



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

THE CONFEDERATION OF LATIN AMERICAN WORKERS AND THE I.L.O.

At the Second General Congress of the Confederation of Latin American Workers, which was held in Cali, Colombia, from 10 to 15 December 1944¹, three resolutions directly concerning the International Labour Organisation, were adopted unanimously. The text of these resolutions is reproduced below. In a fourth resolution, of a more general character, demanding that the benefits of social legislation should be extended to the rural workers of Latin America, the Congress drew attention to the fact that, although many Governments of Latin America are Members of the Organisation, its Conventions and Recommendations dealing with rural workers are rarely enforced.

Application of Ratified International Labour Conventions.

Whereas some countries of Latin America have not put into force measures of social legislation adopted by their Governments which are in the interests of their workers; and

Whereas such measures also include Conventions adopted by the International Labour Conference and ratified by Latin American Governments:

The Congress requests the President of the C.T.A.L., in his capacity as member of the Governing Body of the International Labour Office, to insist on the adoption of provisions to strengthen control over the application of these ratified Conventions; and to insist that the Office should request not only the Governments but also the workers' and employers' organisations of Latin America to submit reports on the application of the above-mentioned Conventions.

Submission of International Labour Conference Decisions to the Competent National Authorities.

Whereas there are in Latin America countries which are Members of the International Labour Organisation but do not comply with the only obligation imposed upon them as Members, namely, that they shall:

... within the period of one year at most from the closing of the session of the Conference ... and in no case later than eighteen months from the closing of the session of the Conference, bring the Recommendation or draft Convention before the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action (Constitution of the International Labour Organisation, Art. 19, para. 5);

¹ See below, p. 236.

And whereas through such non-fulfilment any educational benefit that may result from public discussion in legislative bodies is lost, and the workers and people in general are deprived of an opportunity to acquaint themselves with the decisions of the I.L.O.:

The Congress requests the President of the C.T.A.L., in his capacity as member of the Governing Body of the International Labour Office, to bring this problem to the attention of the proper authorities at a suitable time in order that the necessary steps may be taken to establish effective control over the fulfilment of this obligation in accordance with the Constitution of the I.L.O. and in order that the Office may publish each year a report that clearly specifies which countries have fulfilled this obligation and which have not.

Reorganisation of the I.L.O.

Whereas the I.L.O. has rendered valuable services to the workers in the past, but they hope for greater and more effective services from it than they have received since 1919; and

Whereas the I.L.O. can do much towards improving conditions of work in the world, protecting workers against unemployment, sickness, occupational accidents and disability, and providing other social and economic benefits covered by the Declaration of Philadelphia:

The Congress requests the President of the C.T.A.L., in his capacity as member of the Governing Body of the International Labour Office, to draw immediately to the attention of that Body the need for reorganising and democratising the I.L.O. For this purpose appropriate steps must be taken to invite all the countries of the United Nations which are at present outside the I.L.O. to become members so that its reorganisation and democratisation may be more effective.¹

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

At the Sixty-fourth Annual Convention of the American Federation of Labor, which was held in New Orleans from 20 to 30 November 1944², the following report on the International Labour Organisation, prepared by the Committee on International Labor Relations, was adopted unanimously:

In particular, the Committee welcomes the Declaration of the aims and purposes of the International Labour Organisation which was adopted at the Philadelphia Conference of the I.L.O. We believe that this Declaration is of great importance to organised labour and that its adoption unanimously by the International Labour Conference in which over 40 Governments were represented, including representatives of labour and of employers, constitutes a landmark in the social thinking of our time. The Committee is particularly glad to note that the Declaration, in setting out the principles which should guide the Organisation and the policy of its Member States, places in the forefront of those principles the statement that "labour is not a commodity", and thus corrects the unfortunate wording of the Treaty of Versailles whereby this principle was weakened and distorted into a senseless piece of empty rhetoric, against which the Federation protested at the time. The principle has now been stated in the form in which it was originally proposed for insertion in the Treaty of Peace by President Gompers and this is a matter of great satisfaction to all who revere his memory.

The Committee has also noted that the Declaration, in setting forth a programme of action aiming at full employment and a higher standard policy for workers everywhere, has broadened the scope of the field which the International Labour Office should have as its province. The Declaration provides also that it is a duty of the International Labour Organisation to examine and consider the policies and measures followed or initiated by other international agencies, particularly those in the economic and financial fields, so as to see that they advance and not hinder the achievement of the social objectives which it laid down. This broadening of the scope of the activities of the Organisation is in line with the report which was approved by the Sixty-third Convention of the Federation at Boston last year, in which the necessity for such a broader approach was advo-

¹ Communication to the I.L.O.

² See below, p. 244.

cated.¹ The Federation in successive conventions has approved this Organisation, which has shown that it can be an active and powerful instrument for furthering the cause of social justice and thereby strengthening the foundations of peace.

The Committee feels that the International Labour Organisation should have every opportunity for establishing effective liaison with the other new international agencies which are being created by the United Nations. It is essential that they should all be inspired by the social objectives set out in the Declaration of Philadelphia, and this can most effectively be done if the International Labour Organisation is given an opportunity to follow their work and see that the social objective is kept constantly in mind.

We hope that our own Government, which has taken the initiative in convening the series of conferences of the United Nations entrusted with the task of planning these new international agencies, will take the lead in this matter and will invite the I.L.O. to be represented at these various meetings. The I.L.O. has had a long and successful experience of international work and can certainly make a valuable contribution out of that experience to these new bodies, even in their initial stages.

It is particularly important, and indeed in the Committee's view essential, that the I.L.O. should be given representation in the Conference which will adopt in final form the Dumbarton Oaks proposals, which will lay down the general framework in which all the international agencies must work.

The tripartite composition of the I.L.O., providing for the representation of labour and employers with an equal status to that of Governments, and its responsibility for the treatment of social and labour questions in the international field make its association with the over-all scheme of international organisation a matter of special importance.

The Committee considers that the regrettable incident at the last Peace Conference, to which it has drawn attention above, indicates how easily the I.L.O. might be robbed of much of its possibilities of useful action if its place in the new international scheme is not worked out with a full knowledge of its characteristics and potentialities, and it therefore feels that that place should be defined in consultation with the authorised representatives of the I.L.O. itself. Here we urge upon our own Government, which appreciates the work of the I.L.O., to see that it is given full responsibilities of representation in these discussions which will presumably soon take place.

We do not think it necessary to comment in detail on the work performed by the I.L.O. during the past year, which has received wide and favourable publicity. We do, however, wish to comment on the work of the Acting Director and his staff, who faced successfully a gigantic task in organising and preparing the work of the Philadelphia Conference at that meeting.

We wish to comment also on the able way in which Robert J. Watt, the representative of the Federation, performed his duties at the Philadelphia Conference and in the meetings of the Governing Body of the I.L.O. to which he was re-elected at Philadelphia. The Philadelphia meeting paid him the honour of electing him as the Workers' Vice-President of the Conference.

We wish also to pay a tribute to the work of James A. Wilson, who has acted as the I.L.O. liaison with the Federation. He has done an admirable job in making the work of the I.L.O. better known to the international unions and all the branches of the Federation and has been a welcome guest at many of their conventions. We feel that the rank and file of the movement should be kept informed of the work of the I.L.O. and its importance and we are grateful to James Wilson for his untiring efforts in this direction.

The International Labour Office has come through the war with a successful record of achievement. In the convulsion which the war has caused it has naturally had to reduce its staff almost to skeleton dimensions. In our report last year we urged that it must be given greater financial resources in order that it might be able to pursue effectively the most heavy tasks which it must now assume. We have been glad to learn that the Governing Body has accepted the Acting Director's proposals to increase its annual budget for 1945 to approximately its pre-war figure.

This will mean, of course, an increase in the contribution from the Government of the United States and proportionate increases from the Governments of other Members. The increase was supported by the representative of our Government in the Governing Body, and we therefore recommend that Congress be urged

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 747.

to vote the necessary appropriation to assure the necessary funds properly to carry on the work so important to labour everywhere.

We feel that the work of the I.L.O. is of the greatest importance, that it should be extended and developed in order to protect the interests of organised labour throughout the world. We are convinced that through the International Labour Organisation the nations can weld a most valuable form of international collaboration which will make an essential contribution to a people's peace. It is for that reason that we urge that sufficient financial resources should be made available for an organisation which has been proved and tested. And it is for that reason also that we recommend that the Convention reaffirm its unqualified support.¹

SOCIAL AND ECONOMIC POLICY

AN AUSTRALIAN-NEW ZEALAND CONFERENCE ON EXTERNAL AFFAIRS

STATEMENT BY THE PRIME MINISTER OF NEW ZEALAND

The first of the periodical meetings provided for under the agreement entered into by the Governments of Australia and New Zealand on 21 January 1944² with a view to promoting co-operation between the two countries was held in Wellington, New Zealand, in October 1944. A statement made by the Prime Minister of New Zealand, Mr. P. Fraser, at the conclusion of the meeting, which dealt with certain matters of special interest to the International Labour Organisation, is summarised below.

World Security Organisation.

Mr. Fraser said that of the various questions examined, particular attention had been given to the conclusions reached at the recent discussions at Dumbarton Oaks on the subject of a general international organisation.

For the new organisation to fulfil its task, the basic condition was that the members should fully honour the obligations which they assumed. The power of Governments to perform what had been promised would depend on the people's support, and therefore of their understanding of the pledges given. The charter of the organisation should therefore make clear to the peoples of the world the principles on which the action of the organisation was to be based. The Atlantic Charter and the Philadelphia Declaration supplied some of the most important principles, especially in regard to the promotion of human welfare, which, with security, should be a central objective of the organisation.

Other requisites for an effective and lasting system of collective security were co-operation of all nations in enforcing the organisation's decisions, respect for the territorial integrity and political independence of members, provision for the orderly change of situations constituting a danger to world peace, and the active participation of all countries, large as well as small, in the general control and direction of the organisation's affairs.

Colonial Welfare.

With regard to the promotion of colonial welfare, Mr. Fraser stated that the two Governments considered that there should be set up as part of the general international organisation an international body analogous to the Permanent Mandates Commission, to which colonial Powers should undertake to make reports on the administration of their colonial territories, and which should be

¹ Sixty-fourth Annual Convention of the American Federation of Labor, New Orleans, Louisiana, 1944. *Report of Proceedings*, pp. 630-631.

² Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 353.

empowered to visit dependent territories and to publish reports of its deliberations. They believed that this was a natural implication of the spirit of trusteeship for dependent peoples, the purpose of the trust being the welfare and advancement of the Native peoples, and they were willing to subscribe to a general undertaking to that effect as regards both colonies and mandated territories.

In addition to this system of international supervision of colonial administration, which should be binding on trustee States, a regional commission should be set up to enable the Governments and administrations of the South Seas area to pool their experience and collaborate in furthering the welfare and development of the dependent peoples. Wherever possible, representatives of the dependent peoples should be associated with the regional body and its agencies. It had been proposed in the Australian-New Zealand Agreement that representatives of the Governments of the United Kingdom, the United States, and France should be included in the commission, and the Australian and New Zealand Governments were ready to enter into early consultation with these Governments upon the form of the commission.

Full Employment.

Stating that the Australian and New Zealand Governments regarded an international agreement to pursue domestic policies of full employment as fundamental to all international co-operation to promote human welfare, Mr. Fraser continued as follows:

Full employment should be clearly recognised as the objective of both national and international welfare policy, rather than as an effect of other international arrangements in the economic sphere. Simply to remove some barriers to trade will not of itself restore or maintain high levels of employment and prosperity. Experience since the last war has demonstrated to the world that the level of consumption, in other words the standard of living, depends more on the level of employment throughout the world and less upon international trading agreements than is generally recognised . . .

Agreements such as those for the encouragement of trade are most necessary and it is a matter of immediate concern that international discussions on these matters should proceed. To be successful, however, such measures must operate in a world not afflicted by unemployment.

For these reasons the two Governments are convinced that there should be a recognition by each nation that full employment is the first need both in its own interests and in the interests of all other nations.

The most important step towards attaining the objective of securing for all improved labour standards, economic advancement and social security, as stated in Article 5 of the Atlantic Charter, would be for each Government to join in an international agreement pledging itself to follow an appropriate domestic policy of full employment by means which would make the greatest possible contribution to the maintenance of employment in other countries.

Other Questions.

In conclusion, Mr. Fraser said that the Conference had also discussed other matters which involved actual or prospective consultation with other Governments, and the results of these discussions would appear in due course. He emphasised that in their deliberations the representatives of the two Governments had been fully conscious of the fact that many of the issues discussed were of concern to other members of the United Nations, and their examination of these questions had been carried on not in an exclusive spirit or to serve narrow interests, but with the broad objective of making a due contribution to world peace and welfare and the building up of friendly relations among all nations.¹

RECONSTRUCTION PLANNING IN INDIA²

In India, Sir Ardeshir Dalal, Member in charge of post-war reconstruction of the Viceroy's Council, has made statements on the Central Government's policy in respect of reconstruction

¹ Communication to the I.L.O.

² For the latest previous note on the subject, see *International Labour Review*, Vol. I, No. 6, Dec. 1944, p. 760.

planning, its proposals for the reinforcement of the planning organisation for the development of industry, and on some of the plans which have been drawn up by the Central, provincial, and State Governments for economic and social reconstruction after the war. The Central Government has published a second report of the Reconstruction Committee of the Viceroy's Council.

Statements on Government Policy.¹

These statements referred to the present constitutional position, the relations between the State and industry, the recognition by the United Kingdom Government of India's needs and aspirations, the Central Government's proposals for the reinforcement of the planning organisation for industrial development, the placing of orders abroad for capital equipment for industry, the future of industrial controls, and the training of the staffs required for economic and social reconstruction.

The constitutional position. Sir Ardeshir expressed the view that, while the responsibility for reconstruction planning should be left to a national government, the necessary groundwork had to be prepared. In preparing this groundwork, no fundamental changes in the existing economic system were being contemplated, but there was no doubt that the system had to be modified in such a manner as to give it a socialistic trend.

In respect of development, the Central Government would have to consider many important questions in consultation with the provinces and, even more, with the States. The present plans were necessarily based on the existing Constitution and designed for the country as a whole. Their aim would be the regionalisation and dispersal of industries as widely as possible, subject only to the availability of natural resources, such as fuel, power, water, and markets. Whatever shape the future constitution might take, whatever political affinities the provinces and States might reveal, the development measures which were being planned would be of benefit to them.

It was assumed that on all important questions affecting general welfare the provinces and States would come together and decide on a common policy based on common interests. Such had been the experience of the United States of America. The establishment in India of an authority, on the lines of the Tennessee Valley Authority, for hydro-electric development, by agreement between the Central Government and the provincial and State Governments concerned, was under consideration. It was also intended to set up a central irrigation board to deal with such questions as river training, gravity irrigation, and measures against soil erosion. It had been decided to proceed by preparing estimates of the possible increase in the *per capita* output of goods and services and then to formulate production targets. The process called for detailed enquiries, which were being proceeded with and the results of which would be consolidated in a plan.

The State and industry. The extent of the participation of the State in the ownership and management of industries and the control of the State over industry had to be considered. Some industries, such as munition works, should be owned and managed by the State in the national interest. Other industries, the ammonium sulphate industry for instance, which were required in the national interest but might fail to provide sufficient inducement to private capital, would also have to be owned by the State, although the management might, for reasons of convenience, be left to private firms. As to public utilities, it seemed obvious that the State would have to exercise a large measure of control over those already in existence as well as those that would be set up in the future. Important basic industries, or those utilising scarce natural resources or tending to be monopolistic, might likewise have to be brought under the control of the State. State control of industry might vary in extent from its strictest form to participation in a small degree in the capital invested and the appointment of one or more directors

¹ These and the following notes are based on Sir Ardeshir Dalal's statements to a press conference at New Delhi on 14 Sept. 1944 (*Times of India*, Bombay, 16 Sept. 1944) and at a meeting of the industries policy subcommittee (cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 67) of the Reconstruction Committee of the Viceroy's Council on 26 Oct. 1944 at Bombay (*Bombay Chronicle*, 14 Oct. 1944; *The Hindu*, Madras, 31 Oct. 1944), as well as at a meeting, on the following two days, of the general policy subcommittee, also at Bombay (*Times of India*, 30 Oct. 1944; *The Hindu*, 31 Oct. 1944), over both of which he presided.

on the board of management. All these were questions of long-term policy, which would increasingly engage the attention of the Government. It was certain, however, that private initiative and enterprise would still have a large part to play in industrial development, and no less certain that the State would have to take a more active part in, and exercise a larger measure of control than in the past over, industry. The object of industrial development was not to make the rich richer but the country richer.

Recognition by the United Kingdom of India's needs. It was possible that in some highly industrialised countries some sections of public opinion might have misgivings regarding the repercussions on their own trade and industry of large-scale industrial expansion of India. Such misgivings, if they existed, could only be based on an imperfect appreciation of economic forces. Prosperity, like peace, was indivisible, and the tragedy of this war would have been enacted in vain if powerful countries still believed they could lay the foundation of permanent well-being for themselves on the backwardness and exploitation of less fortunate countries. It was a matter for gratification that so far as the United Kingdom Government was concerned, there was a clear appreciation of India's needs and aspirations.¹

Proposals for the reinforcement of the planning organisation for industrial development. The Central Government had recently addressed the provincial Governments on proposals for the reinforcement of the planning organisation for industrial development. In addition to the industrial policy subcommittee of the Post-War Reconstruction Committee of the Viceroy's Council, which would advise on the broad lines of policy and review progress periodically, it was proposed to set up a number of panels to investigate problems of the development of individual industries or groups of industries. The provinces had also been requested to set up industrial committees of their own, and, after a rapid survey, to make proposals regarding the development of such industries as were regarded as suitable for their particular areas. This would ensure that the special needs and requirements of the different areas were not overlooked. The recommendations of the industrial panels and provincial industrial committees would be co-ordinated in the final proposals. It was not intended that industrial expansion and development, for which schemes were ready, should be held up pending those investigations.

It was proposed to attach to each of the industrial panels one or more experts, according to requirements, as well as a permanent officer of the Planning Department. It might be necessary in the case of certain industries to secure the services of experts from abroad. A vast mass of very valuable industrial information was already available in the Supply Department, or the Industries and Civil Supplies Department, of the Central Government.

No panel would be necessary in the case of the cotton textile industry, as the Control Board was a fully representative organisation capable of dealing with all questions concerning the industry. There might be other cases in respect of which fully representative and authoritative associations existed and the Supply Department had all the information required. On the other hand, in the case of industries involving highly technical and diverse processes beyond the scope of any single expert, such as the shipbuilding, aircraft, large electrical equipment, plastics, and dyestuffs industries, individual firms would make their own arrangements. The intention was not only to start new industries and to maintain and expand the existing ones with the help of imported machinery, but to make, as far as possible, the required machinery in India.

As to small-scale and cottage industries, the machinery to deal with many of them had already been set up in the Supply Department, and the problems concerned would be considered in consultation with that department. For the rest, the provincial industrial committees had to be relied upon for the necessary co-ordination. In making the present enquiry of the provinces, the Central Government was not asking for trade or business secrets or confidential information, but was only desirous of securing the necessary statistical information for the purpose of furthering industrial development.

Orders for capital equipment. Because of the lack of sufficient data, it had been possible to make provisional reservation abroad for capital equipment only for

¹ See *International Labour Review*, Vol. L, No. 6, Dec. 1944, p. 760, for a summary of a statement on industrial policy in India made by the Secretary of State for India in London.

the electrical industry. The war in Europe was, however, drawing to a close, and the industrial capacity of the United Kingdom and the United States would be gradually switched over to civilian requirements. There was likely to be a tremendous rush of orders from the devastated countries and elsewhere, and it was necessary for industrialists in India to book their requirements for capital goods as early as possible.

The Government of India did not propose to canalise the orders, but would require the orders to be registered with it. The registration should be followed by a report from the firm concerned, and if no such report was received within the time prescribed, the registration would be cancelled. It was proposed to set up organisations in the United Kingdom, United States, and elsewhere to assist industrialists in India in securing capital goods. In the case of firms failing to register their orders no such assistance would be provided and the necessary import licences would not be issued.

Future of industrial controls. The above procedure was not inconsistent with planned industrial development. The control would, it was true, be of a negative character. The registration of orders would be refused where the proposed industrial development was obviously uneconomic or would lead to the over-concentration of industry in certain areas. The existing controls on capital issues and imports would remain. Such a large extent of industrial development was contemplated that no great harm would be done by the booking of orders abroad at the present stage, when the volume of capital goods available in many categories was not likely to be equal to the demand. In the case of orders on the United States, dollar exchange facilities would have to be arranged. The dollar credit available until the termination of the war and until some arrangement was, if possible, made for a dollar loan was likely to be limited, and to that extent it would be necessary to ensure that priority was accorded to essential requirements.

Control and regulation were inherent in planned development, and controls must remain even after the war. When the present emergency was over the controls imposed under the Defence of India Regulations would have to be replaced by legislative measures for such purposes as the licensing of factories. Without a system for the licensing of factories the regionalisation of industry could not be ensured, and this was an important question affecting the provinces and States in connection with the constitutional developments which would have to be considered after the war.

Another important question which the Government had under consideration was that of protection and tariffs. The liberalisation of the existing policy of protection and the elimination of some of the conditions attaching to the grant of protection to industries were being examined. The establishment of a permanent tariff board was also contemplated. It had been suggested that a permanent board at a very high level, with provision for representation of the provinces and the States, which would deal not only with protection but also with all questions of industrial development, investment, the licensing of factories, etc., should be set up after the war.

Training of staffs for development work. The most serious of the difficulties in the way of planned development was the lack of the necessary staffs, and the most essential preliminary step to secure them was to make arrangements for their training. Educational institutions would have to be expanded and multiplied and a generous system of scholarships and research studentships would have to be devised for the training of staffs, both in India and abroad. It was intended to send a large number of young persons to the United Kingdom and the United States for training. The necessary investigations had been made by the Educational Commissioner with the Government of India by personal visits to both countries, on the basis of which a detailed scheme would be worked out. A most urgent need was the training of geologists and an increase in the staff of the Geological Department. The establishment of a high grade technical institute on the lines of the Massachusetts Institute of Technology, a national medical centre, and a central agricultural college was under consideration.

Review of Progress in respect of Reconstruction Planning.

Reviewing the progress so far made in respect of reconstruction planning, Sir Ardeshir observed that the Finance Member of the Viceroy's Council had esti-

mated that it might be possible to allot 10,000 million rupees—half of that amount from the surplus revenue and the other half from Central and provincial loans—for reconstruction during the five years after the end of the war. About 30 to 50 per cent. of the total amount would be required for the Central Government and the remainder would be available for the provinces. The provinces would, however, be required in the first instance to make full use of their own resources, and assistance to them would probably be provided approximately on the basis of population, which was regarded as the fairest basis. The Finance Member was of the opinion that a supplementary amount of 10,000 million rupees might be available for private investment during the first five-year period after the war. Should these estimates prove to be even approximately correct, the real difficulty in the way of giving effect to the plans for post-war reconstruction would not be finance, but the availability of the necessary capital goods and trained personnel.

As to the provinces and States, in addition to Bombay, which had adopted a five-year plan involving an expenditure of 500 million rupees, the United Provinces had in preparation a five-year plan costing over 1,000 million rupees, and the Punjab several schemes of hydro-electric development. The provinces of Bengal, Bihar, and Madras and the Hyderabad, Jaipur, Mysore, and Travancore States had also their plans in an advanced stage of preparation.

Second Report of the Reconstruction Committee of the Viceroy's Council.

The second report¹ of the Reconstruction Committee of the Viceroy's Council contains information on the progress made recently in respect of reconstruction planning. A summary of the larger part of this information has either been previously published in these pages or given in the preceding paragraphs. It may, however, be noted that the report calls particular attention to the ultimate object of planning, which "must be to raise the standard of living of the people as a whole and to provide employment for all". The report adds:

To this end, the purchasing power of the people must be raised by increasing the productivity of labour and by a simultaneous reorganisation and development of agriculture, industry and commerce and a big extension of the social services. The objective will not be fully achieved unless steps are also taken to ensure an equitable distribution of the wealth that is produced. Planning as contemplated in the report will inevitably have this result by securing to the poorer classes various amenities free or at reduced cost, such as education up to the age of 14, medical relief, water supply and other public utility services, including electric power. Nevertheless, more positive measures must be taken. Labour must get a fairer deal in the form of reasonable wages, maternity and sickness benefit, holidays with pay and such like provisions.

Another question emphasised in the report is the development of communications. It is stated that, in addition to the reorganisation and extension of the road, railway, inland waterway, postal service, and civil aviation systems, the acquisition of an adequate share in the world's carrying trade would be the aim of the Government's post-war shipping policy. To this end steps would be taken to secure for Indian shipping an increased share of the coastal trade, a substantial share in the near trade, a fair share in the Eastern trade, and a fair share also in the trade between India and the United Kingdom, the Continent of Europe, and North America.²

POST-WAR PLANNING IN HONDURAS

A Committee for the Study of Post-War Problems was appointed in Honduras by Decree No. 290, which came into operation on 13 July 1944. The Committee is attached to the Department of Foreign Affairs and is composed of five members, who are appointed individually by name.

¹ For a summary of the first report, see *International Labour Review*, Vol. L, No. 3, Sept. 1944, p. 357.

² Communication to the I.L.O.

It is the duty of the Committee to make reports, enquiries, and recommendations with a view to participating in the preparation of the Inter-American Technical Economic Conference which is to be held in Washington in 1945 in accordance with a decision of the Governing Body of the Pan American Union of 15 December 1943¹, and to assist the Government in all matters connected with existing and post-war economic problems.²

EMPLOYMENT

ADMINISTRATIVE REORGANISATION OF LABOUR AND MANPOWER SERVICES IN FRANCE

One of the first steps of the Provisional Government of France on the liberation of the country was to reorganise the labour and manpower services in order to make them an effective instrument for an orderly and democratic redistribution of manpower and for the protection of conditions of labour during the transition period. The system of organisation contemplated by the Government was outlined by an Order of 3 July 1944 concerning the provisional organisation of departmental and regional labour and manpower services. Detailed provisions concerning joint advisory councils were laid down in a Decree of 26 August 1944.

The Order, after confirming the general structure of the system as it existed during the Vichy régime³ (subject to the changes now introduced), provides for the establishment of a regional labour and manpower office in each region and of a departmental labour and manpower office in each department, to operate under the central Commissariat for Social Affairs.

The former divisional labour inspector becomes, under the new Order, the regional director of labour and manpower in the region concerned. He is responsible, among other things, for co-ordinating and controlling the work of the departmental labour and manpower offices, the directors of which are placed under his authority. He is to be assisted in his work by the existing assistant divisional labour inspectors. Each regional office will consist of a regional labour inspection service and a regional manpower service. The inspection service will include one or more labour inspectors (male or female) and the necessary office staff. The manpower service, under a chief of service, is based on the former regional labour offices, which are abolished by this Order.

