A.E.F. et la Guerre. Discours prononcé devant le Conseil d'administration de la Colonie le 1er décembre 1943 par Félix Eboué" (*France*, 4 and 5 Feb. 1944).

The Board, which replaces the former Interdepartmental Committee on Labour-Management Production Committees<sup>1</sup>, has as chairman the Director General of Economics of the Department of Munitions and Supply and includes the Director of Industrial Relations and the Associate Director of National Selective Service of the Department of Labour, and the Co-ordinator of Production and Chairman of the Production Board of the Department of Munitions and Supply, assisted by an advisory committee of representatives of the Canadian Congress of Labour, the Trades and Labor Congress of Canada, the Catholic and Canadian Federation of Labour, the Canadian Manufacturers' Association, and the Canadian Construction Association, an individual representative of employers, and the Secretary of the Ontario Pulp and Paper Manufacturers' Safety Association.

*Guiding Principles for Labour-Management Committees.*

The Order in Council lays down the following principles for the guidance of firms establishing labour-management committees:

(i) The purpose of labour-management production committees should be to examine and consider means to improve and increase production.

(ii) The committees should be composed of representatives from labour and management directly engaged in production in the particular units or plants in which each committee functions. The number of representatives of labour should be at least equal to the number of representatives of management. The representatives of labour should be chosen in the democratic manner, preferably from the various departments or natural divisions of a unit or plant, rather than from the entire working force.

(iii) The committees should be advisory and consultative. Management should examine carefully all recommendations of labour representatives and, in cases where recommendations are not acceptable, should provide adequate explanations. Similarly, the representatives of labour should examine carefully all recommendations of management and co-operate in making effective all recommendations endorsed by the committee and adopted by management.

(iv) The committees should concern themselves exclusively with problems of production, and should leave problems relating to wages, working conditions, and similar matters, including grievances, to the appropriate collective bargaining procedure.<sup>2</sup>

### FREEDOM OF ASSOCIATION FOR FRENCH CIVIL SERVANTS

An Order issued on 2 September 1943<sup>3</sup> by the French Committee of National Liberation, applicable to all the territory under the authority of the Committee, rescinded the measures taken by the Vichy Government concerning freedom of association for civil servants and restored the *status quo ante*.

An Act of 15 October 1940<sup>4</sup> had introduced new rules concerning the constitution, operation and dissolution of the occupational organisations of civil servants in the home country and overseas which had considerably restricted the right of association of civil servants and of the employees of public authorities. These provisions were redefined and strengthened by an Act of 14 September 1941 laying down civil service regulations.<sup>5</sup>

Section 1 of the Order of 2 September 1943 issued by the French Committee of National Liberation provides that the measures described as the Act of 15 October of 1940 and the Act of 14 September 1941 (Chapter VIII) concerning the occupational organisations of civil servants shall be repealed together with all the administrative measures thereunder.

Accordingly, all the associations dissolved in pursuance of section 6 of the Act of 15 October 1940 are deemed not to have ceased to exist and are restored to the ownership of their confiscated property, while the associations set up in pursuance of the Acts of 15 October 1940 and 14 September 1941 are automatically dissolved.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVII, No. 4, Apr. 1943, p. 492.

<sup>2</sup> *Canadian War Orders and Regulations 1944*, Vol. I, No. 4, 31 Jan. 1944, p. 217.

<sup>3</sup> *Journal officiel de la République française* (Algiers), No. 17, 9 Sept. 1943, p. 108.

<sup>4</sup> *Journal officiel de l'Etat français* (Vichy), 5 Nov. 1940, p. 5567. Cf. *International Labour Review*, Vol. XLIII, No. 4, Apr. 1941, p. 419.

<sup>5</sup> *Journal officiel de l'Etat français*, 1 Oct. 1941, p. 4210.

Regulations to apply these principles will be issued by Decree. In this connection, a Decree of 2 September 1943<sup>1</sup> defined the conditions under which the property owned by the associations at the time they were dissolved and confiscated from them might be restored. In the case of sequestration, the Decree empowered the Governor-General, Governor, or Resident-General concerned to cancel the sequestration of property belonging to dissolved organisations with headquarters in the area under his jurisdiction.

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## EMPLOYMENT

### PREFERENCE FOR WAR VETERANS IN FEDERAL EMPLOYMENT IN THE UNITED STATES

The President of the United States has directed the Civil Service Commission and the heads of executive departments and agencies to give "special emphasis to placing veterans who are available in vacancies in the various departments and agencies". He has also requested Congress to enact legislation empowering the President for the rest of the war and for five years thereafter to designate certain Federal jobs exclusively for veterans.

In a letter to the President of the Civil Service Commission, the President praised the efforts already made by the Commission to study just what skills and abilities are needed in performing specific jobs, as an aid in placing disabled veterans. He also designated the Civil Service Commission as the Federal agency responsible for issuing instructions to all Federal departments and agencies regarding the granting and enforcement of reinstatement and re-employment rights for veterans.

In a directive to the heads of all departments and agencies, the President expressed the wish that, whenever the Civil Service Commission referred veterans to these agencies, these veterans should be given preference in the filling of vacancies. He added that the Federal Government's record in regard to the employment and re-employment of veterans must "constitute an example for all employers".

Finally, in a letter to the Chairman of the House Civil Service Committee, the President urged the enactment of legislation providing preference to veterans seeking Federal civil service employment and urged that any such legislation should include the following points among others:

(1) Authority should be granted, during the war and for five years following the war, to restrict to veterans examinations for such positions as may, from time to time, be designated by the President.

(2) Where competition is not restricted solely to veterans, provision should be made for adding points to the earned ratings of veterans who compete for positions in the Federal civil service.

(3) The Civil Service Commission should be given the authority to determine whether or not the reasons advanced by appointing officers for passing over veterans on lists of eligibles are valid. Furthermore, appointing officers should be required to consider the Commission's findings before filling vacancies. This will centre in one agency the responsibility for determining whether or not a veteran is entitled to consideration for a particular job.

(4) Veterans should be accorded special consideration in connection with any reductions in total personnel which it may be necessary for Federal agencies to work out from time to time.

The President noted that a Bill incorporating these principles had been introduced (H.R. 4115), and urged that it receive the "early and sympathetic consideration of the Congress".<sup>2</sup>

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<sup>1</sup> *Journal officiel de la République française*, No. 17, 9 Sept. 1943, p. 114.

<sup>2</sup> U.S. PRESIDENT: Press Release, 28 Feb. 1944.



### APPRENTICESHIP IN THE UNITED STATES

With a view to keeping apprentices in training during the war, the United States War Manpower Commission has instructed its regional directors to work out some system whereby an apprentice seeking to change his job may continue in apprenticeship either with his present employer or, if permitted to move under the employment supervision plan in force for the area, with some other employer in an essential or locally necessary activity.

The Manpower Commission's instructions for the continuance of apprenticeship apply only to apprentices who are employed under a written agreement which covers terms and conditions of employment and training and is registered with a State Apprenticeship Council or the Federal Apprentice Training Service, and who apply for a statement of availability or referral under a Manpower Commission employment stabilisation programme.

For any such apprentices, the Manpower Commission officers are instructed to determine whether the apprentice has been released by his employer or the joint apprenticeship committee of his trade in the community. If he has not received such a release, they are instructed to get into touch with his last employer and a representative of the Apprentice Training Service in an effort to work out some satisfactory arrangement whereby the apprentice will continue his apprenticeship to the end, either with his last employer or, if entitled to the statement of availability or referral which he is seeking, with some other employer in more essential work.<sup>1</sup>

### EMPLOYMENT AND TRAINING PLANS IN SOUTH AFRICA

The Social and Economic Planning Council of the Union of South Africa has issued a second report<sup>2</sup>, entitled *Social Security, Social Services and the National Income*, which contains recommendations in regard to post-war employment, training and education, in addition to its observations on a more comprehensive scheme for social security proposed by the Social Security Committee.<sup>3</sup>

#### *Post-War Employment Prospects.*

In estimating the cost of the proposed social security scheme in relation to the national income, the Council takes the view that the 1938 income level can be raised by 50 per cent. during the period up to 1955, especially since the present level is so low. It does not under-estimate the magnitude of the task, however. During that period, the population of working age for whom employment will have to be found is likely to increase by 1,600,000. To place these additional workers in the different lines of employment in the proportions in which the employed population was distributed before the war will not be enough. Moreover, gold mining is not expected to absorb its full share of the population increase, even though it may rely on imported labour to a lesser extent. The new workers may therefore have to be diverted to new, possibly less productive, employments.

The Council notes that the aim is to place in productive employment a larger proportion of the active adult population. Many more women must be employed and many other persons must be shifted from unproductive to productive occupations. During the war, significant, though not yet adequate, progress along these lines has been made. These gains must be kept and "the additional labour supply mobilised must not be disbanded".

The Council urges a concentration of attention on a selective programme for raising the national income. The first task should be to examine the problems of ultra-deep mining and formulate a long-term mining policy. Secondly, in the

<sup>1</sup> WAR MANPOWER COMMISSION: Press Release, 25 Feb. 1944.

<sup>2</sup> For an account of the Council's first report, cf. *International Labour Review*, Vol. XLVIII, No. 1, July 1943, p. 73.

<sup>3</sup> See below, p. 683, for a summary of the social security scheme proper. The present note is based on an official Government summary of the scheme and of the report, entitled *"Social Services, Their Scope and Cost"* (Pretoria, 1944).

industrial sphere, an expansionist economic policy should be pursued, coupled with more trade-training facilities and more opportunities (by revision of apprenticeship) for learning and working in skilled occupations. A realistic classification of skill categories and requirements should be undertaken as soon as possible, by collaboration between the Department of Labour and the trade unions.<sup>1</sup> Attention should be given to such matters as the optimum size of plants, technological methods and systems of labour utilisation, and standards of efficiency; and Government policy should encourage progressive practice in these fields. Moreover, the Government should take steps to help to prepare specific industry schemes. *Ad hoc* committees composed of technicians and an expert adviser on labour and a statistician-economist should be set up to formulate projects for the metal and engineering industries, building materials, fishing, timber utilisation, and consumption goods industries capable of absorbing women in or near Native Reserves and in or near heavy industry or large population centres.

### *Training.*

The Council recommends that trade training under the existing apprenticeship and learner systems should be overhauled. Apprenticeship could be shortened if general educational standards are raised. Questions of compulsory pre-apprenticeship training, inspection of apprenticeship standards, time allowed for supplementary technical instruction, adaptation of apprenticeship to different industries and trades, and so forth, need expert examination. Since this task has not been undertaken properly, the Council urges, first, that the revised Apprenticeship Bill should be held over, and second, that a committee should be appointed, under the aegis of the Council, to examine the various aspects of post-war trade training. It considers that the recently appointed Departmental Committee is too narrow in composition and scope and that a wider and more authoritative investigation is necessary.

### *Education.*

Half of the European children of the country are out of school by the age of 16, and, while some 90 per cent. attend standard VI, only 11 per cent. reach matriculation. About 66 per cent. of the Bantu children get no education, and, while about 90 per cent. of the Coloured and Asiatic children attend school, only 10 per cent. reach standard III. Only a small percentage of any of the children receive any vocational training.

The Council urges immediate remedial action aimed at developing the abilities, skills, and resources of the Union's children. It points out that lack of education and earning capacity is an important cause of juvenile delinquency, and that the raising of the national income depends on raising the level of intelligence and skill of the whole population.

It recommends a teacher training and school building programme in order to raise the European school-leaving age to 17 and to provide 10 years' free education to non-European children by 1960, for 90 per cent. of the Coloureds and Asiatics and 85 per cent. of the Native children.

### *Proposed Social Security Scheme.*

The scheme put forward by the Social Security Committee would provide, among other things, for unemployment benefit, training benefit, and removal grants, as follows<sup>2</sup>:

(a) *Unemployment benefit.* With the exception of persons employed in agriculture, domestic servants in private homes or small boarding houses, part-time workers and casual workers, any person covered by the scheme who is an employee, would be entitled to unemployment benefit whenever his employment terminates and he is unable to find other employment. There are provisos for non-payment of the benefit in respect of the initial period of unemployment, stoppages due to trade disputes, misconduct, refusal to accept or apply for other suitable employment, or refusal to undergo training or medical treatment.

<sup>1</sup> The Council is not opposed to existing wage levels for skilled workers but considers that a realistic classification should be made to obviate the payment of skilled wages for jobs which have been greatly simplified.

<sup>2</sup> The provisions in question would apply to all Europeans, Coloureds and Asiatics, and such permanently urbanised Natives, Native farm workers, and Natives employed in the Reserves as elect to join.

(b) *Training benefit.* Training benefits may be paid to applicants who are unemployed, have lost their livelihood, or are widows or women separated from their husbands, or who are incapacitated and cannot follow their previous occupation.

(c) *Removal grants.* Removal grants would be payable to assist in meeting the costs of removal of persons who change their residence in order to undergo training or accept employment away from their normal place of residence. The amount of the grant would be left to the discretion of the authorities but should suffice to cover reasonable expenses of removal.

### POST-WAR TRAINING NEEDS IN CANADA

Information concerning post-war training and retraining facilities and needs in Canada after the war was presented to the Special Committee of the House of Commons on Reconstruction and Re-establishment in February 1944 by the Minister of Pensions and National Health and by the Director of Training in the Rehabilitation Branch of the Department of Pensions and National Health. While the provisional and incomplete character of the information was strongly emphasised, the data, summarised briefly below, constitute some indication of the scope and character of the training problems to be faced in the Dominion during the transition from war to peace.

The first conclusion to be drawn from the interim rehabilitation survey of the Department of Pensions and National Health is that full employment in Canada after the war is feasible. Samples of opinion among business and professional leaders throughout the country have emphasised this conclusion. The number of additional post-war occupational opportunities estimated to be available at the end of the war, after the transition, are estimated to range from 1,232,500 to 2,000,000, distributed as follows:

Provincial services.....	77,000—80,000
Municipal services.....	7,500—10,000
Federal services.....	10,000—20,000
Veterans' Land Act.....	100,000—130,000
Construction and industry (minimum annual average).....	150,000—250,000
Railways (C.N.R. and C.P.R.) .....	100,000—125,000
Armed services after the war and munitions factories.....	135,000—150,000
Professional opportunities.....	50,000—60,000
Vocational opportunities <sup>1</sup> .....	500,000—1,000,000
Canadian Electrical Association.....	3,000—5,000
Retail trade and business.....	100,000

<sup>1</sup> This term covers job opportunities not otherwise covered in the table (agriculture, mining and smelting, etc.).

It is also estimated that from 230,000 to 265,000 discharged service men and women will be absorbed for a year or two in vocational training and university courses.

The present members of the armed forces have a much higher educational standard than those of the last war. The number with some or complete high school training is 47 per cent. of the total in this war, compared with only 13 per cent. in the last war, while the comparable percentages for university training are 3 as against 1.5.

It is estimated that provision should be made for the vocational training of close on 200,000 young people now in the forces. Existing facilities available for training would provide more than 225,000 places—of which 37,450 are in vocational and technical schools, 75,000-125,000 in plants and plant schools, and 50,000 in Dominion Government training centres now used by the armed forces. There are, in addition, the wartime emergency training classes, on which some 1,500 instructors are now engaged. Thus, "while congestion will probably occur

in certain training centres, the problem of accommodating prospective trainees should not be insuperable". An appraisal of facilities available for agricultural training suggests the desirability of extending the period of 18 months during which training assistance may be given to prospective settlers under the Veterans' Land Act.

Professional employment opportunities estimated to be available after the war include 6,400 teachers, 8,100 dentists, 5,700 doctors, 7,500 general nurses and 4,000 public health nurses. In other professional fields, the anticipated opportunities are on a much smaller scale.

Openings for men indicate that building construction, manufacturing, agricultural, vocational, logging and lumbering, service, and mining industries lead the field, in that order, while for women the order of the most promising employment fields is service, vocational, clerical, manufacturing, agriculture, and trade and commerce.

Enquiries have been made in the forces with a view to ascertaining post-war occupational desires. Women in the forces show an "extraordinary preponderance" in favour of stenography, with other high-ranking choices given as home-makers, nurses, university courses, teachers, book-keepers and clerks. Of students in Air Force training centres, very large numbers expressed choices related to air force work, such as electrical engineering and radio, aeronautical engineering and mechanics, and motor mechanics; business administration, accountancy, civil service, and draughting were also high in the list. An enquiry among men in the Navy gave generally similar results.

An Army questionnaire to 9,400 men, asking whether or not they wished training after the war, showed that 61 per cent. wished trade training, and 35 per cent. further general or professional education; 21 per cent. wished both types of training.

While all these data are based on sample surveys and while some of the material is admittedly out of date, they were offered by the Department of Pensions and National Health "on the basis that factual data assembled from several thousand people are a better guide in assessing the nature and extent of the rehabilitation problem than the intuition or judgment of any one official".<sup>1</sup>

The interim Rehabilitation Survey, on which the above conclusions are based and which was prepared by the Director of Training, Dr. Weir, is a report of 353 pages, which has not yet been published.

### AN APPRENTICESHIP AND TRAINING COMMISSION IN NEW ZEALAND

The Government of New Zealand has decided to set up a Commission to examine various matters connected with the organisation of vocational training and apprenticeship in the Dominion. The exact terms of reference of the Commission are:

(i) To investigate existing educational facilities of both pre-vocational and vocational character and to report on the changes necessary to meet the present and future needs of industry so far as they can be foreseen;

(ii) To examine existing legislation bearing upon apprenticeships, to make recommendations as to changes in such legislation which might be necessary to enable the reforms recommended by the Commission to be carried into effect.<sup>2</sup>

### TECHNICAL TRAINING IN INDIA

The following is a summary of information on technical training in India<sup>3</sup>, recently received at the International Labour Office.

#### *The Central Government's Training Scheme.*

The position on 31 October 1943 in respect of the technical training scheme

<sup>1</sup> HOUSE OF COMMONS, SPECIAL COMMITTEE ON RECONSTRUCTION AND RE-ESTABLISHMENT: *Minutes of Proceedings and Evidence*, No. 1 (9 and 23 Feb. 1944).

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

<sup>3</sup> For the latest previous note on the subject, see *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 514.

operated by the Department of Labour of the Central Government<sup>1</sup> was as follows: the number of training centres was 294, the total number of seats available at these centres, 43,658, the number of persons under training, 33,775, and the number of persons who had completed their training, 55,345. Of these latter, 48,193 were absorbed by the Indian Army, 381 by the Royal Indian Navy, 1,362 by the Indian Air Force, 2,824 by ordnance factories, 2,433 by civil industry, and 152 by the Civil Pioneer Force.<sup>2</sup>

*Establishment of reception depots for trainees.* Arrangements are being made to set up a reception depot in each of the eight circles into which the country has been divided for purposes of inspection of training centres. The depot will serve as a reservoir for filling vacancies at training centres as batches of trainees leave the centre after completing their training. With the aid of these depots it will be possible to post the trainees to the training centres in sizable batches. It is also considered that the setting up of these depots will minimise rejections on account of physical deficiency, as during their stay in the depots the trainees will be given regular physical training and, in cases where it is considered necessary, shark liver oil treatment as a further aid towards the improvement of their physique. Arrangements will also be made for the trainees to receive regular lectures on general knowledge, English, Urdu, arithmetic, hygiene, etc., and the knowledge thus imparted will enable them to assimilate better the instruction that will be given to them at the training centres.<sup>3</sup>

*Medical staff at training centres.* In order to improve the facilities for the medical treatment of trainees at training centres, it was decided in January 1943 that all centres with a capacity of 500 trainees or more should be provided with the services of full-time medical officers. It was subsequently decided to introduce similar arrangements at all training centres. In addition, each centre where medical officers are appointed will be provided with one or more compounders (apothecaries) and dressers. The medical officer will be responsible for periodically examining all trainees in addition to attending to and treating sick trainees. Each centre will be provided with a stock of simple medicines and minor surgical instruments. Centres with less than fifty trainees situated within easy reach of one another will be grouped together and allowed medical staff under the prescribed scale.

*Supply of essential commodities for trainees.* A scheme was introduced in July 1943 for the supply of food grains at concession rates to the training centres. There are separate schemes in operation in Bengal and Bihar for the supply of foodstuffs to training centres in these provinces. The Bengal scheme was introduced in April, and the Bihar scheme in June, 1943. In Bengal, trainees are allowed rice, flour, and pulse at concession rates, the total quantity not exceeding five *seers* (1 *seer* = 2.057 lbs.) per trainee a week. In Bihar the ration is five *seers* of rice at concession rates for each trainee a week.