As at the regional level, the departmental offices of labour and manpower are made up of two units, the inspection service and the manpower service. Each office operates under a departmental director (a former labour inspector), who is responsible for the application of the laws and regulations on labour and manpower. The inspection service consists of one or more inspectors and one or more controllers or assistant controllers of labour. The manpower service, under a chief of service, takes over and replaces the former departmental labour office. The local sections and correspondents of the former departmental labour offices become the local manpower offices and correspondents of the departmental manpower office.

Both at the regional and at the departmental level, advisory councils are to be established. Each council must consist of representatives of public authorities and of equal numbers of representatives of employers' organisations and trade unions. These labour and manpower advisory councils are to be consulted on

¹ This decision was taken in pursuance of Resolution XXV (on post-war problems) adopted at Rio de Janeiro in January 1942 by the Third Meeting of the Ministers of Foreign Affairs of the American Republics (cf. *International Labour Review*, Vol. XLV, No. 4, Apr. 1942, p. 416).

² *La Gaceta*, 13 July 1944.

³ Cf. *International Labour Review*, Vol. XLIII, No. 2, Feb. 1941, p. 202; Vol. XLVI, No. 4, Oct. 1942, p. 495.

labour and manpower questions by the regional and departmental directors, under the conditions fixed by the Commissioner for Social Affairs (who also determines the remuneration of the members, etc.).

The Decree of 26 August 1944 defines in detail the structure and functions of these regional and departmental manpower councils. At the regional level, the employers' and workers' members are to be chosen by the most representative organisations in the region¹, while the public members are to include the following persons (or their representatives): chief of the labour inspection service, a male and female labour inspector, two controllers of labour, the medical inspector of labour and manpower, the economic secretary-general, the inspector-general of industrial production, the chief engineer of roads and bridges or of transport, the paymaster-general, the regional director of agriculture, the director of social security, and the director of the repatriation service for prisoners of war and other expatriates. The regional councils are to be consulted on questions referred to them by the regional director and *must* be consulted on the following questions: (1) the social aspects of the application of regulations relating to the designation of undertakings as essential; (2) the re-employment of demobilised workers and assimilated groups; (3) questions arising in connection with wage regulation; and (4) questions referred to them by other laws or regulations.

Each council will consist of a permanent committee chosen from its members (as laid down in the Decree), a permanent secretariat, and special committees. The committees must include a manpower committee and a wage committee and may include other specialised committees—to deal, for example, with working conditions or industrial hygiene or apprenticeship and vocational training. The councils must meet at least once a month and whenever requested by the regional director or by the employers' or workers' group. Decisions may be taken by majority vote, provided half the membership is present.

The departmental councils are set up along exactly the same lines as the regional councils and given the same responsibilities to exercise within their jurisdiction.²

MANPOWER POLICY AND PROBLEMS IN GREAT BRITAIN

WAR MANPOWER MOBILISATION AND DISTRIBUTION

A recent British White Paper presented by the Prime Minister to Parliament³ includes a number of detailed statistics relating to manpower mobilisation and distribution in the war economy. Between June 1939 and June 1944, the number of men aged 14 to 64 years and of women aged 14 to 59 years in the services or in industrial employment in Great Britain had increased by 3,500,000, or by nearly 20 per cent. The total number of workers in these activities was 22,000,000 by June 1944. Their distribution in the war effort is summarised below.

Distribution of Labour Supply.

Of the 22,000,000 persons in industry or the services:

I. 47 per cent. were in the services, civil defence or direct war work—the engineering, shipbuilding, metal, and chemical industries;

II. 26 per cent. were in industries which had to be maintained during the war—agriculture, mining, public service, public utilities, transport, shipping, and food, drink and tobacco manufacture;

III. 27 per cent. were in other industries—building and civil engineering, the textile, clothing, and other manufacturing industries, the distributive trades, and civilian services.

¹ The number of members may not be less than 8 members and 8 substitute members for each group, the precise number being determined by order of the Commissioner for Social Affairs at the proposal of the regional director of labour and manpower.

² *Journal officiel de la République française*, 30 Aug. 1944.

³ *Statistics relating to the War Effort of the United Kingdom*. Cmd. 6564 (London, H.M. Stationery Office, Nov. 1944).

Of 7,600,000 persons in manufacturing industries, three quarters (76 per cent.) were engaged on Government work, one fifth (20 per cent.) on home civilian work, and only one twenty-fifth (4 per cent.) on production for export.

Mobilisation of Men.

In June 1944, 4,500,000 men were serving in the armed forces, compared with less than 500,000 in 1939. Including those reported killed, missing or prisoners of war and those released from the forces, the total would be over 5,500,000. Some 57 per cent. of the men aged 18 to 40 years of age have served or are serving in the forces.

The distribution of men in the war effort from June 1939 to June 1944 has been as follows:

DISTRIBUTION OF MEN AGED 14-64 IN THE WAR EFFORT
(thousands)

Mid-year	Armed forces ¹	Whole-time civil defence	Industrial group ²			Unemployed	Rest of male population ³	Total male population aged 14-64
			I	II	III			
1939	477	80	2,600	4,688	5,798	1,043	1,324	16,010
1941	3,271	324	3,140	4,264	4,116	158	704	15,977
1942	3,785	304	3,285	4,154	3,553	103	750	15,934
1943	4,284	253	3,305	4,040	3,093	76	870	15,921
1944	4,502	225	3,210	4,059	2,900	71	943	15,910

¹ These figures, and also the total column, exclude prisoners and missing.

² For the industries in each of these groups, see above, under "Distribution of Labour Supply".

³ Schoolboys, students, invalids (including war invalids), retired, etc.

Mobilisation of Women.

"The high degree of mobilisation achieved in this war has been largely due to the contribution made by women", the White Paper declares. In June 1944, 7,100,000 out of 16,000,000 women aged 14 to 59 years were in whole-time work in industry, civil defence, or the auxiliary services. This represents an increase of 2,250,000 since the outbreak of war, achieved by the recruitment of 2,000,000 women not previously in industrial employment and the reduction of unemployment among women.

The mobilisation of women during the war is indicated by the following table:

DISTRIBUTION OF WOMEN AGED 14-59 IN THE WAR EFFORT
(thousands)

Mid-year	Women's auxiliary services	Whole-time civil defence	Industrial group			Unemployed	Rest of female population ¹	Total female population aged 14-59
			I	II	III			
1939	—	—	506	852	3,479	302	10,901	16,040
1941	103	59	1,100	1,269	3,479	146	9,874	16,030
1942	307	80	1,705	1,496	3,301	59	9,082	16,030
1943	461	70	1,928	1,592	3,186	36	8,747	16,020
1944	467	56	1,851	1,644	3,102	31	8,869	16,020

¹ Mainly housewives. At the middle of 1944 about 900,000 women were doing part-time work and have been counted half in this group and half in the appropriate industrial group. Domestic servants are also included in this column.

Industrial Distribution.

Munitions industries. The total number of persons employed in the engineering, metals and chemical industries (which are almost wholly engaged on muni-

tions work) has increased from about 3,000,000 to about 5,000,000. This expansion of their labour force has been due almost entirely to the employment of women, though the number of men employed has also increased. At the beginning of 1941, 2,610,000 persons were working in munitions industries on orders for the supply departments. By mid-1944, the corresponding figure was 4,034,000.

Principal basic industries and services. The number of persons employed in these industries and services (see below) has been relatively constant. The number of male workers declined by 600,000 between 1939 and 1944, however, and the number of women workers increased by 800,000. The changing distribution of the workers employed in these industries and services has been as shown in the table for group II below:

NUMBERS EMPLOYED IN GROUP II INDUSTRIES
(thousands)

Industry or service		Mid-1939	Mid-1943	Mid-1944	Increase (+) or decrease (-) from 1939 to 1944
Agriculture, horticulture, etc.	Males	1,046	945	948	- 98
	Females	67	173	184	+ 117
Mining	Males	868	804	802	- 66
	Females	5	14	13	+ 8
National government service	Males	416	515	520	+104 ¹
	Females	123	471	495	+372
Local government service	Males	520	342	322	-198
	Females	326	458	468	+142
Gas, water, and electricity	Males	225	167	160	- 65
	Females	17	33	32	+ 15
Transport, shipping, and fishing ²	Males	1,222	993	1,038	-184
	Females	51	198	212	+161
Food, drink and tobacco	Males	391	274	269	-122
	Females	263	245	240	- 23

¹ Much of this increase has occurred in the number of industrial employees of the service and supply departments.

² Including the merchant navy.

NUMBERS EMPLOYED IN GROUP III INDUSTRIES
(thousands)

Industry or service		Mid-1939	Mid-1943	Mid-1944	Increase (+) or decrease (-) from 1939 to 1944
Building and civil engineering	Males	1,294	700	600	- 694
	Females	16	26	23	+ 7
Textiles	Males	401	233	221	- 180
	Females	601	428	405	-196
Clothing	Males	138	69	65	- 73
	Females	449	312	284	-165
Boots and shoes	Males	108	67	64	- 44
	Females	57	45	43	- 14
Other manufactures	Males	1,004	558	542	-462
	Females	440	410	414	- 26
Distributive trades	Males	1,888	1,016	972	-916
	Females	999	993	956	- 43
Other services	Males	965	450	436	- 529
	Females	917	972	977	+ 60

Other industries and services. Other industries and services have suffered a reduction of one third in labour force. Half the workers remaining in manufacturing industries in this group are employed on Government orders (excluding Government-sponsored civilian production and utility clothing). The number of workers employed in building and civil engineering decreased by 52 per cent. between 1939 and 1944.

The distribution of men and women in this group of industries has been as in the table for group III above.

REALLOCATION OF MANPOWER AFTER THE DEFEAT OF GERMANY

The Government has issued a White Paper setting forth its plans for the "reallocation of manpower between civilian employments during any interim period between the defeat of Germany and the defeat of Japan", which forms a complement to the White Paper on the reallocation of manpower between the armed forces and civilian employment, previously summarised in these pages.¹

The White Paper on the redistribution of manpower between civilian employments starts from this basic premise:

In order to avoid the risk of serious dislocation and the dissipation of our resources on objects of secondary importance and to ensure, so far as practicable, the production of necessities rather than luxuries, the reallocation of manpower during this period must be undertaken on a planned basis including in some measure a continuance of control over industry and labour . . . In the manpower sphere the aim must be, while seeking to mitigate the severity of the existing labour controls and while paying such regard as is possible to the natural desires of workers to seek work where they please and of employers to engage labour freely, to ensure that the available resources of manpower are employed in the places where, and on the tasks in which, they are most needed in the national interest.

The White Paper then goes on to examine, first, the principles governing reallocation, second, the special arrangements for men and women released or transferred from the forces or civil defence, and third, labour controls in the interim period.

Principles for Manpower Redistribution.

In the first place, an aim of the reallocation will be to meet the wishes of war workers, especially the wish to return home, so far as is consistent with the national interest, and, subject to the same reservation, to transfer experienced workers back to their former industry.

Certain classes of workers, moreover, have claims, based on personal reasons, for priority of release. These classes will, unless there are strong production reasons to the contrary, be allowed to retire from industry or to transfer to work nearer home irrespective of the work on which they are engaged or whether they are redundant.

When these classes have been released, the problem of reallocation is largely one of transfer of labour, with some vacancies of greater importance than others. In this process, some order of priority of discharge and release for transfer must be established. It is proposed that, apart from call-up for the forces, the two main classes to be released first should be those needed to fill priority vacancies and those who have worked away from home for more than one year and want to return.

In implementation of these principles, the following proposals are made:

(1) Persons in a group called class K will be given permission to retire at once from employment irrespective of the work which they are doing. Class K includes women with household responsibilities, women wishing to join husbands released from the forces, other women over 60 years, and men over 65 years. In addition, women over 50 may apply for release from their jobs and will be given permission to leave unless there are strong production reasons to the contrary.

¹ Cf. *International Labour Review*, Vol. L, No. 5, Nov. 1944, p. 646.

(2) Persons in class K who wish to transfer to other employment nearer home will be given first priority of release for transfer to work of importance regardless of the work they are doing, unless there are strong production reasons to the contrary.

(3) In redistributing redundant workers, the following order of priority is to apply:

- (a) For military call-up, men aged 18-27 years, inclusive;
- (b) For transfer to other employment: (1) those needed for priority vacancies (including vacancies in important civilian industries and services); (2) those who have worked away from home for less than three but more than one year and want to return (in order of their length of absence); and (3) releases as determined by current practice (e.g., by industrial agreements).

The general order of priority will not be considered as a rigid rule but will be kept under continuous review. Moreover, individuals may always apply for release if they have special cause to do so. A major objective of the whole transference process will be to move workers nearer their homes.

In industries and establishments which do not have redundant workers during the transition, many workers will want to transfer to work nearer home. As substitutes can be provided for them, the priority order noted above will apply to them as to workers in establishments with labour surplus.

Special Arrangements for Ex-Service or Civil Defence Personnel.

In general, ex-service men and women and released civil defence workers will be covered by the same principles as other persons, but the application of these principles will be subject to certain special arrangements.

Personnel in class A (those released according to the general age and length of service formula) will be exempt from labour controls during the period of paid leave following demobilisation and may seek and engage in work of their choice. After this period, they will become liable to the same controls as other workers.

Personnel in class B (those released for urgent reconstruction work) will be directed to employment, and will be subject to recall to the forces should they leave an approved reconstruction employment.

Disabled persons will not be required to take or to remain in employment on the grounds of its immediate importance unless the work in question is in line with plans for their permanent resettlement.

Civil defence personnel will be regarded as available for other employment and liable to labour controls in the same way as industrial workers are.

Labour Controls.

So far as possible, the aim will be to organise manpower redistribution on a voluntary basis "and to narrow the field of compulsion to the strictest limits". Nevertheless, in view of the complex readjustments to be made, the Government must retain a substantial measure of control over the movement of labour.

The use of the power of direction under Defence Regulation 58A will be limited to directing persons to essential work of the highest urgency. It is hoped to dispense with its use entirely at an early date.

So far as the Essential Work Orders are concerned, "the Government consider it essential that the provisions of the Orders shall be retained during the interim period". The industries to which they apply, however, may be changed in the light of the changing importance of the various industries after the defeat of Germany. Moreover, relaxations will have to be made for persons in class K (see above) and to permit transfers to work nearer home at the earliest possible opportunity.

The Control of Employment (Directed Persons) Order will also continue in force, but "it will be administered with due regard to the considerations, so far as they are appropriate, discussed in connection with the Essential Work Orders".

Control of engagements in the interim period is regarded as essential if any serious attempt is to be made to redistribute manpower nationally, according to agreed priorities and industrial needs. The scope of control will have to be adjusted to the requirements of the interim situation, and the control will have to be made effective if the power of direction is to be used sparingly or to be dispensed with at an early date. It is, however, the Government's aim to allow as much freedom of engagement as possible to employers and to many classes of

workers, especially those in the older age groups. Thus, it is proposed to replace the present restrictions on engagement by a single Control of Engagement Order covering all employments but limited to men aged 18-50 years and women aged 18-40 years.

Boys and girls under 18 years will thus be free from the limited controls of engagement operative so far during the war. A separate scheme of juvenile employment is being worked out, "the paramount object of which will be to assist juveniles to the maximum extent possible in the choice of employment with a view to giving them the best opportunities for a permanent and progressive career in life with due regard to individual aptitudes".

Registration.

The registration of young men and women reaching the age for employment or national service will be continued. Their cases will be reviewed to ensure their employment on nationally important work. Those liable for service with the forces will be mobilised as under existing arrangements and others will be directed to work or training in accordance with current labour priorities.

The continuance of the Registration for Employment Orders is considered essential. In particular, it may be necessary to hold special registrations of particular classes of persons or of persons in or experienced in particular industries or occupations. It is not proposed, however, to take action under these Orders in connection with persons in class K.

Notice of Termination of Employment Order.

It is not proposed to continue this Order during the interim period.¹

SIR WILLIAM BEVERIDGE'S REPORT ON FULL EMPLOYMENT

Sir William Beveridge has followed up the report on *Social Insurance and Allied Services*² which he prepared at the request of the British Government by a further report on *Full Employment in a Free Society*, which he has made in a wholly private capacity with the assistance of a number of helpers whose names are not mentioned. A brief analysis of the report is given below.

Definition of Full Employment.

A state of "full employment" is defined as one in which there are always more vacant jobs than unemployed men, these jobs being at fair wages, of such a kind and so located that the unemployed men can reasonably be expected to take them. In such a situation the normal lag between losing one job and finding another would be very short. Only if this ideal is fulfilled is it fair to expect work-people to co-operate in making the most of all productive resources, including labour, and to forgo restrictionist practices. Moreover, the character and duration of individual unemployment caused by structural and technical change in industry will depend on the strength of the demand for labour in the new forms required after the change. Finally, an important consequence of full employment will be the stimulus to technical advance given by a shortage of labour.

The report is concerned with the necessity, possibility, and methods of achieving full employment in a free society. The citizen liberties regarded as essential are freedom of worship, speech, writing, study, and teaching, freedom of assembly and of association for political and other purposes, freedom in choice of occupation, and freedom in the management of a personal income. They do not include the liberty of a private citizen to own means of production and to employ other citizens in operating them at a wage. Whether private ownership of means of production to be operated by others is a good economic device or not, it must be judged as a device.

¹ *Re-Allocation of Man-Power between Civilian Employments during any Interim Period between the Defeat of Germany and the Defeat of Japan.* Cmd. 6568 (London, H.M. Stationery Office, Nov. 1944).

² Cf. *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943: "Social Security Plans in Great Britain", pp. 46-57.

Action against Unemployment.

Unemployment occurs if effective demand is not sufficient in total to require use of the whole labour force of the community; or if effective demand, though adequate in total, is misdirected, that is to say, is demand for work of a kind which cannot reasonably be performed by the available labour or in a place to which the available workers cannot reasonably be expected to move; or if industry is so organised that in meeting effective demand it carries extensive reserves of labour standing by to meet local and individual variations of demand or if there are obstacles which prevent labour from following changes in demand. As unemployment has three distinct sources, action against it must be taken on three lines, namely: maintaining at all times adequate total outlay; controlling the location of industry; and securing the organised mobility of labour. The first of these is the main attack, the others are subsidiary.

Maintenance of total outlay. Employment depends on outlay, that is to say on the spending of money on the products of industry; when employment increases, this means that in total more is being spent. The first condition of full employment, therefore, is that total outlay should always be high enough to set up a demand for products of industry which cannot be satisfied without using the whole manpower of the country. It must be a function of the State to ensure adequate total outlay and consequently to protect its citizens against mass unemployment. Acceptance of this new responsibility of the State marks the line which must be crossed in order to pass from the old Britain of mass unemployment and jealousy and fear to the new Britain of opportunity and service for all.

Outlay falls into three main classes: (a) outlay on marketable goods and services of direct demand, *i.e.*, marketable goods and services desired for their own sake and not merely as means to produce other goods and services (consumption outlay); (b) outlay on means of producing marketable goods and services of direct demand (business investment); and (c) outlay on non-marketable goods and services and the means of producing them, including defence, order, public health, free education, roads, drains and other public works (communal outlay). Each of the first two classes may be subdivided with reference to the part played by the State or other public authorities. The central proposition of the report is that the responsibility for ensuring at all times outlay sufficient in total to employ all the available manpower in Great Britain should formally be placed by the people on the State. That, first and foremost, is what is meant by adopting a national policy of full employment. As in the past, it is through the instrument of public outlay and of taxation that the State must pursue this new objective.

Adoption of a national policy of full employment means a revolution in national finance involving a new type of budget. In this budget an estimate should be made as to how much, assuming full employment and under the taxation proposed, private citizens may be expected to lay out each year on consumption and private investment, and the Minister of Finance (under whatever title he may be known) should propose for each year public outlay sufficient, with this estimated private outlay, to employ the whole manpower of the country, that is to say, sufficient to make the assumption of full employment come true. The main elements that will enter into the formulation of the new budget are: (a) private consumption outlay; (b) private investment outlay at home; (c) the balance of payments abroad; (d) proposed public outlay covered by revenue; (e) proposed public outlay covered by loan; and (f) the output capacity of the community, that is to say, the estimated value of its output when all its manpower is fully employed. The first five of the elements mentioned above, which together make up the total outlay on which the level of employment depends, should equal the sixth element, namely, output capacity.

The report examines different ways in which a long-term programme of planned outlay after the transition from war to peace could be drawn up and concludes with a series of recommendations. There should be action under the following heads of outlay: (1) communal outlay on non-marketable goods and services such as roads, schools, hospitals, defence, and order; (2) public business investment in a socialised sector of industry, including all monopolies so complete that they are taken over for administration by public corporations, and perhaps other industries, such as coal or steel, taken over by the State for special reasons; (3) regulation of private business investment, consisting both of assistance by loans at low interest and of taxation policy designed to stabilise private invest-

ment so far as possible, and carried out by a National Investment Board (see below); (4) collective demand for essential consumption goods to be supplied to private citizens through the ordinary channels of retail distribution at a price which at need may be lowered by a subsidy; and (5) increase of private consumption outlay both as the automatic result of an increase of national income and by redistribution of incomes through social security and progressive taxation. The immediate objectives of this programme would be social security, a national health service, adequate and good nutrition and supply of other necessities, immensely improved education, and, largest of all in scope for useful expenditure, town and country planning, housing, and transport. In order to carry out these latter objectives, a new Ministry of National Development should be appointed.

Controlled location of industry. Control should be both negative, prohibiting undesirable location, and positive, encouraging desirable location, and should be exercised ultimately by a central authority making a national plan for the whole country but using local authorities for the local execution of the plan and the adjustment of the plan to local conditions. The Ministry of National Development might be the main agency for securing, through control of the location of industry, the second condition of full employment, namely, that the total outlay of all kinds shall be wisely directed, having regard to the labour available.

Organised mobility of labour. This third condition of full employment involves preventing or discouraging needless movement, as well as promoting movement where it is needed. The experience of the war has shown that the almost complete disappearance of unemployment has been made possible partly by an unlimited demand for manpower and partly by the abolition of nearly all qualitative restrictions on the use of manpower, as illustrated by the fact that men and women by the million have changed their occupations or their place of work. The machinery for organising mobility of labour in the form of a system of employment exchanges has been in operation in Great Britain for many years. In addition, such industries as dock and harbour service, which by practising casual engagement have been the main generators of chronic unemployment in the past, have been transformed by the war and it may be assumed that the main principle of the transformation will remain in peacetime so that the men following such occupations will have guaranteed weekly wages, leading in due course to the organisation of regular work as well as of regular wages. It should be accepted as a general citizen duty that if there is a demand for labour at fair wages, men who are unemployed for any substantial period should be prepared to take the work and not to hold out indefinitely for work in their own trade and place; service means doing what is wanted, not just pleasing oneself. That means that an unemployed worker in receipt of benefit would, after a certain time, be considered suitable for other types of employment, which could be refused only at the cost of losing the benefit. Such methods would be even more reasonable than they are now if, under a full employment policy, the State provided not only facilities for training but the practical certainty of a job at the end of training. Further, if industrial demarcations with all the restrictive tendencies and customs of the past, return in full force at the end of the war, a policy of outlay for full employment, however vigorously it is pursued by the State, will fail to cure unemployment and will encounter difficulties in raising the standard of living. If the fear of unemployment can be removed, the way should be opened to reconsideration of these restrictions. The conclusion is that what is required is organised mobility, which involves preventing or discouraging needless movement as well as promoting movement where it is needed.

Government Machinery.

The report makes some proposals for changes of Government machinery, including a Ministry of National Finance, distinct from the Treasury, whose main task it would be to determine outlay. This Ministry would be concerned not only with the outlay which the State can control directly but with the outlay of private citizens for consumption and for business investment. Consumption outlay will be influenced by taxation and price policy, and in respect of investment a long-term programme for full productive employment will require: (1) that in all the main spheres of economic activity, plans of reorganisation and reconstruction are worked out under the initiative and guidance of the State and in co-operation with the industries concerned; (2) that if in any particular case private enterprise proves unwilling to embark on a major project that the Govern-

ment considers to be necessary, the State will undertake it under public auspices; (3) that sufficient investment projects are elaborated to provide for the needs some years ahead, but that the timing of their execution will be under public control so as to ensure a steady flow of capital expenditure for the national economy as a whole; and (4) that the investments undertaken by the central Government, the local authorities, public utilities, and private industry are co-ordinated in accordance with a scale of priorities in a single national plan. The execution of this policy would be placed in the hands of a National Investment Board.

Implications of Full Employment.

Part of the report is devoted to the internal implications of full employment, with special reference to industrial discipline and efficiency, the determination of wages, the determination of prices, and the treatment of monopolies and trade associations, in connection with which something is said on the function of private enterprise and of public enterprise or public control respectively under conditions of full employment.

The international implications of a full employment policy are dealt with at considerable length. The conclusion reached is that any plan for uncontrolled multilateral trading between any group of countries can be permanent and can work smoothly only if each of the countries accepts three conditions: (1) to pursue an internal policy of full employment suited to its special circumstances; (2) to take or assent to all the measures necessary to balance its accounts with the rest of the world and avoid want of balance whether by way of excess or deficiency; and (3) to display reasonable continuity and stability in its foreign economic policy in respect particularly of the control of trade by tariffs, quotas or other means. Restoration of the widest possible measure of multilateral trading on the three conditions named above should be the prime objective of British policy. But if, as may well prove possible, a world-wide system of multilateral trading is not attainable or is not immediately attainable, the next best course for Great Britain will be a regional system of multilateral trading embracing those countries which can accept the conditions named above. The third alternative available is the making of bilateral agreements for particular suppliers who will also be customers for British exports. A full employment policy for Great Britain must be framed in alternatives, and the country must retain freedom to adopt the second or third best alternative if the first cannot be secured.¹

A FULL EMPLOYMENT BILL IN THE UNITED STATES

Just before the second session of the 78th Congress of the United States came to an end in December 1944 the War Contracts Subcommittee of the Senate Military Affairs Committee presented a proposed Full Employment Bill to the Senate for its consideration. Since there had not been sufficient time to make a complete study of the Bill, the Subcommittee presented it without commitment for the purpose of stimulating discussion.

The Bill provides for a declaration of policy by which Congress would affirm: (a) that every American able and willing to work has the right to a useful and remunerative job in the industries, shops, offices, farms and mines of the nation; (b) that it is the responsibility of the Government to guarantee that right by assuring continuing full employment; and (c) that it is the policy of the Government to do this by (1) encouraging to the utmost extent possible without Federal investment and other expenditure the highest feasible levels of employment by private enterprise; and (2) providing whatever volume of Federal investment and other expenditures may be needed to assure continuing full employment.