*The Bevin training scheme.* It has been decided to add 25 aeromechanics to the 50 trainees of each group sent to Great Britain for training under the Bevin training scheme. The aeromechanic trainees will be selected from the open market in the usual way.<sup>4</sup>

The total number of trainees who had returned to India after completing their training was 303 in December 1943, while the number of those under training in Great Britain was 105; of the 303 trainees who had returned, 272 had been placed in employment and suitable offers had been made to the rest.<sup>5</sup>

## REINSTATEMENT IN EMPLOYMENT IN INDIA

### DRIVERS OF MOTOR VEHICLES

The Central Legislature in India enacted in August 1943 a measure known as the Motor Vehicles (Drivers) Amendment Act, 1943<sup>6</sup>, for the purpose of the reinstatement in their former employment of persons whose services had been requisitioned under the

<sup>1</sup> *Idem*, Vol. XLVII, No. 6, June 1943, p. 777.

<sup>2</sup> *Indian Labour Gazette*, Vol. 1, No. 6, Dec. 1943.

<sup>3</sup> *Idem*, Vol. 1, No. 3, Sept. 1943.

<sup>4</sup> *Idem*, Vol. 1, No. 4, Oct. 1943.

<sup>5</sup> *Idem*, Vol. 1, No. 6, Dec. 1943. Communication to the I.L.O.

<sup>6</sup> *Gazette of India*, 21 Aug. 1943, Part IV.

Motor Vehicles (Drivers) Ordinance, 1942<sup>1</sup>, on termination of their compulsory service, and also in order to safeguard the position of employees about to be called up for service but dismissed by the employer with a view to evading the liability to reinstate them.<sup>2</sup>

### APPRENTICESHIP AND VOCATIONAL GUIDANCE IN SWITZERLAND

The annual reports published by the Federal Office for Industry and Labour on apprenticeship contracts and final apprenticeship examinations during the preceding year give regular information on the progress of apprenticeship in Switzerland. The information contained in the report for 1942 shows the influence of the war on vocational training and reveals a remarkably stable movement as compared with the variations in other countries. This report is summarised below, together with the report issued by the same Office concerning the activity of vocational guidance offices during the same year.

#### *Apprenticeship.*

There were 18,494 candidates for the final apprenticeship examinations in 1942, of whom 13,061 were boys and 5,433 (29.4 per cent.) girls; 95.3 and 96.6 per cent. respectively were successful. These figures include both apprentices trained in undertakings and those trained in workshop schools approved by the Confederation. In addition, 1,177 (650 boys and 527 girls) pupils of twenty-six commercial schools sat for the final apprenticeship examination; 97 per cent. obtained the commercial diploma.

The particulars of new apprenticeship contracts show that 21,585 of these were registered in 1942, 15,200 for boys and 6,385 for girls. This total is the highest since the record figure of 21,768 in 1937. The total number of contracts in operation at the end of the year was 43,413 (76.1 per cent.) for boys and 13,635 (23.9 per cent.) for girls, making a total of 57,048 for all branches of industry, commerce, and handicrafts.

The stability in the number of apprentices is clearly shown by the following table:

Year	Candidates for final apprenticeship examinations			Contracts concluded		
	Male	Female	Total	Male	Female	Total
1936	13,385	5,551	18,936	14,465	6,430	20,895
1937	13,581	6,005	19,586	15,341	6,427	21,768
1938	13,141	5,768	18,909	14,777	6,029	20,806
1939	12,746	5,562	18,308	13,799	5,695	19,494
1940	12,880	5,651	18,531	13,622	5,698	19,320
1941	12,790	5,420	18,210	14,389	5,831	20,220
1942	13,061	5,433	18,494	15,200	6,385	21,585

Some qualitative variations took place, however, due apparently to the shifts in industrial requirements, especially among boys. Among the girls, the substantial growth of apprenticeship in certain occupations appears to be part of a more constant trend, the expression of which has doubtless been facilitated by circumstances.

The statistics by occupation show that at all times the recruitment of skilled workers is confined to a limited number of important occupations. In 1942 there were twenty-six male occupations and seven female occupations for which more than one hundred apprenticeship contracts were made, representing 88 per cent. of all contracts for boys and 92 per cent. for girls.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 485.

<sup>2</sup> *Indian Labour Gazette*, Vol. 1, No. 3, Sept. 1943.

Among male occupations, the metal industry leads with 32.6 per cent. (4,259) completed apprenticeships, and judging by the new contracts concluded the expansion of recruitment in this industry may be expected to continue in the coming years. The number of contracts concluded in 1942 was 5,354 compared with 5,035 in 1940, and 17,420 contracts in all were in operation, representing 40 per cent. of all current contracts. Commercial occupations take second place with 19.4 per cent. of all completed apprenticeships; this represents a slight increase over the preceding year, but in the case of boys the variations in this branch are insignificant. On the other hand, recruitment for the building and wood industries has declined steadily during recent years. In 1942 only 1,106 building workers and 889 wood workers terminated their apprenticeship, compared with 1,896 and 1,230 respectively in 1934; but a fresh expansion has now set in and the number of new contracts rose from 761 in 1940 to 1,216 in 1942 in the building industry, and from 810 in 1940 to 1,652 in 1942 in the wood industry. The number of apprenticeship contracts for youths in the hotel industry fore-shadows a steady decline in recruitment during the coming years.

Among the girls, the clothing and fashion industries take first place with 2,799 completed apprenticeships, closely followed by commerce and administration, with 2,363 completed apprenticeships; these groups together accounted for 95 per cent. of all completed apprenticeships and 94 per cent. of all new apprenticeship contracts in 1942. Nevertheless, the clothing and fashion group has shown a marked decline over the past few years, completed apprenticeships having fallen from 3,906 in 1937 to 2,799 in 1942, whereas the commercial and administrative occupations show a rising trend, with a steady increase in completed apprenticeships from 1,762 in 1937 to 2,363 in 1942. At the end of the year there was a total of 6,966 current contracts in the clothing and fashion industries and 5,950 in commerce and administration. An interesting feature is the increase in female apprenticeship in horticulture, where the contracts concluded in the course of the year rose from 47 in 1940 to 88 in 1941 and numbered 85 in 1942. In all, there were 227 current contracts in this branch for girls at the end of 1942, compared with 1,023 for boys. The development of technical training for girls is also indicated by the figures for apprenticeship in photography. In this branch only 6 girls sat for the final examination in 1938 and 25 in 1942, while there was a further increase in the new contracts, which numbered 29 in 1942, making a total of 50 in force. The number of candidates for druggists' examinations increased from 6 in 1938 to 18 in 1942, and the number of new apprenticeship contracts in the past two years was 28 and 25.<sup>1</sup>

### *Vocational Guidance.*

The vocational guidance offices covered by the statistics dealt with a total of 32,921 individual cases in 1942; 17,790 males and 15,131 females. In 1933 the distribution by sex was 58.6 per cent. and 41.4 per cent. respectively; the difference was gradually evened out up to 1940, when the figures were 51.2 per cent. and 48.8 per cent., but the gap widened again during the two following years to 54 per cent. and 46 per cent. in 1942.

Of the 32,921 cases dealt with, 19,779, or 60.1 per cent., were young persons who had left school in the current year. With the exception of the Canton of Geneva, the vocational guidance offices dealt with about 51,100 boys and girls who had just left school, this figure representing 38 per cent. of all school leavers. Of the remaining cases, 25 per cent. were persons choosing their first occupation, and 11.9 per cent. persons who were already in economic activity.

Of the total number of persons examined, 14,123, or 42.9 per cent., were directed to large or small scale industry, and, as in the preceding year, the metal, engineering, and electro-technical industries attracted the largest number of boys (46.8 per cent.), followed by the wood and glass industries with 13.2 per cent. Among the girls, the clothing and fashion industries were far ahead of all others with 61.2 per cent., followed by the hotel industry with 27.2 per cent.

The vocational guidance offices themselves found jobs for 57.5 per cent. of all applicants. Of these, 6,068 entered apprenticeship in industry, 1,737 in commerce, 787 in agriculture, 1,547 in domestic service, and 3,637 in the liberal professions. In addition, 3,501 young applicants were placed in pre-apprenticeship, 822 in vocational schools, and 981 in intermediate schools, and 3,301 persons were placed as workers or employees by the vocational guidance offices.<sup>2</sup>

<sup>1</sup> *La Vie économique*, No. 5, May 1943, p. 118.

<sup>2</sup> *Idem*, No. 4, Apr. 1943, p. 97.

## PUBLIC INVESTMENT PLANNING IN SWITZERLAND

A big programme of public investment to be carried out over a period of five to ten years is at present being prepared in the Federal and cantonal administrations of Switzerland. This programme is designed to develop the country and at the same time to become an important factor in the fight against unemployment.<sup>1</sup>

The cantons are preparing proposals which are not all economic in character since they include work connected with universities, museums, and hospitals. On the other hand, the Federal proposals are all directed to economic ends and are concerned with roads, railways, postal, telegraph and telephone services, aviation, waterways, and agricultural improvements.

Some of the works which are being prepared will be self-liquidating and produce a direct income, as, for example, railway improvements. On the other hand, certain other works will produce an indirect rather than a direct increase in the national income. This group includes the development of navigable waterways, which it is possible will take place on a considerable scale after the war. Public opinion is now said to be much more favourable to the enlargement of the system of internal waterways than in the past. Among the proposals being studied is that of linking Geneva and Basle by a system of canals joining the various lakes. If that were carried out and were supplemented by work to render the River Rhône navigable from Geneva to the Mediterranean, there would then be a series of navigable waterways from the Mediterranean to the North Sea through the centre of Europe. Plans are under active consideration for ensuring the navigability of the Rhône from the Swiss frontier to the Lake of Geneva and for the construction of a port in that town.<sup>2</sup>

## PUBLIC INVESTMENT PLANNING IN CHILE

A Chilean Act (No. 7434) adopted on 15 July 1943 provides for the financing of public works by means of the emergency tax on copper as from 1 January 1943. Half of the proceeds will be devoted to the execution of a general plan, which was recently the subject of further consideration.

The receipts from the copper tax, amounting to about 300 million pesos a year, are to be distributed annually by the competent Fund for the following purposes: (1) 25 per cent. for the construction and improvement of roads; (2) 13 per cent. for mineral development; (3) 12 per cent. for low cost housing; and (4) 50 per cent.<sup>3</sup> for works in accordance with a general plan covering irrigation (35 per cent.), railways (25 per cent.), ports (20 per cent.), and other works (20 per cent.). Detailed provision is made in an appendix for an expenditure of 200 million pesos on irrigation works and 123 million pesos on railways. It is reported that in consequence of the recent consideration of the general plan, it will now include, in addition to the types of work mentioned above, public health works, the construction of sports grounds, etc.

Of the money available for mineral development, 20 per cent. is to be distributed in equal amounts to the Mining Development Institutes of Tarapaca and Antofagasta, and the remainder to the Mining Credit Fund. These bodies are to present a plan to the President of the Republic for approval. The money available for low cost housing is placed at the disposal of the Peoples' Housing Fund.

The President of the Republic, by decree countersigned by the Ministers of Economy and Commerce, Finance, Public Works and Communications, and Agriculture, determines the public works plan each year and indicates the particular works which are to be started, continued or concluded within the

<sup>1</sup> For further information on this question, see *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943, pp. 479-482; "The Promotion of Full Employment in Switzerland"; and Vol. XLVIII, No. 6, Dec. 1943, p. 771.

<sup>2</sup> *Journal de Genève*, 19 Oct. 1943.

<sup>3</sup> In the first year of the plan this amount was reduced to 45 per cent. and the remaining 5 per cent. was allocated to the Mining Credit Fund.



year. This plan can be modified in the course of the year only if the above-mentioned Ministers sign a decree declaring that such modification is justified by exceptional circumstances. All decrees approving specific expenditure must be signed by the Minister concerned and by the Minister of Finance.<sup>1</sup>

## EMPLOYMENT PROBLEMS IN GREAT BRITAIN

### EMPLOYMENT IN THE COTTON INDUSTRY

A report of the British Cotton Board Committee on post-war problems of the cotton trade, submitted to the President of the Board of Trade in January 1944, contains a good deal of information concerning the industry's labour force, which is summarised briefly below.<sup>2</sup>

The existing shortage of operatives in the cotton industry is due to a decline in recruitment in recent years as well as to the diversion of labour from the cotton industry to other industries. The decline in recruitment must be reversed, "in the main by the industry itself though certain steps by the Government are also called for". Confidence in the future of the industry must be restored (the report includes a number of specific recommendations on this subject) and tangible steps taken to remove the drawbacks to a work career in the industry, designed to make the industry more attractive in respect of security of employment, training and promotion, and wages and conditions of work. In the way of Government policy, it is urged that "nothing resembling direction of workers to particular industries" should be contemplated after the end of the war, but that the Government should do its utmost to encourage the flow of labour to the cotton industry. Some part of a suitable programme could be worked out just as soon as there is a lessened need for certain types of war production. The rapid demobilisation of cotton workers, especially key workers, from the forces will also be necessary to ensure the reopening of closed mills and the staffing of the factories immediately after the war.

An appendix to the report gives interesting figures in regard to the number and distribution of cotton trade workers. There were 242,000 persons employed in all sections of the industry in October 1943, compared with 387,000 in October 1939. Counting an additional 50,000 unemployed operatives at the latter date, there was a total labour loss over the four years of war of about 195,000 workers. The loss by death and retirement is estimated at roughly 5,000 a year since October 1939. It is therefore concluded that about 175,000 cotton workers have been transferred to the forces or to other industries during the war. Of the total, about 150,000 were from the spinning, doubling, and weaving sections of the industry and the rest from the finishing section.

The transfers have taken place mainly among the younger workers. The average age of workers in the industry, already high before the war, has gone up still further. In the spinning and weaving section, fully 40 per cent. of the workers are now over 40 years of age, and only 10 per cent. are under 18. Most of the decline in juvenile entrants is attributed to the failure of the industry to attract new entrants. A further serious factor in the position is that not less than 25 per cent. of the juveniles who do enter the industry leave it before reaching the age of 18.

In filling vacancies in the industry, special attention has been given to spinning, doubling and weaving, which were put on the vital war list in January 1942. Ministry of Labour figures show that over 12,000 vacancies were filled in spinning and doubling between May 1942 and November 1943 and over 5,500 vacancies were filled in weaving between January and November 1943 (the period for which records were kept). While a number of other workers not of registration age may have entered the industry without passing through the employment exchanges, the Cotton Control returns show a net decline in the labour force of the industry over these same periods. It is therefore possible that, despite continuing efforts to move ex-cotton workers back to the industry, the end of the war may find the cotton trade with a labour force even below the October 1943 level.

<sup>1</sup> *Diario Oficial*, 17 July 1943, p. 1728. Communication to the I.L.O.

<sup>2</sup> The Committee included employers' and workers' representatives and members of the Cotton Board.

On the basis of estimated labour requirements, the labour shortage which would then exist is expected to be a minimum of 54,000 and a maximum of 197,000.

As to how this shortage is to be met, the biggest imponderable factor is said to be the return of women and girls to the industry. It is estimated that not more than 40,000 out of a possible 80,000-100,000 women transferred from spinning, doubling, and weaving will be seeking work in the cotton trade. Of the 60,000-70,000 men transferred from the same sections of the industry, it is assumed that not more than 35,000 will return after the war. Moreover, some 10,000 older workers will retire at the end of hostilities.

Thus, adding the number of men and women who may return to the industry to the existing labour force, a total of 270,000 workers may possibly be available for the cotton industry after the war. This is 70 per cent. of the total labour force (including the unemployed) of the industry at October 1939, and 11,000 above the minimum estimated requirements for the post-war period and 132,000 below the maximum.

The long-term key to the labour situation in the cotton trades is declared to be juvenile recruitment, though technical changes will also have their effect on the volume, age, and sex of the labour force. A committee is at work on problems connected with the recruitment and training of juveniles for the industry, in an effort to bring immediate and long-term improvement in the situation. It is noted that the proposed Education Bill is likely adversely to affect the juvenile labour supply and the system of technical training in the industry, unless at the same time the annual rate of recruitment of young workers can be stepped up considerably.<sup>1</sup>

#### DECASUALISATION OF DOCK LABOUR

British port and dock employers have set up a new organisation to deal with present and future problems of the industry, and, in this connection, have indicated their desire to maintain decasualisation of employment in the post-war period.<sup>2</sup>

The new organisation will be divided into eight groups, each one representative of port interests in the area. The National Council of Port Labour Employers has reframed its constitution and changed its name to the National Association of Port Employers.

The aim is to tighten the links between existing employer groups and the national organisation after the sweeping changes which have taken place in dock labour conditions in recent years, notably the ending of casual work and the greatly increased mobility of labour made necessary by the war. The employers have stated that they are anxious to maintain decasualisation. Like the unions, they have no wish to go back to the "bad old days".<sup>3</sup>

#### JUVENILE EMPLOYMENT IN GERMANY

An Order issued by the German Council of Ministers on 2 December 1943 provides that the Head of the National-Socialist Youth Movement, in agreement with the competent authorities, shall determine the use to be made of the services of young persons undergoing compulsory labour service in the shape of war work in addition to their normal educational and professional work.<sup>4</sup>

The employment of the young persons in this way is subject to the approval of the competent district leader (*Gauleiter*). The Order applies not only to Germany proper but also to the incorporated Eastern Territories and the Protectorate of Bohemia and Moravia.<sup>5</sup>

<sup>1</sup> *Report of the Cotton Board Committee to Enquire into Post-War Problems* (London, 1944).

<sup>2</sup> For the latest account of changes in the dock labour schemes, cf. *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 765.

<sup>3</sup> *The Times*, 10 Dec. 1943.

<sup>4</sup> Cf. *International Labour Review*, Vol. XLIX, No. 2, Feb. 1944, p. 229.

<sup>5</sup> *Reichsgesetzblatt*, No. 101, 11 Dec. 1943, Part I, p. 664.

*Vocational Training of Young Persons in Districts Subject to Air Raids.*

An Order issued by the Minister of Economy on 13 October 1943 regulates the in-plant training of young persons in districts subject to air raids.

The regulations, which were framed in agreement with the Commissioner-General of Manpower, are based on experience already gathered in these districts. For young persons already undergoing training, the principle is affirmed that this training should be continued at the previous place of work insofar as adequate and suitable training places are available. It is the duty of young persons in these districts to remain side by side with adult workers at their place of work and to make their utmost contribution to the maintenance of war production. Youth hostels must be established for those who cannot live with their parents.

In the event of the factory having to move, the employer is required to take with him the training equipment or to provide similar equipment in the new factory. The additional care which must be bestowed on young persons in the circumstances must not be forgotten.<sup>1</sup> It is not sufficient merely to provide furnished rooms. The employer must also, in agreement with the Hitler Youth and the German Labour Front, undertake the erection of youth hostels attached to the factory. In this field, the Hitler Youth and the German Labour Front already have considerable experience.

The question of providing training for young persons who leave school in the spring of 1944 is also dealt with, and the Order provides that such young persons may be placed as trainees outside the place of residence only if the local employment office declares that no placement is available in the district subject to air-raid danger. In this connection, the vocational guidance officer has a particularly responsible task.<sup>2</sup>

## MIGRATION

## WAR REFUGEE POLICY OF THE UNITED STATES

Following the establishment of the War Refugee Board as the United States agency responsible for carrying out the Government's war refugee policy<sup>3</sup>, the President of the United States on 24 March 1944 appealed to free peoples everywhere to aid the victims of Nazi aggression.<sup>4</sup> A description of the initial plans of the Board was given in March 1944 by Mr. John W. Pehle, the Acting Executive Director.

Mr. Pehle explained that one of the first tasks of the Board will be to see that refugees are moved out of European neutral countries to make room for others who might escape from Nazi countries to take their places. The prompt transfer of refugees from neutral countries such as Spain might, he indicated, make those Governments be more willing to give sanctuary to other refugees reaching their land by the underground routes or through negotiations with the satellite countries. It is expected that the work of the Board will be assisted by the underground organisations existing in Nazi-dominated countries.

While the Board itself will have only a small, professional staff, it will use the personnel of other Government agencies of the United States and will work through private international agencies. One of the first steps taken was the appointment of an official representative of the Board to carry out its activities in Ankara. This representative of the War Refugee Board will be the only United States citizen in Turkey allowed to disregard the Trading with the Enemy Act.

The War Refugee Board has addressed a letter to established agencies working outside the United States requesting suggestions for rescue programmes and has received in reply promises of co-operation and financial contributions.<sup>5</sup>

<sup>1</sup> Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 376.

<sup>2</sup> *Deutsche Bergwerks-Zeitung*, 12 Nov. 1943.

<sup>3</sup> Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 380.

<sup>4</sup> *Department of State Bulletin*, 25 Mar. 1944, p. 277.