The President of the United States would be required under the Bill to transmit to Congress on the first day of each regular session a "National Production and Employment Budget" setting forth: (1) the estimated number of jobs needed during the ensuing fiscal year or years to assure continuing employment and the estimated dollar volume of the gross national product at the expected level of

¹ Sir William BEVERIDGE: *Full Employment in a Free Society* (London, George Allen & Unwin Ltd., 1944).

prices required to provide such number of jobs; (2) the estimated volume of investment and other expenditure by private enterprises, consumers, State and local Governments, and the Federal Government required during the ensuing fiscal year or years to assure full employment; and (3) the estimated volume of prospective investment and expenditure by private enterprises, etc., during the ensuing fiscal year or years, taking into account such foreign investment and other expenditure for exports and imports as affect the volume of the gross national product.

If the estimated volume of prospective investment and other expenditure is less than the amount estimated as necessary to assure full employment, the President would have to set forth a general programme for encouraging increased non-Federal investment and other expenditure, particularly such as would promote increased employment in private enterprises together with such legislative recommendations as he might deem necessary or desirable. Such a programme might include a presentation of current and projected Federal policies and activities with reference to banking and currency, monopoly and competition, wages and working conditions, foreign trade and investment, agriculture, taxation, social security, and the development of natural resources.

If it appears that the programme set forth in the preceding paragraph is insufficient to provide full employment, the President would be required to include in the Budget a general programme of such Federal investment and other expenditure as would be sufficient to bring the aggregate volume of investment and other expenditure up to the level required. Such programmes would be designed to contribute to the national wealth or well-being and might include specific programmes for assistance to business enterprises, particularly small business enterprises; for useful public works, particularly such works as tend to promote increased investment and other expenditure by private enterprises; for useful public services, particularly those which tend to raise the level of health and education; for slum clearance and urban rehabilitation; for conservation and development of natural resources; and for rural electrification. All programmes calling for public construction would provide for the performance of the necessary work by private concerns on the basis of contracts awarded in accordance with applicable laws.

Finally, the Bill provides for the setting up of a new joint Congressional committee to receive, study, and make legislative recommendations upon the budgetary requests made by the President under the earlier sections of the Bill.¹

VOCATIONAL GUIDANCE IN THE UNITED STATES ARMY

A recent article in the journal of the National Vocational Guidance Association in the United States describes the system of vocational guidance used by the United States Army in connection with demobilisation. "The problems of the present groups of veterans, and the manner in which they are solved, should help us plan for the day when the transfer to civilian life will be on a much larger scale", the article concludes. "It is already clear that the individual and the community profit much from properly conducted vocational guidance; it is our hope that the Army, through the programme here outlined, can make a genuine contribution in this direction."

The Army vocational guidance programme is carried out by the Classification and Vocational Counseling Section of the Classification and Replacement Branch of the Adjutant General's Office. The purpose of the programme is to prepare an up-to-date record of qualifications and to provide preliminary vocational counselling which takes into account military as well as civilian experience.

At each separation centre, classification and counselling branches have been established. Similar facilities are being provided in the military hospitals from which large numbers of men are discharged. The first task is to bring the men's classification records up to date. A special "separation qualification record" form

¹ *New York Times*, 18 Dec. 1944.

has therefore been prepared. Information to fill in this form is gathered from relevant military records and reports and supplemented by notes of the counsellor after interview. It is hoped that the record will serve as "an official Army introduction to employers, educational authorities, and anyone with whom the veteran has occasion to deal". A copy of the record is supplied to the local office of the Veterans Administration nearest the man's home.

The conversion of the man's military skills and training to related civilian occupations is done with the help of the Employment Service manual entitled *Special Aids for Placing Military Personnel in Civilian Jobs*.

It is emphasised that the counselling given at separation centres and hospitals is preliminary to the work of civilian agencies engaged in direct placement or long-term rehabilitation. It is given by Army personnel whose own military experience enables them to evaluate military skills and training more easily than could be done by persons outside the Army.

Both group and individual counselling is provided. The men arriving at the centres are first told of the counselling facilities available, and then a group discussion is held on the nature of these facilities and the more common types of problems which the counsellor can help to solve. The men then fill out a brief questionnaire, to indicate the principal problems with which each is concerned. The officer in charge of counselling then assigns counsellors to individual cases on the basis of their special background or qualifications.

Individual counselling is carried on in private rooms or booths. Each counsellor has a standard "kit" of reference materials to help him in his work, and both separation centres and hospitals include libraries furnished with books providing more detailed vocational information in particular fields. More than one individual interview may be needed, and tests may be recommended by the counsellor, though the men need not take them unless they wish. The counsellor's recommendations on the vocational problems of the soldier are entered on a "counsellor's interview memorandum" form, which is not an official War Department record and the use of which is optional.

To provide further information, representatives of the Employment Service and the Veterans Administration are on duty at separation centres and military hospitals. Men being discharged may register with the Employment Service, and notice of their registration and availability for work will be sent to the appropriate local office. Veterans Administration officers help the veteran in connection with the programmes administered by that Administration.

It is emphasised that the success of the Army counselling programme will depend primarily on the calibre of the counsellors. Care is being exercised in their selection and a full course of training given them at a special Separation Classification School at Fort Dix, New Jersey.¹

PUBLIC WORKS PLANNING IN AUSTRALIA

The National Works Council, which was set up in July 1943 to co-ordinate post-war public works in Australia², held its second meeting on 25 August 1944, at which it adopted a number of resolutions relating to the planning and execution of projects to be carried out under the Council's auspices. The text of these resolutions is given below.

(1) As a first instalment of a programme of works, the Council resolves that the programme of works covered in whole or in part by an "A" priority and which, including commitments, is estimated to cost £153,546,000, be approved in principle—with the proviso that, after more comprehensive examination and agreement between the responsible Government and the Co-ordinator-General of Works (Sir Harry Brown), it might be found preferable to place in a lower priority classification, or to defer, or to eliminate, any particular proposal—and that the following procedure be adopted as a matter of urgency:

(a) Each accepted proposal to be completely planned to the stage where it can be held in readiness for the invitation of tenders or for the commencement of the work by day labour.

¹ *Occupations*, Nov. 1944, pp. 69-74: "The Army Separation Classification and Vocational Counseling Program", by Col. George R. Evans.

² Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 628.

(b) Detailed information relating to costs, extent and classification of labour, types and quantities of materials, shall be specified in relation to each proposal and then assembled in summary form to meet comprehensive planning requirements.

(c) That all formalities be concluded in respect of each proposal, including the obtaining of any necessary parliamentary approval, the acquisition of land and the like.

(2) Council resolves that:

(a) Where the administering authorities are unable, with reasonable expedition, to complete the planning of the works referred to in resolution 1, because of lack of competent staff and their inability to secure the necessary assistance by their own efforts, they will submit to the State Co-ordinator of Works, detailed information concerning the names, general qualifications and status of their officers whose return is sought, together with full particulars of the reason for seeking special assistance.

(b) After examination and recommendation by the State Co-ordinator, the State Minister in charge of reconstruction will, if satisfied that the releases are imperative, make representations to the Deputy Director-General of Man Power.

(c) If in special cases this procedure is found unavailing, the State co-ordinator will refer the matter to the Co-ordinator-General for submission to the appropriate federal authorities.

(3) Council resolves that, in respect of the works covered by resolution 1, advance orders should be placed by the various administering authorities for any supplies of highly specialised plant, machinery and equipment, the delivery period of which is likely to be protracted—provided that before substantial orders are placed they shall be referred to the Co-ordinator-General for examination in relation to the specific works proposals and for confirmation that the step to be taken is justifiable.

(4) Council resolves to urge on all administering authorities concerned with land settlement and irrigation schemes covered by resolution 1 the necessity of a prior examination into the marketing position and the formulation of methods of control best calculated to secure the maximum benefit from the expenditure of the public moneys entailed.

(5) Council resolves that, in respect of the works covered by resolution 1, administering authorities should review the possibilities of planning electricity and water projects on a regional basis before the adoption of the individual schemes of this character included in the programme.

(6) Council resolves that those administering authorities who have been unable to submit their complete programmes of urgent and important works, should be urged to do so, and that they be added to the main programme covered by resolution 1 with such adjustments as may be agreed upon between the State Government and the Co-ordinator-General. Notwithstanding the specific works embraced by resolution 1, the Co-ordinator-General may, on the initiative of the Government concerned, or on his own initiative, but in either case only after agreement with the Government concerned, substitute for certain of the proposals contained in resolution 1 others referred to in this resolution, which may be regarded as of greater urgency.

(7) Council resolves that the preparation of the supplementary programme of less urgent works . . . remain in abeyance until the next meeting.¹

APPRENTICESHIP AND TRAINING IN QUEENSLAND

The tripartite Committee appointed to enquire into matters relating to the employment and training of apprentices and minors in Queensland, Australia, issued its report in September 1944. The report includes a summary of the Committee's findings, based

¹ *Digest of Decisions and Announcements and Important Speeches of the Prime Minister*, No. 87, period 21 Aug. to 7 Sept. 1944. It may be added that the Council further agreed that Western Australia, which had been unable to submit a complete programme in time for consideration at this meeting, could submit further proposals amounting to £10,000,000 in accordance with resolutions 1 and 6.

on evidence from interested organisations, and recommendations for revision of the State's Apprentices and Minors Acts, 1929 to 1934. A summary is given below.

Post-Primary Education and Guidance.

As a starting point for the review of apprenticeship, the Committee received assurance from the Director-General of Education that the school-leaving age would be raised to 15 years immediately after the end of the war as a part of a general revised scheme of education, and that each State had agreed that the leaving age would be increased to 16 years as soon as possible after the war. Particular attention is to be paid to the vocational aims of students and the practical possibilities of achieving them. Specialisation will begin at the age of 13, with easy transference from one course to another. A number of junior technical schools are to be established for industrial training; and manual training will be compulsory for all boys up to the age of 15. If a boy leaves school at 15 and plans to enter a skilled trade, he will be required to attend classes related to this trade until he enters his apprenticeship at the age of 16.

Selection of Apprentices.

Special emphasis is placed on the desirability of careful selection of apprentices. The Committee proposes that in future the selection of apprentices should be confined to those considered suitable for the trade concerned and that such a provision should be made mandatory under the Apprentices and Minors Acts. Employers would retain freedom of choice provided the apprentices selected by them measure up to the requirements of the trade as fixed by the Apprenticeship Executive and as tested by the organisation of the Director-General of Education. Suitability will be based on information shown on the juvenile's cumulative record card from school or such evidence as the Apprentices and Minors Employment Bureau may collect.

Theoretical Training.

It is recommended that the minimum age for entering apprenticeship should be 16 years of age and the maximum 19 years.¹ The Committee found that the first year of apprenticeship is not effectively spent. The apprentice enters training in the workshop with little or no skill and is all too often employed on running errands rather than learning his trade. To fit him for productive employment as soon as possible, he must receive full-time trade training for the required period during the early part of his apprenticeship. The Committee therefore suggests that three of the first six months should be spent in continuous training at a technical college. The cost of the training should be borne by the State, and the employer should continue to pay the apprentice during his three months' training period.

The Committee agreed on the principles that daytime training on the employer's time was not an unreasonable provision, and that the apprentice should be asked to spend a reasonable part of his leisure time at technical college classes designed to improve his trade efficiency. During the three technical college years following the three months' training, the apprentice should be required to attend for one whole day per fortnight on the employer's time, and on his own time for two hours per week until the end of the first year and for four hours per week for each of the next three years. A higher trade course, free to those who attain a certain standard in final apprenticeship examinations, should be arranged, with attendance voluntary and on the apprentices' own time.

The Committee suggests a number of general changes designed to facilitate the higher training of apprentices. For the building trades, it urges the introduction of a higher building course, leading to a university degree, for apprentices in the building trades.

Period of Apprenticeship.

Five years should be the maximum period of apprenticeship for any trade; this is now the recognised period of apprenticeship, and should, the Committee urges, be fixed as the maximum period in the Apprentices and Minors Acts. In some trades where the skill required can be obtained in a shorter period than five

¹ At present the minimum age is 14 years, and the maximum (by implication), 19 years.

years, the apprenticeship period should be shorter. Since group apprenticeship committees, in fixing the period for particular trades, are apt to be influenced by considerations not directly related to the time needed to acquire the requisite skill, it is proposed that the length of apprenticeship for the various trades should be fixed by the Executive whose membership is more general.

Wages of Apprentices.

A minimum wage scale should be established for all apprentices on the basis of a five years' apprenticeship, and prescribed in the Acts, as follows: 17½ per cent. of the journeyman's wage for the first year, 30 per cent. for the second, 45 per cent. for the third, 57½ per cent. for the fourth, and 72½ per cent. for the fifth. Where the apprenticeship is less than five years, the average minimum wage over the prescribed period should be not less than 44½ per cent. of the journeyman's wage.

Proportion of Apprentices to Journeymen.

Under existing legislation, the group committees determine the proportion of apprentices to journeymen in each apprenticeship trade. But in practice, they determine quotas for individual employers rather than for the trade as a whole, and the number of apprentices in training in relation to the future requirements of the trade is thus haphazardly regulated. It is proposed that regular statistics should be obtained showing the number of employed (and unemployed) journeymen in each trade and the number of apprentices in each year of training for each trade; that these figures should be used as the basis of recruitment for the trade; and that each group committee should concern itself to a greater degree with the proportion apprentices should bear to journeymen in the trade as a whole.

The Acts should be amended so that, instead of each employer being allowed to employ one apprentice, the committees should be able to refuse an employer the right to employ any apprentice, irrespective of the number of journeymen employed, where facilities for proper training or other good cause for refusal exists.

Finally, it is suggested that the indenturing of apprentices to associations of employers should be encouraged. It is noted that where this was done by the Master Builders' Association, the apprentices concerned benefited greatly.

Certificate of Completion of Apprenticeship.

The Committee considers that possession of a final certificate should be a condition governing successful completion of apprenticeship. The grant of these certificates should be the sole right and responsibility of the group committees.

Responsibilities of the State in the Training of Apprentices.

The employer's responsibilities for training apprentices are limited by the phrase in the contract "by the best means in his power". As trade operations have become increasingly complex, more and more responsibility has passed from the employer to the State, which must amplify the employer's means of training.

The State has undertaken to provide, through its technical colleges, workshops designed and equipped for purposes of practical as well as theoretical training. In providing equipment, it is urged that its adequacy from the point of view of the teaching of the requisite skills should be the essential consideration, not the newness or oldness of the equipment.

Technical colleges are not well enough equipped at present, and the Government's intention to re-equip these colleges is noted with approval. It is pointed out, moreover, that existing accommodation will not be sufficient to meet post-war reconstruction training needs.

Correspondence instruction is not generally recommended; but it is urged that the system of group instruction of apprentices, under competent supervision, should be extended wherever possible.

Extension of Greater Protection to All Juveniles.

The Committee proposes that the Apprentices and Minors Acts should be extended to other trades. Of the 75 occupations in which minors may be employed under State awards, only 6 have been specified in the schedule to the Acts. Failure to include more occupations has tended to delay action to deal generally with the employment of minors and with their employment in dead-end jobs.

Minors other than apprentices should, the Committee believes, be afforded the same protection as apprentices, and should also be dealt with by the group committees, which previously have been termed group apprenticeship committees. Representation of these new group committees on the Executive should be given by increasing the membership from 8 to 12, by adding two employer and two worker members chosen by representatives of group committees other than group committees for the skilled trades.

An Apprentices and Minors Employment Bureau should be set up to combine in one building the two existing sections of the Juvenile Employment Bureau and the Apprenticeship Office. The Director of the Bureau would preside over all committees set up under the Acts, and the staff would include the psychologist of the Department of Public Instruction in charge of the vocational guidance provided in schools. This type of organisation would tend to strengthen the links between the schools and the employers.

Welfare officers (preferably chosen from among technical college instructors) should be appointed, to smooth out difficulties of apprentices, and to help them to improve their work or studies where necessary.

Continuance of Compulsory Registration of Juvenile Workers.

The Acts should make the registration of all juveniles entering employment and of all employers employing juveniles compulsory. This is now the case under the National Security Regulations, but, the Committee states, "its continuance when these Regulations shall no longer apply is essential if the guidance of youth into permanent and suitable employment is to be effective, and the problems of 'dead-end' employment are to be dealt with".¹

CONDITIONS OF WORK

APPOINTMENT OF A COMMISSION ON EQUAL PAY FOR EQUAL WORK IN GREAT BRITAIN

The British Government announced in May 1944 the appointment of a Royal Commission to consider the principle of equal pay for equal work.² This decision was made shortly after a motion dealing with this subject had been presented to the House of Commons.³

The terms of reference of the Royal Commission were announced in August 1944, and read as follows:

To examine the existing relationship between the remuneration of men and women in the public services, in industry and in other fields of employment; to consider the social, economic and financial implications of the claim of equal pay for equal work; and to report.⁴

Mr. Justice Asquith was appointed chairman of the Commission, which comprises eight other members (of whom four are women) representing the Ministry of Supply as an employer, other employers, the trade unions, and the professions; it includes also an economist, a representative of the Women's Consultative Committee of the Ministry of Labour, and an expert on industrial management. The first meeting was held in London in mid-October 1944.⁵

¹ *Report of the Committee Appointed to Enquire into Matters relating to the Employment and Training of Minors* (Brisbane, 1944).

² *Parliamentary Debates, House of Commons*, 9 May 1944, cols. 1709-1710.

³ A motion, signed by 161 members, and presented to the House of Commons in April 1944, had urged the application of the principle of equal pay for equal work in the civil service (*idem*, 4 Apr. 1944, col. 1806).

⁴ *Idem*, 2 Aug. 1944, col. 1380.

⁵ *Idem*, 12 Oct. 1944, col. 1961; *The Economist*, 21 Oct. 1944, p. 539.

HOURS OF WORK IN GERMANY

An Order issued by the German Minister of the Interior on 7 September 1944 regulates the administration of the Decree establishing the 60-hour week as part of a programme to increase war production.¹

The Order makes the minimum working week in all undertakings and administrative departments 60 hours, or 57 hours when no break is provided for at midday. The hours worked in excess of 8 a day will continue to be considered overtime and paid as such.

Exceptions to the application of the 60-hour week are made for persons in dangerous or unhealthy occupations; for women² and young persons³ over 16 years, for whom the extension of hours beyond 8 a day is limited to 8 hours a week; and for children under 16 years, whose working hours, excluding the hours spent in occupational training, are 48 a week.⁴

HOURS OF WORK AND HOLIDAYS IN ARGENTINA

DEFINITION OF NIGHT WORK FOR WOMEN

The Argentine Government recently issued a Decree authorising the Secretariat of Labour and Welfare in special cases to fix 6 a.m., instead of 7 a.m., as the time when women may begin work during the winter in factories, workshops, and private houses, and defining the term "winter". The change was made to meet the demand of the many women who wished to avoid transport difficulties during rush hours and to have free time in the afternoon.

Under Act No. 11,317 of 30 September 1924⁵ regulating the employment of women and young persons, night work is prohibited for women, and is defined as work between 8 p.m. and 6 a.m. in summer or 7 a.m. in winter.

The new Decree, which defines the winter as the months of June, July, and August, provides that, before allowing an exception to the provisions of the Act, the Secretariat of Labour and Welfare must ascertain the opinion of the majority of the women workers affected by the measure, the number of women employed in the establishment in question, the concentration of industries in the area, and the means of transport available. The Secretariat will then determine whether the change to an earlier hour will result in better transport conditions for the women workers. All permits granted under the Decree are provisional and must be renewed annually; moreover, the persons affected may ask at any time for a permit to be annulled.

The preamble to the Decree points out that since 1941 similar hours have been in force for women workers in cotton spinning mills⁶ and have caused neither inconvenience nor dissatisfaction.⁷

EXTENSION OF HOLIDAY PAYMENTS TO HOME WORKERS

A Decree, No. 24,252/44 of 11 September 1944, extended to home workers the right to payment of wages for statutory holidays. This right had been granted to other workers by a Decree of 27 July 1944.

Workers covered by the definition of home workers in Act No. 12,713 concerning home work⁸ will be entitled to payment of wages for holidays if they have

¹ Cf. *International Labour Review*, Vol. LI, No. 1, Jan. 1945, p. 82.

² *Idem*, Vol. XLVIII, No. 2, Aug. 1943, p. 242.

³ *Idem*, Vol. XLV, No. 3, Mar. 1942, p. 339.

⁴ *Reichsarbeitsblatt*, 25 Sept. 1944.

⁵ Cf. *Legislative Series*, 1924, Arg. 1.

⁶ Under Decree No. 102,163 of 9 Oct. 1941.

⁷ Decree No. 18,708/44 of 15 July 1944.

⁸ Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 203.

worked for the same employer during the fortnight preceding the period in which the holiday falls. The amount of pay due is calculated by adding to the worker's wages for the fortnight in which the holiday falls the wages for the preceding fortnight, and dividing the sum by 25. A maximum limit of 8 pesos a day is set for home workers and of 12 pesos for occupiers of workshops who contract for home work and employ not more than three assistants. Occupiers of workshops employing more than three assistants and middlemen are not entitled to any holiday payments. But all occupiers of workshops must, according to this regulation, pay wages for statutory holidays to their assistants, whatever number they employ.¹

HOURS OF WORK IN CUBA

In two recent actions the Cuban Ministry of Labour has granted exceptions to the provisions of Article 66 of the Constitution, which fixes maximum hours of work at 8 in the day and 44 in the week.

As a result of the destruction caused by the recent hurricane, the Ministry issued an Order, No. 804, which permits public service undertakings to work overtime hours as may be required to make necessary repairs and resume normal service.²

The other exception arose out of requests made by the National Maritime Workers' Federation of Havana and its affiliated dock workers, and the Commerce and Industry Association of Havana, that employment in dock work should be exempted from the 8-hour day provision, which was difficult to apply under the rotating system of hiring labour in force. This exemption was provided in Order No. 799, which permits both dock workers and office employees whose work is closely related to accumulate the legal maximum of 44 hours of work per week irrespective of the number of hours worked in a day.³ A subsequent Order of the Ministry, No. 814, reaffirmed these provisions and also provided that they should remain in force for the duration of the war.⁴

NIGHT WORK IN BAKERIES IN VENEZUELA

The Ministry of Labour and Communications of Venezuela issued an Order, No. 42, on 10 November 1944 prohibiting night work in bakeries.⁵

The Order applies to the Federal District and the neighbouring District of Sucre in the State of Miranda. It prohibits work of any nature in bakeries and similar establishments between the hours of 10 p.m. and 4 a.m. If the public interest so requires, the Federal Executive may grant individual exceptions to the prohibition, in which case the wage rates paid for work performed during the night, as defined, will be increased by 15 per cent. above the regular day rates in the establishment in question. The provisions of the Order come into force 90 days after its publication, and will remain in force for six months thereafter.

HOLIDAYS WITH PAY FOR WAGE EARNERS IN ECUADOR

By Decree No. 771 of 9 August 1944, the provisions of Articles 220 to 224 inclusive of the Labour Code of Ecuador, relating to holidays with pay for salaried employees in private employment, were extended to wage earning workers because of the need "to give workers an annual period of rest from work in order to protect their health and promote their welfare". The Minister of Social Welfare and Labour is made responsible for the administration of the Decree.⁶

¹ Communication to the I.L.O.

² *Gaceta Oficial* (Havana), No. 592, 26 Oct. 1944, p. 17553.

³ *Idem*, No. 590, 25 Oct. 1944, p. 17483.

⁴ *Idem*, No. 658, 28 Nov. 1944, p. 19556.

⁵ *Gaceta Oficial* (Caracas), No. 21,558, 10 Nov. 1944, p. 144,739.

⁶ *Registro Oficial*, 15 Aug. 1944, p. 539.

Under the Labour Code, a salaried employee is entitled to 15 days of paid holiday each year. He may refrain from taking his annual holiday for three consecutive years in order to take the accumulated holiday in the fourth year. If he leaves his employment without having received the holiday to which he is entitled, he is to be paid compensation equal to the salary due for the holiday not taken. An employer may refuse to grant a holiday to an employee engaged in technical work or work of a confidential nature whom it is difficult to replace for a short period. The holiday in this case is added to that of the following year; and if the employee leaves his employment without having received his holiday under such circumstances, he is entitled to compensation at the rate of twice the salary due to him in respect of the holiday.¹

LONGER PAID HOLIDAYS FOR FINNISH SEAMEN

Improvements in the system of holidays with pay for Finnish seamen were effected by an Act passed on 27 April 1944, amending the Seamen's Holidays Act of 1939.²

The annual holiday for ratings was increased from 9 to 12 working days after one year's service; formerly, five years' service was required to qualify for 12 days' holiday. No change was made in the length of the holiday for masters, officers, and radio operators, which remains at 12 working days after one year's service and 16 working days after five years' service. In the event of interruption of service after at least six but less than twelve months, ratings now receive pay for six days instead of five; masters, officers, and radio operators still receive six days' pay as before. In seasonal shipping, masters, officers, and radio operators were formerly entitled to three days' pay for three months' service and four days' pay for four months' service, while ratings were entitled to two days' pay for three months' service and three days' pay for four months' service; under the new Act all ranks are entitled to one day's pay for each month of service, if the service is of at least three months' duration but less than six.³

SOCIAL INSURANCE AND ASSISTANCE

A SOCIAL SECURITY RESEARCH OFFICE IN CUBA

By Decree No. 3133 of 21 September 1944, a Social Security Research Office was set up in Cuba as a department attached to the Ministry of Labour and under the direct supervision of the Minister.

This office will provide information concerning all aspects of the social insurance legislation in force and will propose measures to the Minister for the improvement and development of social insurance institutions. It will also make investigations to determine the kinds of social security most needed by the population, and all State, provincial, and municipal bodies will co-operate in providing the data sought.

The Office will act as adviser to social insurance institutions in the compiling of statistics, taking of censuses, and other activities, and will co-operate with the National Minimum Wage Committee to carry on research into the cost of living, family budgets, etc.

It is also charged with the duty of keeping up an exchange of information regarding social security with the International Labour Organisation, the Pan American Union, and such foreign countries as request this, and it will periodically call together directors of Cuban social insurance institutions so that they may pool their experience and study, discuss, and adopt plans submitted to them.⁴

¹ Cf. I.L.O.: *Legislative Series*, 1938, Ec. 1.

² *Idem*, 1939, Fin. 2.

³ *Finlands Författningssamling*, 1944, p. 484.

⁴ *Gaceta Oficial* (Havana), 29 Sept. 1944, pp. 16071-16072.

THE ECUADORIAN PENSION FUND

Regulations for the administration of the Ecuadorian Pension and Insurance Funds were issued by two Decrees, Nos. 2051 and 2052, of 28 December 1943. These regulations were based on the Act of 26 July 1942¹ which amended the scheme of social insurance existing at that time. On 29 June 1944 a further decree suspended the application of the regulations concerning the Insurance Fund, but the Decree concerning the Pension Fund became effective on 1 October 1944.² A summary of its provisions is given below.