<sup>5</sup> COMMON COUNCIL FOR AMERICAN UNITY: *Interpreter Releases* (New York), Vol. XXI, No. 14, 27 Mar. 1944.

## IMMIGRATION POLICY IN VENEZUELA

According to a statement made by Mr. Parra Pérez, Venezuelan Minister of Foreign Affairs, in a press interview, the attitude of Venezuela towards immigration after the war will be a positive one, but immigrants will be admitted only within the framework of a carefully planned scheme.<sup>1</sup> It may be noted in this connection that the Committee for the Study of Post-War Problems set up in October 1943<sup>2</sup> under the auspices of the Ministry of Foreign Affairs has appointed a subcommittee to draw up plans for immigration.

The statement made by Mr. Parra Pérez coincided with the publication of a number of articles in the Venezuelan press indicating increased public interest in post-war immigration possibilities. Among others who have made public statements on the immigration problem, Mr. H. Gil Fortoul, Venezuelan delegate to the first meeting of the Council of the United Nations Relief and Rehabilitation Administration, expressed the opinion that Venezuela's greatest contribution to the rehabilitation of Europe after the war would probably take the form of the admission of a large number of Government-subsidised immigrants. This would also doubtless have the effect of attracting foreign capital needed in Venezuela.<sup>3</sup>

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CONDITIONS OF WORK

## ESTABLISHMENT OF AN OFFICIAL WAGE SCHEDULE IN BULGARIA

An Order issued by the Bulgarian Council of Ministers on 4 January 1944<sup>4</sup> introduced a national wage schedule which supersedes the system of free negotiation between employers and workers through collective agreements, although the latter remains in force as a secondary method of wage fixing.

Since the introduction of a war economy in Bulgaria<sup>5</sup>, the State has intervened on various occasions in the fixing of wage rates, either through collective agreements in which it has the decisive voice, or by order of the Council of Ministers. Wages have thus been increased at various times by 10 to 15 per cent.

Under the new regulations, the wages of manual workers and intellectual workers, the latter term covering not only private employees but doctors, technicians and all other persons in salaried employment, were raised and standardised, as from 1 January 1944, by a national wage schedule covering 126 wage classes.

The schedule is applicable to all branches of production, both private and public, and only wage earners belonging to a public superannuation fund are excluded from its provisions.

Wage and salary rates current before the schedule was introduced and higher than the standard rates may not be reduced; but employers may increase the standard wages by the payment of output bonuses.

In future the Council of Ministers will be solely responsible for setting and amending wage rates.

It is provided that the workers covered are to be regarded as attached to the undertakings in which they were employed on 31 December 1943 and as conscripted for industry on 31 March 1944. The new wage rates applicable to industry, commerce, handicrafts, and road transport are shown below:

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<sup>1</sup> *El Universal*, 2 Dec. 1943.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 65.

<sup>3</sup> *El Nacional*, 26 Nov. 1943.

<sup>4</sup> *Zora*, 4 and 5 Jan. 1944.

<sup>5</sup> Cf. *International Labour Review*, Vol. XLVI, No. 6, Dec. 1942, p. 730.

**NATIONAL WAGE AND SALARY SCHEDULE FOR PRIVATE, PUBLIC  
AND AUTONOMOUS UNDERTAKINGS, EXCLUDING APPRENTICES**

Industry or occupation	Minimum rate	Maximum rate
	leva	leva
<i>Daily wages:</i>		
Mines	130	250
Tobacco	80	210
Canning and preserves	120	250
Flour mills	120	240
Wood	160	240
Printing	150	280
Textiles	115	180
Small handicrafts	130	250
Metals	130	190
Cement	130	170
Pottery	110	260
Quarries	120	300
Chemical and other cleaning	130	170
Home-made confectionery	100	160
Breweries	150	170
Refineries (alcohol)	150	165
Oil mills	130	160
Fisheries	160	300
Cardboard	140	240
Shoemaking	160	200
Clothing	140	200
Ready-made garments	130	260
Hairdressers	140	180
Restaurants (cooks)	140	240
Bakeries	110	200
Butchers	80	240
Sugar refineries	120	220
Soap works	120	180
Leather	110	210
Average rate	124	225
<i>Monthly salaries:</i>		
Office staff	1,500	14,000
Motor transport	3,000	8,000
Cleaners, janitors, private guards	1,200	5,500
Chocolate factories	2,750	6,000
Textiles (foremen)	6,000	7,500

**WAGE STABILISATION IN CANADA**

**REVISION OF EXISTING CONTROLS**

In a move to strengthen its wage stabilisation policy the Canadian Government on 9 December 1943 issued the Wartime Wages Control Order, 1943 (Order in Council P.C. 9384), revoking and replacing the Wartime Wages Control Order (P. C. 5963) of 10 July 1942.<sup>1</sup>

The chief result of the new Order, which became effective on 15 February 1944, was to abolish the provision for a cost-of-living bonus, merging the bonus payable under the previous Order with existing wage rates to form a new wage rate. This will mean a higher basic wage for all workers affected by the Orders, since the cost-of-living bonus was a temporary addition to wages and was subject to reduction should the cost-of-living index decline. At the time the new Order was announced the Prime Minister stated that if the cost-of-living index

<sup>1</sup> For accounts of Canadian wartime wage policy, see I.L.O. Studies and Reports, Series D, No. 23: *Labour Conditions in War Contracts* (Second Edition, Montreal, 1943), pp. 11-16; and I. BRÜSLING: "Industrial Relations and Determination of Conditions of Employment in Wartime", in *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, pp. 554-558.

were to increase more than 3 per cent, and remain at that level for two consecutive months, the whole programme of price and wage stabilisation would be reviewed. The Order further changed the criteria for allowing upward adjustments in wages and revised the constitution of the National War Labour Board, at the same time giving it powers of review over decisions of the regional boards. Penalties against strikers and employers who act in contravention of the Order are also provided.

The new Wartime Wages Control Order applies to employees in any office, factory, shop, or undertaking as long as they do not discharge duties and responsibilities of an executive character, but does not cover employees of the Dominion Government covered by the bonus provisions of Order in Council P.C. 6702 of 26 August 1941, persons working for provincial governments or municipalities, persons working for non-profit religious, charitable, or educational institutions, or farmers, fishermen, hunters, trappers, domestic servants in private homes, and persons employed to do work of a casual nature other than in the trade or business of the employer. Every employer affected by the Order is required to establish a new single wage rate or range of rates, to take effect as from 15 February 1944, by adding the cost-of-living bonus to the previous authorised time rate payable for each classification.

Whereas the previous Order permitted wage increases if wages were low as compared with those "generally prevailing for the same or substantially similar jobs" in the same or a comparable locality, under the new Order the National War Labour Board, or a regional board, may authorise an employer to increase an established rate to the extent that the increase is, in the opinion of the Board, "necessary to rectify a gross inequality or a gross injustice and is also consistent with the ability of the employer to pay the increase in cost . . . without increasing the price of his products or services". The Board may direct an employer to decrease an established rate only if, and to the extent that, the Board finds the rate so high that it is unsound or causes gross inequalities. It may also order the establishment of incentive rates or ranges payable in conjunction with time rates or ranges established under the Order, or order the conversion of time rates to incentive rates and *vice versa*. In increasing the rates in one classification, the Board may order increases in others so as to preserve differentials in relation to the rates so increased. The wages of individual employees may be increased upon promotion or decreased on demotion without the approval of the Board as long as the new wage is within the range, or is equal to the single rate, established by the Board.

The National War Labour Board, as reorganised, will consist of six members instead of three<sup>1</sup>, appointed by the Governor in Council; besides the chairman and vice-chairman, two members will be appointed as representatives of the public, one as representative of employers, and one as representative of employees. The Board must arrange for the review of every direction and decision of the regional boards. Appeals against the decisions of the regional boards may be made to the National Board.

The Order prohibits strikes which are undertaken to try to obtain an increase in the rates established by the Board, to obtain a direction of the Board or influence its decision, or to obtain the alteration of a term of employment which would increase wage rates. Penalties consist of fines up to \$1,000 or imprisonment up to one year, or both. Employers acting in contravention of the Order or causing a lockout are liable to a fine of up to \$5,000 or imprisonment up to one year, or both, each contravention of the Order to constitute a separate offence. For incitement to strike or act in contravention of the Order fines up to \$2,000 or imprisonment up to one year, or both, may be imposed.<sup>2</sup>

#### REGULATION OF MINIMUM WAGES IN BOLIVIA

A Decree respecting minimum wages was issued in Bolivia on 6 January 1944. It applies to all salaried and wage earning employees with the exception of wage earners engaged for less than one week and workers paid by commission or by a share in profits, and provides for the fixing of minimum rates for different classes of workers by geographical economic regions. In drawing up the Decree, the

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 766.

<sup>2</sup> *Canadian War Orders and Regulations 1943*, Vol. IV, No. 11, pp. 624-638.

Bolivian Government acted along the lines recommended by an official of the International Labour Office who visited Bolivia in 1940 at the invitation of the Bolivian Government and submitted a report making recommendations on labour law and inspection; and also by the Joint Bolivian-United States Labour Commission 1943.<sup>1</sup>

#### *Definition of Minimum Wage.*

The minimum wage is defined as "the wage which, having regard to the special conditions of each geographical economic region, is deemed indispensable to enable a worker and his family to purchase the necessities of life, namely, food, housing and clothing, and to maintain an adequate standard of living". Any allowances or wages in kind granted by the employer to the worker, such as foodstuffs, housing accommodation, light, fuel, and clothes, are to be taken into account for the purposes of the fixing of the minimum wage. This provision is to apply where the allowances granted to workers are of a general character. In the case of piece rates, scales of remuneration are to be calculated in such a manner as to enable the workers concerned to earn the minimum fixed for workers employed at time rates. Lower rates may be set for physically or mentally handicapped or aged workers. Miners are entitled to a special bonus to compensate them for risks of occupational injury and the deleterious effects of underground work in mines or of work in zones of exceptional altitude.

Minimum wages are to be fixed for each geographical economic region, *i.e.*, a territorial area which constitutes a homogeneous unit with respect to cost of living and habits of the people as regards food, housing, and clothing. In each region a minimum wage is to be fixed separately for salaried employees, domestic workers, and wage earning employees, and different rates are to be fixed for each of the following groups of workers according to their age, sex, place of residence, and, where appropriate, the composition of their family:

- (a) Male workers over 20 years of age in the mountain regions, the plateau and the plains, or over 18 years in tropical regions;
- (b) Female workers over 18 years in the mountain regions, the plateau and the plains, or over 16 years in tropical regions;
- (c) Workers of both sexes over 14 years and under 20 years in the mountain regions, the plateau and the plains, or over 12 years and under 18 years in tropical regions.

For the purpose of determining the needs of a worker's family in each region the competent authorities are to make investigations covering at least the average number of the members of the family who are not employed for remuneration, the minimum necessities of a family and the percentage contributed by each category to the maintenance of the family.

#### *Composition and Procedure of Wage Boards.*

The Decree provides that minimum wages are to be fixed by a Central Minimum Wage Board, consisting of the principal labour officer, who will be chairman, the principal economics officer, who will be vice-chairman, the general director of statistics, and one member to represent each of the following groups: mining employers, employers in manufacturing industries, wage earning employees in mines, and wage earning employees in factories. Regional minimum wage boards of substantially similar composition are also to be set up, charged with collecting all statistical data relating to wages in force in the region, making arrangements for procuring necessary information, recommending to the Central Board the minimum rates to be applied in the region, and submitting reports on allowances in kind in force in the region.

The minimum rates must be fixed by the Central Board within 30 days of receiving the reports of the regional minimum wage boards, which reports must be submitted within 60 days after these boards begin their work. If a majority of the Central Board cannot reach agreement, the final decision is to be made by the Minister of Labour and Social Welfare.

Minimum wage rates may be revised every six months, but if the cost-of-living

<sup>1</sup> Cf. *International Labour Review*, Vol. XLII, No. 6, Dec. 1940, pp. 378-80; and I.L.O.: *Labour Problems in Bolivia. Report of the Joint Bolivian-United States Labour Commission* (Montreal, 1943).

index rises or falls by more than 20 per cent., they may be revised at shorter intervals at the request of representatives of the employers or employees or on the recommendation of one or more regional boards.

#### *Miscellaneous Provisions.*

The minimum wage is not to be subject to any set-off or to deductions other than deductions for the payment of employees' contributions to compulsory social insurance, debts contracted in the company store of the undertaking, ordinary trade union dues or contributions for the constitution of co-operative societies. The minimum wage is to be exempt from income tax.

Responsibility for the administration and application of the Decree rests with the Ministers of Labour, Health and Social Welfare, and National Economy. Failure on the part of employers to furnish necessary information or to pay the minimum rates fixed is to be punished by fines.<sup>1</sup>

### EMPLOYMENT OF WOMEN IN THE BOLIVIAN MINING INDUSTRY

A Bolivian Legislative Decree of 22 January 1944 made some temporary changes in the regulations governing the employment of women, the object being to expand mining output as Bolivia's contribution to the United Nations' war effort, by making it easier to supplement the inadequate supply of male labour through the increased employment of women.

Under the new Decree the weekly hours of work of women may be extended from 40 to 48 by day, and women may be employed on night shift in shifts of not more than 7 hours. Time worked in excess of 40 hours a week must be paid at double the normal rate, and an increase of 40 per cent. must be paid for night work.

It is provided that women on night shift may be employed only on light work. Neither by night nor by day may women be employed underground, or in connection with furnaces or ore-crushing operations, or on any work which involves a risk of poisoning, exposure to harmful gases or fumes or injurious dusts, or any other danger.

Mining undertakings must enter the names of all the women they employ in a special register as prescribed by the labour inspector, together with all relevant information concerning their hours of work and wages. The labour inspector may at any time require a woman to be medically examined at the expense of the undertaking or of the inspection service.<sup>2</sup>

### MATERNITY PROTECTION IN COLOMBIA

An Order, No. 972 of 14 December 1943, was issued in Colombia with the object of preventing evasions of the provision of the Child Welfare Act No. 48 of 1924<sup>3</sup> requiring factories and industrial establishments employing more than 50 women to provide day nurseries for the children of these women workers.

Complaints had been made to the Ministry of Labour, both by Government officials and by employees in industry, that undertakings employing over 50 women were distributing these women among separate establishments under the control of the same employer.

The Order lays down that the labour inspectors shall immediately conduct strict and searching investigations to ascertain whether the various measures of maternity protection are being observed; that all factories and industrial establishments which employ 50 or more women must provide day nurseries for the children of their women employees, even though the work of the undertaking is carried on in different places; and that undertakings employing fewer than 50 women must combine with others to provide one or more day nurseries.

The health and labour authorities are jointly responsible for the enforcement of the Order.<sup>4</sup>

<sup>1</sup> *El Diario*, 10 Jan. 1944, pp. 5 and 7.

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

<sup>3</sup> Cf. I.L.O.: *Legislative Series*, 1924, Col. 1.

<sup>4</sup> Communication to the I.L.O.



## SHOPS LEGISLATION IN INDIA

In India the Central Government has applied the Weekly Holidays Act, 1942<sup>1</sup>, which provides for the grant of weekly holidays to persons employed in shops, restaurants and theatres, to certain areas in the North-West Frontier Province. The Government of that province has framed a Bill for the purpose of regulating the working conditions of persons employed in shops and commercial houses. Rules have also been made for the administration of the Weekly Holidays Act, 1942, in Ajmer-Merwara.

*Application of the Weekly Holidays Act, 1942, to the North-West Frontier Province.*

By Notification No. 17509—D.L., dated 6 July 1943, the Weekly Holidays Act, 1942, was applied to all the municipalities and cantonments in the North-West Frontier Province. By a subsequent notification dated 9 August 1943 (No. 20176—D.L. D.D. 24/18), the following persons were exempted from the provisions of the Act: (a) persons employed in a public utility service; (b) persons employed in a shop or commercial establishment under the management or control of the Central or the provincial Government; and (c) members of the family of the employer.

*The North-West Frontier Province Trade Employees Bill.*

This Bill<sup>2</sup> was framed by the Government of the province with a view to protecting the rights and regulating the working conditions of persons employed in shops and commercial houses. The principal features of the Bill include: the limitation of hours of work to 54 a week and 10 a day; the closing of the establishment one day a week except in a few specified cases; a fortnight's holiday with full pay for a year of continuous service; and the limitation of deductions from wages for fines to one pice per rupee. The Act, when passed, is intended to be applied to the whole of the province, but will in the first instance be enforced only within the municipal and cantonment limits.<sup>3</sup>

*The Weekly Holidays (Ajmer-Merwara) Rules, 1942.*

Rules have been framed for the administration of the Weekly Holidays Act, 1942, in Ajmer-Merwara; they apply to the municipalities of Ajmer, including Paltoon Bazar and Beawar, and the cantonment of Nasirabad only.<sup>4</sup>

## CONDITIONS OF WORK AND WELFARE IN GERMANY

## REORGANISATION OF THE DISTRICT CHAMBERS OF LABOUR

By a Decree of 2 March 1943, issued by Dr. Ley, Leader of the German Labour Front, the district chambers of labour were given new duties and a new constitution.

The chambers are headed by the district representative of the German Labour Front, assisted by a council consisting of all the more important district representatives of the National-Socialist Party and of the State: that is to say, the labour trustee, the president of the district employment office, the district economic adviser, the president of the district economic chamber, the chief armaments inspector, the district representative of the Minister for Armaments and War Production, the principal district section chief of the German Labour Front, and three particularly active and absolutely reliable employers, chosen from among the National-Socialist model factories. Each chamber is divided into four sections, dealing respectively with the following subjects: (1) the individual and his output; (2) training for high output; (3) output and remuneration; (4) district investigations. These sections are divided into corporations or committees which form the essential part of the chamber of labour.

<sup>1</sup> For an account of the provisions of this Act, cf. *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, p. 602.

<sup>2</sup> For the text of the Bill, cf. *North-West Frontier Province Government Gazette Extraordinary*, 5 Aug. 1943.

<sup>3</sup> *Indian Labour Gazette*, Vol. 1, No. 4, Oct. 1943.

<sup>4</sup> *Idem*, Vol. 1, No. 3, Sept. 1943. Communication to the I.L.O.

In section 1 there are corporations for leadership, health questions, protection of labour, labour supply, care of foreign workers, and nutrition in the factory. Section 2 deals with the training of young workers, the development of skill and output, the treatment of gifted workers and of war disabled workers, suggestions made by workers in factories, and general factory organisation. Section 3 contains no corporations but only committees, which in the course of time will have the same membership as the expert committees attached to the labour trustees; this section deals above all with questions of wages and home work. Section 4 deals with problems arising out of the special economic circumstances of the particular district.

The district corporations and committees are co-ordinated throughout the whole country by the National Chamber of Labour, for the setting up of which provision was made at the time of the new Decree.

According to an article in *Deutsche Bergwerks-Zeitung* of 2 November 1943, this new organisation represents a turning point in National-Socialist social policy. Hitherto such policy has aimed merely at meeting the needs of the workers and at providing for certain social measures in the factory for their benefit. The question, however, had never been asked whether in particular cases the workers deserved such social measures by virtue of their own activities—whether they had done their duty towards the factory, whether they arrived punctually at work, whether their work was good, and so forth. For example, if a factory wanted to install a swimming bath, this was never made to depend on whether the workers in the factory had achieved something special or even had merely achieved a normal level of output. In future, social measures will be approved only if they lead to increased output. The district chambers of labour have the duty among other things of finding the most suitable means of applying this principle.<sup>1</sup>

#### CARE OF FOREIGN WORKERS

An agreement was concluded between the Leader of the German Labour Front and the Commissioner-General of Manpower on 2 June 1943, providing for the creation of a central inspectorate for the care of foreign workers.

The general purpose of this agreement, to which the Minister of Propaganda and the Minister for the Occupied Eastern Countries also became parties in the course of the month of July, was to facilitate the work of the German Labour Front as the organisation responsible for the leadership and care of all workers. The Central Inspectorate undertakes a regular examination of the factories to determine whether the instructions concerning the employment of foreign workers are being applied.

The whole country is divided into fifteen inspection areas, several districts forming a single area. The inspectors travel about regularly and see for themselves exactly what conditions prevail in the camps and similar places. Essentially the work of the inspectors is concerned with the questions of the closest co-operation with all Party and State services which deal with labour supply and the care of foreign workers, and regular supervision of all measures adopted for the care of the foreign workers, relating, for example, to accommodation, equipment of rooms, food, clothing, health measures, use of leisure time. At the end of each inspection journey the inspectors exchange their experiences and discuss the various questions raised. Reports are then sent in to the Head of the Central Inspectorate containing the facts and proposals for improvement.

The inspectors also give special attention to the maintenance of a clear dividing line between foreign workers and German workers. The treatment of the foreign workers, it is explained, should be reasonable and just but it must not lead to an unworthy friendship with the German workers. The inspectors must always keep the main objective in view, namely, achievement of the highest possible output.<sup>2</sup>

#### REST BREAKS FOR INDUSTRIAL WORKERS IN GREAT BRITAIN

Schemes for the establishment of rest breaks for industrial workers suffering from the effects of accumulated fatigue are being

<sup>1</sup> *Deutsche Bergwerks-Zeitung*, 2 Nov. 1943.

<sup>2</sup> *Idem*, 7 Oct. 1943.

organised in Great Britain as a preventive measure to avoid illness and breakdown, by the National Rest Breaks Advisory Committee of the National Association of Girls' Clubs. The Committee is representative of the Factory and Welfare Department of the Ministry of Labour and National Service, of contributory funds, of employers and of different branches of industrial welfare, and rest houses run by similarly constituted local committees are being opened in various parts of the country.

The first hostel for rest breaks was established in North Wales in December 1940 to counteract the loss of health and working efficiency of factory operatives, particularly women and girls, resulting from long hours, sleepless nights on account of enemy bombing, the blackout, and other wartime conditions. The benefits were immediately apparent, and three more houses have been opened and further developments planned, the provision of similar facilities for men being recommended by a subcommittee of the Rest Breaks Advisory Committee. The rapid extension of the scheme was made possible by a gift of £25,000 from the British War Relief Society of America, this amount being part of a larger fund raised by organised labour in America to provide welfare facilities for British workers.

The rest houses are run with an almost complete absence of rules and regulations; there are no organised activities, and as far as possible a holiday atmosphere is maintained. All classes of industrial workers are eligible, priority being given to those engaged on essential work, but individual workers must be recommended by the factory medical officer or welfare officer, or in the smaller factories by the employer or panel doctor. The usual charge is 25s. a week for full board and lodging. Several voluntary hospital contributory schemes have extended their benefits to include rest breaks, and works sickness and benevolent funds have also helped.

In addition to the hostels established by the National Rest Breaks Advisory Committee, a growing number of firms are providing rest houses for their own employees. These are quite distinct from convalescent homes for patients requiring medical and nursing care.<sup>1</sup>

#### COMPENSATION FOR LOSS OF EFFECTS IN THE FRENCH MERCANTILE MARINE

An Order issued by the French Committee of National Liberation on 8 December 1943 fixed maximum rates of compensation for loss of effects at sea for seamen and employees of the catering department, whether French, Natives, or aliens, contributing to the General Provident Fund for French Seamen.<sup>2</sup> The rates fixed are given in the table overleaf.

These maximum compensation rates may be increased by the following supplements for seafarers performing specified functions on a cargo vessel or passenger vessel: for a master, doctor, or purser, 4,000 francs; for a first mate or chief engineer, 2,400 francs; for a chief steward, 2,000 francs.

The General Provident Fund for Seamen grants the following allowances for loss of instruments and technical documents: (a) masters in the foreign trade, masters in the mercantile marine, skippers of fishing vessels, masters in the home trade, first mates in the foreign trade, cadets in the mercantile marine, skippers of Iceland and Newfoundland vessels receive 3,000 francs for the loss of a sextant and 1,000 francs for the loss of binoculars; (b) doctors receive 3,000 francs for the loss of medical instruments and books; (c) chief engineers receive 800 francs for the loss of special tools.

The above provisions are applicable to all disasters at sea which have occurred since 1 October 1943.<sup>3</sup>

<sup>1</sup> MINISTRY OF LABOUR AND NATIONAL SERVICE: *Production and Engineering Bulletin*, Mar. 1944, pp. 97-100; INDUSTRIAL WELFARE SOCIETY: *Industrial Welfare and Personnel Management*, Jan.-Feb. 1943, p. 23, Sept.-Oct. 1943, p. 152, and Nov.-Dec. 1943, p. 176.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLV, No. 5, May 1942: "The War and Merchant Seamen: I", pp. 501-2.

<sup>3</sup> *Journal officiel de la République française*, 16 Dec. 1943, p. 333.

Category	Foreign trade, ocean fishing	Home trade and deep sea fishing	Coastal trade and coastal fishing
	frs. <sup>1</sup>	frs. <sup>1</sup>	frs. <sup>1</sup>
(1) Masters in foreign trade, chief engineers	14,000	11,500	6,400
(2) Masters in the mercantile marine, skippers of fishing vessels, second engineers, first radio officers, etc.	11,000	9,500	6,000
(3) Masters in home trade, first mates in foreign trade, second radio officers, etc.	10,000	8,700	5,500
(4) First mates in home trade, seamen holding a skipper's certificate in the fishing trade, radio operators, etc.	8,600	7,500	4,750
(5) Skippers of Iceland and Newfoundland vessels, skippers in the Algerian home trade, cadets in the mercantile marine, third engineers, seamen who have been petty officers in the mercantile marine for not less than 5 years.	8,000	6,500	4,000
(6) Seamen not included in the foregoing categories:			
Class (a)	6,300	5,300	3,250
Class (c)	5,000	3,900	2,500

<sup>1</sup> At the rate of 200 francs to the £.

#### REPATRIATION AND INDEMNITIES FOR DANISH SEAMEN SHIPWRECKED THROUGH ACT OF WAR

The section in the Danish Seamen's Act which provides for repatriation from foreign countries and indemnities to shipwrecked seamen was until the end of 1943 interpreted as applying only to seamen shipwrecked through ordinary marine peril, and not to seamen shipwrecked through act of war. The Ministry for Trade, Industry and Shipping has now decided that shipwreck through act of war is also to come under the provisions of the Act, and that in future the relevant section is to be interpreted in accordance with similar provisions in the Norwegian and Swedish legislation.

In consequence, Danish seamen shipwrecked through war action will now receive wages during repatriation and also compensation for loss of effects.

The Ministry of Foreign Affairs, which pays the cost of repatriation, has also consented to the provision being interpreted in this way until a final ruling has been given by the courts.<sup>1</sup>

<sup>1</sup> *Social-Demokraten* (Copenhagen), 18 Jan. 1944.

## SOCIAL INSURANCE AND ASSISTANCE

### WORKMEN'S COMPENSATION AGREEMENT BETWEEN THE DOMINICAN REPUBLIC AND THE UNITED STATES

By an exchange of notes signed at Ciudad Trujillo on 14 and 19 October 1943, the Dominican Republic agreed that United States citizens employed on property under construction by United States contractors shall be protected, in case of industrial accident, exclusively by United States legislation.

The legislation in question is the Longshoremen's and Harbor Workers' Compensation Act of 4 March 1927<sup>1</sup> as amended, which by Acts of 16 August 1941 and 2 December 1942 was made applicable to American workmen employed abroad on Government projects.<sup>2</sup>

### A SOCIAL SECURITY PLAN FOR SOUTH AFRICA

The Social Security Committee appointed by the Government of the Union of South Africa in January 1943<sup>3</sup> published on 1 February 1944 a White Paper containing its proposals for a comprehensive scheme of social security cash benefits. The Government has already stated that it intends to take immediate steps to implement these proposals after they have been examined by a select committee.

#### *Functions and Scope of Social Security Scheme.*

The Committee defines a social security scheme as a scheme for the provision of benefits:

- (a) To individuals not gainfully occupied because they are too young, too old, temporarily disabled, permanently disabled, or for other causes not due to their own volition;
- (b) To individuals gainfully occupied but unable to maintain themselves and their dependants at levels to be determined;
- (c) In certain circumstances to needy mothers with young children, as it is undesirable that they be gainfully occupied;
- (d) In respect of injury or disease sustained in employment; and
- (e) To assist in meeting the costs of births and funerals.

It states that the scheme does not aim at "a general redistribution of income" but it accepts the need for collective provision against the above-mentioned contingencies, *i.e.*, provision against risk of want in the non-productive periods; and, assuming that the existing social and economic system will continue, it also accepts that the social security scheme must be framed to fit into that system. It stresses that the extent to which social measures can be introduced is related to, and limited by, the nation's total earnings. The Union's national income is low in comparison with many other countries, and while it is important to provide for persons in need of the benefits of the social security scheme, it is imperative that concurrently a direct attack should be made, by constructive measures, against the massive poverty in the Union which has its roots in the inadequate output and earnings of the bulk of the people gainfully occupied. The Committee stresses this aspect lest the social security scheme to be put forward be blamed later for having failed to eliminate poverty.

The Committee has drawn up in the form of a Bill two separate schemes, the one applying to Europeans, Coloureds and Asiatics, and permanently urbanised Natives (including Native farm workers), and the other applying to the remainder of the Native population.

<sup>1</sup> Cf. I.L.O.: *Legislative Series*, 1927, U.S.A. 1.

<sup>2</sup> Executive Agreement Series 353 (U.S. Government Printing Office, Washington, D.C., 1944).

<sup>3</sup> Cf. *International Labour Review*, Vol. XLVII, No. 5, May 1943, p. 667.

### *Types of Benefits.*

The following types of benefits would be provided for Europeans, Coloureds and Asiatics, and urbanised Natives:

(a) *Old-age pensions*, payable at age 65 in the case of men, and at 60 in the case of women;

(b) *Invalidity pensions*, payable to any person over age 19 who is certified to be permanently incapacitated or who is blind;

(c) *Unemployment benefit*, payable to any employed person, other than an agricultural worker, domestic servant or casual worker, who becomes unemployed and cannot find employment. The cases in which benefit would not be payable include stoppages due to trade disputes, misconduct, refusal to accept or apply for other suitable employment or refusal to undergo training or medical treatment;

(d) *Training benefit*, may be paid to persons who are unemployed, have lost their livelihood or are incapacitated and cannot follow their previous occupation, and to widows or women separated from their husbands;

(e) *Recovery benefit*, payable to any person who is a leper or is suffering from tuberculosis and is undergoing treatment or convalescing, and to any other semi-fit person who is undergoing approved treatment and is not in receipt of an invalidity pension or sickness benefit or being maintained at State expense;

(f) *Sickness benefit*, payable to the same categories as unemployment benefit, in case of temporary incapacity not compensable under the Workmen's Compensation or Miners' Phthisis Acts;

(g) *Maternity benefit*, in lieu of wages, to employed women, other than non-European women employed in agriculture or in domestic service in rural areas. Such women may not work during prescribed periods before and after childbirth, and during these periods would be entitled to maternity benefit;

(h) *Mothers' or widows' benefit*, payable to any woman who is not gainfully occupied and has the care of a child under 16, and is either a widow, the mother of an illegitimate child, the unmarried guardian of a child, the wife of an invalidity or old-age pensioner or a deserted wife;

(i) *Residual benefits*, payable in the discretion of the authorities to persons not in receipt of any other benefit and who suffer special hardship;

(j) *Maternity grants*, payable to all women to assist in meeting expenses incidental to childbirth;

(k) *Funeral grants*, paid on the death of any person over six months of age;

(l) *Removal grants*, payable to assist in meeting the cost of the removal of the household of persons who change their residence in order to undergo training or to accept employment away from their normal place of residence;

(m) *Dependants' allowances*, payable:

(1) to the wife of a person in receipt of (c), (e) or (f);

(2) to the first two children of a person in receipt of (a), (b), (c), (d), (e), (f), (h) or (i);

(n) *Allowances to children in foster care*, payable to persons who have children placed in their custody under the Children's Protection Act, 1937;

(o) *Attendance allowance*, payable to an incapacitated beneficiary who cannot perform the essential actions of life without help;

(p) *Family allowances*, payable in respect of the third, fourth and fifth child under 16 years.

The types of benefits provided for Natives who are not urbanised are: (a), (b), (e), and in the case of a woman factory or shop worker (g).

### *Rates of Benefit.*

The basic rates of pensions and other periodical payments in lieu of earnings vary according as the beneficiary is a European, Coloured or Asiatic, or urbanised Native, and according as he resides in a city, town, or rural area. For other Natives, benefits (e) and (g) would be payable in all cases at the rate prescribed for urbanised Natives residing in rural areas, while their old-age and invalidity pensions would consist of a cash allowance of 10s. per month, and rations to the value of 5s. a month.

The following table shows the rates for Europeans, Coloureds (including Asiatics), and urbanised Natives who reside in towns. These rates are in most cases halfway between the rates for cities and for rural areas.

## ANNUAL BASIC RATES OF BENEFIT PER INDIVIDUAL (TOWN AREA)

Benefit	European	Coloured and Asiatic	Native
	£	£	£
<i>Members and dependants excluding child dependants:</i>			
Pensions, benefits, dependants' allowances	54	27	18
Attendance allowance	12	6	6
Grants:			
Maternity	5	3	2
Funeral	12	6	3
Removal	Variable	Variable	Variable
<i>Child dependants:</i>			
Dependants' allowances:			
First child	30	12	9
Second child	21	9	6
Subsequent children of Natives not permanently urbanised			6
Family allowance	12	6	6
Allowance in respect of child in foster care	33	12	9
Funeral grant	12 <sup>1</sup> —3	6 <sup>1</sup> —2	3 <sup>1</sup> —1

<sup>1</sup> Reduced for every year by which age of deceased falls short of 16.

The rates would be subject to revision every three years with respect to their adequacy.

There would be a means test for all pensions, benefits, and allowances, except family allowances. The first £40 a year, plus £15 for each of the two eldest dependent children would be ignored in the calculation of means.

Benefits and certain allowances in lieu of wages might not exceed  $\frac{3}{4}$  of the normal wages of the beneficiary, except that maternity benefit might be as high as the entire wage.

Non-Europeans would have the right to obtain benefits on the European scale if they contribute for the prescribed period at the European rate.

A special scheme of insurance for supplementary sickness and unemployment benefits is proposed for higher wage earners, namely, those earning over £160 a year. They, their employers, and the State would each pay a contribution of 1 per cent. of their wages and would obtain benefits proportionate to wages and not subject to a means test.

#### Financial Provisions.

It is proposed that a Social Security Fund should be established which would be fed by the contributions of members of the scheme and by moneys appropriated by Parliament.

Every person over 21 years of age, subject to the exceptions mentioned below, would have to pay contributions at the rate of  $2\frac{1}{2}$  per cent. on earnings under £96 a year, 3 per cent. on earnings between £96 and £240 a year, and 4 per cent. on earnings over £240 a year and on the income of income tax payers. The contributions of persons between 18 and 21 years of age would be half the foregoing rates.

Other persons, including those employed in agriculture and domestic servants, would pay fixed annual contributions at the following rates: Europeans, £2 10s.; Coloureds and Asiatics, £1 10s.; urbanised Natives, £1; other Natives, 5s.

The total income from contributions is estimated at £11,803,000, and the total cost of the benefits and their administration at £33,000,000, so that the amount to be met from taxation would be nearly £21,000,000.<sup>1</sup>

<sup>1</sup> *Social Services, their Scope and Cost* (Pretoria, Government Printer, 1944). This White Paper is subtitled: "A Summary of the Social Security Scheme recommended by the Social Security Committee and of Report No. 2 (entitled: Social Security, Social Services and the National Income) of the Social and Economic Planning Council".

The Social and Economic Planning Council realises that only a considerable increase of national output would enable the country to finance the social security scheme as well as the health services and the housing, food subsidy, and education proposals that are also being put forward as components of a post-war social programme. It has therefore drafted a long-range plan of industrial and agricultural development.<sup>1</sup>

### STUDY OF SOCIAL SECURITY FOR INDIA

Reference has previously been made in these pages<sup>2</sup> to a resolution, which was adopted by the first session of the Conference of the Tripartite Labour Organisation in India, recommending preliminary action for the preparation of plans to promote social security. In pursuance of that resolution, the Central Government has appointed a committee to enquire into, and collect data on, the wages, earnings, employment, housing and living conditions of industrial workers.

In addition to the chairman, Mr. D. V. Rege<sup>3</sup>, the committee consists of two members, Dr. Ahmed Mukhtar<sup>4</sup> and Prof. B. P. Adarkar.<sup>5</sup> The statistical staff of the Labour Department of the Central Government has been strengthened in order to assist the committee in the preparation of the necessary material.<sup>6</sup>

### THE SOCIAL INSURANCE MOVEMENT IN BRAZIL

#### WORKING OF THE INDUSTRIAL WORKERS' PENSION INSTITUTION

The Brazilian Industrial Workers' Pension Institution has published its report for the year ending 31 December 1942, that is to say, its fifth financial year.

It may be recalled that the Institution was established by an Act of 31 December 1936<sup>7</sup> and began its operations in 1937. Workers in industrial undertakings are compulsorily insured with the Institution, which is financed mainly by equal contributions of 3 per cent. of wages up to 2,000 cruzeiros a month, paid by the State, employers, and insured persons. It provides invalidity, old-age and survivors' pensions, funeral benefits, and cash sickness benefits.

#### *Income.*

Contributions increased by 17 per cent. in comparison with the previous year, and amounted to nearly 310 million cruzeiros; the total income, including interest on investments and miscellaneous receipts, was 341,739,286 cruzeiros. Out of a total of 1,311,000 contributions paid in October 1942, 73.9 per cent. were based on wages of less than 300 cruzeiros per month, 91.4 per cent. on wages of less than 500 cruzeiros, and only 1.4 per cent. on wages of over 1,000 cruzeiros, these last relating to technical specialists or salaried employees with university degrees.

The report shows that Brazilian industry, which spent 3,400 million cruzeiros on wages in 1942, cannot continue to remunerate labour on the present low scale, which prevents not only "the increase of the immediate consuming capacity of the majority of the low income population, but also the effective development of a social policy of economic security for those who lose their working capacity". The report adds that the maintenance of ample buying power even for workers who are incapacitated "is without question of great importance for the creation of an atmosphere of social peace and the encouragement of all the economic activities of the country".

<sup>1</sup> See above, p. 663.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 542.

<sup>3</sup> A senior member of the Indian Civil Service and formerly Labour Commissioner to the Government of the Central Provinces and Berar.

<sup>4</sup> Formerly Assistant Labour Commissioner to the Government of Bombay and Professor of Economics, Ismail Yusuf College, Bombay.

<sup>5</sup> Formerly of the Department of Economics, University of Allahabad; officer on special duty with the Government of India for the purpose of preparing a scheme of sickness insurance for industrial workers.

<sup>6</sup> *Indian Information*, Vol. 14, No. 129, 15 Jan. 1944. Communication to the I.L.O.

<sup>7</sup> Cf. I.L.O.: *Legislative Series*, 1936, Braz. 3.



It is noted that the State of São Paulo accounted for 42.31 per cent. of the total contribution receipts, a fact which corresponds of course to the relative importance of the wages paid in its industrial undertakings; next comes the Federal District, with 21.69 per cent.

#### *Expenditure.*

*Benefits.* In 1942 the benefit expenditure reached 53,724,582 cruzeiros, a figure which represents an increase of 63 per cent. over the figure for the previous year. Invalidity pensions accounted for 29,000,000 cruzeiros and survivors' pensions for 7,770,406 cruzeiros; funeral benefits cost 1,154,976 cruzeiros and sickness cash benefit 15,707,725 cruzeiros.

*Administration expenses.* The Institution spent about 372,000,000 cruzeiros on administration, about half the cost being accounted for by wages. This figure represents 9.4 per cent. of the total income, or 0.89 per cent. of the total payroll of industrial undertakings.

*Miscellaneous expenses.* The Institution spent 3,449,344 cruzeiros under such headings as transfers and repayments, extraordinary expenses, and contributions to other social security institutions.

#### *Balance Sheet.*

The total assets of the Institution in 1942 were over 1,030,880,228 cruzeiros, of which more than 670,000,000 were actually at its disposal.

Investments absorbed 500,000,000 cruzeiros, 38 per cent. of which represented landed property, 40 per cent. Government bonds, and 18 per cent. loans on mortgage.

It is interesting to note that, among the investments, workers' dwellings are regarded as one of the social objectives of the Institution's investment policy, although building has been slowed down during the war.<sup>1</sup>

### THE BRAZILIAN ECONOMIC CONFERENCE AND SOCIAL INSURANCE

The First Brazilian Economic Conference held at Rio de Janeiro in December 1943, previously mentioned in these pages<sup>2</sup>, adopted also a resolution on social insurance.

The preamble to this resolution states that social insurance is the most rational and efficient method of protecting workers against the vicissitudes of life and that it performs important economic functions both in the national and in the international sphere. It points out that the main economic functions of social insurance include the strengthening of consuming capacity and the raising of the level of employment, on which in part "depend international peace, political freedom, and economic prosperity".

The preamble goes on to state that the wide extension of social insurance protection, the increase and diversification of benefits in cash and in kind, and the amendment of the rules for the investment of social insurance moneys are matters which should be dealt with in the post-war reconstruction plans of all countries; hence, it is necessary for each nation immediately to begin the study of these questions and for international co-ordination to be arranged through the International Labour Office. International collaboration in the matter of social insurance is also recommended because of its importance in any immigration policy.