Scope.

The new Act makes insurance compulsory for all public employees and employees of banks, private insurance companies, and of the Insurance Fund itself. All wage earning or salaried employees of municipalities, financially autonomous public authorities, or the State, even when they are not classified as officials, and persons appointed by the Government to perform public services are considered public employees. The National Insurance Institute, the body to which the Ecuadorian insurance institutions are subordinate, will decide doubtful cases of liability to insurance.

The sum of 24,000 sucres a year is fixed as the highest remuneration upon which an insured person will pay contributions or receive benefits. Any remuneration in excess of this sum is not considered in making insurance calculations.

Risks Covered and Benefits.

The Pension Fund covers the risks of sickness, maternity, old age, and death.

Sickness and maternity benefits. In cases of sickness, the insured person is entitled to necessary medical, surgical, and dental attendance and medicines from the beginning of his sickness and for a maximum period of 26 weeks for the same sickness. He is also entitled to a cash allowance when the sickness incapacitates him for work; this allowance will be paid after the seventh day of incapacity and for a maximum period of 25 weeks. It will amount to 50 per cent. of the average wage of the insured person during the first four weeks, and to 40 per cent. during the subsequent twenty-one weeks. If the insured person has the legal right to sick leave on full pay or on part of his pay equal at least to the cash allowance, the latter will not be paid. Sickness benefits in cash and in kind will be granted to insured persons who have paid a minimum of six monthly contributions, two at least in the six-month period immediately preceding sickness. Instead of providing these benefits, the Fund may make provision for the hospitalisation of the insured person, either in its own establishments or in those provided by the social assistance services or similar bodies with which it has contracts. Medical care regulations, to be issued later, may determine the rate of cash allowance to be paid to the insured person's family during this period; in no case may this allowance exceed the allowance which the insured person himself would receive from the Fund. If the Fund cannot provide the medical assistance needed, it may, in certain cases, grant a sum of money equivalent to the assistance. No sickness benefits are paid by the Fund for industrial accidents or occupational diseases.

In the event of childbirth, an insured woman is entitled to the necessary obstetrical attendance and to a cash benefit, amounting to 75 per cent. of her average wage and paid during the three weeks before and the four weeks after her confinement. To be eligible for these benefits a woman must have paid at least six monthly contributions in the twelve months preceding childbirth.

All sickness and maternity benefits in kind will be distributed through and administered by the Social Insurance Medical Department. The Fund will pay the Department monthly an amount equal to one third of the contributions collected from the employers the month before. The Medical Department will make systematic examinations into the state of health of members of the Fund with a view to setting up preventive medicine services. It may also, in agreement with the Actuarial Department, make contracts with municipalities and banks that have established medical and hospitalisation services, under which part of the

¹ *International Labour Review*, Vol. XLVI, No. 4, Oct. 1942, p. 499.

² Communication to the I.L.O.

employers' contributions to the Fund will be made over to these institutions in proportion to the services they provide.

Invalidity, old-age and survivors' pensions. An insured person who becomes incapacitated for work is entitled to an invalidity pension if he has paid at least sixty monthly contributions; however, if the incapacity is the result of an industrial accident, the pension will be paid regardless of the number of contributions made. The rules consider as incapacitated any insured person who, because of sickness or mental or physical disability, finds himself unable to carry on his usual profession or occupation or any other suitable to his experience or training and to his category as a worker. Applicants for a pension and those already in receipt of a pension must be examined by doctors of the Fund. Subject to the approval of the National Insurance Institute, the Fund may set up services to avert invalidity and to rehabilitate those unable to work. The invalidity pension is equal in value to the old-age pension described below.

An insured person who has reached the age of 55 years and paid at least 360 monthly contributions, or who has reached 65 years and paid at least 180 monthly contributions, is entitled to an old-age pension.

The annual invalidity or old-age pension consists of a basic amount equal to 40 per cent. of the average annual wage earned in the last sixty months for which contributions were paid before the date when the conditions prescribed for obtaining a pension were satisfied, increased by 1.25 per cent. of the same average wage for each year of contribution after the first sixty-month period has been concluded. In the event of incapacity due to an industrial accident, the pension will be paid even if the insured person has not paid 60 monthly contributions, and will amount to 40 per cent. of the average monthly wage earned during the period in insurance. If he remains in pensionable employment after the date on which he has satisfied the prescribed conditions for receiving a pension, the pension will be suspended, but on his retirement it will be increased by an annual amount equal to 5 per cent. of the wage earned after the said date.

A member of the Fund who leaves his employment and does not rejoin the compulsory insurance scheme of the Pension Fund within the next six months, or does not become a member of the Insurance Fund, will be entitled, if he has paid at least 300 monthly contributions and is 45 years old, to a pension reduced in proportion to the number of years he lacks to be entitled to a regular old-age pension. The amount of this pension will be calculated in accordance with a specified schedule.

Invalidity and old-age pensions may not amount to less than 45 sucres a month.

In case of death, the widow of a pensioner or insured person who has paid at least 60 contributions or whose death was the result of an industrial accident (in which case no minimum number of contributions are required) is entitled to a widow's pension. This will amount to 30 per cent. of the invalidity or old-age pension that the deceased was receiving or had earned the right to receive.

Orphans of an insured person are entitled to a pension under the same conditions as widows. Orphans' pensions will be paid to sons under 18 years of age, unmarried daughters under 25 years, and any incapacitated son or daughter without age limit. The fund may pay orphans' pensions up to 21 years if the recipient is studying in a public educational establishment or one authorised by the State. Each orphan's pension will amount to 15 per cent. of the pension that the deceased was receiving or had the right to receive, and will be increased to 30 per cent. in cases where both father and mother are dead.

The widow's pension may not be less than 15 sucres a month, nor the orphans' pensions less than 9 sucres per child.

Maintenance of Insurance Rights.

Insured persons who withdraw from insurance retain their rights to invalidity, old-age and survivors' benefits for one tenth of the time for which they have paid contributions, but for not less than six months. As far as sickness and maternity insurance is concerned, if a minimum of six monthly contributions have been paid and the insured person is unemployed, he retains his rights for two months.

Contributions.

The Decree reaffirms the provisions for contributions laid down by the Act; that is, the insured persons and the employer each pay 7 per cent. of all wages and salaries and the State pays a subsidy equal to 40 per cent. of the pension

expenditure of the Fund. The moneys are divided into two separate sections, one for public employees and one for the other insured persons; the resources of one section must not be used to cover the obligations of the other.

Every three years the Actuarial Department of the National Insurance Institute will draw up an actuarial balance sheet of the Fund and will submit any proposals it considers necessary to correct the actuarial bases of the scheme or to improve the benefits.

Co-operative Funeral Fund.

All insured persons are obliged to contribute 1 per cent. of their wages to establish a funeral fund for the payment of certain expenses provided for in the regulations. A deceased person who has paid six monthly contributions to this fund leaves to his surviving wife (or her husband) and to children under 21 years, or over 21 if incapacitated (to unmarried daughters without age limit), an amount which will be fixed each year by the governing body of the Pension Fund and based on the reports of the Actuarial Department of the National Insurance Institute. This amount will be calculated taking into account the average income and expenditure of the funeral fund, the existing resources, and mortality statistics.

Organisation.

The Fund is administered by a governing body, an executive committee, and a manager.

The governing body is tripartite in constitution and is entrusted with the general management and supervision of the Fund. It is responsible for drawing up the annual budget and investment plan, deciding on investments of over 50,000 sucres, making internal regulations and amendments, and enforcing its own rules and decisions and those of the National Insurance Institute. Members of the governing body are in office for three years, and at the end of that time they may stand for re-election. They will elect one of their members as chairman. The chairman's powers and duties are specified in the regulations.

The governing body elects three of its members to form the executive committee, which makes decisions on all current affairs and decides what matters should be brought to the attention of the governing body.

The regulations also provide for setting up a benefits committee made up of the chairman of the governing body, the manager, and a member of the executive committee. This committee will make decisions concerning applications for pensions and incapacity for work, and ascertain the fulfilment of any other conditions prescribed for receiving a pension. The manager will direct the administration of the Fund and represent it in all legal or other actions, and may veto the decisions made by the executive committee on investments. However, if the executive committee maintains its decision and obtains the approval of the governing body, his veto may be overridden. An assistant manager will replace the manager in his absence, and is directly in charge of the administration of the institution.

The Decree also states that a financial controller (*interventor*) is to be appointed by the governing body to audit the accounts, etc.

Transitional Provisions.

Persons who were pensioned before the new regulations came into force (on 1 October 1944), but made contributions in respect of employment subsequent to the award of the pension, were entitled up to 1 October 1944 to have the new pension based on the former provisions, and also to the increase of 5 per cent. of wages earned after that date. Persons who at 1 October 1944 had paid contributions for 25 years or more also have these rights. Insured persons who, during the first five years that the Decree is in force, fulfil the conditions for obtaining a pension according to the former regulations will have the right to a pension calculated on the new system, but no wages in excess of 1,250 sucres a month will be taken into account in the calculation. Periods of service in public administration before 1 March 1928, and in banks before 1 October 1928, will be considered as time for which contributions towards invalidity, old-age and survivors' benefits based on the new regulations have been paid, provided that the conditions prescribed by the relevant Acts of 1928 (as amended) and by the earlier regulations are satisfied within six months of the coming into force of the Decree.¹

THE SOCIAL INSURANCE MOVEMENT IN CHILE

AMENDMENTS TO THE JOURNALISTS' SOCIAL INSURANCE SCHEME

Several amendments were made by a Chilean Act, No. 7790, of 18 July 1944 to the social insurance legislation affecting employees of newspapers and periodicals and of advertising agencies (journalists), who are entitled to old-age, invalidity and survivors' pensions, long-service benefits, and unemployment and family allowances through the journalists' section of the National Fund for Public Employees and Journalists.

The new Act gives journalists larger representation in the council of the Fund and increases the scope of insurance to include undertakings employing less than ten persons.

It provides further that persons who cease to contribute but do not withdraw their contributions keep their rights to insurance for a period to be fixed later, and those who withdraw their contributions will have the right to refund them if they re-enter insurance.

For the calculation of pensions, special credit will be given for night work performed over a period of years for a minimum duration of six hours; after twenty years or more of night work, an insured person will be credited with six months extra for every year of night work; after fifteen years or more, with four months extra; after ten years or more, with two months extra. The same credits will be given for insured persons working for six-hour periods in atmosphere contaminated by poisonous gases. In either case the undertakings must pay an additional 1 per cent. contribution.

Whereas pensions were previously limited to a maximum of 36,000 pesos a year, the new Act sets a variable yearly maximum, equal to five times the living wage rate in force at the time the pension is granted. The minimum invalidity pension will be equal to the living wage rate in force at the time the pension is granted.

Survivors' pensions were formerly paid on the basis of 23 per cent. of the pensioner's salary in his last employment for the first ten years of service, plus 1 per cent. for each additional year worked. The new Act increases the basic pension to 60 per cent. of the average salary for the last two years, plus 1 per cent. for each additional year. For those who have not paid contributions for ten years at the time of their death, the survivors' pension will be 50 per cent. of the wage plus 1 per cent. for each year after the first two.

The new Act improves the compulsory life insurance scheme. It also makes medical care a compulsory, instead of a voluntary, part of insurance. For this purpose the Fund will organise a curative medical service, to finance which it may set aside up to 5 per cent. of the income granted to it by the Act. The President of the Republic, with the consent of the Council of the National Fund for Public Employees and Journalists, may increase the contribution rate up to 2½ per cent. of salary.

Finally, the new Act increases current pensions. The basic sum of 9,600 pesos a year is raised by 70 per cent.; the first 2,400 pesos above that amount, by 10 per cent.; the second, by 9 per cent.; the third, by 8 per cent.; the fourth, by 7 per cent.; the fifth, by 6 per cent.; and additional amounts by 5 per cent. No readjusted pension may amount to less than the living wage as fixed in Santiago. In August 1944 it was approximately 1,020 pesos a month.¹

AMENDMENTS TO THE WORKERS' SOCIAL INSURANCE SCHEME

Act No. 7771 of 23 July 1944 has removed the upper wage limit, above which a worker ceases to be liable to insurance in the Chilean Workers' Insurance Fund.

This Fund covers agricultural, commercial, industrial, independent, and domestic workers, and grants invalidity, sickness, old-age and survivors' benefits

¹ *Diario Oficial*, 4 Aug. 1944, pp. 1441-1446.

to insured persons, maternity benefits to insured women and the wives of insured men, and medical care to insured persons' children under two years old.

The original Act on compulsory workers' insurance had fixed 12,000 pesos a year as the maximum wage limit for admission to the Fund; now all workers are eligible for insurance no matter what remuneration they receive. The reason for the amendment lay in the increase in wages during the last few years, which caused an appreciable decrease in the number of workers insurable in the Fund.

The new Act also provides that, for the purpose of contributions and benefits, all remuneration for any kind of work, in cash or in kind, including food and lodging when supplied, but excluding family allowances, shall be considered as wages.¹

INVESTMENT PLANNING COMMITTEE

A committee to study the investment policy of insurance funds and report its conclusions to the Government was set up by Decree No. 552 of 28 April 1944.

The committee is composed of the Ministers of Health and Finance, who serve as chairmen, the Director of the Social Insurance Department, and the executive vice-chairmen of the principal social insurance funds. It will draw up a general investment plan for all social insurance institutions, taking into account the special objects of each institution and the social and economic purposes of the investments; and particular investment plans for each institution. These plans are to be submitted to the Government a month and a half before the end of each financial year. It may be mentioned that in 1943 the social insurance funds had a surplus of more than 600 million pesos for investment and a capital investment of about 5,000 million pesos.²

FAMILY ALLOWANCES IN URUGUAY

The Uruguayan Government by a Decree of 17 May 1944 issued regulations for the operation of the equalisation funds, for the payment of family allowances, which had been introduced by Act No. 10449 of 12 November 1943.³

Scope.

Coverage by equalisation funds is compulsory in respect of all salaried employees and workers of either sex, in industrial and agricultural undertakings, who have sole responsibility for the maintenance of legitimate or legally acknowledged illegitimate children, brothers or sisters, or orphans, under 14 years of age or under 16 if they are continuing their education. The scheme covers all wage earners and salaried employees working in any type of undertaking, home workers, workers employed by co-operatives, mutual aid societies, etc., but excludes rural workers not employed in undertakings and workers in domestic service.

Organisation.

The provisions of the Act are administered by family allowance funds, including equalisation funds, funds for single undertakings, official funds, and departmental funds.

Equalisation funds are set up to cover one industry or commercial activity, or groups of related industries or commercial activities, and it is compulsory for every employer to join the fund for which he is eligible. To be able to set up an equalisation fund, the affiliated employers must together employ at least 4,000 persons in their undertakings. The Ministry of Industry and Labour will call upon the employers' and workers' associations in each branch of industrial or commercial activity to state whether they wish to belong to the boards of the

¹ *Diario Oficial*, 26 June 1944, p. 1173.

² *Idem*, 1 June 1944, p. 996.

³ Cf. *International Labour Review*, Vol. L, No. 2, Aug. 1944, p. 251.

funds and to nominate candidates; in choosing members for the boards, the Ministry should take into account the size of the associations nominating candidates and the results of the elections to the national wage boards. The equalisation funds are to be managed by an honorary board, to be renewed every two years, composed of one Government representative who will be chairman, two employers' delegates, and two workers' delegates. The Government has power to incorporate new industries and related commercial activities in already existing funds.

The Ministry may authorise the establishment of family allowance funds for single undertakings at their request, provided that they employ more than 100 persons, are not in arrears with the payment of insurance contributions, have a financial and economic position which ensures the stability of the fund, and grant benefits equal to or greater than the minimum of 6 pesos per child required by the Act. These funds will be administered by a board composed on the pattern of those for the equalisation funds. The Government reserves the right to revoke its authorisation of these funds at any time.

Official funds are set up in an industry or in groups of industries where the requirements for a collective fund have not been met, that is, where the employers concerned ordinarily employ less than 4,000 persons, or where they do not respond when called upon by the Ministry to organise an equalisation fund.

In the departments in the interior of the country or on the coast, departmental equalisation funds may be set up covering any number and kind of industries or commercial undertakings. They do not need to be related in character, or to employ a minimum of 4,000 persons.

Benefits.

Any worker or salaried employee who considers himself eligible for benefits under the Act may apply to the fund concerned and submit proof that he has a beneficiary in his charge. The allowance must be such as to bring the remuneration received by the head of the family up to 200 pesos, and its payment will not be stopped as long as the contract of employment is not terminated, even though—because of accident, sickness, disciplinary suspension or any other reason—the worker no longer receives his wages. The regulations state that by remuneration is meant the wage or salary and any other fixed or variable amount received by the worker as percentage, commission, bonus, etc., plus the value of any food or lodging provided by the employer.

Financial Resources.

The funds are financed by an employer's contribution of a certain percentage of wages paid. The Government fixes the percentage quarterly. For this purpose, the funds first calculate the total amount needed to cover allowances granted, the administration costs—which may not exceed 3 per cent. of the gross receipts—and a reserve fund (to be invested in Government bonds) of 5 per cent. of allowances paid; they also calculate the total wages paid by all employer members of the funds. The quotient of these two totals is the percentage of wages to be charged for the three-month period. The funds' resource may also include voluntary contributions from employers, workers or salaried employees, the interest on investments, etc.

To determine the amount of the allowance, the funds divide the sum available by the number of beneficiaries. The result, up to a maximum of 6 pesos, is the allowance per child. If there is a surplus, it may be used to increase general allowances, to give supplementary allowances to large families, to provide maternity bonuses, and to organise extra family welfare services.

The Bank of the Republic advanced to the funds the initial amount needed to start the payment of family allowances during the first half of September 1944.

The Decree also fixes the fines to be paid for infringement of the provisions of the Family Allowance Act.¹

¹ *Diario Oficial*, 25 May 1944, pp. 243A-246A.

WORKERS' ORGANISATIONS

SECOND GENERAL CONGRESS OF THE CONFEDERATION OF LATIN AMERICAN WORKERS

The Second General Congress of the Confederation of Latin American Workers (C.T.A.L.) was held from 10 to 15 December 1944 at Cali, Colombia, under the chairmanship of its President, Mr. Vicente Lombardo Toledano. The opening sitting was presided over by the Colombian Minister of Labour, Health and Social Welfare, Dr. Adán Arriago Andrade, representing the President of Colombia.

The Congress was attended by 45 official and 45 fraternal delegates from national and other trade union organisations of Argentina, Bolivia, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay, and Venezuela; two fraternal delegates from the Congress of Industrial Organizations (C.I.O.) of the United States, one from the British Trades Union Congress, two from the General Federation of Spanish Workers, and one from the American Teachers' Federation; and two observers from the International Labour Office. There were also observers present from the United States, British, and Soviet Embassies in Colombia. The President of the Trades and Labor Congress of Canada was to have represented this body at the Congress, but he was unable to attend.

The following table shows the membership of the national Latin American organisations represented at the Congress:

Organisation	Membership
General Confederation of Labour of Argentina ¹	250,000
Federation of Bolivian Workers.....	25,000
Confederation of Chilean Workers.....	400,000
Confederation of Colombian Workers.....	200,000
Confederation of Costa Rican Workers.....	40,000
Confederation of Cuban Workers.....	500,000
Confederation of Dominican Labour.....	10,000
Confederation of Ecuadorian Workers.....	150,000
Confederation of Mexican Workers.....	1,300,000
Organising Committee of the Confederation of Nicaraguan Workers.....	10,000
Federation of Trade Unions of Panama.....	1,000
Paraguayan Workers' Council.....	50,000
Confederation of Peruvian Workers.....	300,000
Uruguayan General Federation of Workers.....	40,000
Venezuelan workers' organisations in process of organising a Confederation of Venezuelan Workers.....	40,000

Transport and other difficulties prevented the attendance of delegates from the other Latin American countries. The workers' organisations of Salvador, for instance, could not attend but were represented indirectly through the General Secretary of the Confederation of Costa Rican Workers.

Messages to the Congress.

Among the many messages of greeting and support received by the Congress may be mentioned those from: President Alfonso López of Colombia; President Avila Camacho of Mexico; President Juan Antonio Ríos of Chile; President Isaías Medina Angarita of Venezuela; President Teodoro Picado of Costa Rica; the National Congress of Colombia; the U.S.S.R. Central Council of Trade Unions; the National Committee of the French General Confederation of Labour; the Trades and Labour Congress of Canada; and the Confederation of Liberian Workers.

¹ This organisation is not recognised by the Argentine Government (cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 676).

The message from President López of Colombia was read by Dr. Arriaga Andrade, Minister of Labour, Health and Social Welfare of Colombia. It pointed out the great importance of the Cali Congress as a means of "transmitting to the peace conference the hopes and aspirations of the common people in the three Americas". The message of President Avila Camacho of Mexico paid tribute to the patriotism of the organised workers of Latin America, who, without surrendering any of their inalienable rights were proving more clearly every day their capacity to assume the highest obligations placed on citizens by true love of country". He congratulated the C.T.A.L. on its "consistent work in support of the democratic progress of all Latin American peoples".

President Ríos of Chile expressed his conviction that "the Congress would make a valuable and constructive contribution to the solution of the problems created by the war"; President Angarita of Venezuela, that it would strengthen the "will of the productive classes of society to co-operate loyally in working for continental solidarity and progress"; and President Picado of Costa Rica, that it would "result in active co-ordination of the forces of labour of the Continent in the struggle against Nazi-Fascism and for the establishment of economic and social justice in our countries after the war".

The message of the U.S.S.R. Central Council of Trade Unions, signed by Mr. Vasili Kusnetzov, its Chairman, called upon the workers of the democratic countries to co-ordinate their efforts and stated that the organised workers' movement of Latin America had made "an important contribution to the struggle for international labour unity against Fascism". The message from Mr. Percy Bengough, President of the Trades and Labor Congress of Canada, expressed the solidarity of this organisation with the organised workers of Latin America, and congratulated Mr. Lombardo Toledano on the achievements of the C.T.A.L. The Federation of Liberian Workers also expressed its support of C.T.A.L. policies and asked that an agreement should be made for the common action of their two organisations. Lastly, the message of the National Committee of the French General Confederation of Workers declared that the C.T.A.L. Congress would bring closer the achievement of international labour unity.

Presidential Address.

In his opening address, Mr. Lombardo Toledano reviewed the work accomplished by the C.T.A.L. since the outbreak of war. He showed that the most important part of this work consisted in explaining to the Latin American peoples the true meaning of the war and unmasking to them the subversive machinations of the Fifth Column on the American Continent. Against Fifth Column cries of "Hispanism", by which these traitors were trying to divide the Continent into two opposing Americas, the Saxon and the Latin, the C.T.A.L. had raised and was defending the banner of united, all-inclusive "Americanism". He also explained the attitude of the organised labour movement of Latin America towards the "imperialist groups" of the United States and Great Britain, and drew a clear line between the United States and British monopolies in Latin America and the United States and British people. "We have travelled far", he said, "from that romantic and fruitless attitude which cries out passionately against imperialism without taking any definite, concrete action for the liberation of our countries." Instead of such romanticism, organised labour now took a scientific view of social problems.

Mr. Lombardo Toledano emphasised the importance of the C.T.A.L. decision not to employ the strike as a normal instrument of struggle during the war emergency but only to use it as a last resort, and he reaffirmed this decision for the new stage of the war. He also insisted on the need for continental co-operation in economic matters and the need to extend this co-operation to the entire world.

He referred to the belief, held by certain political groups of the Continent and in the world at large, that the time for socialism had arrived. "The stage through which we are passing", he claimed, "is that of the democratic and industrial revolution of Latin America. The hour for the establishment of socialism has not arrived." The democratic ideal of the C.T.A.L. was the ideal that had been pursued since 1810 by the founders of Latin American independence and their followers.

Referring to the post-war period, he warned that "there exists a grave danger for Latin America of losing the war", and pointed again to the machinations of appeasers and Fascists on the Continent and abroad who, having lost the military war, were trying to win the political war. He told about the new ways in which

the enemies of democracy in Latin America were operating and mentioned particularly the campaigns of anti-protestantism, anti-semitism, and anti-communism. "No one is trying", he declared, "to force protestantism or communism on Latin America. To state the contrary is a base slander on the United States, Great Britain, and the Soviet Union."

Speaking of the relations between the Latin American workers' movement and the Church, he made a strong appeal for co-operation between the two bodies for the strengthening of democratic institutions, on the foundation of the industrialisation of the Continent and the elimination of the remnants of the feudal system. It may be added that this position was supported later by similar statements made by various delegates to the Congress. For example, the General Secretary of the Confederation of Costa Rican Workers, in his report on the situation in his country, paid tribute to the Archbishop of San José for his support of the social demands of the Costa Rican workers. The representative of the American Teachers' Federation made the following statement: "We do not wish to fight against the Church. We accept the fact of Catholicism in our America, but the Church for its part must recognise that centuries have passed since the days when America was a Spanish colony."

Presidential Report.

In his report to the Congress, Mr. Lombardo Toledano dealt at length with the most important activities of the C.T.A.L. and its affiliated national organisations since the First Congress, held in November 1941¹, and with the tasks that lie before them in the immediate future. He also considered the relations between the C.T.A.L. and labour organisations in other parts of the world, and certain aspects of Latin American labour unity.

Relations with other organisations. He recalled that a special meeting of the Central Committee of the C.T.A.L., held in Montevideo at the beginning of March 1944 had decided that the organisations composing the Federation should send representatives to the proposed World Trade Union Conference in London who should work in unity under the direction of the President, and announced that a resolution would be submitted to the Congress on this question.

The relations between the C.T.A.L., and the Congress of Industrial Organizations in the United States, said Mr. Lombardo Toledano, were those of "indestructible solidarity", and the complete agreement between them regarding the need for a single world organisation of workers to include all workers of the United Nations was a source of great satisfaction to organised Latin American labour. This sentiment was echoed by the fraternal delegates from the C.I.O., Mr. Joseph Selly, President of the American Communications Association, and Mr. O. A. Knight, President of the International Oil Workers' Union.

Mr. Lombardo Toledano expressed the appreciation of the C.T.A.L. for the heroic sacrifices made by the organised workers of Great Britain in their fight against aggression and in their efforts to bring about international labour unity. He welcomed the presence of Mr. Arthur Horner, fraternal delegate from the British Trades Union Congress and President of the South Wales Miners' Federation, who in reply, said that it gave him great pleasure to establish direct co-operation between his organisation—the oldest workers' union in the world—and the youngest international workers' organisation—the C.T.A.L.; both were opposed to a static conception of the labour movement and held that the trade unions were and should be the vanguard of democracy.