For all these reasons, the Brazilian Economic Conference made the following recommendations:

- (1) The contributory system should be used for financing social insurance.
- (2) The contributions of insured persons, employers, and State should be equal, except that solely employers should be liable for occupational risks.
- (3) The contributions of insured persons and employers should be proportionate to wages, and for this purpose the fixing of a maximum wage might be provided for.
- (4) The contributions of insured persons and employers should be collected in the name of the social insurance institution, and the stamp system could be

<sup>1</sup> INSTITUTO DE APOSENTADORIA E PENSÕES DOS INDUSTRIÁRIOS: *Relatório e Balanço Geral de 31 dezembro 1942 (5o Exercício)* (Rio de Janeiro, 1943).

<sup>2</sup> Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, pp. 361 and 381.

used for this purpose. The State contribution should be collected at fixed and regular intervals.

(5) The capital of social insurance should be vested in accordance with legal provisions and the monetary policy of the central bank, with due regard to the safety and the maintenance of the buying power of the reserves, yield, and social utility. For these purposes the financial system of social insurance should be modified so as to guarantee the most advantageous use of its funds and thus avoid any increase in the contribution.

(6) The administration of social insurance in Brazil through numerous separate schemes should come to an end.

(7) It is necessary to unify the basic benefits of the various social insurance schemes of Brazil; to unify also the qualifying conditions for these benefits and to adopt a rational definition of invalidity.

(8) In order that social insurance may become wholly democratic and national in character, it is necessary to make it universal, providing suitable measures of assistance at the outset and proceeding by stages in such a way as to take account of the needs of different occupations, administrative possibilities, and economic effects; and the problem of affording adequate protection for agricultural workers should be faced immediately.

(9) The cash benefits of social insurance should at least suffice to cover the vital needs of insured persons; it is recommended that the waiting period for sickness benefit should be shortened.

(10) A fundamental feature of any sound plan of social insurance is the provision of complete medical care, both preventive and curative.

(11) The administration of insurance against industrial accidents and occupational diseases should be entrusted to specialised social insurance bodies.

(12) It is necessary to introduce collective and preventive measures for the rehabilitation of invalids and the prevention of invalidity. Existing invalidity pensioners should be provided with employment suitable to their mental and physical condition.

(13) Invalidity pensions should be granted only when it is impossible to adapt the mental and physical condition of claimants to their old or to new occupations. It is advisable to review invalidity pensions to ascertain whether the beneficiaries can carry on their old or a new occupation, having regard to their present mental and physical condition.

(14) The return of invalidity pensioners to productive work should depend on the work opportunities available and on their previous training.<sup>1</sup>

#### SOCIAL INSURANCE FOR DOCTORS

The Medical Association of Brazil, which includes all the doctors in the country, has submitted to the President of the Republic the draft of a Bill to establish a Doctors' Pension Fund, which would operate under the supervision of the Ministry of Labour, Industry and Commerce.

##### *Scope.*

Membership in the Fund would be compulsory for all legally qualified doctors who are in practice in the territory of Brazil.

For contribution purposes, the members would be grouped in five classes, of which the first would comprise those reporting earnings up to 500 cruzeiros a month; the second, up to 800 cruzeiros; the third, up to 1,200 cruzeiros; the fourth, up to 2,000 cruzeiros; and the fifth, over 2,000 cruzeiros a month.

##### *Financial Resources.*

The Fund would be financed by a monthly contribution from its members varying from 3 to 8 per cent. of the earnings of the category to which they belong. The State would pay a contribution of equal amount, and the Fund would also receive the revenue from certain taxes on medical prescriptions, certificates, etc.

##### *Benefits.*

The Fund would be required to grant to its members the following benefits:

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

- (a) Invalidity pensions after 24 monthly contributions for members found incapable of continuing in practice;
- (b) Old-age pensions for members who have reached the age of 65 years and paid at least 60 monthly contributions;
- (c) Cash benefits to members unable to practise by reason of sickness;
- (d) Survivors' pensions, provided that the deceased has paid at least 24 monthly contributions;
- (e) Other benefits, such as medical, surgical, and hospital care may be provided for in the rules of the Fund.

The draft Bill leaves the rates of benefits to be fixed by the rules in accordance with actuarial calculations and the financial capacity of the Fund.

It enumerates as beneficiaries of survivors' pensions the widow or invalid widower; all children if under age or invalids; the mother or invalid father; brothers and sisters if under age or invalids.

#### *Administration.*

The Fund would be administered by a chairman appointed by the President of the Republic and a council consisting of three doctors registered in the Medical College, one of these being appointed by the President and the others elected by the Federation of Medical Unions.

The Fund would be supervised in its administration by the National Labour Council, which would also serve as a tribunal to hear appeals from decisions of the Fund.

The draft Bill contains provisions for the initial organisation of the Fund: an organising committee should be set up, which should within a period of six months submit a set of draft rules.<sup>1</sup>

### FAMILY ALLOWANCES IN PORTUGAL

On the basis of the experience gained in the administration of the family allowance scheme introduced in Portugal by the Legislative Decree of 13 April 1942<sup>2</sup> and extended to public officials and employees on 22 February 1943<sup>3</sup>, certain minor changes in the legislation governing family allowances were incorporated in a redrafted text issued on 29 January 1944.

The scope of the scheme has been widened to include salaried employees and workers employed by social welfare institutions, family allowance funds, and all other associations.

The condition that the dependant on behalf of whom the allowance is paid must be a member of the worker's household is waived in respect both of children and grandchildren who are under the worker's authority and of ascendants living in a welfare institution or other similar establishment, provided that the beneficiary is responsible for the cost of their maintenance.

Besides marriage, childbirth, and nursing bonuses and meal and clothing vouchers as provided in the Legislative Decree of 13 April 1942, family allowance funds may now also pay education, rent, and funeral allowances up to 10 per cent. of their total receipts.

The new Legislative Decree also contains some new provisions to repair certain omissions revealed in the course of administration of the previous measure, concerning in particular penalties for infringement and procedure.<sup>4</sup>

<sup>1</sup> *Hora Médica* (Rio de Janeiro), Dec. 1943, pp. 79-83.

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

<sup>3</sup> *Idem*, Vol. XLVIII, No. 6, Dec. 1943, p. 792.

<sup>4</sup> *Diário do Governo*, 1st series, No. 20, 29 Jan. 1944.

## LIVING CONDITIONS

### HOUSING IN BARBADOS

In August 1943 the report of a Housing Committee appointed on 12 April 1943 by the Governor of the British West Indian dependency of Barbados was published.<sup>1</sup> A summary of this report is given below for purposes of comparison with the article in the present issue on workers' housing in Puerto Rico.<sup>2</sup>

The Committee's remarks on the scope of the report stress the necessity for: (a) the interlocking of rural and urban housing programmes in the light of the marked drift to the town from the rural areas; (b) the relation of housing improvement to town or regional planning; (c) a long-range programme; and (d) a centralised authority with power to combine and correlate the various functions in relation to public health and housing which are at present the responsibility of a number of statutory bodies.

#### *Housing Conditions.*

The recommendations of the Committee are prefaced by the following general comment:

The general housing situation must, in our opinion, be regarded as unsatisfactory, to use no stronger adjective. In certain of its aspects it is deplorable. In regard to some individual cases it is disgraceful. There is no doubt that the bulk of the poorer classes live in houses which are either inadequately sited or contain insufficient accommodation, or are in an indifferent state of repair, or are grossly deficient in essential sanitary requirements. In more than a few cases all these defects are combined.

The Committee suggests that experimental work should be furthered with the aim of substituting local building materials for expensive imported materials. It notes a general condition of serious overcrowding which the average of 4 1/3 persons per house does not sufficiently indicate. The majority of houses "contain not more than two living rooms in which a family of four or five persons (and families are sometimes much larger than this) must eat, sleep and perform all their more intimate bodily functions. Sometimes there is a small lean-to shed which serves as a kitchen, but as often as not cooking is done in the open air. Bathrooms are non-existent, and what is called 'toilet' accommodation consists of an outside open-pit closet which, in many cases, is shared with a neighbour." The general state of repair is designated as "indifferent". The ravages of termites cause many houses which seem to be waterproof to be unfit for human habitation. Even where houses are structurally sound, their design and lack of ventilation may be such as to justify condemnation. Figures quoted in the report reveal an advanced stage of urban congestion. In relation to urban conditions, the average wages of various classes of workers are mentioned. These range from £20 a year or less in the case of casual labourers to £100 a year in the case of fully skilled ships' carpenters. Average annual earnings are less than £50 a year.

Nearly all house occupiers outside the urban district own their own houses. In the case of peasant proprietors, the subdivision of small parcels of land among their heirs results in over-building. This is accentuated by the insecurity of tenure of workers living on plantations who do not own the sites on which they build their houses; competition for the ownership of plots of land is keen and plantation "renters" set up houses on rented land which are easily removable but generally unsatisfactory.

The report provides a summary of existing legislation relating to housing and domestic sanitation in support of its contention of the necessity for a Housing and Planning Authority.

<sup>1</sup> *Housing in Barbados*. Report of a Committee appointed by His Excellency the Governor to submit recommendations for the general improvement of housing and domestic sanitation in Barbados, including proposals for assistance under the Colonial Development and Welfare Act.

<sup>2</sup> See above, pp. 608-629.

*Recommendations.*

Two sets of recommendations are suggested by the Committee: those which can be undertaken without the enactment of comprehensive legislation, and those which should await the enactment of such legislation.

Under the first head are included:

- (a) An application for assistance under the Colonial Development and Welfare Act for a free grant for a survey of Bridgetown;
- (b) The acquisition of land in the suburban area for future development;
- (c) The laying out of areas for the relief of urban congestion;
- (d) The amendment of the Bridgetown Housing Act to enable assistance to be provided for the removal of houses in excess of £10 per house (the limit set by the Act);
- (e) The removal of houses from congested areas.

Recommendations in the second group are:

- (a) The establishment of a Housing and Planning Authority, and the engagement of necessary staff;
- (b) An application for a free grant under the Colonial Development and Welfare Act for the appointment of a Town Planner and Constructional Engineer;
- (c) The erection of model houses on areas for the relief of urban congestion and the erection of tenement houses with the aid of free grants provided under the Colonial Development and Welfare Act;
- (d) The demolition of insanitary houses and the replanning of slum areas;
- (e) The acquisition and laying out of areas in rural districts for the construction of model villages and the accommodation of houses removed from tenancies with the aid of free grants under the Colonial Development and Welfare Act;
- (f) An application for a loan and free grant under the Colonial Development and Welfare Act for assistance for repairs to, reconstruction of, and additions to houses.

The schemes recommended in the report are estimated to cost £380,000. Of this, the Committee suggests that £91,000 should be raised by Government loan and the remainder partly by free grant and partly by loan under the Colonial Development and Welfare Act.

A draft Housing and Planning Bill is appended to the report. Comprehensive in scope, it is designed to cover all phases of the provision of housing accommodation for members of the working classes, the clearance of areas which are congested or in need of development, the demolition of houses unfit for human habitation, and the preparation and continuous administration of urban and rural planning schemes to secure orderly development, proper sanitary conditions, the co-ordination of roads and public services, and the preservation of amenities.

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## WORKERS' ORGANISATIONS

### EMERGENCY MEETING OF THE LATIN AMERICAN LABOUR FEDERATION

Information regarding the decisions taken at an Emergency Meeting of the Latin American Labour Federation (C.T.A.L.) in Montevideo in February 1944 was given in an interview by Mr. Vicente Lombardo Toledano, President of the Federation. Those present at the meeting included representatives of various labour federations in Latin American countries, as well as a representative of the Congress of Industrial Organizations (C.I.O.) of the United States.

The Meeting resolved that the C.T.A.L. would give its fullest support to the forthcoming International Labour Conference at Philadelphia, and that the Latin American workers' delegates would act jointly at the Conference. It also confirmed the acceptance of the invitation to attend the World Trade Union Conference in London. Other resolutions adopted by the Meeting demanded participation by labour in all national bodies dealing with war and post-war problems, and announced that the C.T.A.L. would shortly call an American continental conference to study these problems. It was agreed that the Executive of the Federation should be responsible for all relations with organisations, institutions, and Governments, and that the officials of affiliated labour federations should not accept invitations from persons or groups hostile to the Federation. Joint action with the workers of Canada and the United States was urged in order to confront wartime and peacetime problems. The Meeting also sent greetings to the C.I.O. for its "constant and repeated attitude of friendship towards the labour movement of Latin America".

In other resolutions the Meeting denounced racial and national discrimination, and called for the establishment of a national committee against discrimination in every country; urged the unification of labour and other democratic forces in Argentina against the Government of that country; denounced the Government of Paraguay for its anti-democratic measures; urged continued pressure in Bolivia in favour of a constitutional régime; and recommended the American Governments to break off commercial and diplomatic relations with the Government of Spain.<sup>1</sup>

### THE INTERNATIONAL TRANSPORT WORKERS' FEDERATION

At a recent meeting of the Management Committee of the International Transport Workers' Federation it was decided to accept the affiliation of the following French, Italian, and Chilean unions:

(1) The French National Union of Seamen (*Syndicat national des marins de France*), with headquarters in Algiers, a reconstitution of the pre-war organisation of French seamen, formerly affiliated to the I.T.F.;

(2) The Italian Railwaymen's Union (*Sindacato ferrovieri italiani*), with provisional headquarters at Bari, a reconstitution of the old union of the same name;

(3) The Chilean Dockers' and Seamen's Federation (*Federación Industrial del Transporte Marítimo y Portuario de Chile*), with headquarters in Valparaíso.<sup>2</sup>

### THE TRADE UNION MOVEMENT IN VENEZUELA

With delegates from 150 trade unions, having a total membership of about 50,000, the first Venezuelan National Convention of Workers opened in Caracas on 22 March 1944. The opening session was attended by some 20,000 persons. The President of the Convention, Mr. Jesús Farias, announced as one of its principal objectives the creation of a national federation of labour. The Minister of Labour and Communications, the President of the Municipal Council of Caracas, the Mexican Ambassador to Venezuela, and the President of the Latin American Labour Federation (C.T.A.L.) were also present and addressed the meeting.

The committee on social affairs, on 23 March, reported resolutions to the Convention including the following demands, among others: a 44-hour work week; fewer restrictions on the right to strike; legal protection of trade union officials; higher pay for night work; improved housing for oil workers. The Convention also approved a resolution calling for the avoidance of strikes so as not to impair production or to perturb the social order.

<sup>1</sup> *El Popular* (Mexico, D.F.), 30 Mar. 1944.

<sup>2</sup> INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report* (New York), 28 Feb. 1944.

A serious division occurred in the evening session of 23 March, when 41 delegations comprising 130 delegates withdrew from the Convention. This group objected to the Convention's rejection of a proposal that, in the structure of the proposed national labour federation, the two political movements prevalent in the labour movement should be given equality of representation, each with an equal number of officials, and that the president of the federation should be a non-partisan trade unionist. In opposition to this proposal, it was argued by a member of the *Unión Popular* party that his party had a majority in the Convention and that the composition of the executive of the proposed national labour federation should be decided by simple majority vote. This view was upheld by a majority of the Convention, whereupon the minority group withdrew in protest.

On the following day, the Governor of the Federal District issued a decree dissolving the Convention, and the Minister of Labour and Communications decreed the dissolution of 109 trade unions. The Minister's decree held that a Convention delegate had proposed, in the name of a political party, a motion which the Convention had approved; and that the Labour Code prohibits trade unions from being affiliated with political parties, either national or foreign, under penalty of dissolution. Thus the trade unions whose delegates had voted for the motion opposing equal representation in the proposed federation were ordered to be dissolved.<sup>1</sup>

### THE CONFEDERATED UNIONS OF AMERICA

A Convention of "independent unions", *i.e.*, unions outside the jurisdiction of the American Federation of Labor or the Congress of Industrial Organizations, was held in Cincinnati at the end of February 1944 by the Confederated Unions of America (C.U.A.), the third national trade union federation in the United States, which was founded in October 1942.<sup>2</sup>

The Convention, which was attended by 426 delegates representing 673,200 members, passed resolutions demanding the "immediate cessation of monopoly labour representation now given the A.F. of L. and the C.I.O.", and expressing its desire to obtain "representation for unions not affiliated with the A.F. of L. or C.I.O. on various Government agencies and boards affecting labour's interests".

The C.U.A., the headquarters of which have so far been in Cleveland, Ohio, will establish its national office in Washington, D.C., in the near future so that it will be able "to render a greater service to affiliated unions". "This move", it is stated, "represents another forward step in the programme of the Confederation."

Mr. Matthew Smith was re-elected President and Mr. Donald F. Cameron Executive Secretary.<sup>3</sup>

### THE ORGANISATION OF CHINESE SEAMEN'S UNIONS

For the purpose of organising Chinese seamen in foreign countries, Chinese consulates and Kuomintang branches abroad have been notified to help to start Chinese seamen's unions. Chapters in Great Britain and Egypt have already been formally opened. Preparations are under way to establish chapters in Calcutta and Bombay, and in South Africa, America, and Australia. In Calcutta and Bombay Chinese seamen's clubs will also be formed.<sup>4</sup>

<sup>1</sup> Communication to the I.L.O.; *El Universal* (Caracas), 23 and 24 Mar. 1944; *El Nacional* (Caracas), 25 Mar. 1944.

<sup>2</sup> Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 114.

<sup>3</sup> *The C.U.A. News* (Cleveland), Mar. 1944.

<sup>4</sup> *Shanghai Evening Post and Mercury* (New York), 25 Feb. 1944.

# STATISTICS

## Unemployment, Employment and Hours of Work

In accordance with the plan which has been adopted for publication at quarterly intervals in the *Review* of statistics on labour conditions in different countries, the statistics of *unemployment, employment* and *hours of work* are given in this issue.

The tables show statistics of:

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

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

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

### EXPLANATION OF SIGNS USED IN THE TABLES

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

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

The sign † signifies: "provisional figures".

The sign ° signifies: "covering men only".

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

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

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

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

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

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

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TABLE I. STATISTICS OF UNEMPLOYMENT IN GENERAL

695

Date	AMERICA									
	Canada			United States				Chile	Mexico	
	VI		V	VI			V	V	VI	
	Unemployed (estimated)		Applicants for work registered	Unemployed (estimated)			Applicants for work registered	Applicants for work registered	Unem- ployed (estim'd)	
			N.I.C.B. <sup>1</sup>	A.F.L. <sup>4</sup>	B.C. <sup>5</sup>					
		%	%	%						
1929	107,000	4.2	14,996	0.9	3.9	•	•	•	•	
1931	442,000	17.4	69,719	14.2	17.4	•	•	29,345	287,462	
1933	646,000	26.5	81,809	23.4	26.4	•	•	71,805	275,774	
1934	521,000	20.6	88,888	19.1	22.5	•	•	30,055	234,538	
1935	483,000	19.0	84,050	17.6r	20.8	•	7,449,841	10,673	191,371	
1936	430,000	16.7	90,133	14.2r	18.2	•	7,705,270	6,474	186,904	
1937	337,000	12.5	88,516	12.2r	15.8	•	5,154,838	3,203	180,128	
1938	407,000	15.1	105,236	18.4r	20.5	•	7,404,187	4,578	209,332	
1939	386,000 <sup>1</sup>	14.1 <sup>1</sup>	103,739	16.4r	18.7	•	6,246,036	9,416	198,593	
1940	281,700 <sup>2</sup>	10.1 <sup>2</sup>	100,417	14.1r	16.9	7,298,000r <sup>7</sup>	5,314,806	8,551	184,274	
1941	•	•	53,663	6.1r	—	5,012,500r	4,804,863	4,117	179,245	
1942	•	•	65,667	—1.0 <sup>8</sup>	—	2,382,000r	3,867,531 <sup>8</sup>	2,523r	—	
1943	•	•	73,677	—11.2 <sup>8</sup>	—	1,070,000	—	—	—	
1943: April	•	•	76,729	—9.6r <sup>8</sup>	—	950,000r	—	2,408r	—	
May	•	•	75,165	—12.0 <sup>8</sup>	—	920,000r	1,198,045	2,868	—	
June	•	•	84,563	—14.1 <sup>8</sup>	—	1,220,000r	—	3,224	—	
July	•	•	69,968	—14.1 <sup>8</sup>	—	1,290,000r	1,103,978†	4,318	—	
Aug.	•	•	68,177	—14.1r <sup>8</sup>	—	1,070,000r	—	—	—	
Sept.	•	•	65,884	—15.2 <sup>8</sup>	—	960,000r	—	—	—	
Oct.	•	•	64,785	—14.6 <sup>8</sup>	—	910,000r	—	—	—	
Nov.	•	•	66,984	—12.7r <sup>8</sup>	—	870,000r	—	—	—	
Dec.	•	•	47,946	—11.4 <sup>8</sup>	—	890,000r	—	—	—	
1944: Jan.	•	•	70,123	—9.0 <sup>8</sup>	—	1,080,000	—	—	—	
Feb.	•	•	68,615	—9.2 <sup>8</sup>	—	890,000	—	—	—	
Mar.	•	•	—	—	—	870,000	—	—	—	
Persons cov. (thousands)	2,986		•	55,902r	54,286	51,900r	•	•	•	

Date	ASIA				EUROPE			
	Nether-lands Indies	Japan <sup>11</sup>		Palestine	Germany			
	V	VI		IV	Old Territory	Austria	Total	
	Applicants for work registered	Unemployed (estimated)		Unem-ployed (registered)	Unemployed (registered)			
			%			%		
1929	•	•	•	•	1,898,604	9.3	192,062	•
1931	6,912	422,755	6.1	•	4,519,704	23.3	300,223	•
1932	10,922	485,681	6.8	•	5,575,492	30.1	377,894	•
1933	14,571	408,710	5.6	•	4,804,428	26.3	405,740	•
1934	15,784	372,941	5.0	•	2,718,309 <sup>12</sup>	14.9 <sup>12</sup>	370,210	•
1935	17,398	356,044	4.6	•	2,151,039 <sup>14</sup>	11.6 <sup>14</sup>	348,675	•
1936	22,691 <sup>9</sup>	338,365	4.3	•	1,592,655	8.3	349,663	•
1937	22,978	295,443	3.7	•	912,312	4.6	320,961	•
1938	18,842	237,371	3.0	•	429,461	2.1	244,788 <sup>15</sup>	•
1939	19,466	•	•	21,045 <sup>13</sup>	•	•	•	284,132 <sup>8</sup>
1940	18,603	•	•	24,791	•	•	•	•
1941	15,636 <sup>10</sup>	•	•	15,377	•	•	•	•
1942	•	•	•	5,915	•	•	•	•
1943	•	•	•	—	•	•	•	•
1943: April	•	•	•	•	•	•	•	•
May	•	•	•	•	•	•	•	•
June	•	•	•	•	•	•	•	•
July	•	•	•	•	•	•	•	•
Aug.	•	•	•	•	•	•	•	•
Sept.	•	•	•	•	•	•	•	•
Oct.	•	•	•	•	•	•	•	•
Nov.	•	•	•	•	•	•	•	•
Dec.	•	•	•	•	•	•	•	•
1944: Jan.	•	•	•	•	•	•	•	•
Feb.	•	•	•	•	•	•	•	•
Mar.	•	•	•	•	•	•	•	•
Persons cov. (thousands)	•	8,172		•	22,090		•	•

I. Compulsory unemployment insurance statistics.

II. Voluntary unemployment insurance statistics.

III. Trade union fund returns.

IV. Trade union returns.

V. Employment exchange statistics.

VI. Official estimates.

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

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

Date	EUROPE (cont.)						
	Belgium		Denmark			Spain	Finland
	II		III		V	V	V
	Unemployed <sup>1</sup> (insured)	Days of unemployment. <sup>4</sup>	Unemployed (tr. unionists)		Applicants for work registered	Unemployed	Unemployed (registered)
		%		%			
1929	13,000 <sup>a</sup>	1.9	42,817	15.5	44,581	*	3,877
1931	110,000 <sup>a</sup>	14.5	53,019	17.9	59,430	*	11,495
1932	211,000 <sup>a</sup>	23.5	97,508	31.7	126,039	*	17,351
1933	210,000 <sup>a</sup>	20.5	97,478	28.8	121,115	*	17,139
1934	235,000 <sup>a</sup>	23.4	81,756	22.1	97,595	621,819	10,011
1935	210,927	21.7	76,195	19.7	92,406	696,990	7,163
1936	154,038	16.2	78,669	19.3	93,261	*	4,796
1937	125,929	13.1	95,103	21.9	108,634	*	3,695
1938	173,913	17.6	97,136	21.4	112,050	*	3,602
1939	195,211	18.8	88,924	18.4	102,066	526,169	3,300
1940	—	—	119,593	23.9	133,358	*	3,955
1941	123,192 <sup>a</sup>	—	43,476 <sup>a</sup>	7.6 <sup>a</sup>	48,501 <sup>a</sup>	450,014	3,384
1942	—	—	48,968	9.1	53,171	294,529	1,561
1943	—	—	—	—	—	225,000†	924†
1943: April	—	—	32,379	6.0	35,353	233,000†	1,009r
May	—	—	18,456	3.1	20,698	224,000†	1,028r
June	—	—	—	2.5	15,968	213,000†	784r
July	—	—	—	2.7	17,380	212,000†	722r
Aug.	—	—	—	3.3	20,377	218,000†	813r
Sept.	—	—	—	4.4r	25,259	221,000†	887r
Oct.	—	—	—	5.0r	30,000r	220,000†	833
Nov.	—	—	—	5.9	35,000	224,000†	760
Dec.	—	—	—	—	—	216,000†	700†
1944: Jan.	—	—	—	8.8	—	—	700†
Feb.	—	—	—	8.6	—	—	—
Mar.	—	—	—	—	—	—	—
Persons cov. (thousands)	1,000†		494		*	*	*

Date	EUROPE (cont.)						
	France		Great Britain and Northern Ireland			Great Britain	
	Unemployed (on relief) <sup>7</sup>	Applications for work registered	I			V	
			Unemployed (insured, per cent.)			Applicants for work registered	
			Wholly <sup>11</sup>	Tempor.	Total	Wholly <sup>12</sup>	Tempor.
			%	%	%		
1929	928	10,052	8.2	2.2	10.4	95,593	264,911
1931	56,112	75,215	17.6	4.5	22.1	2,049,710	579,851
1933	276,033 <sup>8</sup>	307,844	16.4	3.5	19.9	2,070,046	450,570
1934	345,033	376,320	13.9	2.8	16.7	1,795,437	363,794
1935	426,931	465,875	13.1	2.4	15.5	1,730,194	306,228
1936	431,897	475,272	11.2	1.9	13.1	1,507,979	246,996
1937	350,333	379,095	9.3	1.5	10.5 <sup>13</sup>	1,283,523	200,876
1938	375,742	408,024	10.0 <sup>13</sup>	2.6 <sup>13</sup>	12.6	1,418,725	371,956
1939	361,930 <sup>9</sup>	393,952	8.8	1.5	10.3	1,297,801	215,759
1940	*	*	5.9 <sup>14</sup>	1.1 <sup>14</sup>	7.0 <sup>14</sup>	802,921 <sup>15</sup>	160,615
1941	337,000	376,500 <sup>10</sup>	*	*	*	292,402	57,403
1942	105,000	119,800 <sup>11</sup>	*	*	*	112,394 <sup>15</sup>	6,003
1943	—	—	*	*	*	80,007 <sup>†</sup>	1,569 <sup>†</sup>
1943: April	—	—	*	*	*	78,779	1,312
May	—	—	*	*	*	*	*
June	—	—	*	*	*	*	*
July	—	—	*	*	*	72,140	1,118
Aug.	—	—	*	*	*	*	*
Sept.	—	—	*	*	*	*	*
Oct.	—	—	*	*	*	73,204	732
Nov.	—	—	*	*	*	*	*
Dec.	—	—	*	*	*	*	*
1944: Jan.	—	—	*	*	*	—	—
Feb.	—	—	*	*	*	*	*
Mar.	—	—	*	*	*	*	*
Persons cov. (thousands)	*	*	15,032			*	

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

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

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Date	EUROPE (cont.)					
	Hungary	Ireland		Italy	Latvia	Lithuania
	V	I		V	V	V
	Applications for work registered	Unemployed (insured)		Applicants for work registered	Applications for work registered	Unemployed registered
1929	15,173	•	%	20,702	300,786	•
1931	52,305 <sup>1</sup>	•	•	25,230	734,454	•
1933	60,595	•	•	72,472 <sup>2</sup>	1,018,955 <sup>4</sup>	•
1934	52,157	•	•	103,671	963,677	•
1935	52,048	•	•	119,498	•	•
1936	52,114	•	•	99,272	•	4,825
1937	48,359	•	•	81,760	•	3,851
1938	47,426	•	•	88,714	•	3,014
1939	48,348	55,165	15.6	93,074	•	2,164
1940	43,684	54,677	15.5	84,054	2,484	•
1941	48,892	50,967	14.6	74,656	•	1,893 <sup>5</sup>
1942	35,999	48,846	14.2	76,887	•	•
1943	—	41,194	12.5	66,884 <sup>3</sup>	•	•
1943: April	27,230	45,061	13.7	78,250 <sup>3</sup>	•	•
May	29,698	43,666	13.3r	73,758	•	•
June	27,836	37,730	11.4	51,294	•	•
July	—	36,736	11.1	49,430	•	•
Aug.	—	37,444	11.4r	49,776	•	•
Sept.	—	36,643	11.1	50,788	•	•
Oct.	—	36,342	11.0	52,554	•	•
Nov.	—	36,963	11.2	70,938	•	•
Dec.	—	36,779	11.2	69,869	•	•
1944: Jan.	—	41,203	12.5	73,859	•	•
Feb.	—	39,849	12.1	71,914	•	•
Mar.	—	—	—	—	•	•
Persons covered (thousands)	•	330		•	•	•

Date	EUROPE (cont.)						
	Norway			Netherlands			Poland <sup>10</sup>
	III		V	II <sup>7</sup>		V	V
	Unemployed (trade unionists)		Unem- ployed (regist'd)	Unemployed (insured)		Days of unemployment <sup>8</sup>	Wholly unemployed regist'd
1929	5,902	%	19,089	24,300	%	5.9	•
1931	•	22.3	28,027	82,800	18.1	14.8	129,450
1933	16,588	33.4	36,703	163,000	31.0	26.9	299,502
1934	15,963	30.7	36,876	160,400	32.1	28.0	332,951
1935	14,783	25.3	36,776	173,700	36.3	31.7	332,772
1936	13,267	18.8	33,517	169,387	36.3	32.7	384,691
1937	16,532	20.0	29,881	137,674	29.2	26.9	414,512
1938	19,230	22.0	30,296	134,304	27.2	25.0	367,327
1939	16,789	18.3	28,251	112,612	21.7	19.9	375,088
1940	—	23.1	29,099 <sup>6</sup>	117,145	22.9	19.8	347,509
1941	—	—	19,184 <sup>†</sup>	—	—	—	414,584 <sup>11</sup>
1942	—	—	—	—	—	—	14,111
1943	—	—	—	—	—	—	•
1943: April	—	—	—	—	—	—	•
May	—	—	—	—	—	—	•
June	—	—	—	—	—	—	•
July	—	—	—	—	—	—	•
Aug.	—	—	—	—	—	—	•
Sept.	—	—	—	—	—	—	•
Oct.	—	—	—	—	—	—	•
Nov.	—	—	—	—	—	—	•
Dec.	—	—	—	—	—	—	•
1944: Jan.	—	—	—	—	—	—	•
Feb.	—	—	—	—	—	—	•
Mar.	—	—	—	—	—	—	•
Persons covered (thousands)	95†		•	238		•	2,978

I. Compulsory unemployment insurance statistics.

IV. Trade union returns.

II. Voluntary unemployment insurance statistics.

V. Employment exchange statistics.

III. Trade union fund returns.

VI. Official estimates.

<sup>1</sup> Since Jan. 1930, including non-fee-charging private employment agencies. <sup>2</sup> Extended series. <sup>3</sup> From Jan., middle of the month. <sup>4</sup> Up to July 1933, social insurance fund statistics; since July 1933, employment exchange statistics. <sup>5</sup> During 1939, excluding the territory of Klaipeda (Memel). <sup>6</sup> Since Jan. 1940, end of the month; including persons employed on public works. <sup>7</sup> Excluding agriculture. Weekly averages. <sup>8</sup> Days of unemployment, as a percentage of the total possible working days of insured workers during the month. <sup>9</sup> Since Apr. 1939, excluding persons employed on special relief works. <sup>10</sup> Since Jan. 1939, including the territory of Silesia beyond the Olza. <sup>11</sup> Jan.-June, 1943. Since 1935, percentage based on the number of persons covered by compulsory social insurance schemes.

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

Date	EUROPE (concl.)						
	Portugal	Rumania	Sweden		Switzerland		
	V	V	IV		I/II <sup>1</sup>		V
	Unem- ployed (registered)	Unem- ployed (registered)	Unemployed (tr. unionist)	Applica- tions for relief	Unemployed (insured)		Applica- tions for work registered
					Wholly	Partially	
1929	•	7,449	32,621	10.2	10,212	1.8	8,131
1931	•	35,737	64,815	16.7	46,540	5.9	24,208
1933	25,255	29,060	97,316	23.4	164,773	10.8	67,867
1934	34,711	17,253	84,685	18.0	114,802	9.8	65,440
1935	42,315	13,778	81,385	15.1	61,581	11.8	82,468
1936	43,057	13,549	71,884	12.6	35,601	13.2	93,009
1937	40,240	10,851	67,351	10.8	18,213	10.0	71,130
1938	•	7,271	74,582	10.9	16,189	8.6	65,583
1939	•	5,989	71,467 <sup>2</sup>	9.2	17,556	6.5	40,324
1940	•	3,192	99,201	11.8	13,367	3.1	16,374
1941	•	861	85,018	11.3	22,219	2.0	10,550
1942	•	6,067 <sup>1</sup>	56,282	7.5	12,306	1.9	10,676
1943	•	—	43,494	5.7	7,081	1.4	7,849
1943: April	•	6,894	46,746	6.0	7,206	1.4	5,931
May	•	8,282	33,696	4.4	6,247	1.0	5,305
June	•	6,198	34,015	4.4	5,253	1.0	4,857
July	•	7,974	30,046	3.9	4,571	0.9	4,400
Aug.	•	5,500 <sup>†</sup>	26,927	3.5 <sup>r</sup>	4,410	0.8	4,538
Sept.	•	6,300 <sup>†</sup>	26,873	3.5 <sup>r</sup>	4,600 <sup>r</sup>	0.8	5,244
Oct.	•	5,800 <sup>†</sup>	34,350	4.5	5,434 <sup>r</sup>	0.7	5,092 <sup>r</sup>
Nov.	•	5,400 <sup>†</sup>	44,988	5.8	7,462 <sup>r</sup>	1.2	8,897
Dec.	•	—	74,207	9.6	11,676 <sup>r</sup>	2.8	13,000 <sup>†</sup>
1944: Jan.	•	—	64,038	8.3	15,845	3.1	16,000 <sup>†</sup>
Feb.	•	—	—	—	17,548	3.6	19,000 <sup>†</sup>
Mar.	•	—	—	—	17,000 <sup>†</sup>	—	10,000 <sup>†</sup>
Persons covered (thousands)	•	•	769 <sup>r</sup>		289 <sup>4</sup>		529

Date	EUROPE (concl.)				OCEANIA		
	Czechoslovakia		Yugoslavia	Australia		New Zealand	
	III	V	V	IV	V		
	Unemployed on benefit (tr. unionist)	Applicants for work (registered)	Unemployed (registered)	Unemployed (trade unionist)	Unemployed (males) <sup>10</sup>		
1929	23,763	2.2	41,630	8,370	47,359	11.1	2,895
1931	102,179	8.3	291,332	9,930	117,866	27.4	41,431
1933	247,613	16.9	738,267	15,997	104,035	25.1	46,944
1934	245,953	17.4	676,994	15,647	86,865	20.5	39,235
1935	235,623	15.9	686,269	16,752	71,823	16.5	38,234
1936	208,096	13.1	622,687	19,436	53,992	12.2	36,890
1937	151,167	8.8	408,949	21,650	41,823	9.3	*
1938	161,391 <sup>1</sup>	9.1 <sup>1</sup>	335,518 <sup>2</sup>	22,517	40,138	8.7	4,757 <sup>11</sup>
1939	*	*	44,080 <sup>2</sup>	24,223	45,967	9.7	6,422 <sup>12</sup>
1940	*	*	*	26,724	39,116	8.0	4,352
1941	*	*	*	14,622 <sup>28</sup>	20,013	3.7	2,020 <sup>†</sup>
1942	*	*	*	4,758 <sup>29</sup>	9,768	1.6	825 <sup>14</sup>
1943	*	*	*	—	7,545	1.1	403 <sup>†</sup>
1943: April	*	*	*	—	*	*	365
May	*	*	*	—	*	*	379
June	*	*	*	—	7,423	1.1	390
July	*	*	*	—	*	*	489
Aug.	*	*	*	—	7,356 <sup>r</sup>	1.1	454
Sept.	*	*	*	—	*	*	445
Oct.	*	*	*	—	*	*	415
Nov.	*	*	*	—	7,381	1.1	370 <sup>r</sup>
Dec.	*	*	*	—	*	*	300 <sup>†</sup>
1944: Jan.	*	*	*	—	*	*	300 <sup>†</sup>
Feb.	*	*	*	—	—	—	—
Mar.	*	*	*	—	*	*	—
Persons covered (thousands)	1,782 <sup>†</sup>		*	*	645		*

I. Compulsory unemployment insurance statistics.

II. Voluntary unemployment insurance statistics.

III. Trade union fund returns.

IV. Trade union returns.

V. Employment exchange statistics.

VI. Official estimates.

<sup>1</sup> Since 1942, applications for work. <sup>2</sup> From Jan. 1939, including agricultural workers. <sup>3</sup> Local unemployment committees. <sup>4</sup> Number of relief funds (Oct. 1939, units). <sup>5</sup> Compulsory insurance in certain cantons, voluntary in others. <sup>6</sup> Jan.-Aug. <sup>7</sup> Bohemia-Moravia; average of 11 months. <sup>8</sup> Since 1941, Croatia. <sup>9</sup> Jan.-June. <sup>10</sup> Up to 1932, number of unemployed (males) remaining on registers of Government labour bureaux. <sup>11</sup> Excluding persons totally unfit for employment for health or other reasons (approximately 8,000 at the end of 1937). <sup>12</sup> Since Apr. 1939, number of unemployment benefits in force. <sup>13</sup> Ten months.