Mr. Lombardo Toledano reported on the visit he had paid to Canada in October 1944 to attend the Annual Convention of the Trades and Labor Congress of Canada.² "Our relations with the organised workers of Canada, those affiliated with the A.F. of L., as well as those affiliated with the C.I.O., are excellent", he said. He also spoke of the development of Canada's economic power, discussed the prospects of trade between Canada and Latin America after the war, and called for the economic and political integration of Canada within the Pan-American family of nations.

Aspects of Latin American labour unity. In his report Mr. Lombardo Toledano made the suggestion that it might be expedient to organise Latin American federations of unions for particular occupations or industries, more especially for the industries controlled by large foreign monopolies, such as the oil and sugar

¹ Cf. *International Labour Review*, Vol. XLV, No. 2, Feb. 1942, p. 211.

² *Idem*, Vol. I, No. 6, Dec. 1944, p. 801.

industries. These federations could affiliate later with the International Trade Secretariats. Careful study of the special circumstances of each case would, however, be needed.

There was also the need for establishing a Latin American labour press service, which would be at the disposal of the workers' organisations of Latin America, the United States, Canada, Europe and Asia and would help them to co-ordinate the work.

Attention was drawn to the existence of legal obstacles in Brazil and Venezuela to international relations between the workers' organisations of Latin America. The C.T.A.L. would not cease its efforts to find an adequate and satisfactory solution of these difficulties.

Reports of National Delegations.

A number of reports were submitted on economic and social conditions in the different Latin American countries. Special interest attaches to the two following items: the Minister of Labour of Paraguay, with the support of the Workers' Council, recently submitted to the National Congress a draft Legislative Decree to guarantee freedom of association for Paraguayan workers; the Venezuelan delegates to the Congress reached an agreement in favour of the establishment of a federation of Venezuelan workers and of regional workers' federations, to bring all Venezuelan trade unions under a single administration.

Decisions of the Congress.

After five days of lively general discussions and committee work the Congress adopted a series of resolutions on a number of social, economic, political, and organisational questions, some of the more important of which are summarised below.

The World Trade Union Conference. This resolution, announced by Mr. Lombardo Toledano in his presidential report, was unanimously adopted. It defined the principles for which the representatives of the C.T.A.L. at the Conference should work as follows: (1) suppression of all Fascist régimes, even though they had not openly joined the Axis; (2) full support for the right of self-determination of all peoples; (3) punishment of Germany and Japan for the crimes committed against the world; (4) fulfilment of the provisions of the Atlantic Charter and the Teheran Agreement; (5) entrusting of the main responsibility for collective security to Great Britain, the Soviet Union, and the United States of America, in order to avoid the evasion of responsibility which had taken place in the days of the League of Nations; (6) help for economically underdeveloped countries in their struggle against the uncontrolled activities of international monopolies; (7) participation of the international labour movement in the peace conference and in any other conferences held to determine future national or international conditions; (8) organisation of the international labour movement in a single federation, to include all workers in the world, which would respect the national characteristics of the different organisations and unite them all on a minimum programme of action; (9) obtaining for colonial workers the same rights and social legislation as protect the workers in the countries on which the colonies depend; (10) changes in the structure of the International Labour Organisation, to give the workers' representatives equal rights and power with those of the Governments.

The following national organisations decided to send delegates to the London Conference: Colombia, 1 delegate; Costa Rica, 1; Cuba, 3; Dominican Republic, 1; Ecuador, 2; Mexico, 5; Peru, 2; Uruguay, 1. Bolivia, Paraguay, Salvador, and Venezuela found it impossible to send representatives and decided to delegate their powers to the President of the C.T.A.L. A resolution was adopted stating that the same procedure would be used for any of the remaining countries that were unable to send delegates in time. The C.T.A.L., as such, would be represented separately by members of its Central Committee.

The International Labour Organisation. The Congress expressed great interest in the present and future activities of the International Labour Organisation and adopted three resolutions on the subject, the text of which appears elsewhere in this issue.¹

In his presidential report Mr. Lombardo Toledano had noted that the I.L.O., in spite of its defects, provided a valuable means of co-operation between Govern-

¹ See above, p. 202.

ments and employers' and workers' organisations. He pointed out that the C.T.A.L. did not wish to disrupt such an organisation, but rather "to reorganise and democratise it" so as to make it into an instrument of the United Nations. A similar view was expressed by Mr. Arthur Horner, fraternal delegate from the British Trades Union Congress.

Mr. Adolf Staal, International Labour Office observer attending the Congress, delivered an address in which he stressed the importance that the C.T.A.L. had gained during the last few years, as had recently been shown by the election of its President to the Governing Body of the Office. He also spoke of the influence of the I.L.O. in Latin America, especially in the field of social insurance, and noted that this influence had been officially recognised in the legislation of various Latin American countries, such as Chile, Costa Rica, Colombia, and Mexico. In view of the growth of the Latin American labour movement, the Director of the International Labour Office had appointed a Spanish-speaking official, Mr. David Efrón, whose special duty it would be to maintain relations between Latin American workers' organisations and the Office.

Mr. Staal drew the attention of the Congress to the plans being made to set up under I.L.O. auspices international industrial committees for certain important industries, including the textile, coal, steel, and transport industries. On these committees the trade unions would be directly represented.

Social conditions. The Congress paid particular attention to the development of social insurance, the situation of agricultural workers, questions of health, housing, and education, and the growth of speculation in essential materials.

A resolution concerning *social legislation* in general recommended that special official bodies should be set up and placed in charge of the supervision of the observance of existing legislation and especially of laws based on Conventions adopted at the International Labour Conference.

The resolution on *speculation* declared that this was not only a social problem but had been given a political aspect by the Fifth Column, which used it as a means of discrediting the democratic Governments of Latin America. It therefore called for the setting up of Government agencies, with workers' representatives, to fix maximum prices, eliminate middlemen, and control the distribution of essential articles. It also urged the adoption of measures for the control of the export and import of consumption goods.

The resolution on *social insurance* demanded that this should be provided for all employed persons in all the Latin American countries on the basis of contributions paid by the State, employers, and/or workers (according to the conditions in each country), and that workers' organisations should participate in the financing and administration of insurance schemes. It stated that social insurance was primarily the responsibility of the State and employers, but that the workers of Latin America wished, particularly during the present emergency, as a further proof of co-operation and national unity to assume part of the financial responsibility in particular cases where it was necessary—without prejudice, however, to any existing provisions placing sole responsibility for the financing of social insurance on the State and employers. In general, the resolution was in favour of a social insurance investment policy aiming at broad social objectives, and of the centralisation of insurance problems and the standardisation of social insurance criteria. The resolution demanded the extension of insurance benefits to agricultural workers, to whom certain minimum standards should be guaranteed, due account being taken of the particular circumstances of the region and kind of work in question. Such guarantees should include a minimum living wage and medical care services.

In a resolution dealing with *health measures* and *workers' housing*, the Congress drew attention to the close relation between the workers' health and their economic productivity in peacetime as well as in wartime.

The resolution on *education* called upon the Governments and teachers of Latin America to organise a campaign to stamp out illiteracy in areas where there are no regular educational facilities, and stressed the intimate connection between the level of education, output, and technique. In particular, it demanded that Governments should adopt measures to promote technical training in line with the requirements of national economic development.

Finally, the Congress adopted a resolution on the problems of the *Latin American Indian population* which recommended that programmes should be adopted to incorporate the Indians into the economic, social, and cultural structure of their respective countries. It was also resolved that an Indigenous Latin

American Congress should be held, preceded by the establishment of federations of Indians in each country.

Economic conditions. The Congress dealt with the economic problems that will face Latin America in the transition period immediately following the war and in the period of economic development thereafter. As regards the *transition period*, it expressed deep concern over the fact that the restriction of export trade due to the war had led to an accumulation in some Latin American countries of considerable reserves of grain and fibres which had been produced for the foreign market; that only part of these products could be used for the rehabilitation of the devastated areas of Europe and Asia; that such limited exports would not be sufficient to stabilise the economies of Latin American countries during the period immediately following the war; and that the planning and execution of broad programmes to free the Latin American countries from excessive economic dependence on their export markets would require a relatively long period. In view of this situation, the Congress demanded that "the Governments of Latin America and of the countries which provide export markets for Latin America should immediately work out a rationally co-ordinated plan in order that during the transition period an orderly and fair distribution may be made on foreign markets of the accumulated stocks of Latin American products". It also drew attention to the fact that since June 1940 the Government of the United States of America, through the Rubber Reserve Corporation, the Metal Reserve Company, and the Defense Supplies Corporation, had been buying large quantities of industrial raw materials in Latin America with "the legitimate and essential object of providing the war materials needed by the United Nations for the prosecution of the war, and not of helping the economy of the Latin American countries". Since purchases from Latin American countries must not be limited to a temporary war measure, but must be continued in the post-war period and transformed into a programme to help the economic development and stabilisation of Latin America through the provision of markets for its export products, the Congress resolved to urge the United States Government to take immediate steps for the working out of such a programme.

The Congress also dealt with the serious problems created in Latin America by the wartime decline in the imports of the manufactured goods and machinery needed for its economic development, and the resulting accumulation of large reserves of foreign exchange by its countries in the countries to which they export, and the serious economic damage that could result for Latin America if the use of these reserves is postponed for an indefinite period or if restrictions are placed on their use. A resolution was therefore adopted which: (a) urged the Governments of the United Nations to plan without delay for a just distribution of imports among the Latin American countries to meet their needs; (b) requested that, in the redistribution of ocean transport which would take place immediately after the end of hostilities, these needs should be considered; (c) called on labour in the United States to co-operate in order that these needs might be given special attention in the industrial reconversion programme which was being prepared in that country.

Another resolution declared that Latin America's rapid economic development in the immediate post-war period "was closely bound up with the ability of the United States and Great Britain to maintain their present programme of full employment of all their available manpower . . . since this would facilitate trade with the countries of Latin America", and therefore commended the Governments and workers' organisations of the United States and Great Britain for their plans to promote an economy based on abundance after the war.

A special report was submitted by the Executive Committee and adopted by the Congress, containing the "General Bases for a Progressive Latin American Programme"¹, which dealt with the *economic situation after the transition period*. Its central thesis is that the industrialisation of Latin America is the basic and essential condition for the economic development of the Continent and for the consolidation of its democratic institutions. This idea was also expressed in a series of resolutions adopted by the Congress whose main points are summarised below:

(1) Condemnation, as anti-scientific and anti-social, of the belief held by certain sections of North American and British industry and investors that the industrialisation of Latin America will endanger their markets and their industrial investments there;

¹ See below, "Bibliography", p. 274.

(2) Declaration that the opposition of foreign monopoly capital to such industrialisation is contrary, not only to the economic and social interests of the Latin American peoples, but also to the interests of industry, investment capital, and labour in the United States and Great Britain;

(3) Declaration that the industrialisation of Latin America must not be left to the uncontrolled initiative of private capital, national or foreign, with private profit as the sole consideration; that in the case of foreign capital this would reopen the door to economic and financial imperialism in Latin America; that the investment of capital should take place under a series of guarantees and controls set up to guard the basic interest of the Latin American economy; that foreign capital is needed and will be welcomed in Latin America provided that it is invested in such a way as to increase the industrialisation of the countries and the purchasing power of the people; that to ensure such a result, State development bodies must be set up, national, continental, and international in character, financed by Government or mixed capital, and given the task of working out development programmes for the different countries; and that the greater part of the financial and administrative control of programmes originated by international bodies should be left in the countries where the investments are made;

(4) Declaration that the fundamental cause of the international crises of the last twenty-five years was the inability of the great industrial powers to bring about a steady expansion of production and consumption; that the return in the post-war period to the use of negative measures for economic stabilisation (such as, restriction of international trade by Government-imposed tariffs, exchange control, and blocking of accounts, and restriction or destruction of production by private undertakings or Governments to maintain high prices) would lead to a new international crisis; that such a crisis can be avoided only if inter-governmental bodies are set up to co-ordinate and control production, distribution, and consumption; and that for these bodies to be really effective, representatives of the workers of the Continent and the world must participate directly in them.

Political questions. The following are some of the main points contained in the political resolutions adopted by the Congress:

(1) Approval of the principles laid down by Mr. Lombardo Toledano in his report on the position of the C.T.A.L. in regard to continental and world political problems;

(2) Reaffirmation of support for President Roosevelt's "good neighbour" policy;

(3) Support for the Dumbarton Oaks plan and a demand for the implementation of the principles of the Atlantic Charter and the Teheran Agreement;

(4) Demand that a "hard peace" should be imposed upon Germany and Japan;

(5) Authorisation of the President to draw up a public declaration, in the name of the Congress, addressed to the Argentine people and working class, assuring them of the support of the C.T.A.L. in their struggle to re-establish a democratic régime in their country; urging national organisations affiliated to the C.T.A.L. to start and to carry on popular campaigns in their respective countries for the freeing of political prisoners, and to co-operate in forming committees, representing the various democratic groups in each country, to aid the Argentine people; proclaiming the need for applying economic sanctions against the present dictatorship in order to weaken its preparations for war against the other countries of America; authorising the President to appoint a special committee to establish direct contact with Argentine workers' organisations in order to help to unify the trade union movement, since trade union unity is the essential basis for national unity and the victory of the Argentine people;

(6) Support for the workers' movement of Ecuador in its efforts to reach a solution to the problem of providing military bases in the post-war period in such a way as to contribute to the security of the Western Hemisphere without endangering national sovereignty;

(7) Aid for the people of China.

The C.T.A.L. and the Church. The Congress adopted the following Declaration stating the position of the C.T.A.L. on religious matters:

- (1) The C.T.A.L. is not a religious nor an anti-religious organisation.
- (2) Religious belief is a matter for the individual conscience.
- (3) The C.T.A.L. respects all religions and all believers.
- (4) It respects all churches as associations of believers.

(5) Catholics make up an important part of the membership of the trade unions affiliated to the C.T.A.L. The C.T.A.L. is an international trade union organisation and comprises all workers, men and women, regardless of their religious beliefs or personal opinions on religious matters.

(6) The Catholic Church has a large number of followers in Latin America. As an association of these believers the C.T.A.L. has respected, respects, and will continue to respect the Catholic Church.

(7) The priesthood, as a body of priests whose duty it is to carry on religious services, has merited, merits, and will continue to merit the respect of the C.T.A.L.

(8) The C.T.A.L. declares that there is no incompatibility between religious belief and the struggle for individual and social progress. It considers that the churches, without exception, should devote themselves to the spiritual ends for which they were established and not interfere in political matters, which are the concern of the citizens of each country, the political parties and the State.

(9) The C.T.A.L. sincerely desires that the churches, and particularly the Catholic Church, should co-operate, not only with the organised labour movement in each country but also with all social groups, to establish national unity in the struggle against the remnants of the feudal and slave régimes of the past and for the achievement of the industrial revolution which will lead to the improvement of the economic condition of the people and to the liberation of Latin America.

(10) The C.T.A.L. does not consider that the anti-democratic and reactionary conduct of some Catholic priests in Latin America should be attributed to the whole priesthood. It will combat with all its power the efforts of such priests to prevent the development of the workers' movement or to keep the people in misery and ignorance and to drive them back to the conditions of the past now condemned as unworthy of humanity.

Questions of organisation. The Congress voted a series of changes in the structure of the C.T.A.L. in order to facilitate its work in the new historical period. These changes were made in accordance with the report submitted by the competent committee for the purpose of centralising administration in the Central Committee and in the Presidency and making the national organisations more directly responsible to the highest authorities of the C.T.A.L. The system of Vice-Presidents and regional secretariats was dropped. A Central Committee of 12 members was elected to function as the single political authority of the organised workers' movement of Latin America. This Central Committee was instructed to elect an Executive composed of three persons, in addition to the President, from among its members. The Executive is to be re-elected each year and is in charge of preparing and carrying out programmes of action under the direction of the President. Finally, the President was instructed to appoint various assistant secretaries, to be attached to his office and to work directly under him on matters of an exclusively practical nature.

The Congress elected the following persons to form the Central Committee of the C.T.A.L. until the next General Congress of the organisation: President: Mr. Vicente Lombardo Toledano (re-elected by acclamation); members: Mr. Francisco Pérez Leirós, Argentina; Mr. Rubén Iscaro, Argentina; Mr. Napoleón Molina, Colombia; Mr. Rodolfo Guzmán, Costa Rica; Mr. Lázaro Peña, Cuba; Mr. Juan Vargas Puebla, Chile; Mr. Juan Briones, Chile; Mr. Pedro Sáad, Ecuador; Mr. Fidel Velázquez, Mexico; Mr. Juan P. Luna, Peru; Mr. Enrique Rodríguez, Uruguay.

The individual contribution to the C.T.A.L. was fixed at 6 cents (U.S.) a year for each organised worker.¹

THE TRADE UNION MOVEMENT IN THE UNITED STATES

TRADE UNION UNITY

Shortly after the annual Conventions of the two main trade union organisations of the United States, the American Federation of Labor (A.F. of L.) and the Congress of Industrial Organizations

¹ Communication to the I.L.O.

(C.I.O.), which took place in November 1944 and are described below, a further effort to establish trade union unity was made by Mr. Philip Murray, President of the C.I.O., in a letter to Mr. William Green, President of the A.F. of L.

In his letter, Mr. Murray said that American organised labour was not united on a broad programme of action, and urged a joint effort of the two organisations to defeat the forces of reaction in the country "which for eight years have taken advantage of the lack of unity", and to help to win the war and establish a permanent peace with economic security for the common man. Mr. Murray expressed the desire to meet the representatives of the A.F. of L. to discuss how this object might be achieved.

In his reply, Mr. Green said that he interpreted Mr. Murray's letter as a refusal on the part of the C.I.O. to accept a previous appeal of the A.F. of L. for the resumption of conferences seeking a united labour movement in America. Mr. Green agreed that division in the ranks of labour seriously injured the interests of workers in the country, but added that Mr. Murray offered merely a make-believe "functional" unity, which he rejected, as in his opinion only "organic unity" of the labour movement of the United States could achieve the desired objects.¹

SIXTY-FOURTH ANNUAL CONVENTION OF THE AMERICAN FEDERATION OF LABOR

The Sixty-fourth Annual Convention of the American Federation of Labor was held in New Orleans from 20 to 30 November 1944 and was attended by about 600 delegates.

According to the report submitted to the Convention by the Executive Council, the total membership for which contributions were paid was 6,806,913 on 31 August 1944, representing an increase of 242,772 on the previous year's figure. The members of the International Typographical Union decided to reaffiliate with the American Federation of Labor through a referendum vote taken on 17 May 1944.²

Presidential Address.

The President of the American Federation of Labor, Mr. William Green, in his opening speech, said that the Federation was moved by a sincere and determined purpose, to defeat the totalitarian tyrants and to establish social and economic justice throughout the world. The overriding objective was to win the war, and until this was achieved, American workers would continue to produce to the maximum the munitions and supplies required by the armed forces. With victory near, it was essential to begin planning at once for economic security in the post-war period, not only for the millions at present in the army of production but also for the returning service men. "After the war there will be a certain degree of unemployment because it is impossible overnight to reconvert war material production plants created for the exclusive purpose of producing war materials." Returning ex-service men must not return home to unemployment as in the first world war, but work opportunities must be provided for all. The speaker urged that immediate preliminary steps should be taken with a view to bringing about speedy reconversion. He also strongly emphasised that the Federation was against any prolonged delay in bringing the service men home after the termination of the war. "And when they come back, we shall insist that they shall share with us, those who served in the armed forces and those who served in the army of production, in the enjoyment of all the rights to which we all are entitled and in the enjoyment of work opportunities."

President Green urged the need of establishing higher wages and bringing about full employment and a balanced economy in the post-war period. Wage scales had to be higher than those prevailing even during the war period, in order to avert a disastrous economic tailspin. The increase in production per worker

¹ *American Federation of Labor Weekly News Service*, 19 Dec. 1944; *C.I.O. News*, 25 Dec. 1944.

² Cf. *International Labour Review*, Vol. L, No. 4, Oct. 1944, p. 545.

had been so great during the war that industry could readily pay the higher rates. He gave several examples of increases in labour efficiency both in industry and in agriculture, amounting to almost 100 per cent. in some instances. After the war, he said, overtime would be eliminated, but it was important that the purchasing power of the people should not fall below the point it had reached; wages and national income had to top pre-war standards in order to meet the huge debt incurred during the war. "The only way we can maintain our credit and meet our obligations is to guarantee an income out of which it can be paid." This income would be produced by the workers of America, but they could not do so unless they were in receipt of wages that would enable them to buy the articles produced by industry.

Another post-war objective was the re-establishment of labour unity. "If there was ever a time when labour in America and throughout the world should be united, it is now; the free democratic trade unions of the universe should be united into one great organisation." Warning that labour would pay the penalty in the post-war period for the division of the movement, he said: "I publicly renew the appeal of the American Federation of Labor to those who left us to come back to the house and the home of labour and unite with us." He concluded in the following terms:

You come here . . . to meet the post-war problems in a constructive way, to again demonstrate to the world that the American Federation of Labor adheres strictly to the economic philosophy which it espoused in the beginning and which was so ably championed during the entire lifetime of my distinguished predecessor, Samuel Gompers.

Message from President Roosevelt.

In a letter addressed to Mr. Green, President Roosevelt said he regretted that pressure of work prevented him from attending the New Orleans Conference. He noted that American labour was doing an incomparable production job by supplying the fighting men with the finest weapons in record quantities to enable them to achieve their victories. The ingenuity and drive of American employers and the industry and patience of American farmers had shared with the American workers in the production of the necessary weapons, materials, and supplies. Their co-ordinated efforts had paid off in victories and the saving of lives. The President expressed his conviction that there would be no letdown in the job of production, and that such co-operation would continue after the war was won, "so that we can win a peace for the world which will be just and lasting and in the interest of the safety, protection, and well-being of generations yet unborn".

Guest Speakers.

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

Miss Frances Perkins, United States Secretary of Labor, referring to labour legislation in the past ten years, said:

There now has been accomplished in the United States a great body of statute law which puts sound underpinning under the economic life of the wage earning people of the United States, greatly improving their opportunity to make a living under good and dignified conditions, protecting their economic security in old age and periods of unemployment, and giving to organised labour a protection and a status from which they can go ahead with constructive work for the benefit of their members and the workers generally without wasting their energies on a constant fight to live and organise.

After further reference to achievements under the New Deal, she said that "the labour movement, with this body of statutes as a defence . . . and with its great and new membership, has today perhaps the greatest opportunity that has ever been offered to any such group organisation to serve this generation and all the people of the country". The days of intense warfare between labour and management had passed, and the United States was at present on the verge of a constructive period of mutual co-operation. The labour unions ought to take the lead in the development of mutual responsibility and good will.

Miss Perkins called for increasing public responsibility in the labour movement by participation in the general life of the community, in its charities, in its

culture, in education, in the development of housing, and in the spiritual expansion so necessary to the full practice of democracy. She quoted from a report of an affiliated union stressing the part of labour unions in maintaining a democratic society and stating that if employers and employees were to work together to settle their differences and keep the wheels of industry running smoothly, the effect would spread and exert a steadying influence on the balance of the population. With regard to social security, Miss Perkins said that constant forward steps would have to be taken in the next ten years on a well-conceived programme; she also hoped that the labour movement would study and take part in a variety of experiments for improved housing.

In conclusion, Miss Perkins referred to the men and women in the armed forces. She believed that:

They want to serve their country for the rest of their lives, not in the armed forces, but in those heroic efforts which all of us will make together to make this a great and good country . . . a permanent good neighbour to all the world, entering into agreements generously, but with great practicality, to maintain high production levels, to keep our people employed at good wages, so that they may buy not only the products of our industry but the raw materials and products of other countries, and may develop trade with the whole world on reasonable bases, so that we may raise our own standards of living and at the same time assist others in improving their standards of living . . . The core of our foreign policy so far as we are labour people is expressed in that slogan which the International Labour Organisation adopted in the Philadelphia Declaration, that "poverty anywhere is a menace to prosperity and civilisation everywhere".

Mr. Edward J. Phelan, Acting Director of the International Labour Office, said that the activities of the I.L.O., being international in character, had been conditioned, and in large measure determined, by world events, which had crowded on one another during the past twelve months. As victory approached, the vastness and complexity of post-war problems, which were centred around the fundamental issue of employment both for returning service men and women and for those in the war industries at home, for whom places must be found in other fields of production, was steadily becoming more apparent. Mr. Phelan emphasised that unless the United Nations were successful in organising a peaceful world in which the democratic peoples could concentrate their full attention on the welfare and prosperity of their citizens, and unless appropriate measures could be taken effectively in the national and in the international fields, these problems would not find their solution. For a successful solution of the problems of securing full employment and a rising standard of living, all policies and programmes must be inspired and directed so as to contribute to that general objective, for they could not be dealt with as a separate compartment of either national or international life. In the national field, there was no uniform pattern to be applied, for each country must work out its destiny within the framework of its own tradition, its own industrial and political organisation, its resources, and its stage of economic development. In the international field, the necessary international agencies were steadily being created. Foundations had already been laid for peace and security at the Dumbarton Oaks Conference. Others, such as the United Nations Relief and Rehabilitation Administration, the International Food and Agriculture Organisation, the International Monetary Fund, the International Bank for Reconstruction and Development, and the United Nations Organisation of Educational and Cultural Reconstruction were already at work or about to come into operation. The Chicago International Civil Aviation Conference was in constructive session, and international economic conferences on commercial policy, commodity controls, and cartels were in prospect.

The international structure, however, would be not only seriously incomplete but utterly inadequate if no machinery for the consideration of labour and social problems were available. Fortunately the International Labour Organisation, already of great importance to organised workers throughout the world, was ready to take its place in the new international structure in process of being created. As President Roosevelt had said in his message to the International Labour Conference held at Philadelphia in April last: "Within the field of your activity, the United Nations have no need to extemporise a new organisation." Similar declarations had been made by Mr. Ernest Bevin, Mr. Anthony Eden, and other statesmen. Mr. Phelan recalled his speech to the previous year's Con-

vention, when he had drawn attention to the anxiety of trade unions in many countries that the potentialities of the I.L.O., in which organised workers were represented and in which they were given equal status with the representatives of Governments, might not be used to the full. These anxieties had now been happily dissipated, although details of how the I.L.O. would be keyed in with the other international agencies mentioned above, remained still to be worked out. "Its place, however, is assured and it has in fact already negotiated a series of international recommendations on post-war social policy and has proceeded to a restatement of its policy and programme in the light of the profound changes in social thinking which have taken place since the war began." Speaking of the decisions on certain immediate post-war problems taken at the International Labour Conference at Philadelphia, Mr. Phelan mentioned specially the declaration which had come to be known as the Declaration of Philadelphia, and said that there was one point about it which was of particular interest to the American Federation of Labor. The Constitution of the I.L.O., which included a statement of certain guiding principles known as the International Labour Charter, had originally been drawn up by a Committee of the Peace Conference which met in Paris in 1919 under the chairmanship of Mr. Samuel Gompers.