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

Date	AFRICA		AMERICA						ASIA	EUROPE	
	Union S. Africa		Canada	United States			Argentina (Buenos Aires)	Colombia <sup>5</sup>	Japan	Germany <sup>8</sup>	Austria
	Europe	Total		B.L.S. <sup>2</sup>	N.I.-C.B. <sup>3</sup>	A.F.L. <sup>4</sup>	III (A)	III (B)	IV	I	I
	III (A/B)		III (A)	IV	IV	M.I.T. <sup>c</sup>			M.I.T. <sup>c</sup>	IV	I
	M.I.T. <sup>c</sup>		M.I.T.C. <sup>e</sup>	M.I.T.C. <sup>e</sup>	A.M.I.T.C.		I.T.C.	M.I.T. <sup>c</sup>	M.I.T.	A.M.I.T.C. <sup>e</sup>	M.I.T.
	W.S.		W.S.	W.S.		W.S.		W.	W.	W.S.	W.S.
		100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0
1929	96.0	95.2	86.1	79.3	86.7	88.1	97.8	*	96.9	81.5	86.6
1931	98.0	94.9	70.1	68.9	79.5	80.0	98.2	*	103.1	74.0	70.6
1933	111.0	108.1	80.7	77.2	85.6	85.0	104.4	*	115.5	85.5	69.8
1934	123.2	122.1	83.5	80.8	88.4	87.8	113.2	*	121.6	90.6 <sup>6</sup>	66.8
1935	134.2	134.9	87.1	87.5	93.4	91.7	119.5	*	123.8	97.2	64.6
1936	143.6	143.1	95.9	93.7	97.3	95.3	126.1	*	131.2	104.3	67.4
1937	146.2	148.1	93.9	84.4	91.0	91.0	129.5	100.0 <sup>7</sup>	137.7	110.9	*
1938	148.1	148.9	95.7	94.6r	92.9	94.1	132.1	94.2	*	116.5 <sup>10</sup>	*
1939	148.9	155.8	104.4	99.4r	95.9	97.3	129.2	84.6	*	*	*
1940	154.5	164.3	128.0	114.1r	104.0 <sup>8</sup>	—	135.0	—	*	*	*
1941	158.7	169.5	146.0	122.7r	116.4	—	—	—	*	*	*
1942	—	—	154.9	126.4	129.4	—	*	—	*	*	*
1943	157.3	163.1	149.7	126.4r	127.2	—	*	—	*	*	*
1943: April	157.1	162.3	152.3	125.8r	130.1	—	*	—	*	*	*
May	156.8	160.7	154.4	126.5r	132.7	—	*	—	*	*	*
June	156.4	158.8	156.2	126.6r	132.9	—	*	—	*	*	*
July	156.4	158.3	156.5	126.6r	133.1r	—	*	—	*	*	*
Aug.	156.1	158.1	157.6	126.3r	134.5	—	*	—	*	*	*
Sept.	155.9	158.1	158.6	126.6r	134.0r	—	*	—	*	*	*
Oct.	—	—	160.2	127.0r	132.0r	—	*	—	*	*	*
Nov.	—	—	156.1	127.2r	130.0	—	*	—	*	*	*
Dec.	—	—	153.9	123.1	127.2	—	*	—	*	*	*
1944: Jan.	—	—	—	122.5	127.6	—	*	—	*	*	*
Feb.	—	—	—	121.6	—	—	*	—	*	*	*
Mar.	—	—	—	—	—	—	*	—	*	*	*
Persons covered (thousands)	—/188	—/797	1,868	28,869r	58,558	46,683	*	13	6,600†	21,414	976

Date	EUROPE (cont.)										OCEANIA
	France	Great Britain		Hungary	Latvia	Norway	Netherlands	Czechoslovakia <sup>14</sup>	U.S.S.R.	Yugoslavia	Australia
	III (A)	II	II	I	I	III (B)	I	I	III (A)	I	III (A)
	M.I.T. <sup>c</sup>	M.I.T. <sup>c</sup>	A.M.I.T.C. <sup>e</sup>	M.I.T.C. <sup>e</sup>	I.T.C. <sup>e</sup>	M.I.T.C. <sup>e</sup>	M.I.T.C. <sup>e</sup>	A.I.T. <sup>c</sup>	A.M.I.T.C. <sup>e</sup>	I.T.C. <sup>c</sup>	M.I.T.C. <sup>c</sup>
	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.	W.S.	W.S.	W.S.
	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.S.	W.	W.S.	W.S.	W.S.
1929	*	100.0	*	100.0	100.0	*	100.0	100.0	100.0	100.0	*
1930	100.0	95.8	*	94.3	104.9	*	102.2	97.6	119.4	104.3	*
1933	79.4	94.7	*	81.2	87.8	*	85.0	75.4	183.5	86.1	100.0 <sup>15</sup>
1934	76.9	99.2	*	86.9	95.1	*	86.6	75.0	194.6	89.8	*
1935	73.5	101.5	*	91.2	100.9	100 <sup>13</sup>	84.2	76.6	203.1	93.3	*
1936	74.1	106.7	*	97.7	107.1	103	85.1	82.4	211.8†	101.8	*
1937	78.6	112.3	*	104.0	116.3	110	91.5	90.0	221.8†	112.4	*
1938	81.2	111.1	100.0 <sup>15</sup>	110.6	123.6	110	95.4	91.0 <sup>11</sup>	228.5†	118.2	*
1939	83.4 <sup>10</sup>	114.7 <sup>11</sup>	102.7 <sup>11</sup>	118.8	*	116	99.0†	—	—	119.2	131.9 <sup>12</sup>
1940	*	*	*	125.6	*	113	98.0†	—	—	122.0 <sup>15</sup>	138.3
1941	*	*	*	157.4	*	—	—	—	—	—	146.2 <sup>13</sup>
1942	*	*	*	—	*	—	—	—	—	—	138.3
1943	*	*	*	—	*	—	—	—	*	—	—
1943: April	*	*	*	177.0	*	*	*	—	*	—	134.5
May	*	*	*	184.0	*	*	*	—	*	—	134.7
June	*	*	*	179.0	*	*	*	—	*	—	134.7
July	*	*	*	—	*	*	*	—	*	—	134.5
Aug.	*	*	*	—	*	*	*	—	*	—	134.7
Sept.	*	*	*	—	*	*	*	—	*	—	134.7
Oct.	*	*	*	—	*	*	*	—	*	—	135.2
Nov.	*	*	*	—	*	*	*	—	*	—	135.5
Dec.	*	*	*	—	*	*	*	—	*	—	—
1944: Jan.	*	*	*	—	*	*	*	—	*	—	—
Feb.	*	*	*	—	*	*	*	—	*	—	—
Mar.	*	*	*	—	*	*	*	—	*	—	—
Persons cov. (thousands)	2,403	12,110	12,940	1,748	212	207†	1,365	1,298	27,800†	756	1,351

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

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

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

Date	AFRICA	AMERICA								ASIA
	Union S. Afr.	Canada	United States	Argentina		Chile	Colombia (Bogotá)	Mexico	Uruguay	Japan
	III (A/B) <sup>1</sup>	III (A) <sup>1</sup>	III (A/B) <sup>1</sup>	III (B) <sup>4</sup>	B. Aires III (A)	III (B) <sup>1</sup>	III (B) <sup>4</sup>	III (B) <sup>1</sup>	III (B)	III (A) <sup>1</sup>
	W.S. <sup>2</sup>	W.S.	W.	W.	W.	W.	W.	W.	W.	W.
1929	100.0	100.0	100.0	*	100.0	*	*	*	*	100.0
1931	97.7	81.4	73.7	*	97.3	*	*	*	*	86.1
1933	108.0	69.1	69.2	*	99.8	*	*	*	*	87.7
1934	130.1	77.0	80.8	*	111.3	*	*	*	*	95.9
1935	146.2	82.9	86.1	*	124.1	*	*	*	*	109.2
1936	160.3	88.3	93.4	*	133.9	*	*	*	100.0	115.6
1937	170.8	97.7	102.5	100.0	144.1	100.0	*	100.0 <sup>6</sup>	—	126.3
1938	167.1	94.8	85.8	104.3	145.5	105.5	100.0 <sup>6</sup>	100.7	112.3	142.9
1939	164.6	95.9	94.2	108.5	148.2	108.1	90.0	98.6	114.8	155.9
1940	160.6	112.1	101.3	111.1	145.6	117.0	80.3	100.4	113.7	160.7
1941	165.9	143.8	124.4	117.0	150.9	127.6	—	105.4	119.6	164.8
1942	—	176.3	143.5 <sup>8</sup>	124.0	—	133.7	—	111.6	—	182.4
1943	—	193.6	159.0	126.1	—	—	—	—	—	—
1943: April	*	190.4	158.0	124.3	*	128.0	—	*	*	204.0†
May	*	191.5	157.6	125.0	*	129.1	—	—	—	206.0†
June	*	193.4	159.1	129.6	*	129.9	—	*	*	207.0†
July	*	193.9	159.9	129.2	*	127.0	—	*	*	207.0†
Aug.	*	196.3	161.0	128.7	*	—	—	—	—	—
Sept.	*	197.3	160.3	127.1	*	—	—	*	*	—
Oct.	*	197.1	160.7	124.4 <sup>r</sup>	*	—	—	*	*	—
Nov.	*	197.2	161.2 <sup>r</sup>	127.1	*	—	—	—	—	—
Dec.	*	193.3	159.7 <sup>r</sup>	127.1	*	—	—	*	*	—
1944: Jan.	*	194.1	157.3	127.0	*	—	—	*	*	—
Feb.	*	—	156.4	—	*	—	—	—	—	—
Mar.	*	—	154.3	—	*	—	—	*	*	—
Persons covered (thousands)	-/57	844	13,474/ 4,238†	241	*	27	3	119	37	2,995

Date	ASIA	EUROPE									
	Palestine	Germany <sup>7</sup>		Denmark	Finland	France	Great Britain	Hungary	Italy		Latvia
	III (B)	III (B) <sup>4</sup>		III (A) <sup>1</sup>	III (A) <sup>2</sup>	III (A) <sup>10</sup>	II <sup>1</sup>	I	III (B)	III (A/B)	I
	W.	W.	S.	W.	W.	W.	W.S.	W.	W.	W.	W.S.
1929	*	100.0	100.0	*	100.0	*	100.0	100.0	*	100.0	100.0
1930	*	87.0	94.7	*	87.4	100.0	92.5	91.3	*	97.3	107.5
1931	*	72.0	83.6	100.0	78.4	91.6	84.5	82.9	*	88.8	98.3
1933	*	65.9	68.4	102.0	84.7	78.0	89.8	73.6	*	79.2	93.4
1934	*	83.5	76.3	116.0	97.3	75.7	94.5	79.9	100.0	82.9	108.4
1935	*	91.9	83.5	125.8	105.4	72.1	96.0	85.9	117.1	94.0	117.7
1936	*	100.5	90.0	131.5	117.5	73.0	102.2	94.7	121.6	94.9	123.7
1937	*	110.8 <sup>8</sup>	97.9 <sup>8</sup>	138.1	125.2	77.5	110.2	104.0	135.6	104.5	135.1
1938	100.0	117.4	105.4	138.4	129.7	80.7	104.1	112.3	141.0	110.7	144.0
1939	82.3	122.9 <sup>9</sup>	112.3 <sup>9</sup>	151.1	122.6	82.1 <sup>11</sup>	113.0	123.9	144.9 <sup>14</sup>	113.3 <sup>14</sup>	140.6
1940	98.6	*	*	—	104.1†	*	*	129.5	*	*	*
1941	115.1	*	*	—	—	*	*	139.2	*	*	*
1942	136.1	*	*	—	—	*	*	—	*	*	*
1943	—	*	*	—	—	*	*	—	*	*	*
1943: April	—	*	*	*	—	*	*	—	*	*	*
May	—	*	*	*	*	*	*	—	*	*	*
June	—	*	*	*	*	*	*	—	*	*	*
July	—	*	*	*	*	*	*	—	*	*	*
Aug.	—	*	*	*	*	*	*	—	*	*	*
Sept.	—	*	*	*	*	*	*	—	*	*	*
Oct.	—	*	*	*	*	*	*	—	*	*	*
Nov.	—	*	*	*	*	*	*	—	*	*	*
Dec.	—	*	*	*	*	*	*	—	*	*	*
1944: Jan.	—	*	*	*	*	*	*	—	*	*	*
Feb.	—	*	*	*	*	*	*	—	*	*	*
Mar.	—	*	*	*	*	*	*	—	*	*	*
Persons covered (thousands)	14	3,500†	*	171	63†	1,850	6,152	802	1,167	3,037/ 1,522	100

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

<sup>1</sup> Excluding building. <sup>2</sup> Europeans only. <sup>3</sup> 1943: 158.9. <sup>4</sup> Including mines. <sup>5</sup> May 1938. <sup>6</sup> Yearly figures exclude the crackers and macaroni industry; quarterly figures exclude in addition the alcohol and sugar industry. <sup>7</sup> Old territory. <sup>8</sup> Since 1937, including the Saar Territory. <sup>9</sup> Jan.-July. <sup>10</sup> Including part of transport, but excluding a large part of building. <sup>11</sup> Jan.-Aug. <sup>12</sup> Ministry of Corporations. <sup>13</sup> Fascist Confederation of Industrial Employers. <sup>14</sup> Jan.-June.

TABLE III. STATISTICS OF INDUSTRIAL EMPLOYMENT (concl.)

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

Date	EUROPE (concl.)									OCEANIA	
	Norway	Netherlands	Poland <sup>1</sup>	Rumania	Sweden	Switzerland		U.S. S.R.	Yugoslavia	Australia <sup>2</sup>	New Zealand
	III (A/B) <sup>1,2</sup>	I <sup>3</sup>	III (A)	III(A) <sup>1</sup>	III (B) <sup>1,4</sup>	III (A) <sup>1,7</sup>	III (B)	III(A) <sup>2</sup>	I	III (A/B)	III(A)
	W.	W.S.	W.	W.S.	W.	W.	W.	W.S.	W.S.	W.S.	W.S.
1929	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	*	100.0	100.0
1930	100.4	101.6	84.5	86.6	99.8	95.8	96.5	135.4	*	93.0	94.0
1931	79.9	92.9	71.3	75.6	91.3	88.7	88.3	183.4	*	74.6	83.1
1933	93.2	80.9	65.0	92.0	85.0	76.9	73.3	195.5	100.0	81.8	88.0
1934	98.4	83.3	72.0	103.5	91.6	78.1	73.7	208.2	106.8	89.6	95.2
1935	106.2	80.2	77.1	114.9	96.9	76.0	70.4	211.9	111.4	99.4	104.8
1936	115.7	80.9	83.4	129.9	102.1	76.4	70.2	224.1†	124.6	109.4	115.7
1937	124.9	88.4	94.1	138.8	109.1	88.0	78.1	—	141.5	115.6	122.9
1938	121.5*	92.7	101.6	143.9	110.0	86.3	77.9	—	150.7	124.0	124.1
1939	125.9	98.0†	102.0*	—	112.7	89.9	76.8	—	152.6	125.5	131.3
1940	119.3	98.0†	—	—	109.2	—	80.3	—	159.7*	130.5	137.3
1941	—	—	*	—	89.2*	100.4	84.3	—	—	145.3	—
1942	—	—	*	—	91.7	—	85.6	—	—	162.0	—
1943	—	—	*	—	93.0	—	82.0†	—	—	—	—
1943: April	*	*	*	*	92.0	*	*	*	—	170.5†	*
May	*	*	*	*	95.0	*	*	*	—	170.6†	*
June	—	*	*	*	96.0	*	82.1	*	—	170.4†	*
July	—	*	*	*	90.0	*	*	*	—	169.9	*
Aug.	—	*	*	*	90.0	*	*	*	—	169.8	*
Sept.	*	*	*	*	92.0	*	79.0†	*	—	169.4	*
Oct.	*	*	*	*	95.0	*	*	*	—	170.0	*
Nov.	*	*	*	*	95.0	*	*	*	—	168.9	*
Dec.	—	*	*	*	92.0	*	83.0†	*	—	167.0	*
1944: Jan.	—	*	*	*	93.0	*	*	*	—	—	*
Feb.	—	*	*	*	94.0	*	*	*	—	—	*
Mar.	—	*	*	*	—	*	*	*	—	—	*
Pers. cov. (thousands)	144/58	904	688	289	34	431	254	10,225†	457	704/—	114

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

Date	AMERICA		ASIA	EUROPE									
	United States	Colom- bia	Japan	Ger- many <sup>14</sup>	Den- mark	Es- tonia	Fin- land	France	Hun- gary	Italy	Nor- way	Pol- and	Swen- den
	III <sup>11</sup> (A/B)	III (B)	III <sup>11</sup> (A/B)	III (B)	III (B)	III (A)	III (A)	III (A)	I-III (A) <sup>11</sup>	III (A/B)	III (A/B)	III (A)	III (B)
	1		1	1	1	1	1	17	1		1 <sup>18</sup>		1 <sup>18</sup>
	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.	W.
1929	100.0	*	100.0	100.0	*	100.0	100.0	*	100.0	100.0	100.0	100.0	100.0
1930	82.8	*	*	83.5	*	94.7	85.3	100.0	89.7	94.2	99.6	82.9	98.6
1931	66.9	*	*	66.4	100.0	84.4	74.6	89.1	79.8	83.5	79.9	69.3	85.8
1933	57.3	*	97.1	61.5	102.4	77.9	84.5	73.6	70.5	75.5	90.3	58.3	78.4
1934	61.1	*	109.2	80.6	113.5	95.0	98.4	70.5	78.2	77.8	96.9	67.1	89.5
1935	68.8	*	115.8	88.4	123.2	105.4	105.8	66.8	84.5	81.0	104.9	72.6	96.2
1936	80.0	*	126.6	99.4	128.0	120.0	111.9	69.5	91.2	81.0	115.1	77.9	102.2
1937	86.6	*	144.0	110.8 <sup>15</sup>	134.6	139.6	128.1	64.9	99.6	91.7	119.4 <sup>18</sup>	89.8	109.8
1938	66.7	100.0 <sup>12</sup>	159.0 <sup>18</sup>	118.8	133.8	141.4	129.7	65.0	105.4	95.5	117.3	97.8	107.7
1939	77.8	91.5	173.2 <sup>16</sup>	124.1 <sup>18</sup>	145.0	143.8	120.6	68.0 <sup>18</sup>	113.9	97.7 <sup>18</sup>	124.3	97.7 <sup>18</sup>	111.5
1940	84.5	78.5	*	*	126.2	*	102.3 <sup>†</sup>	*	121.8	*	112.9	*	105.6
1941	110.7	—	*	*	126.8	*	—	*	—	*	—	*	103.5
1942	134.9	—	*	*	136.6 <sup>†</sup>	*	—	*	—	*	—	*	—
1943	156.3	—	*	*	136.1	*	—	*	—	*	—	*	—
1943: April	155.7	—	*	*	133.5	*	—	*	*	*	*	*	*
May	156.0	—	*	*	140.2	*	—	*	*	*	*	*	*
June	157.5	—	*	*	140.2	*	—	*	*	*	*	*	*
July	154.8	—	*	*	136.4	*	—	*	*	*	*	*	*
Aug.	159.1	—	*	*	132.7	*	—	*	*	*	*	*	*
Sept.	156.9	—	*	*	137.3	*	—	*	*	*	*	*	*
Oct.	156.0	—	*	*	143.5 <sup>†</sup>	*	—	*	*	*	*	*	*
Nov.	160.7	—	*	*	144.4 <sup>†</sup>	*	—	*	*	*	*	*	*
Dec.	156.8	—	*	*	140.0	*	—	*	*	*	*	*	*
1944: Jan.	155.5	—	*	*	130.8	*	—	*	*	*	*	*	*
Feb.	—	—	*	*	131.6	*	—	*	*	*	*	*	*
Mar.	—	—	*	*	—	*	—	*	*	*	*	*	*
Pers. cov. (thousands)	10510/ 4,238 <sup>†</sup>	3 <sup>†</sup>	2,995/ 1,510 <sup>†</sup>	3,500 <sup>†</sup>	90 <sup>†</sup>	43	63 <sup>†</sup>	1,850	802/ 275 <sup>†</sup>	3,037/ 1,522	176/ 102	688	385 <sup>†</sup>

I. Compulsory social insurance statistics (sickness, accidents, etc.).

II. Compulsory unemployment insurance statistics.

III. Statistics of establishments: III (A). All establishments of a given importance; III (B). Representative sample of establishments; III (A/B). Type B series (for the recent period) linked to a type A series. IV. Estimates. W: Wage earners. S: Salaried employees.

† Excluding building. ‡ Including mines. § Statistics of type B, linked up with statistics of type A of the preceding period. ¶ Since Jan. 1939, including the territory of Silesia beyond the Odra. \* Jan.-June. † Sept. 1939=100. ‡ Covering all factories, as defined by Factory Act. § Jan.-Nov. ¶ Average of the 12 months ending in June of the year indicated. † Except for series in italics. ‡ Calculated by the I.L.O. by multiplying index of numbers employed by an index of hours worked per worker. § May 1938=100. ¶ Jan.-Aug. † Old territory. ‡ Since 1937, including the Saar Territory. § Jan.-July. ¶ Including part of transport, but excluding a large part of building.

† Jan.-May.