On the proposal of Samuel Gompers, at the head of these principles was inserted the statement that "labour is not a commodity". Samuel Gompers was not able to remain in Paris until the final approval of the Peace Conference had been given to the Labour Charter. Those responsible for the piecing together of the Peace Treaty as a whole took it upon themselves to revise the wording of the Charter without consultation with the Labour Commission. The result of this modification was to make the principle read: "Labour is not merely a commodity." This alteration and the use of this ambiguous phrase led Samuel Gompers to enter a violent protest. He was of the opinion that this change had so weakened the statement of the principle as practically to nullify its effectiveness, and his view was widely shared in the American Federation of Labor at that time.

This change in the wording, no doubt innocently made, had given rise to misgivings and suspicion which might have done irreparable damage. Although the United States entered the I.L.O. in 1934, this unfortunate incident had constituted an obstacle to full collaboration between the I.L.O. and the United States in the early years of the Organisation. Mr. Phelan said he had referred to these events of twenty-six years ago because they pointed a warning of the danger of settling questions of concern to labour in the absence of labour's representatives. He hoped that no similar blunder would occur when in the coming months the relationship between the I.L.O. and the new general international organisation was defined in the text of an international instrument.

The best guarantee that this will be avoided will be to have the terms of that relationship worked out in discussions in which representatives of the International Labour Organisation are invited to participate. The Governing Body of the I.L.O. has already appointed representatives for that eventuality; they await the call which both good faith and good sense suggest will be forthcoming.

The chance given to the International Labour Conference at Philadelphia to restate the aims and policy of the I.L.O. provided an opportunity to modify the wording to which Samuel Gompers had so strongly objected. "The fundamental principle, that labour is not a commodity, the principle which has played so great a part in influencing the development of rights of labour in the United States and which, as Samuel Gompers so fully understood, has a general world application, is now stated in the Declaration [of Philadelphia] in the terms which he originally proposed." Mr. Phelan, after noting that the full text of the Declaration—which had been unanimously voted by the representatives of Governments, employers, and workers of 44 countries—was printed in the Report of the Executive Council of the American Federation of Labor, then read to the Convention the passages setting forth the fundamental principles of the Organisation, and pointed out that the Declaration also included "a comprehensive programme of social measures, the indication how a fuller and broader use of the world's productive resources can render their achievement possible, and the affirmation that the principles set forth are fully applicable to all peoples everywhere". He recalled the words of the President of the United States, who, when addressing the delegates to the

Philadelphia Conference at the White House, reminded them that 168 years ago the Fathers of the Republic had in another Declaration drawn up in the same City of Philadelphia "expressed the abiding purpose of all peoples imbued with the ideals of freedom and democracy"; Mr. Roosevelt had gone on to say:

The Declaration which you have formulated in Philadelphia may well acquire a similar significance. In it you have reaffirmed principles which are the essential bulwarks of any permanent peace . . . Your Declaration sums up the aspirations of an epoch which has known two world wars. I confidently believe that future generations will look back upon it as a landmark in world thinking.

Stressing that the President had said that the Declaration of Philadelphia "may well acquire" a significance similar to that of the Declaration of Independence, Mr. Phelan concluded:

The Declaration of Independence was a clear and noble expression of the ideals of freedom and democracy and it might have remained that and no more. Its significance is not its nobility and clarity. It is this great country of the United States of America in all its splendour and democratic achievement as we see it today. The significance which the President had in mind was not literary perfection but positive fulfilment. If the Declaration of Philadelphia is to acquire a similar significance, it can only be by the same hard road . . . of an unswerving and unrelenting effort continued decade after decade without respite.

Mr. John Brown and Mr. Arthur Horner, fraternal delegates from the *British Trades Union Congress*, and Mr. A. R. Johnstone, fraternal delegate from the *Canadian Trades and Labor Congress*, also addressed the Convention.

Mr. Paul V. McNutt, *Chairman of the War Manpower Commission*, said that American production for war was unparalleled and that American labour and management had joined together to create the greatest industrial team in history, and refuted the accusations of those who sought to blame the workers for temporary lags in war production. Constant changes in Army plans caused by unpredictable experiences in warfare and vastly expanded schedules, together with low wages in some industries, were among some of the reasons he gave for the current decline in output. While concentrating on maximum production, however, immediate planning for full employment after the war should be undertaken, he said, as well as a comprehensive social security programme. Today less than one per cent. of the national income was spent on social security programmes, while a less prosperous Great Britain was planning to spend ten per cent. of its national income on this item.

Mr. A. J. Altmeyer, *Chairman of the Social Security Board*, said that the 44 States which will hold legislative sessions in 1945 had been asked by the Board to establish maximum unemployment benefits of at least \$25 a week. The Board had also urged the States to provide unemployment benefit payments for at least 26 weeks, to extend unemployment insurance laws to all undertakings, regardless of size, and to eliminate restrictive provisions which would deprive many war workers of unemployment benefits when they were laid off. Action by Congress to bring maritime workers under unemployment insurance had also been advocated.

Mr. Joseph D. Keenan, *Labor Division, War Production Board*, said that the devastated European nations would be unable to establish democratic institutions unless a sound basis was laid by the re-establishment of vigorous and stable labour movements. If order and stability were to be brought about in Europe, "experienced friends outside" must aid the suffering European peoples. He proposed that American labour should send spokesmen capable of assisting in the reconstruction of liberated nations, "as a measure of importance to American labour as well as to European".

Decisions and Recommendations.

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

International relations. The report of the Committee on International Labor Relations on the *International Labour Organisation* appears elsewhere in this issue.¹

The report of this Committee, which was unanimously adopted by the Convention dealt with a number of problems. It embodied the report of the Special (standing) Committee on International Labor Relations, which referred more particularly to the *Dumbarton Oaks proposals*. In view of the holding of the Dumbarton Oaks Conference and other recent international conferences, such as the Bretton Woods Monetary Conference and the conferences for the working out of proposals for the oil industry and for civil aviation, this report emphasised that the free labour organisations of the world had an important responsibility both with regard to general plans and in the field of labour. After enumerating the proposals made at Dumbarton Oaks for the establishment of an international organisation to maintain peace and security, to develop friendly relations among nations, to assure international economic and social collaboration, and to afford an instrument for harmonising the actions of nations in the achievement of these common ends, the report stated that these proposals had been made public in order "to permit full discussion by the people of the United States prior to the convening of a wider conference on this all-important subject". Labour's policy with respect to the proposals must be formulated, and labour must have a responsible part in the final determination of general policy. The report accordingly made certain specific comments, which included the following passages on the question of Dumbarton Oaks and the International Labour Organisation:

The historic records of all nations show that decisions upon war have been the responsibility of Governments and that the common people . . . had no way to make effective their desire to eliminate war as an instrumentality of Government . . . In only one agency of the League of Nations did the citizens of the nations belonging to the League have representation—the I.L.O. The I.L.O. is the only agency of the League that has weathered the war and continued to function. It has had the continuous co-operation and support of large groups in its Member nations—workers and employers. The principle upon which this successful agency was constituted was not applied generally by the diplomats and Government representatives who wrote the Dumbarton Oaks proposals. Even Chapter IX, which arranges International Economics and Social Co-operation, is couched in vague political terms that imply the designation of persons of political experience to this agency which must deal with industrial and labour matters requiring specialised experience and competence. We must democratise our international agency by providing for types of representation that will facilitate the support and co-operation of all the people . . .

The Dumbarton Oaks proposals made no mention of the International Labour Organisation. It is essential that the I.L.O. become an integral part of any new plan to deal with social and economic matters, but it is equally essential to preserve the full vitality and autonomy which the I.L.O. has had under the League of Nations.

In endorsing this report, the Committee on International Labor Relations observed that:

. . . the Committee has pointed out issues in the Dumbarton Oaks plan which must be given serious consideration—specifically the provisions essential to organise the Security Council so that all nations would be sure its acts would result in basic equality of rights and justice for all, provision to assure democratic decisions upon the use of military force, and provisions to give the Social and Economic Council the representative basis that has materially contributed to the success of the I.L.O.

Furthermore, we want assurances that the I.L.O. will be made an agency of the United Nations in line with the programme proposed by the Philadelphia Conference.

On the question of *labour representation at the peace conference*, the Convention approved a recommendation in favour of insisting that "duly accredited representatives of the American Federation of Labor shall be appointed to participate in the peace conferences".

¹ See above, p. 203.

The Convention also concurred in a resolution which, commenting on the *appointment of labour attachés* by the State Department in the various countries, urged the creation within the Department of an Under-Secretariat of Labor to organise and supervise their work; and it agreed that the head of this Under-Secretariat as well as the labour attachés should be chosen from the ranks of organised labour.

With regard to *slave labour* the report of the Special Committee expressed the hope that the post-war world would be organised upon the basis of full employment and upon the right of every individual to earn his living without enslavement or exploitation by others, and deprecated the expression of any spirit of vengeance or domination at the cessation of hostilities. Exploitation of foreign peoples had long been the cause of wars, and dependent and subject people had to have the opportunity to achieve economic and political freedom. The American Federation of Labor was unalterably opposed to the principle of forced labour, especially to any plans for the use of forced labour for war reparations, and to any provision seeking to extend or perpetuate the institution of colonies or the condition of dependence upon the will of another country.

Referring to the *deportation of civilian workers* by the Germans, the report quoted the I.L.O. estimates that 8,600,000 foreign workers were in Germany in January 1944—an increase of two million over the previous year. The rehabilitation of these workers, separated from home and family, and working under compulsion, required relief and repatriation. The restoration of free trade unions would provide a foundation for other free institutions.

The section of the Special Committee's report dealing with the *international organisation of free trade unions* contained the following passage on labour and the Axis countries:

Along with all other members of the Governing Body of the I.L.O., our delegate voted last December at the meeting in London in favour of placing on the agenda of the Conference restoration of free trade unions in all occupied countries. When the recommendation came up for discussion, so much emotion and prejudice were expressed that dispassionate deliberation was impossible. Only the workers' delegates from the Netherlands, Australia, and the United States pleaded objective consideration of labour's long-time interests and warned against enslaving an entire nation, for that practice would affect all workers.

Our delegation to the 1944 International Labour Conference supported the Resolution recommending that, as soon as occupation of Axis territory seems imminent, a United Nations Labour Commissioner be appointed to assume responsibility for the administration of social and labour laws; and that as soon as possible or feasible an advisory board of 20 citizens of the Axis territory, with competence in the field, be appointed to aid the Commissioner; and that the Commissioner be authorised to appoint deputy commissioners for special territories and to consult both trade union organisations of the United Nations and international trade union organisations. The I.L.O. further recommended that when the German Labour Front and other Nazi agencies were liquidated the United Nations Commissioner should arrange to have property and funds held in trust for reconstituted trade unions and other organisations which could render services of social value; the Commissioner to reconstitute the employment service and maintain payment of benefits under social insurance plans and payment of contributions. Collective bargaining between free organisations of employers and workers should be facilitated so as to provide the normal basis of employment as speedily as possible.

The report also stated that the free trade unions of the United States, through Labor's League for Human Rights, was preparing to raise "a million-dollar fund to be used for the revival of free trade unionism in all countries that have been under the domination of Axis countries which destroyed free institutions".

The report noted that the co-operative movement, like the trade union movement, had been one of the strong pillars of democracy wherever it had become firmly established. "In the reconstruction period which lies ahead for the peoples of Europe and Asia, the co-operative movement, along with the trade union movement, offers a promising preventative to the return of fascism. The early revival of the movement, therefore, is a matter of special and urgent concern to labour, and to every Government of the United Nations."

The report of the Committee on International Labor Relations noted how difficult the work of the *International Federation of Trade Unions* had been during the war years. Repression of union activities by dictators, arrests of leaders, loss of funds and resources had either paralysed unions or forced them underground. The I.F.T.U., at best, could not be more than a skeleton organisation with only a few national organisations paying dues. Even under such handicaps the organisation had prepared a plan of reorganisation and a post-war social and economic programme.¹ There were traditions and accumulated experience in this organisation that should make it the rallying force for free trade unions the world over. Free trade unions were independent organisations controlling their own terms and conditions of membership and discipline. They were not State controlled nor subject to any political party. The power of deciding policies and the course of the organisation was lodged with the union membership; on such a basis—free trade unions—the workers were called to unite. The way to build a better world lay first in a united effort to revive and strengthen the free trade union movement everywhere.

The Convention approved a recommendation that the American Federation of Labor, a member of the I.F.T.U., should call upon this international body to convene as soon as possible a *world trade union conference* of its affiliated organisations, and should suggest the holding of such a conference in the United States. On the other hand, it endorsed the Executive Council's refusal to participate in the world conference convened by the British Trades Union Congress in February 1945, on the grounds, firstly, that the T.U.C. had ignored the I.F.T.U., the appropriate body to summon such a conference, and, secondly, that some of the unions invited by the T.U.C. were not "*bona fide* trade unions".

The report urging that a *Pan American conference of trade unions*, to cement Pan American ties of friendship and help to raise labour standards throughout the Western Hemisphere, should be convened at an early date was approved. Powerful economic organisations and forces, it said, were uniting the business men of North and South America, and industrial commissions or organisations had been set up representative only of management. But unless consumers as well as management were represented in all decisions that affect them, "we cannot hope to maintain either political democracy or economic prosperity. The organisation of workers in free trade unions is the pivotal force that must be introduced in these situations." The principle of exchanges of apprentices as a medium of better understanding was also approved.

The Convention approved a report calling for the *reconstitution of Palestine* as a free and democratic Jewish Commonwealth and urging the United States Government to take speedy action to that end. Describing the cruelties inflicted on the Jews in Nazi-occupied Europe, it reiterated the demand for the withdrawal of the British White Paper policy. A tribute was paid to Histadruth (General Federation of Jewish Labour in Palestine), the "sister federation" of the A.F. of L. "which has done so much towards the realisation of the hopes and aspirations of the Jewish people . . . and towards raising the general standard of living in Palestine and in the neighbouring countries".

The no-strike pledge. The continuation of the no-strike pledge was unanimously endorsed by the Convention.

The National War Labor Board and wages. The Convention strongly criticised the National War Labor Board for refusing to make recommendations to the President of the United States to bring wages more closely into line with the increased cost of living. The report on this question attacked the Board's continued adherence to the "Little Steel" formula² as a betrayal of the understanding by which labour had suspended the right to strike during the war on the assurance that wage disputes would be decided on their merits. The American Federation of Labor, through its representatives on the Board, had several times made petitions to the Board based on the argument that the cost of living had increased to a considerable extent beyond that contemplated under the Little Steel formula. In freezing wage levels, the Government had promised to maintain the cost of living at a comparable level. But as against the 15 per cent. rise contemplated under the

¹ Cf. *International Labour Review*, Vol. L, No. 2, Aug. 1944, p. 215.

² The "Little Steel" formula limits wage increases to 15 per cent. above the January 1941 level. See *International Labour Review*, Vol. L, No. 2, Aug. 1944, p. 234, for a summary of the National War Labor Board's wage stabilisation policy.

Little Steel formula, there had been an increase of 45 per cent. in the cost of living according to the report of the two labour members of the Presidential Committee on the Cost of Living, of 25 per cent. according to the Department of Labor, and of 30 per cent. according to the report of the Special Committee of Technical Experts appointed by the Chairman of the War Labor Board. In spite of the evidence before it, the Board had maintained its refusal to make any recommendations to the President for an upward revision of the formula.

In addition to the part of the Executive Council's report dealing with the War Labor Board, three resolutions calling for the upward revision of the Little Steel formula were presented to the Convention by the Resolutions Committee. The Committee recommended, and the Convention approved, that the officers of the A.F. of L. appoint a committee "to call upon the President of the United States . . . and place before him the request that he issue an Executive Order which will realistically adjust the Little Steel formula with the increased cost of living".

Shorter work day. The Convention adopted the report of the Committee on the Shorter Work Day, which called for the inauguration of the 30-hour week by legislation immediately after the war, so as to spread available jobs and bring about full employment for returning service men and displaced war workers.

Unity in the American labour movement. The Convention instructed the Negotiating Committee of the Executive Council to invite the representatives of the Congress of Industrial Organizations to meet and explore again every practical possibility to bring about unity. The Convention also requested the sub-committee appointed to negotiate with the United Mine Workers of America for the reaffiliation of that organisation with the American Federation of Labor¹ to take a similar initiative. A delegate of the Progressive Mine Workers of America opposed this suggestion and said that any bid for unity should first be made by the United Mine Workers. President Green in closing the debate expressed the view that means could be found to effect unity while safeguarding the rights of the membership within the Federation, and the report on this question was adopted.

"Auxiliary" union discrimination. A resolution, presented by two Negro delegates from the Brotherhood of Sleeping Car Porters, protested against "auxiliary" unions, stating that such unions deny to Negroes elementary trade union rights accorded to white members. After a number of delegates had taken part in the discussion, President Green wound up the debate by declaring that the founders of the American Federation of Labor had since its inception maintained the principle that neither the right to work, nor membership in a trade union should be limited or restricted in any manner because of creed, colour or race. Of the 110 international unions and national unions affiliated with the Federation, only a very small percentage did not admit Negro members. The Federation should not be denounced because two or three unions had not measured up to the standards of the others.

Racial and religious intolerance. The Convention reiterated its historic stand against racial and religious intolerance in a broad declaration. It also called for the immediate abolition of the poll tax and the establishment, by Act of Congress, of a permanent Fair Employment Practices Commission, with a view to eliminating discrimination on account of race, colour or creed.

Immigration and naturalisation. The Convention declared that while the people of the United States favoured giving all possible assistance by loans or supplies to the unemployed and destitute of other countries, it was opposed to the lowering of United States immigration standards which would permit an influx of impoverished people into the country. Only when full employment had been established for United States citizens could consideration be given to the lowering of the immigration barriers.

Social insurance. The Convention recommended that the Committee on Social Security should work with the President of the Federation in preparing and submitting to the new Congress legislation which would provide a comprehensive system of contributory social insurance and social security designed to attain the following objectives: establishment of a national system of unemployment insur-

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 799, and Vol. L, No. 2, Aug. 1944, p. 235.

ance; extension of the present system of old-age and survivors' insurance; protection of the social security rights of men and women in military service; establishment of a national system of health insurance providing health services for all covered workers and members of their families; a unified public assistance programme, with Federal grants-in-aid to the States.

It was further urged that, pending the enactment of Federal legislation, every effort should be made within the States to improve the present State unemployment compensation systems. The following specific proposals were recommended for submission to the State legislatures: removal of any stipulation limiting benefits to workers to those employed in establishments with a given minimum number of employees; increase of maximum unemployment benefit payments to \$25 a week; establishment of 26 weeks as a maximum period for payment of benefits; removal of restrictive disqualification provisions tending to prevent workers from changing their employment.

Finally, the provision of adequate medical care for all who need it, irrespective of ability to pay, was urged.

Housing. The Committee on Building Trades recommended the resumption and expansion of the slum clearance and rehousing programme of the United States Housing Authority wherever private enterprise is unable to meet the demand for decent homes for families of low income. Its report urged that the shortage of houses accumulated during the depression years and aggravated by the suspension of building during the war years should be met by a broad and comprehensive building programme, and expressed the view that "a stable level of housing construction of 1,750,000 building units a year is both necessary and possible of attainment".

The report emphasised that the active support of labour, industry, and Government agencies was necessary for the stimulation of construction projects, in order to eliminate unemployment in the post-war years.

In order that houses built during the war years with public funds might not be given over to speculators, the report urged labour organisations to take steps to promote mutual ownership of permanent war housing projects.

Education. The report of the Committee on Education was unanimously adopted by the Convention. It condemned the practice of many school administrators throughout the country who bring pressure to bear on teachers to join non-union organisations controlled by the employer. Such practices, which in industry would be subject to prosecution under the Wagner Labor Relations Act should not exist in public schools, charged with the training of children for life in a democracy. The Committee urged more adequate pay for elementary and high school teachers, with an annual minimum of \$1,500, and also recommended that no public school class should exceed 25 in number.

With regard to the international aspects of education, the Committee reaffirmed the proposal of the 1943 Convention that the United Nations should establish an international organisation to promote educational and cultural relations throughout the world and to assist nations at their request to raise their standards of education.

With regard to the *training and retraining of war veterans and war workers*, the Committee recommended that the President of the Federation should appoint a special committee on veterans' affairs to consult from time to time with the Chief of the Veterans' Administration regarding veterans' problems.

On the questions of *universal military training* for the youth of the nation, it deprecated the formulation of any hasty or ill-considered plan, and urged that the President of the United States should appoint a national committee representing the armed forces, organised labour, management, farm organisations, and educational organisations to study the problem and recommend a programme of action.

Election of Officers.

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

It was decided to hold the 1945 Convention in Chicago, Illinois.¹

¹ Sixty-fourth Annual Convention of the American Federation of Labor, New Orleans, Louisiana, 1944. *Record of Proceedings.*

SEVENTH CONVENTION OF THE CONGRESS OF
INDUSTRIAL ORGANIZATIONS

The Seventh Convention of the Congress of Industrial Organizations was held in Chicago from 20 to 24 November 1944; it was attended by 567 delegates.

In the course of the proceedings the President of the Congress of Industrial Organizations, Mr. Philip Murray, announced that it had increased its membership during the past twelve months by some 669,000. At the 1943 Convention the membership was declared to be 5,285,000.¹

Presidential Address.

In his opening address President Murray spoke first of the question of labour unity in the United States, and said that it was "the sincere desire of the Congress of Industrial Organizations to perfect unity and understanding with all of the labour movements, not only here in the United States, but throughout the world".

Speaking of the production of materials essential to the war effort, he said the C.I.O. had lived up to its commitments. The Convention would, as usual, give prime consideration to the adoption of programmes designed to expedite the winning of the war and to support in every way possible the armed forces, the Commander-in-Chief, and the Allies. Resolutions would be presented to the Convention regarding the maintenance of the no-strike commitment. American labour had been compelled, by the rigidity of the Little Steel formula², temporarily to make sacrifices in the interests of the nation at war. The delegates would assuredly give calm and proper consideration to the policy of the Federal Government with regard to national wage stabilisation, and demand, in no uncertain terms, the upward revision of the Little Steel formula. The Congressional Bill relating to the stabilisation of wages and salaries (Act of 2 October 1942) had promised in substance that the relationship between wages and prices as at 15 September 1942 would be maintained throughout the war, but this commitment had been deliberately and flagrantly violated. Prices had risen considerably higher than allowed for under the Little Steel formula, and there was ample evidence of the crying and desperate need for recognition by the Federal Administration of the immediate necessity for its upward revision.

A draft programme designed to provide full employment in the post-war period for all workers able and willing to work, including a comprehensive system of public works to supplement the work of private enterprise, would also be presented to the Convention for consideration. The C.I.O., which believed in co-operation between management and labour and in collective bargaining, was of opinion that business should secure reasonable profit from its investment, but a larger proportion should be assured to the workers of the financial benefits that accrue from increased productivity and efficiency. While the C.I.O. desired the institution of a system of annual minimum wages for industrial workers provided through the system of collective bargaining, it was also in favour of a minimum annual income for working farmers. The C.I.O. held that with the advent of peace the minimum school-leaving age for children should be raised, and the age limit for the receipt of pensions by industrial and agricultural workers should be lowered. With regard to health and safety, the United States Congress and the various State legislatures should take steps to enact legislation for the adequate protection of the worker. A greater and broader development and co-ordination under State and Federal auspices of vocational and educational guidance was desirable. It should be the responsibility of the Government and industry to provide comprehensive systems of vocational training for the war disabled and for all persons suffering from physical and mental disability. The scope of Federal legislation should be broadened to protect and give full opportunity to returning war veterans. As regards social security, the present system should be overhauled and broadened in order that the people might be adequately protected against old age, sickness, and death. Every man, woman, and child who could not meet the cost of adequate medical care should be provided for by the Government. A broad, comprehensive programme of national housing was called for; while the Federal Government need not assume direct responsibility for all such

¹ Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 114.

² See above, p. 251, footnote 2.

undertakings—private initiative should also be encouraged—it should, however, assume responsibility wherever private enterprise was unable to meet the requirements of the people.

Mr. Murray hoped that the Convention would pronounce in a more forthright manner than ever before the great need of actual labour representation in governmental agencies. He emphasised the need for action by the Federal Government to broaden educational opportunities for the American people. Medical services and supervision, and where necessary, free meals should be supplied to children attending public schools.

Message from President Roosevelt.

In a letter to Mr. Murray, President Roosevelt wrote:

... Our brave fighting men are giving their all . . . we here at home must permit no letdown in our support of those who are proving once more that united freemen in a vigorous democracy can always prevail over dictator-ridden peoples . . . American men and women on assembly lines, at machines, in mines, at counters, in office work, on farms and those directing production have, almost without exception, done everything humanly possible to help our brave fighters carry on against ruthless enemies. They have supplied them with matchless guns, tanks, planes, and ships in record quantities and with unstinted ammunition and ample supplies . . . The job is not yet done, however. We must, and I know we will, keep turning out the weapons and materials needed by our fighters so that the war may be shortened, lives saved, and our boys returned at the earliest possible moment to their homes and loved ones.

Guest Speakers.

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

Bishop Bernard J. Sheil, Senior Auxiliary, Archdiocese of Chicago, warned that an internal threat to democracy still existed from those groups and individuals who were unaware that the era of selfishness and unfettered greed had passed:

Blinded by fear of changes they cannot understand or control, they cling tenaciously to their privileges and desperately defend their special interests. They would have us believe that a desire for economic security is incompatible with the American way of life . . . that labour should be a very silent partner and should never, under any circumstances, mix in politics . . . Distrusting the people, they seek to restrict democracy; restricting democracy, they emasculate it; and if they are allowed to continue, they will destroy it completely.

The speaker believed that the guaranteed annual wage for the working man was just, socially necessary, and economically feasible. For the future peace and for the extension of democracy, labour unions were an absolute necessity.

To mark its appreciation of Bishop Sheil's address, the Convention decided to have it reprinted for special distribution.

Mr. Henry A. Wallace, Vice-President of the United States, said that the country had two main objectives—a permanent enforceable peace, and full employment. The outcome of the recent Presidential election was not a C.I.O., nor an A.F. of L., nor a Railway Brotherhood, nor a Roosevelt victory, but primarily the victory of the common man and the common woman in united democratic action. The most up-to-date statement of the welfare of all the people in practical terms was the Economic Bill of Rights as presented by President Roosevelt to Congress on 11 January 1944, and referred to again by the President in his Chicago campaign speech of 28 October last—the right to do a good job, and to earn enough for adequate subsistence and recreation, the right of farmers to earn an adequate return for their work, and of businessmen to trade free from monopolistic restriction, the right to adequate medical care, to a good education, and to protection in old age, sickness, and unemployment. As a result of his Chicago speech and of his re-election, the President had received a clear-cut directive from the people to use his office to get Congress to enact the necessary legislation to carry out this Economic Bill of Rights. In view of the peacetime goal of sixty million jobs which President Roosevelt had set in his speech, the Convention ought to study the C.I.O. Re-employment Plan and all other plans which tackle post-war problems.

Any realistic post-war employment plan must provide the basis to enable the average working man to earn \$2,500 a year. Fair wage legislation meant Government machinery to provide that any person willing to work could get work. The speaker called for the repeal of the Smith-Connally Act¹, to clear the way for the rights and duties of the workers, and concluded:

As a Democrat I believe that the way ahead is in a strong humanity-minded democratic faith which is committed to the proposition that human rights and human happiness are the first business of government and that whenever there is a conflict between human rights and property rights, the weight of orderly government should take care of human rights first and property rights second.

Mr. Harold L. Ickes, Secretary of the Interior, said that business and industry "must supply the jobs that form the foundation of a healthy economy", and "labour must itself determine at the conference table the basis of its participation in industry", but the role of the Government in both fields, "as an instrument of the people in reorienting their lives", must also be recognised. "It is our responsibility, through all of our institutions, such as unions, business institutions, and Government, to shape the world that we will live in. No one of these can or should determine that alone."

General Brehon Somervell, United States Army Service Forces, paid a warm tribute to the record production at home, but warned that there was a lag between production and the advance of the armies and called for an ever increasing supply of munitions of war. The General read a message to the Convention from his chief, General Marshall, which also urged increased output.

Resolutions Adopted by the Convention.

The Chairman of the Resolutions Committee announced that the Committee had prepared 45 substitute resolutions combining the substance of the resolutions referred to the Committee on particular subjects. A summary of some of the more important decisions of the Convention is given below.

Sixty million jobs and prosperity for all. According to this resolution, while a number of steps have been taken affording direct assistance to industry to meet reconversion and post-war problems, no heed has been given to the human factors involved during reconversion and post-war. The people of the nation, it stated, have given "a forthright mandate to the President to make real the Economic Bill of Rights"—job security, adequate wages, expanding business opportunities, decent housing, a good education, social security, and full employment. In adopting the resolution, the C.I.O. offered its co-operation to industry and others to plan and work with the Government to formulate the necessary programme and policies to secure the benefits of the Economic Bill of Rights. The country's record production and its military successes were due primarily to firm national unity during the war; there must be similar unity after the war. For the successful achievement of reconversion, the Convention recommended the setting up of a board of representatives of industry, labour, and agriculture with full authority to direct the process of demobilisation, the board to be made part of the Office of War Mobilization and Reconversion. Effective co-ordination and centralised control of cutbacks, redistribution of war contracts, and maximum production of civilian goods would be needed.

Only by thus assuring war workers that there will be full protection in the provision of jobs for all during reconversion can we stop the unfortunate situation now developing of war workers, fearing cutbacks and unemployment, departing to other work.

In order that no worker may suffer during the reconversion period, the resolution called for the following: payment of transportation expenses of workers and their families to their homes or to new jobs, and supplementary Federal unemployment benefits up to \$35 a week for the full period of unemployment; unemployment compensation for Federal government employees; opportunity for re-training of war workers and veterans with guaranteed maintenance allowances;

¹ The War Labor Disputes Act (cf. *International Labour Review*, Vol. XLVIII, No. 4, Oct. 1943, p. 500).

and Federal aid to State and local Governments for planning public works to be used to take up the slack of reconversion unemployment. Moreover:

A prosperous post-war with full production and the sixty million jobs promised by President Roosevelt will depend upon the expansion of mass purchasing power for our domestic market and established security of continued employment. . . Our national policy shall be that the present weekly wages, as a minimum, must be maintained, and cannot be reduced with the decline in overtime. The minimum wage must be sharply increased above prevailing substandard levels. A further necessary step for full employment is the establishment of a guaranteed annual wage. Industry and agriculture have secured their guarantees. Industrial workers must receive security of employment.

Government should assume its share of responsibility for guaranteeing full employment by undertaking enterprises which were beyond the capacity of private industry. The resolution suggested that this would involve rural electrification and the development of regional power authorities such as the T.V.A., thus providing a basis for the conservation of the great natural resources of the United States and for increased prosperity; assistance should also be provided to States and localities for highway and airport construction.

Jobs for the sixty million would also depend on the expansion of world trade. The Dumbarton Oaks Conference, the resolution continued, had shown that the United Nations were determined to force a lasting and enduring peace. "Only on this basis and through the growth of stable and democratic Governments can there arise the framework within which international trade can prosper and grow. The Bretton Woods Conference has further created the foundation for the stabilisation of the currencies of the various nations to encourage international trade and for the mobilisation of the necessary credit and facilities for immediate payments with which the war-devastated countries and undeveloped nations can secure the capital and purchase the goods they need." The rehabilitation and reconstruction of Europe and the industrialisation of Africa, Latin America, China, and other economically backward nations open a vista for expanding world trade which could unquestionably assure increasing prosperity for all peace-loving nations. "We therefore heartily endorse the programme and policies formulated at the Bretton Woods Conference", the resolution continued, "and urge Congress to authorise the full participation of this country." Within the framework of the objectives of Dumbarton Oaks and Bretton Woods there could no longer be any place for the type of international cartels which created and nourished Nazi imperialism, restricted production, and placed profits above the interests of the common people. But the governmental machinery projected at Bretton Woods must also encourage healthy and free competition. "On the basis of this programme", the resolution concluded, "the common people of the earth shall really secure peace and enjoy the blessings of freedom from want and fear."

*International labour unity.*¹ "If labour is to have a voice in the history-making decisions that are being made and will be made in the peace settlement", this resolution stated, "it must present a united voice through a positive, working alliance of the labouring people of the free world . . . The C.I.O. supports the project of a new single powerful international labour body that shall include all the unions of free countries on a basis of equality, excluding none and relegating none to a secondary place, and be capable of defending the interest of the common man." The resolution further approved the action of President Murray in accepting an invitation of the British Trades Union Congress (T.U.C.) to attend both a preliminary conference in London on 4 December 1944 of representatives of the T.U.C., the Soviet Union, and the United States, and a full conference in the same city in February 1945.

Speaking in support of the resolution, President Murray recalled the efforts of the C.I.O. during the past two years to promote international trade union unity. It had had several meetings with representatives of the T.U.C., in the course of which a request for affiliation with the International Federation of Trade Unions (I.F.T.U.) had been made. The Trades Union Congress, however, had contended that the C.I.O. could not be admitted to membership because the constitution of the I.F.T.U. as it now stood provided that only one labour organisation from any country might be permitted representation, and

¹ Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 116.

the American Federation of Labor at present occupied the seat allotted to the United States. "I should like to point out", Mr. Murray continued, "what seems . . . to be a barrier which, for the moment, still stands in the way of perfecting a world federation of labour. The barrier . . . is the constitution of the International Federation of Trade Unions. That constitution . . . would definitely exclude the C.I.O. from participation in meetings of the I.F.T.U." Under those circumstances, the creation of a new world labour movement was recommended to the Convention. The A.F. of L. had refused to attend the London meetings convened by the British Trades Union Congress. But at about the same time as the second of those meetings, the I.F.T.U. would be holding a meeting, and there the A.F. of L. would presumably resist any amendment to the constitution that would result in admitting the C.I.O. or the Soviet unions, and it could also be expected to deny that the forthcoming World Trade Union Conference had any official status. Moreover, even if the I.F.T.U. were to amend its constitution, the final ratification could take months. The only alternative left to the C.I.O. was to propose the establishment of a new world organisation. By adopting the resolution, the Convention would give a mandate to the C.I.O. delegates to the preliminary meeting on 4 December 1944 in London to initiate the fight for C.I.O. representation in a new world trade union movement.

Relations with the organised labour movements of Latin America. Accusing Nazi agents of continuing to sow the seeds of disruption in Latin America and endorsing the Government policy of refusing to recognise the Argentine Government, this resolution commended the work of the C.I.O. Committee on Latin American Affairs in deepening and extending the understanding between the C.I.O. and the labour movements of the Latin American countries and their confederation, the Confederation of Latin American Workers (C.T.A.L.).

The implementing of the "good neighbour" policy called for encouragement of the industrialisation of the Latin American countries, but this must be accompanied by an improved standard of living, which "can be assured only through the strengthening and expansion of the trade union movement of those nations".

Anti-semitism. Since "American labour knows well that anti-semitism and race hatred have ever been the foes of organised labour", that anti-semitism "seeks to set worker against worker . . . threatens the unity and democracy of the entire American nation and the freedom of all peoples", the resolution promised redoubled effort to help to secure passage of the Lynch Bill to bar anti-semitic and racist matter from the United States mail. It also pledged the support of the C.I.O. for the enactment of a Federal law which would make anti-semitism a crime, punishable by imprisonment. Finally, the resolution reiterated the opposition of the C.I.O. to the British White Paper, which still discriminated against the Jews in Palestine, and called for its immediate abrogation.

Anti-discrimination. A number of delegates spoke in support of this resolution which stated that "the firm and unwavering policy of the C.I.O. against discrimination towards Negroes and other minorities has been a cornerstone of the C.I.O., as expressed in our constitution and in subsequent declarations and actions", and called for renewed vigilance by the C.I.O. against any form of racial discrimination.

The C.I.O. and political action. "With the re-election of President Roosevelt", the resolution on this subject asserted, "the strengthening of the progressive forces in Congress, and the defeat of a number of outstanding isolationists and reactionaries, the first immediate objective of the [C.I.O. Political Action] Committee has been realised". Rejecting any proposals for the formation of a third party, "which would serve only to split and divide the forces of progress at the very moment when unity is our greatest need", the resolution outlined the immediate political tasks of the C.I.O., the principal being: (1) to maintain and to stimulate the activities of existing political action committees and to establish such bodies where they are not yet organised; (2) to promote united action in collaboration with other organisations of labour, progressive groups, and forward-looking leaders of the two major political parties; (3) to continue the work of securing the fullest possible exercise of the right of the franchise through a maximum registration and vote; (4) to carry on the work of political education and to prepare for effective participation in the 1945 and 1946 elections. As proposed in the resolution, the Convention decided to maintain the Political Action Committee (P.A.C.) in its present form, with Mr. Philip Murray and Mr. Sidney

Hillman as leaders, and extended its thanks to the Chairman (Mr. Hillman), the members of the Committee, the staff, and other C.I.O. officers and members whose work had made success possible.

Several delegates spoke in support of the resolution. Mr. Hillman drew a comparison between the victory won in the Presidential election and those won at Stalingrad and in the Battle of Britain. But great as those latter victories had been, they had only weakened the enemy and had not destroyed him. So too, "the forces of reaction have suffered a serious setback, but they have not been routed. They are well financed and powerful. They will strike back with the fury of desperation." Concluding that the outcome of the national elections had proved the continued vitality of the two-party system, Mr. Hillman said that "participation in a third party would only serve to cut us off from large and important progressive groups with which we have been so successfully allied. It would destroy our own influence, weaken the progressive coalition which has developed in the course of the election campaign, and, by creating disunity, provide an entering wedge for reaction."

No-strike pledge. In support of the resolution renewing the pledge, which reaffirmed that in wartime industrial disputes must be settled by peaceful means, and which was adopted unanimously, President Murray said that the resolution was one of the more important to come before the Convention; the maintenance of the no-strike commitment was a sacred obligation to those serving in the armed forces.

National wage policy; the National War Labor Board. The resolutions on these two points were presented together as being closely related, and were adopted unanimously after a discussion in which several delegates participated. The Convention vigorously condemned the action of the National War Labor Board in refusing to submit a recommendation to the President of the United States calling for a revision of the Little Steel formula to bring wages in alignment with the sharp rise in the cost of living. While general wage rates had been effectively frozen by the Board, the same had not been true of the cost of living. "The national wage policy must be revised to afford wage earners a wage increase to meet the sharp rise in the cost of living. The productive efficiency of workers, the maintenance of a high morale, and the need for a firm economy which will assure a post-war prosperity compel such change now."

Mr. R. J. Thomas, President of the United Automobile Workers, a member of the War Labor Board, apologised to the Convention for being a member of a Board which, in his opinion, broke down collective bargaining instead of maintaining it. Winding up the debate, President Murray said that the C.I.O. was committed to a no-strike policy because the nation's welfare came first, and he accused employers of taking advantage of this commitment. The C.I.O. had kept its pledges, but certain Government agencies had not yet kept theirs.

Manpower. Declaring that voluntary co-operation and team work between labour, management, and Government had achieved great success in meeting the extraordinary demands of the war production programme, this resolution affirmed that voluntary co-operation of labour and management, rather than national service legislation or compulsory sanctions imposed by Executive Order, was the only sound method for securing the transfer of workers to critical war establishments. The resolution also called for the relaxation of restrictive controls which had been accepted by labour, "as speedily as is consistent with the prosecution of the war against Japan and the transition to a peacetime economy". On the other hand, it called for the continuation of the United States Employment Service and of the national, regional, area, and local labour-management committees.

Veterans. In view of the fact that 1,500,000 members of the C.I.O. are serving with the armed forces, and that the interests of returning veterans are identical with those of workers at home, it was resolved that the C.I.O. should continue to press for full production and full employment and security for all. The resolution also recommended the affiliated unions "to provide in their collective bargaining agreements that veterans who are employed for the first time in their plants be accorded cumulative seniority rights for the time spent in service since 1 September 1940, the date of the passage of the Selective Service Act". It deplored the action of "certain administrative officials who have promoted the illusion among veterans that their way of securing jobs is through displacing workers with longer seniority". The affiliated unions should establish committees on a

local and a national basis to aid veterans in securing jobs, in obtaining the benefits to which they were entitled by legislation, and in securing aid in retraining, rehabilitation and other measures to promote a "secure and easy return to civilian life". Mr. R. J. Thomas, President of the United Automobile Workers, who had just returned from a visit to the European war front, supported the resolution and said that his union was opposed to the setting up of a separate labour organisation for returned service men.

Social security. The Convention renewed its support of the programme of improved and extended social security outlined in the Wagner-Murray-Dingell Bill.¹

Maternal and child welfare. The Convention declared that all mothers and children have a right, whatever their race, residence or income, to all diagnostic and curative medical services needed for good health, and urged, as a first step towards supplying this care, an expansion of the medical services at public expense provided for in the Social Security Act. It also called for a continuation of efforts by the C.I.O. to obtain the passage of the health provisions of the Wagner-Murray-Dingell Bill.

Housing. This resolution called upon the C.I.O. to direct its effort, in co-operation with all similar-minded groups, towards the elimination of slums and the stimulation, through both private and public programmes, of the provision of low-cost housing.

Election of Officers.

Mr. Philip Murray and Mr. James B. Carey were re-elected President and Secretary-Treasurer respectively.²

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 247.
Minutes of the Seventh Constitutional Convention of the Congress of Industrial Organizations, Chicago, Illinois, November 20-24, 1944.

STATISTICS

Wages

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

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

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

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

For further information on the scope and method of these statistics, see the January 1945 issue of the *Review*: "Statistics, Explanatory Notes", pp. 119-128.

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

For statistics of unemployment, employment and hours of work, see the December 1944 issue. They will appear next in the March number.

EXPLANATION OF SIGNS USED IN THE TABLES

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

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

The sign † signifies: "provisional figures".

The sign ° signifies: "covering men only".

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

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

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

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

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

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

STATISTICS OF THE GENERAL LEVEL OF WAGES

(a) *Hourly rates or earnings*

Date	AFRICA	AMERICA						
	Union of South Africa	Canada	United States				Argentina (Buenos Aires)	Mexico (Federal District)
	Mines, ind., tr., com.	Mines, ind., transp.	B.L.S.	N.I.C.B.			Ind., transp., com., serv.	Ind.
			Industries	Industries				
	M.	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.
	Rates	Rates	Earnings	Earnings			Earnings	Earnings
Money wages								
			Cents	Cents	Cents	Cents		Pesos
1929	*	*	56.6	62.5	39.8	59.0	*	*
1931	*	*	51.5	59.7	37.1	56.4	*	*
1932	*	*	44.6	52.6	32.5	49.8	*	*
1933	*	*	44.2	51.8	34.0	49.1	*	*
1934	*	*	53.2	60.7	42.7	58.0	*	0.28
1935	*	*	55.0	62.8	43.7	59.9	*	*
1936	*	*	55.6	65.1	43.4	61.9	*	0.33
1937	*	*	62.4	73.5	47.3	69.5	*	0.36
1938	*	*	62.7	75.8	48.2	71.6	*	0.40
1939	*	*	63.3	76.5	47.5	72.0	*	0.60
1940	*	*	66.1	78.4	49.1	73.9	*	0.63
1941	*	*	72.9	86.7	53.3	81.4	*	0.67
1942	*	*	85.3	98.7	60.9	92.4	*	0.68
1943	*	*	96.1	110.3	69.9	101.4	*	—
1943: Sept.	*	*	99.3	113.1	71.7	103.6	*	*
Dec.	*	*	99.5	114.1	72.6	104.5	*	*
1944: Mar.	*	*	100.6	114.8	73.9	105.3	*	*
June	*	*	101.7r	116.6	75.3	106.9r	*	*
Sept.	*	*	103.1	117.8	76.6	108.0	*	*
Index numbers of money wages (Base: 1929 = 100)								
1929	100	100	100	100	100	100	100	*
1931	97	97	91	96	93	96	87	*
1932	93	90	79	84	82	84	84	*
1933	94	86	78	83	85	83	87	*
1934	94	87	94	97	107	98	83	100
1935	98	89	97	100	110	102	90	*
1936	100	91	98	104	109	105	93	118
1937	100	97	110	118	119	118	96	129
1938	101	100	111	121	121	121	95	143
1939	102	101	112	122	119	122	100	214
1940	103†	104	117	125	123	125	101	225
1941	—	114	129	139	135	138	105	239
1942	—	122	151	158	153	157	114	243
1943	—	—	170	176	176	172	117	—
1943: Sept.	*	*	175	181	180	176	*	*
Dec.	*	*	176	183	182	177	*	*
1944: Mar.	*	*	178	184	186	178	*	*
June	*	*	180	187	189	182r	*	*
Sept.	*	*	182	188	192	183	*	*
Index numbers of real wages (Base: 1929 = 100)								
1929	100	100	100	100	100	100	100	*
1931	103	108	103	110	107	110	100	*
1932	104	112	99	108	105	108	108	*
1933	108	110	103	111	114	111	106	*
1934	106	110	120	122	135	124	107	(100)
1935	111	113	121	122	133	123	109	*
1936	112	112	121	123	129	124	103	(103)
1937	110	117	132	133	134	133	104	(93)
1938	107	120	135	141	140	141	104	(93)
1939	108	120	138	144	140	143	107	(138)
1940	106†	119	143	147	145	147	106	(143)
1941	—	124	150	156	152	155	107	(146)
1942	—	127	158	162	157	160	110	(129)
1943	—	—	168	171	170	167	113	—
1943: Sept.	*	*	174	176	175	170	*	*
Dec.	*	*	173	176	176	171	*	*
1944: Mar.	*	*	176	178	180	173	*	*
June	*	*	175r	179	181	174	*	*
Sept.	*	*	176	180	184	175	*	*
Persons covered	*	*	9,850,000	*	*	*	*	63,900

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

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

(a) Hourly rates or earnings (cont.)

Date	ASIA			EUROPE				
	China (Shanghai)	Japan ¹	Palestine	Germany				
	Industries	Industries	Industries	Mines ² , industries, transport ³				
	M. W.	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. W.
	Rates	Earnings	Rates	Rates				Earnings
Money wages								
	Sh. \$			Rpf.	Rpf.	Rpf.	Rpf.	Rpf.
1929	*	*	*	101.1	79.4	52.7	85.3	96.8
1930	0.059	*	*	102.8	80.7	53.6	86.8	94.0
1931	0.057	*	*	97.4	76.6	51.0	82.3	86.9
1932	0.057	*	*	81.6	64.4	43.9	69.7	73.0
1933	0.058	*	*	78.5	62.3	43.4	67.6	70.7
1934	0.056	*	*	78.3	62.2	43.3	67.5	72.5
1935	0.053	*	*	78.3	62.2	43.4	67.5	73.6
1936	0.055	*	*	78.3	62.2	43.4	67.5	74.8
1937	0.050	*	*	78.5	62.3	43.4	67.6	76.4
1938	0.051	*	*	78.8	62.5	43.7	67.9	78.9
1939	0.060	*	*	79.1	62.8	44.0	68.2	81.2
1940	0.070	*	*	79.2	63.0	44.1	68.2	83.9
1941	0.122	*	*	79.9	63.8	44.4	68.9	87.5
1942	—	*	*	80.3	64.1	44.6	69.3	—
1943	—	*	*	—	—	—	—	—
1943: Sept.	—	*	*	—	—	—	—	—
Dec.	—	*	*	—	—	—	—	—
1944: Mar.	—	*	*	—	—	—	—	—
June	—	*	*	—	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)								
1929	*	100	100	100	100	100	100	100
1930	100	*	105	102	102	102	102	97
1931	97	*	101	96	96	97	96	90
1932	97	87	101	81	81	83	82	75
1933	98	85	112	78	78	82	79	73
1934	95	88	137	77	78	82	79	75
1935	90	88	133	77	78	82	79	76
1936	93	88	128	77	78	82	79	77
1937	85	92	124	78	78	82	79	79
1938	86	100	120	78	79	83	80	82
1939	102	99 ⁴	115	78	79	83	80	84
1940	119	—	114	78	79	84	80	87
1941	207	—	133	79	80	84	81	90
1942	—	—	—	79	81	85	81	91
1943	—	—	—	—	—	—	—	—
1943: Sept.	—	—	—	—	—	—	—	—
Dec.	—	—	—	—	—	—	—	—
1944: Mar.	—	—	—	—	—	—	—	—
June	—	—	—	—	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)								
1929	1	*	*	100	100	100	100	100
1930	100	*	*	106	106	106	106	101
1931	100	*	*	109	109	110	109	102
1932	108	100	*	103	104	106	104	96
1933	118	96	*	101	103	108	104	95
1934	113	96	*	99	100	105	101	95
1935	105	92	*	97	98	103	99	95
1936	101	91	*	96	97	102	98	96
1937	77	91	*	96	97	101	98	97
1938	62	92	*	95	96	102	97	100
1939	56	79 ⁴	*	95	97	102	98	102
1940	30	—	*	93	94	100	95	103
1941	27	—	*	91	93	97	93	104
1942	—	—	*	90	91	95	92	103
1943	—	—	*	—	—	—	—	—
1943: Sept.	—	—	*	—	—	—	—	—
Dec.	—	—	*	—	—	—	—	—
1944: Mar.	—	—	*	—	—	—	—	—
June	—	—	*	—	—	—	—	—
Persons covered	75,000†	1,563,601	*	*	*	*	*	*

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

China. Annual figures: up to 1935, Sept. of each year; from 1936 onwards, averages.

Palestine (Jewish labour). Annual figures: averages; monthly figures: end of the month in question. The original indices relate to rates of wages per 8-hour day.

STATISTICS OF THE GENERAL LEVEL OF WAGES

(a) Hourly rates or earnings (cont.)

Date	EUROPE (cont.)									
	Belgium			Bulgaria			Denmark			
	Mines, industries, transport			Industries			Industries, transport°, etc.			
	M. W. sk.	M. W. unsk.	M. W.	M.	W.	M. W.	M. sk.	M. unsk.	W.	M. W.
	Earnings			Earnings			Earnings			
Money wages										
1929	*	*	*	Leva 10.01	Leva 5.98	Leva 7.81	Öre 153	Öre 124	Öre 83	Öre 128
1930	*	*	*	9.76	6.16	7.33	156	126	84	131
1931	*	*	*	9.25	5.58	7.12	155	126	84	131
1932	*	*	*	7.75	4.90	6.20	153	127	85	131
1933	*	*	*	7.76	4.69	6.53	153	127	85	131
1934	*	*	*	7.29	4.59	6.09	154	129	86	132
1935	*	*	*	7.04	5.13	6.11	155	129	87	133
1936	*	*	*	7.09	5.22	6.03	156	130	87	132
1937	*	*	*	7.78	5.88	6.61	158	133	88	135
1938	*	*	*	8.15	6.33	7.02	166	140	94	142
1939	*	*	*	8.27	6.58	7.32	175	148	96	147
1940	*	*	*	8.82	7.47	8.32	194	163	108	163
1941	*	*	*	10.27	7.72	9.23	206	177	117	176
1942	*	*	*	—	—	—	216	185r	122	184
1943	*	*	*	—	—	—	230	198	128	197
1943: Sept.	*	*	*	*	*	*	230	201	129	198
Dec.	*	*	*	—	—	—	235	202	130	201
1944: Mar.	*	*	*	*	*	*	—	—	—	—
June	*	*	*	—	—	—	—	—	—	—
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	104	106	106	98	103	94	102	102	101	102
1931	97	98	99	92	93	91	101	102	101	102
1932	88	89	91	77	82	79	100	102	102	102
1933	87	87	88	78	78	84	100	103	102	102
1934	83	83	84	73	77	78	100	104	103	103
1935	80	83	81	70	86	78	101	104	105	104
1936	88	91	89	71	87	77	102	105	105	103
1937	98	102	99	78	98	85	103	107	106	105
1938	104	107	104	81	106	90	109	113	113	111
1939	105	107	105	83	110	94	114	119	116	115
1940	112	114	111	88	125	107	126	132	130	127
1941	119	125	121	103	129	118	134	143	142	138
1942	123	130	125	—	—	—	141	149r	147r	144
1943	125	132	128	—	—	—	150	160	154	154
1943: Sept.	125	130	128	*	*	*	150	162	155	155
Dec.	—	—	—	—	—	—	154	163	157	157
1944: Mar.	—	—	—	*	*	*	—	—	—	—
June	—	—	—	—	—	—	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	100	100	100	100	100	100	100
1930	101	102	102	107	113	103	107	106	106	107
1931	104	105	106	116	117	114	113	114	113	114
1932	106	106	108	105	112	108	112	114	114	114
1933	105	105	107	114	115	123	109	112	111	111
1934	104	105	106	114	121	122	105	109	108	107
1935	101	103	102	118	144	131	103	106	106	105
1936	103	107	105	124	153	135	102	105	104	103
1937	107	111	108	134	169	146	99	104	102	102
1938	111	114	110	136	176	150	102	107	107	105
1939	113	115	112	132	176	150	105	109	106	106
1940	—	—	—	130	184	157	94r	98r	97r	95r
1941	—	—	—	122	154	110	87r	93r	92r	89r
1942	—	—	—	—	—	—	89r	94r	92r	90r
1943	—	—	—	—	—	—	93	99	95	95
1943: Sept.	—	—	—	*	*	*	93r	100r	96r	96r
Dec.	—	—	—	—	—	—	94	100	96	96
1944: Mar.	—	—	—	*	*	*	—	—	—	—
June	—	—	—	—	—	—	—	—	—	—
Persons covered	*	*	*	4,716	2,042	6,758	60,000	73,000	37,000	169,000

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

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

(a) Hourly rates or earnings (cont.)