TABLE IV. STATISTICS OF HOURS OF WORK IN INDUSTRY

(a) *Hours actually worked per worker*

Date	AMERICA					ASIA	EUROPE				
	Canada <sup>1</sup>	United States		Argentina (Buenos Aires)	Mexico	Japan	Germany <sup>10</sup>	Estonia	Finland	France	
		B.L.S. <sup>2</sup>	N.I.C.B. <sup>3</sup>								
		Ind. <sup>4</sup>	Ind. <sup>5</sup>								Ind. <sup>6</sup>
Per week	Per week	Per week	Per week	Per week	Per day <sup>4</sup>	Per week <sup>12</sup>	Per day <sup>13</sup>	Per fortnight	Per week <sup>14</sup>		
Number of hours											
1929	*	*	48.3	49.09	*	(9.83) <sup>7</sup>	46.02	8.18	93.0	*	
1930	*	*	43.9	48.46	*	*	44.22	8.16	90.8	48.0	
1932	48.9	38.3r	34.8	47.60	*	9.63 <sup>8</sup>	41.46	7.86	90.9	43.7	
1933	48.7	38.1r	36.4	47.41	*	9.95	42.96	7.88	92.8	45.3	
1934	49.2	34.6r	34.7	45.76	*	9.83	44.58	7.91	94.0	44.7	
1935	48.7	36.6r	37.2	45.49	*	9.85	44.46	7.97	93.4	44.5	
1936	48.7	39.2r	39.5	45.49	*	9.85	46.7	8.00	93.2	45.7	
1937	48.8	38.6	38.7	45.49	*	9.91	47.6	8.03	93.8	40.2	
1938	46.7	35.6r	34.3	45.49	*	9.94 <sup>8</sup>	48.5	8.13	93.0	38.7	
1939	47.2	37.7	37.6	44.50	44.50 <sup>4</sup>	9.46 <sup>8</sup>	48.7	8.10	91.5	40.8 <sup>15</sup>	
1940	—	38.1	38.6	45.25	44.27 <sup>4</sup>	*	49.2	*	—	*	
1941	—	40.6	41.2	45.05	43.60 <sup>4</sup>	*	50.1	*	—	38.3	
1942	—	42.9	43.0	—	—	*	49.2	*	—	—	
1943	—	44.9	45.1	—	—	*	—	*	—	—	
1942: June	*	42.9	42.7	*	*	*	—	*	*	40.5	
Sept.	*	42.4	43.4	*	*	*	49.2	*	*	42.3	
Dec.	*	44.4	44.2	*	*	*	—	*	*	—	
1943: Mar.	*	44.7	44.7	*	—	*	—	*	*	—	
June	*	45.2	45.2	*	*	*	—	*	*	—	
Sept.	*	44.7	45.3	*	*	*	—	*	*	—	
Dec.	*	44.8	45.1r	*	*	*	—	*	*	—	
1944: Mar.	*	—	—	*	*	*	—	*	*	—	
Index numbers (1929 = 100)											
1929	*	*	100.0	100.0	*	100.0	100.0	100.0	100.0	*	
1930	*	*	90.9	98.7	*	*	96.1	99.8	97.6	100.0	
1932	100.0	100.0	72.0	97.0	*	98.0 <sup>8</sup>	90.1	96.1	97.7	91.0	
1933	99.6	99.5	75.4	96.6	*	101.2	93.4	96.3	99.8	94.4	
1934	101.0	90.3	71.8	93.2	*	100.0	96.9	96.7	101.1	93.1	
1935	99.6	95.6r	77.0	92.7	*	100.2	96.6	97.4	100.4	92.7	
1936	99.5	102.3r	81.8	92.7	*	100.2	*	97.8	100.2	95.2	
1937	99.8	101.8r	80.1	92.7	*	100.8	*	98.2	100.9	83.8	
1938	95.5	93.0r	71.0	92.7	*	101.1 <sup>8</sup>	*	99.6	100.0	80.6	
1939	96.5	98.4r	77.8	90.7	100.0 <sup>4</sup>	96.3 <sup>8</sup>	*	99.0	98.4	85.0 <sup>15</sup>	
1940	—	99.5r	79.9	92.2	99.5 <sup>4</sup>	*	*	*	—	*	
1941	—	106.0r	85.3	91.8	98.0 <sup>4</sup>	*	*	*	—	79.8	
1942	—	112.0r	89.0	—	—	*	*	*	—	—	
1943	—	117.2	93.4	—	—	*	*	*	—	—	
1942: June	*	112.3	88.4	*	*	*	*	*	*	84.4	
Sept.	*	111.0	89.9	*	*	*	*	*	*	88.1	
Dec.	*	116.2	91.5	*	*	*	*	*	*	—	
1943: Mar.	*	117.0	92.5	*	—	*	*	*	*	—	
June	*	118.0r	93.6	*	*	*	*	*	*	—	
Sept.	*	116.7r	93.8	*	*	*	*	*	*	—	
Dec.	*	117.0	93.4	*	*	*	*	*	*	—	
1944: Mar.	*	—	—	*	—	*	*	*	*	—	
Persons covered (thousands)	587	3,936	*	*	*	1,564	3,500†	41	*	—	

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



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

Date	EUROPE ( <i>concl.</i> )								
	Hun- gary	Ireland	Italy	Latvia	Nor- way	Nether- lands (Amster- dam)	Poland	Sweden	Switzer- land
	Ind. <sup>1</sup>	Ind. <sup>1</sup>	M.C. <sup>2</sup>	Ind.	Ind. <sup>1</sup>	Ind. <sup>1</sup>	Ind.	Mi., ind. <sup>1 11</sup>	Ind.
	Per day	Per week	Per week <sup>4</sup>	Per week	Per week	Per week <sup>9</sup>	Per week <sup>10</sup>	Per week <sup>12</sup>	Per week
<i>Number of hours</i>									
1929	8.97	*	(46.7-48.3)	*	*	*	44.8	(47.7) <sup>13</sup>	(47.8-48.2) <sup>14</sup>
1930	8.82	*	(44.5-47.7)	*	*	*	43.9	*	*
1931	8.64	*	(43.9-47.5)	*	*	*	43.3	*	*
1932	8.53	*	(43.0-47.2)	(42.1-45.1) <sup>8</sup>	*	*	41.4	*	*
1933	8.59	*	(44.4-47.5)	(43.9-45.5)	*	*	41.5	46.0	(45.3-46.3) <sup>15</sup>
1934	8.78	*	(42.7-47.1)	(44.4-45.9)	*	*	42.2	47.0	(45.7-46.9) <sup>15</sup>
1935	8.83	*	(39.6-42.9) <sup>6</sup>	(43.6-46.1)	*	46.9	42.6	47.4	*
1936	8.64	*	(39.4-42.7)	(43.8-46.2)	45.5	46.7	42.7	47.6	*
1937	8.59	*	(41.0-43.5)	(44.8-46.4)	44.9	47.1	43.3	47.2	(46.4-47.0) <sup>14</sup>
1938	8.42	*	(39.8-42.8)	(44.7-46.5)	44.1	46.8	43.7	46.8	(43.8-46.9)
1939	8.24	44.6 <sup>2</sup>	(40.3-43.1) <sup>7</sup>	(44.0-46.3)	45.2	—	43.7 <sup>7</sup>	45.8	(46.8-47.7)
1940	8.33	44.4 <sup>2</sup>	*	*	—	—	—	46.6	47.3
1941	—	43.5 <sup>2</sup>	*	*	—	—	—	47.0	47.0
1942	—	43.1 <sup>2</sup>	*	*	—	—	—	47.2	—
1943	—	—	*	*	—	—	—	47.3	—
1942: June	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	—
Dec.	*	43.1 <sup>2</sup>	*	*	*	*	*	47.2	—
1943: Mar.	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	—
Dec.	*	—	*	*	*	*	*	47.3	—
1944: Mar.	*	—	*	*	*	*	*	*	—
<i>Index numbers (1929 = 100)</i>									
1929	100.0	*	100.0	*	*	*	100.0	100.0	100.0
1930	98.3	*	97.1	*	*	*	98.0	*	*
1931	96.3	*	96.2	*	*	*	96.7	*	*
1932	95.1	*	94.9	100.0 <sup>8</sup>	*	*	92.4	*	*
1933	95.8	*	96.8	102.5	*	*	92.6	96.4	95.6 <sup>15</sup>
1934	97.9	*	94.5	103.7	*	*	94.2	98.5	96.5 <sup>15</sup>
1935	98.4	*	86.9 <sup>8</sup>	103.0	*	100.0	95.1	99.4	*
1936	96.3	*	86.5	103.2	100.0	99.6	95.3	99.8	*
1937	95.8	*	89.1	104.6	98.7	100.4	96.7	99.0	97.3 <sup>14</sup>
1938	93.9	*	86.9	104.6	96.9	99.8	97.5	98.1	96.7
1939	91.9	100.0	87.8 <sup>7</sup>	103.7	99.3	—	97.5 <sup>7</sup>	96.0	98.5
1940	92.9	99.6 <sup>2</sup>	*	*	*	—	—	97.7	98.5
1941	—	97.5 <sup>2</sup>	*	*	*	—	—	98.5	97.9
1942	—	96.6 <sup>2</sup>	*	*	*	—	—	99.0	—
1943	*	—	*	*	*	—	—	99.2	—
1942: June	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	—
Dec.	*	96.6 <sup>2</sup>	*	*	*	*	*	99.0	—
1943: Mar.	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	*	*	*	—
Sept.	*	*	*	*	*	*	*	*	—
Dec.	*	—	*	*	*	*	*	99.2	—
1944: Mar.	*	*	*	*	*	*	*	*	—
Persons covered (thousands)	275†		1,156	39	102†	86	629	431	260

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

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

(b) Percentage distribution of workers according to hours worked

Date	AMERICA					EUROPE								
	Canada <sup>1</sup>					United States			Finland <sup>2</sup>			France <sup>3</sup>		
	Per week					Per week <sup>4</sup>			Per fortnight			Per week		
	Up to 40 h.	41- 47 h.	48 h.	49- 54 h.	55 h. and more	Up to 39 h.	40- 49 h.	50 h. and more	Under 80 h.	80.0- 95.9 h.	96 h. and more	Under 40 h.	40 h.	Over 40 h.
1929	*	*	*	*	*	*	*	*	7.5	58.9	33.6	*	*	*
1930	*	*	*	*	*	*	*	*	3.3	62.0	34.7	0.4	0.8	98.8
1931	*	*	*	*	*	*	*	*	25.2	45.4	29.4	8.0	7.7	84.3
1932	15.7	21.3	16.4	22.5	24.1	*	*	*	8.8	66.7	24.5	20.2	11.2	68.6
1933	16.8	21.5	15.3	22.5	23.9	*	*	*	3.7	64.8	31.5	9.2	8.3	82.5
1934	13.3	22.3	18.0	21.3	25.1	*	*	*	0.8	68.1	31.1	13.1	9.5	77.4
1935	12.8	23.7	23.0	18.9	21.6	*	*	*	0.6	68.8	30.6	13.7	9.4	76.9
1936	12.5	23.7	22.9	19.2	21.7	*	*	*	0.3	68.2	31.5	7.1	6.9	86.0
1937	11.8	25.3	22.1	19.6	21.2	*	*	*	0.0	65.7	34.3	6.7	84.9	8.4
1938	21.0 <sup>5</sup>	25.6 <sup>4</sup>	20.7	17.4	15.4	*	*	*	0.3	73.3	26.4	21.5	76.6	1.9
1939	18.0 <sup>6</sup>	24.7 <sup>4</sup>	22.2	19.1	16.0	20.0	60.6	19.4	2.9	74.1	23.0	11.1 <sup>5</sup>	63.2 <sup>6</sup>	25.7 <sup>8</sup>
1940	—	—	—	—	—	18.1	63.4	18.5	—	—	—	*	*	*
1941	—	—	—	—	—	14.3	61.6	24.1	—	—	—	32.5	42.5	25.0
1942	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Persons covered (thous/ds)	587					41,900			*			—		

Date	EUROPE (concl.)															
	Italy <sup>2 7</sup>				Latvia			Sweden <sup>2 13</sup>				Switzerland				
	Per week <sup>8</sup>				Per week			Per week <sup>14</sup>				Per week				
	Under 40 h.	40.0-44.9 h.	45.0-48.0 h.	Over 48 h.	Under 46 h.	46 h.	Over 46 h.	Up to 40 h.	41-47 h.	48 h.	Over 48 h.	Under 36 h.	36.0-47.9 h.	48 h.	Over 48 h.	
	a	b														
1929	8.9	75.5		15.6	*	*	*	*	*	*	*	*	*	*	*	
1930	20.8	66.7		12.5	*	*	*	*	*	*	*	*	*	*	*	
1931	24.2	64.6		11.2	*	*	*	*	*	*	*	*	*	*	*	
1932	28.4	63.6		8.0	24.9 <sup>11</sup>	73.0 <sup>11</sup>	2.1 <sup>11</sup>	*	*	*	*	*	*	*	*	
1933	20.8	70.7		8.5	13.6	84.6	1.8	8.5	32.7	51.3	7.5	7.2 <sup>11</sup>	20.8 <sup>11</sup>	59.5 <sup>11</sup>	12.5 <sup>11</sup>	
1934	30.5	61.9		7.6	11.3	80.4	8.4	8.0	29.1	42.5	20.4	4.2 <sup>11</sup>	21.2 <sup>11</sup>	65.3 <sup>11</sup>	9.3 <sup>11</sup>	
1935	28.3 <sup>9</sup>	39.6 <sup>9</sup>	21.7 <sup>9</sup>	10.4 <sup>9</sup>	17.6	62.0	20.4	6.1	35.4	37.1	21.4	*	*	*	*	
1936	27.5	44.0	18.7	9.8	16.1	63.8	20.1	4.6	35.8	39.6	20.0	*	*	*	*	
1937	16.5	47.4	26.7	9.4	13.4	62.9	23.7	4.6	41.9	36.5	17.0	*	*	*	*	
1938	21.7	52.2	18.8	7.3	11.0	64.7	24.3	8.5	46.1	36.6	8.8	2.8	22.1	69.9	5.2	
1939	19.1 <sup>10</sup>	51.9 <sup>10</sup>	20.4 <sup>10</sup>	8.6 <sup>10</sup>	15.4	61.2	23.4	16.3	58.0	12.3	13.4	1.7	14.2	71.8	12.3	
1940	*	*	*	*	17.7 <sup>12</sup>	63.3 <sup>12</sup>	19.0 <sup>12</sup>	10.2	40.2	29.5	20.1	1.2	14.7	66.6	17.5	
1941	*	*	*	*	*	*	*	7.1	42.3	31.6	19.0	0.8	18.3	69.7	11.2	
1942	*	*	*	*	*	*	*	4.4	45.4	29.8	20.4	—	—	—	—	
1943	*	*	*	*	*	*	*	3.1	47.8	31.9	17.2	—	—	—	—	
Pers. cov'd (th's.)	1,156				36			431				260				

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

# BIBLIOGRAPHY

## Book Notes

### NON-OFFICIAL PUBLICATIONS

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

An attempt to define the meaning of liberty in the modern industrial State. The author demonstrates, by means of copious illustrations from the sayings of both sides, that while organised labour and organised management both put forward the claim to freedom in their struggle for power, the specific liberties claimed by each side are contradictory and can only be reconciled on the higher plane of harmony with "social purpose"—that is, by reference to the general public welfare.

**Chow, S. R.** *Winning the Peace in the Pacific*. New York, The Macmillan Company, 1944. xi + 98 pp.

A discussion, from a Chinese point of view, of the problems to be dealt with in bringing about order in the Pacific after the present war. The author favours the establishment of "a regional organisation of peace for the Pacific" within the framework of a general world organisation. Dr. Hu Shih, who has written a foreword to Dr. Chow's thesis, on the other hand, frankly contests it on the ground that there are no purely regional problems and that it would be "more desirable for the post-war world to devote its first labours to the establishment and implementation of a 'world order' which shall afford to all nations and all regions an effective system of general or collective security". However that may be, as the Research Secretary to the Institute of Pacific Relations, under the auspices of which this short study has been issued, observes in an editorial note, Dr. Chow has performed the useful service of critically analysing in it a number of proposals bearing on his thesis.

**Cole, G.D.H.** *The Means to Full Employment*. London, Victor Gollancz Limited, 1943. 175 pp. 6s.

Mr. Cole continues his valuable work of writing popular books on the main social and economic problems of the day. The book under review deals with what will certainly be the most important of all these problems after the war, namely, the achievement and maintenance of full employment. A great deal of space is of course given to the now familiar Keynesian thesis that the failure of investment to keep pace with savings is the principal cause of cyclical unemployment, and measures for overcoming this failure are proposed. The author, however, also considers many other aspects of the problem such as structural unemployment, wage policy, monetary policy, the effect of monopolies, consumers' credits, and international questions. His bias is well known, but this is not a book about socialism; it is a book about possible methods of ensuring full employment in a capitalistic system. Only in the last chapter, which is entitled "Socialisation, Private Enterprise, and Public Works Policy", does he discuss the issue of socialism. The book can be recommended as a very useful introduction to the subject of full employment for the general reader.

**Foyaca Manuel.** *Un Nuevo Orden Económico-Social.* Havana, Compañía editora de libros y folletos, 1941. vi + 151 pp. 50c.

This volume reproduces a series of five lectures delivered in 1941. Its object is to present to the general public a synthesis of Catholic social doctrine as a contribution to the solution of current social and economic problems. The first lecture is historical; the others deal respectively with the two Papal Encyclicals on social questions and the Christian concept of labour, the Encyclicals and the notion of private property, capital and labour in the light of Catholic social doctrine, and Christian corporativism.

**Kaltenborn, Howard S.** *Governmental Adjustment of Labor Disputes.* Chicago, Foundation Press, 1943. xiv + 327 pp. \$3.50.

A detailed survey of the activities of Federal, State, and local Governments in the United States in the adjustment of labour disputes up to June 1943. The chapters concerning Federal adjustment agencies deal with the United States Conciliation Service, the adjustment of labour disputes in the railroad industry, the Maritime Labor Board, the National Defense Mediation Board, and the National War Labor Board. The activities of the State and local Governments are then described, and a final chapter considers major problems in mediation and suggests general recommendations. An abstract of relevant State and territorial legislation, a suggested Bill to create a United States Mediation Board after the war, and a selected bibliography complete the volume.

**New York Academy of Medicine.** *Health Education on the Industrial Front. The 1942 Health Education Conference.* New York, Columbia University Press, 1943. x + 63 pp. \$1.25.

The third annual Health Education Conference of the New York Academy of Medicine, which met in 1942 was devoted primarily to the study of problems arising out of modern industrial conditions, the participants being persons trained in various branches of industrial hygiene, many of them specialists or experts in their fields. This volume contains five papers delivered at the Conference, dealing with wartime industrialisation and its health implications, food and nutrition in the home and in the workplace, the detection and control of disease, mental problems in industry, and the limitation of accidents, respectively. The authors have based their papers on practical experience in war industries.

**Olson, Paul R., and Hickman, C. Addison.** *Pan American Economics.* New York, John Wiley and Sons, 1943. v + 479 pp. \$4.50.

In a broad discussion of the economy of Latin America, the authors of this book deal primarily with its international aspects and particularly with its relationship with the United States since that country is the leading trader with Latin America and is becoming the leading investor there as a result of the war. Their major topics of discussion include tariff policy, foreign trade, past and current foreign capital investment, Latin American exchange controls and Pan American co-operation. Pointing out that the economies of the Latin American countries have only one common characteristic—the use of economic resources in the production of raw materials—they maintain that for the future capital must move into the area in huge quantities but into different lines of production, and that the adjustment of Latin America to the changed world after the war will be difficult and will depend in large part upon the action of the United States.

**Stewart, Bryce M. L., and Couper, Walter J.** *Maintenance of Union Membership.* New York, Industrial Relations Counselors, 1943. ix + 63 pp. \$1.25.

As a compromise between the trade unions' demand for a closed shop and the employers' insistence that this should not be subject to Government arbitration during the war, the United States National War Labor Board adopted a clause requiring as a condition of employment that workers who were already members of the union should maintain their membership throughout the currency of the contract. The present volume describes the evolution of this clause and the extent of its application and analyses its operation in the light of company experience. A final chapter seeks to evaluate that experience and concludes that the clause has on the whole been both unpopular with employers and unsatisfactory to labour.

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

### INTERNATIONAL PUBLICATIONS

**League of Nations. Advisory Committee on Social Questions.** *Prevention of Prostitution. A Study of Measures Adopted or under Consideration particularly with regard to Minors.* Series of League of Nations Publications, 1943. IV. 2. Geneva, 1943. 182 pp.

— **Economic and Financial Committees.** *Report to the Council on the Work of the 1943 Joint Session.* Princeton, N.J., December, 1943. Series of League of Nations Publications, 1944. II. A. 1. Geneva, 1944. 81 pp.

### NON-OFFICIAL PUBLICATIONS

**Academia de Ciencias Económicas.** *Anales.* Series 2, Vol. I. Buenos Aires, 1943. 239 pp.

**American Russian Institute.** *The U.S.S.R. in Reconstruction.* New York, 1944. 160 pp. \$1.

**Ghurye, G.S.** *The Aborigines—"So-called"—And Their Future.* Bombay, Gokhale Institute of Politics and Economics, 1943. 232 pp. 8 rupees or 16s.

**Landis, Paul H.** *Population Problems. A Cultural Interpretation.* New York, American Book Company, 1943. xii + 500 pp. \$3.75.

**Lilienthal, David E.** *TVA—Democracy on the March.* New York and London, Harper & Brothers, 1944. xiv + 248 pp. Illustrated. \$2.50.

**Momtchiloff, N.** *Ten Years of Controlled Trade in South-Eastern Europe.* National Institute of Economic and Social Research, Occasional Papers, VI. Cambridge, University Press, 1944. 90 pp. 6s.

**Nathan, Otto.** *The Nazi Economic System. Germany's Mobilization for War.* Durham, North Carolina, Duke University Press, 1944. vii + 378 pp. \$4.

**Sarkar, Benoy Kumar.** *The Equations of World-Economy in their Bearings on Post-War Reconstruction.* Calcutta, Chuckervetty Chatterjee & Co., 1943. xix + 416 pp. Charts. 12 rupees.

**Wieschhoff, H. A.** *Colonial Policies in Africa.* African Handbooks: 5. Philadelphia, University of Pennsylvania Press, 1944. 138 pp. \$1.50.

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