Date	EUROPE (cont.)										
	Estonia			France					Great Britain and Northern Ireland		
	Industries, etc.			Metals (Paris)	Industries, etc.		Metals and industries	J.R. S.S. ⁴	M. of L. ⁵	L. & C. E. S. ⁶	
								Agr., mines, ind., transp., local auth.			
	M.	W.	M. W.	M. W.	Paris	Other towns	M.W. ³ chiefly skilled	M. W.			
	Earnings			Rates					Rates		
Money wages											
	Sents	Sents	Sents	Frs.	Frs.	Frs.	Frs.				
1929	37.9	23.0	32.1	5.45	6.10	3.83	2.26	*	*	*	*
1930	38.7	23.0	32.5	5.79	6.64	4.08	2.42	*	*	*	*
1931	37.0	22.9	31.9	5.74	6.61	4.08	2.42	*	*	*	*
1932	34.5	22.1	29.9	5.47	6.34	3.99	2.35	*	*	*	*
1933	33.2	22.0	29.2	5.57	6.34	3.89	2.26	*	*	*	*
1934	33.0	21.9	29.0	5.54	6.34	3.89	2.28	*	*	*	*
1935	34.4	22.4	29.9	5.49	6.23	3.80	2.26	*	*	*	*
1936	36.3	23.4	31.6	6.33	7.06	4.42	2.62	*	*	*	*
1937	39.4	25.0	34.4	9.41	10.06	5.60	3.08	*	*	*	*
1938	42.4	26.5	37.1	10.45	10.50	6.19	3.42	*	*	*	*
1939	45.4	28.6	39.8	10.93	*	*	*	*	*	*	*
1940	47.0 ¹	31.0 ¹	41.7 ¹	11.19	10.90	6.34	3.50	*	*	*	*
1941	*	*	*	11.93	12.11	7.17	4.15	*	*	*	*
1942	*	*	*	—	12.13 ²	7.72 ²	4.65 ²	*	*	*	*
1943	*	*	*	—	—	—	—	*	*	*	*
1943: Sept.	*	*	*	—	*	*	*	*	*	*	*
Dec.	*	*	*	—	*	*	*	*	*	*	*
1944: Mar.	*	*	*	—	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	*	*	*	*
Sept.	*	*	*	—	*	*	*	*	*	*	*
Index numbers of money wages (Base: 1929=100)											
1929	100	100	100	100	100	100	100	100	100	100	100
1930	102	100	101	106	109	107	107	107	99	100	99
1932	91	96	93	100	104	104	104	104	96	96	96
1934	87	95	90	102	104	102	101	102	96	96	95
1935	91	97	93	101	102	99	100	100	97	97	96
1936	96	102	98	116	116	115	116	115	100	100	98
1937	104	109	107	173	165	146	136	150	105	104	102
1938	112	115	116	192	172	162	151	165	106	107	105
1939	120	124	124	201	*	*	*	*	—	108	107
1940	124 ¹	135 ¹	130 ¹	205	179	166	155	167	—	122	118
1941	*	*	*	219	199	187	184	190	—	—	128
1942	*	*	*	—	199 ²	202 ²	206 ²	—	—	—	137
1943	*	*	*	—	—	—	—	—	—	—	144
1943: Sept.	*	*	*	—	*	*	*	*	*	—	145
Dec.	*	*	*	—	*	*	*	*	*	—	146
1944: Mar.	*	*	*	—	*	*	*	*	*	—	148
June	*	*	*	—	*	*	*	*	*	—	152
Sept.	*	*	*	—	*	*	*	*	*	—	152
Index numbers of real wages (Base: 1929=100)											
1929	100	100	100	*	*	*	*	*	100	100	100
1930	(115)	(112)	(114)	100	100	100	100	100	103	104	103
1932	(113)	(120)	(116)	103	104	108	107	107	109	110	110
1934	(117)	(128)	(121)	110	109	114	113	114	111	111	110
1935	(120)	(129)	(123)	116	115	119	119	120	111	111	110
1936	(114)	(121)	(117)	125	122	126	126	126	111	111	110
1937	(117)	(122)	(120)	154	144	134	124	138	111	110	108
1938	(119)	(123)	(123)	150	132	130	121	132	111	113	110
1939	(123)	(127)	(127)	—	*	*	*	*	—	112	110
1940	(111) ¹	(120) ¹	(116) ¹	—	—	—	—	—	—	108	104
1941	*	*	*	—	—	—	—	—	—	—	106
1942	*	*	*	—	—	—	—	—	—	—	113
1943	*	*	*	—	—	—	—	—	—	—	119
1943: Sept.	*	*	*	—	*	*	*	*	*	—	120
Dec.	*	*	*	—	*	*	*	*	*	—	121
1944: Mar.	*	*	*	—	*	*	*	*	*	—	122
June	*	*	*	—	*	*	*	*	*	—	124
Sept.	*	*	*	—	*	*	*	*	*	—	124
Persons covered	35,000	15,000	50,000	*	*	*	*	*	*	*	*

¹ Mar. ² Apr. ³ Series calculated by the I.L.O.: weighted averages of the rates of the four preceding series.⁴ Journal of the Royal Statistical Society. ⁵ Ministry of Labour. ⁶ London and Cambridge Economic Service.

France. Metals: annual figures; averages; monthly figures: averages for the quarter ending with the month in question. Industries: annual figures: Oct. of each year.

STATISTICS OF THE GENERAL LEVEL OF WAGES

(a) Hourly rates or earnings (cont.)

Date	EUROPE (cont.)									
	Hungary	Italy	Latvia (Riga)				Lithuania			
	Indus-tries	Indus-tries, etc.	Industries, etc.				Industries			
	M. W.	M. W.	M. sk.	M. unsk.	W. unsk.	M. W.	M. sk. ⁴	M. unsk. ⁴	W. ⁴	M. W. ⁵
	Earnings	Earnings	Earnings				Rates			
Money wages										
	Pengö	Lire	Sants.	Sants.	Sants.	Sants.	Litas	Litas	Litas	*
1929	0.57	2.09	81	57	33	51	*	*	*	*
1930	0.52	2.07	84	59	33	53	1.45	0.90	0.56	*
1931	0.55	1.95	82	57	33	53	1.44	0.86	0.54	*
1932	0.51	1.91	72	50	31	46	1.30	0.81	0.52	*
1933	0.48	1.86	65	47	30	43	1.14	0.69	0.47	*
1934	0.46	1.80	63	47	30	43	1.07	0.63	0.44	*
1935	0.44	1.77	64	49	30	43	1.04	0.64	0.44	*
1936	0.45	1.88	65	49	30	44	1.03	0.63	0.43	*
1937	0.46	2.11	68	52	32	46	1.09	0.68	0.49	*
1938	0.49	2.26	73	55	35	50	1.14	0.68	0.49	*
1939	0.53 ¹	2.30 ²	76	57	36	52	—	—	—	*
1940	0.56 ¹	—	79 ¹	60 ¹	38 ¹	54 ¹	—	—	—	*
1941	0.67 ¹	—	—	—	—	—	—	—	—	*
1943: Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
1944: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
	100	100	100	100	100	100	*	*	*	*
1929	100	100	100	100	100	100	100	100	100	100
1930	91	99	104	104	100	104	100	96	96	96
1931	95	93	101	100	100	104	100	96	96	96
1932	89	91	89	83	94	90	90	90	92	89
1933	84	89	80	82	91	84	79	77	83	80
1934	81	86	78	82	91	84	74	69	73	73
1935	77	85	79	86	91	84	72	72	79	74
1936	79	90	80	85	93	86	71	70	77	72
1937	81	101	84	90	97	90	75	76	88	79
1938	86	108	90	96	106	98	78	76	87	80
1939	93 ¹	110 ²	94	100	109	102	—	—	—	—
1940	98 ¹	—	95 ¹	105 ¹	116 ¹	106 ¹	—	—	—	—
1941	118 ¹	—	—	—	—	—	—	—	—	—
1943: Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
1944: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
	100	100	*	*	*	*	*	*	*	*
1929	100	100	100	100	100	100	100	100	100	100
1930	(101)	102	107	106	111	110	107	103	102	103
1931	(112)	107	107	106	111	110	107	103	102	103
1932	(107)	110	108	107	118	110	113	114	117	113
1933	(108)	112	102	105	120	107	115	113	122	117
1934	(106)	114	104	111	126	113	116	109	122	114
1935	(99)	111	104	114	125	111	128	128	141	132
1936	(96)	109	106	113	127	114	125	123	135	128
1937	(92)	111	102	111	123	110	120	121	140	126
1938	(98)	110	100	107	122	108	123	118	136	125
1939	(107) ¹	111 ¹	101	107	121	109	—	—	—	—
1940	(105) ¹	—	99 ¹	107 ¹	121 ¹	107 ¹	—	—	—	—
1941	(106) ¹	—	—	—	—	—	—	—	—	—
1943: Sept.	*	*	—	—	—	—	*	*	*	*
Dec.	*	*	—	—	—	—	*	*	*	*
1944: Mar.	*	*	—	—	—	—	*	*	*	*
June	*	*	—	—	—	—	*	*	*	*
Persons covered	417,000	1,526,636	*	*	*	44,716	*	*	*	*

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

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

(a) Hourly rates or earnings (cont.)

Date	EUROPE (concl.)									
	Nether-lands	Poland	Sweden			Switzerland				Czecho-slovakia (Prague)
	Mi., in- dustries	Mi., in- dustries	Mines ^o , ind., transp., commerce			Industries, some transport, com., etc.				Indus- tries
	M.	M. W.	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M. W.	M. W.
	Earnings	Earnings	Earnings			Earnings				Rates
<i>Money wages</i>										
		Zl.	Kr.	Kr.	Kr.	Frs.	Frs.	Frs.		Kč.
1929	*	1.01	1.25	0.74	1.12	1.48	1.14	0.77	*	4.37
1930	*	1.00	1.29	0.75	1.15	1.49	1.16	0.76	*	4.47
1931	*	0.93	1.29	0.75	1.15	1.51	1.16	0.78	*	4.49
1932	*	0.86	1.27	0.74	1.13	1.45	1.11	0.74	*	4.49
1933	*	0.78	1.22	0.73	1.09	1.42	1.09	0.72	*	4.47
1934	*	0.74	1.22	0.73	1.09	1.39	1.07	0.71	*	4.37
1935	*	0.72	1.24	0.74	1.11	1.36	1.05	0.70	*	4.34
1936	*	0.71	1.25	0.75	1.12	1.33	1.03	0.69	*	4.33
1937	*	0.74	1.29	0.77	1.15	1.32	1.05	0.69	*	4.22
1938	*	0.78	1.37	0.80	1.23	1.37	1.06	0.72	*	4.32
1939	*	0.79 ²	1.42	0.83	1.27	1.37	1.07	0.72	*	4.35 ¹
1940	*	*	1.53	0.93	1.37	1.41	1.10	0.74	*	—
1941	*	*	1.63	1.01	1.47	1.51	1.21	0.80	*	—
1942	*	*	1.79	1.09	1.60	1.65	1.36	0.90	*	—
1943	*	*	1.86	1.14	1.67	1.78	1.49	0.99	*	—
1943: Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	1.81 ³	1.53 ³	1.01 ³	*	—
1944: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	—	—	—	*	—
<i>Index numbers of money wages (Base: 1929 = 100)</i>										
1929	100	100	100	100	100	100	100	100	100	100
1930	102	99	103	101	103	101	102	99	101	102
1931	100	92	103	101	103	102	102	101	103	103
1932	93	85	102	100	101	98	97	96	98	103
1933	89	77	98	99	98	97	96	94	96	102
1934	86	73	98	99	98	94	94	92	94	100
1935	83	71	99	100	99	92	92	91	93	99
1936	81	70	100	101	100	90	90	90	91	99
1937	82	73	103	104	103	89	92	90	91	97
1938	86	77	110	108	109	93	93	94	93	99
1939	87	78 ²	114	112	114	93	94	94	94	100 ¹
1940	91 ¹	*	122	126	122	95	96	96	96	—
1941	—	*	130	136	131	102	106	104	104	—
1942	—	*	143	147	143	112	119	117	116	—
1943	—	*	149	154	149	120	131	129	126	—
1943: Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	122 ³	134 ³	131 ³	129 ³	—
1944: Mar.	*	*	*	*	*	*	*	*	*	—
June	*	*	*	*	*	—	—	—	—	—
<i>Index numbers of real wages (Base: 1929 = 100)</i>										
1929	100	100	100	100	100	100	100	100	100	100
1930	(106)	(108)	106	104	106	103	104	101	103	105
1931	(111)	(112)	110	108	109	109	109	109	110	110
1932	(111)	(114)	110	108	110	114	114	112	114	112
1933	(107)	(115)	108	109	108	119	117	115	118	113
1934	(104)	(118)	107	108	107	117	117	115	117	112
1935	(103)	(119)	107	108	107	116	116	114	116	108
1936	(103)	(122)	107	108	107	111	112	111	113	106
1937	(101)	(119)	108	109	108	105	108	106	107	102
1938	(104)	(127)	112	110	111	109	109	110	110	100
1939	(104)	(130) ²	113	111	113	108	110	109	109	94 ¹
1940	(101) ¹	*	106	108r	105r	101	103	102	102	—
1941	—	*	100	104	100	94	98	96	96	—
1942	—	*	102	104r	101r	93	99	97	96	—
1943	—	*	105	109	105	95	104	102	100	—
1943: Sept.	*	*	*	*	*	*	*	*	*	—
Dec.	*	*	*	*	*	96 ³	106 ³	103 ³	101 ³	—
1944: Mar.	*	*	*	*	*	—	—	—	—	—
June	*	*	*	*	*	—	—	—	—	—
Persons covered	78,000	813,843	428,000r	91,000r	558,000r	33,300	34,900	10,400	78,600	*

¹ Jan.-June. ² Mar. ³ Sept.-Dec.

STATISTICS OF THE GENERAL LEVEL OF WAGES

(a) Hourly rates or earnings (concl.)

Date	OCEANIA					
	Australia			New Zealand		
	Mines ^o , industries, transport ^o , etc.			Agr. ^o , mines ^o , industries, transp. ^o , com.		
	M.	W.	M. W. ¹	M.	W. ²	M. W. ¹
	Rates			Rates		
<i>Money wages</i>						
	s. d.	s. d.				
1929	2 3	1 2½	"	*	*	*
1930	2 2½	1 2½	"	*	*	*
1931	2 0	1 1	"	*	*	*
1932	1 10¾	1 0¾	"	*	*	*
1933	1 10	0 11¾	"	*	*	*
1934	1 10	0 11¾	"	*	*	*
1935	1 10½	1 0	"	*	*	*
1936	1 11	1 0¾	"	*	*	*
1937	2 0	1 1	"	*	*	*
1938	2 1½	1 1½	"	*	*	*
1939	2 2½	1 2½	"	*	*	*
1940	2 3¼	1 2½	"	*	*	*
1941	2 4¾	1 3½	"	*	*	*
1942	2 7	1 4½	"	*	*	*
1943	2 8¾	1 6¾	"	*	*	*
1943: Sept.	2 9	1 6½	"	*	*	*
Dec.	2 8¾	1 6¾	"	*	*	*
1944: Mar.	2 8¾	1 7¼	"	*	*	*
June	—	—	"	*	*	*
<i>Index numbers of money wages (Base: 1929 = 100)</i>						
1929	100	100	100	100	100	100
1930	98	99	98	100	100	100
1931	89	90	89	94	94	94
1932	84	84	84	89	90	89
1933	81	81	81	87	88	87
1934	82	82	82	87	88	87
1935	83	83	83	89	89	89
1936	85	85	85	99	99	99
1937	89	90	89	113	112	113
1938	96	93	95	120	116	119
1939	97	98	97	122	122	121
1940	101	100	101	126	126	125
1941	106	107	107	126	126	125
1942	115	114	115	135	136	135
1943	121	126	122	138	143	138
1943: Sept.	122	128	123	*	*	*
Dec.	121	129r	122r	*	*	*
1944: Mar.	121	133	123	*	*	*
June	—	—	—	*	*	*
<i>Index numbers of real wages (Base: 1929 = 100)</i>						
1929	100	100	100	100	100	100
1930	103	105	103	102	102	102
1931	105	106	105	104	105	104
1932	104	104	104	107	107	107
1933	104	104	104	110	111	110
1934	103	103	103	109	109	109
1935	102	102	102	107	107	107
1936	103	103	103	115	115	115
1937	105	106	105	123	122	123
1938	110	107	110	126	123	125
1939	109	110	109	123	123	122
1940	108	108	108	122	122	121
1941	109	109	109	118	118	117
1942	108	107	108	122	123	122
1943	110	115	111	123	127	123
1943: Sept.	111	116	112	*	*	*
Dec.	111	118r	112r	*	*	*
1944: Mar.	111	122	113	*	*	*
June	—	—	—	*	*	*
Persons covered	*	*	*	*	*	*

¹ Series calculated by the I.L.O.: weighted averages of the rates for men and women. ² Series calculated by the I.L.O.: index numbers of weekly rates of wages divided by index numbers of normal hours per week. Australia. Annual figures: averages; monthly figures: last day of the month.

(b) Daily, weekly or monthly earnings

Date	AMERICA											
	Canada	United States				Argentina		Chile	Colombia (Bogotá)			
		Mi., ind., transp., com., serv.	B.L.S. series	N.I.C.B. series			Whole country		Buenos Aires	Ind.	Industries, services	
	Ind.		Industries			Mi., ind.	Ind., transp., com., serv.	M. W.	M. W.		M. W.	M. W.
	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	M. W.	M. W.	M.	W.	M. W.
	Weekly	Weekly	Weekly			Mthly	Mthly	Daily	Daily			
	Money wages											
	\$	\$	\$	\$	\$	Pesos	Pesos	Pesos	Pesos	Pesos	Pesos	
1929	*	25.03	30.64	17.61	28.55	*	141.87	*	*	*	*	
1931	*	20.87	24.00	14.69	22.62	*	120.87	*	*	*	*	
1932	*	17.05	17.96	11.73	17.05	*	115.11	*	*	*	*	
1933	*	16.73	18.69	12.35	17.71	*	119.89	*	*	*	*	
1934	*	18.40	21.07	14.50	20.06	*	109.49	*	*	*	*	
1935	*	20.13	23.49	15.37	22.23	*	118.90	*	*	*	*	
1936	*	21.78	26.02	15.74	24.39	*	122.57	*	*	*	*	
1937	*	24.05	28.72	17.02	26.80	104.4	126.63	12.60	*	*	*	
1938	*	22.30	26.07	15.69	24.43	*	125.28	14.35	1.69 ^a	1.05 ^a	1.59 ^a	
1939	*	23.86	28.97	17.02	27.04	107.3	128.61	16.61	1.72	1.13	1.58	
1940	*	25.20	30.64	17.43	28.54	105.9	132.70	20.20	1.75	1.12	1.61	
1941	26.16 ¹	29.58	36.18	20.29	33.62	108.2	136.70	24.98	—	—	—	
1942	28.71	36.65	43.46	23.95	40.03	—	—	32.67	—	—	—	
1943	30.93	43.16	51.03	28.83	45.88	—	—	36.33	—	—	—	
1943: Sept.	31.53	44.39	52.67	29.70	47.12	*	*	37.14	*	*	*	
Dec.	29.69	44.58	52.74	29.86	47.15	*	*	36.35	*	*	*	
Mar.	32.37	45.64	54.10	30.86	48.41	*	*	38.65	*	*	*	
1944: June	31.72 ^r	46.24 ^r	55.13	31.49	49.30 ^r	*	*	—	*	*	*	
Sept.	32.36	46.25	55.36	31.82	49.43	*	*	—	*	*	*	
Index numbers of money wages (Base: 1929 = 100)												
1929	*	100	100	100	100	*	100	*	*	*	*	
1931	*	83	78	83	79	*	85	*	*	*	*	
1932	*	68	59	67	60	*	81	*	*	*	*	
1933	*	67	61	70	62	*	85	*	*	*	*	
1934	*	74	69	82	70	*	77	*	*	*	*	
1935	*	80	77	87	78	*	84	*	*	*	*	
1936	*	87	85	89	85	*	86	*	*	*	*	
1937	*	96	94	97	94	100	89	100	*	*	*	
1938	*	89	85	89	86	*	88	114	100 ^a	100 ^a	100 ^a	
1939	*	95	95	97	95	103	91	132	103	101	102	
1940	*	101	100	99	100	101	94	160	103	106	103	
1941	100 ^a	118	118	115	118	104	96	198	105	111	102	
1942	112 ^r	146	142	136	140	—	—	259	—	—	—	
1943	120	172	167	164	161	—	—	288	—	—	—	
1943: Sept.	123	177	172	169	165	*	*	295	*	*	*	
Dec.	116	178	172	170	165	*	*	288	*	*	*	
Mar.	126	182	177	175	170	*	*	307	*	*	*	
1944: June	124 ^r	185	180	179	173 ^r	*	*	—	*	*	*	
Sept.	126	185	180	181	173	*	*	—	*	*	*	
Index numbers of real wages (Base: 1929 = 100)												
1929	*	100	100	100	100	*	100	*	*	*	*	
1931	*	94	90	96	91	*	98	*	*	*	*	
1932	*	85	75	86	77	*	105	*	*	*	*	
1933	*	89	82	94	83	*	102	*	*	*	*	
1934	*	94	87	104	89	*	99	*	*	*	*	
1935	*	100	93	106	94	*	101	*	*	*	*	
1936	*	108	100	105	101	*	95	*	*	*	*	
1937	*	115	106	109	106	100	96	(100)	*	*	*	
1938	*	108	99	103	99	*	96	(109)	100 ^a	100 ^a	100 ^a	
1939	*	118	111	114	111	102	97	(125)	100	99	99	
1940	*	123	118	116	118	98	98	(134)	104	106	104	
1941	100 ^a	138	133	129	132	98	98	(144)	107	113	104	
1942	104	154	145	139	144	—	—	(150)	—	—	—	
1943	110	171	161	159	156	—	—	(144)	—	—	—	
1943: Sept.	112	175	167	164	160	*	*	(143)	*	*	*	
Dec.	106	175	166	163	159	*	*	(142)	*	*	*	
Mar.	115	180	171	170	164	*	*	(147)	*	*	*	
1944: June	113	180 ^r	172	171	166 ^r	*	*	—	*	*	*	
Sept.	115	179	172	172	165	*	*	—	*	*	*	
Persons covered	1,868,000	10,238,000	*	*	*	617,000	—	22,814	—	—	13,000	

¹ Mar.-Dec. ² Mar. ³ May-Dec.

Canada. Monthly figures: last week of the month.

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

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

STATISTICS OF THE GENERAL LEVEL OF WAGES

(b) Daily, weekly or monthly earnings (cont.)

Date	AMERICA (cond.)		ASIA							EUROPE	
	Mexico	Uruguay	China		Japan				Palestine	Germany	
	Mi., ind., transp.	Ind.	Shang-hai	Chung-king	Imperial Cabinet series		Bank of Japan	Ind. ²	Mi. ³ ind., transp. ⁴	Agr., ind., transp., com.	
			Ind.	Ind.	Industries		Ind.				
	M. W.	M. W.	M. W.	M. W.	M.	W.	M. W.	M. W.	M. W.	M. W.	
	Weekly	Monthly	Daily	Daily	Daily		Daily	Daily ⁴	Weekly	Weekly ⁵	
Money wages											
	Pesos	Pesos	Sh. \$	Ch. \$	Yen	Yen	Yen		Mils		RM.
1929	*	*	*	*	2.65	0.99	2.06	*	*	*	31.19
1930	*	*	0.669	*	2.55	0.91	2.00	*	*	*	30.57
1931	*	*	0.678	*	2.43	0.82	1.87	*	*	*	27.73
1932	*	*	0.627	*	2.51	0.77	1.91	*	*	*	22.88
1933	*	*	0.639	*	2.54	0.74	1.88	*	*	*	21.88
1934	*	*	0.600	*	2.49	0.73	1.89	*	*	*	22.83
1935	*	*	0.572	*	2.43	0.73	1.88	*	*	*	24.04
1936	*	38.36	0.607	*	2.42	0.74	1.90	*	*	*	25.25
1937	*	*	0.597	0.787	2.48	0.78	1.96	*	*	*	26.50
1938	*	41.62	0.590	1.376	2.49	0.85	2.06	*	333 ⁵	*	27.82
1939	26.92	41.55	0.719	1.728	2.56 ²	0.88 ²	2.00 ²	*	350	*	29.27
1940	27.41	42.08	1.423	3.332	—	—	—	*	345	*	29.82
1941	30.35	44.69	2.731	7.783	—	—	—	*	372	*	31.14
1942	30.94	—	—	14.547	—	—	—	*	516	*	—
1943	—	—	—	35,480	—	—	—	*	771	*	—
1943: Sept.	—	—	*	42,793	—	—	—	*	855	*	*
Dec.	—	—	*	55,513	—	—	—	*	861	*	*
1944: Mar.	—	—	*	87,703	—	—	—	*	—	*	*
June	—	—	*	—	—	—	—	*	—	*	—
Index numbers of money wages (Base: 1929 = 100)											
1929	*	*	100	*	100	100	100	100	*	100	100
1930	*	*	100	*	96	92	97	95	*	92	98
1931	*	*	101	*	92	83	91	87	*	81	89
1932	*	*	94	*	95	77	92	85	*	67	73
1933	*	*	96	*	96	74	91	86	*	68	70
1934	*	*	90	*	94	73	92	88	*	73	73
1935	*	*	86	*	92	73	91	88	*	75	77
1936	*	100	91	*	91	75	92	88	*	78	81
1937	*	*	89	100 ¹	94	79	95	93	*	81	85
1938	*	108	88	180	94	86	100	102	100 ⁶	85	89
1939	100	108	107	226	97 ²	89 ²	97 ²	—	105	88	94
1940	102	110	211	439 ^r	—	—	—	—	104	90	96
1941	113	117	408	1018	—	—	—	—	112	96 ⁷	100
1942	115	—	—	2082	—	—	—	—	155	—	—
1943	—	—	—	4823	—	—	—	—	261	—	—
1943: Sept.	—	—	*	5820	—	—	—	*	289	—	—
Dec.	—	—	*	7500	—	—	—	*	291	—	—
1944: Mar.	—	—	*	12865	—	—	—	*	—	—	—
June	—	—	*	—	—	—	—	*	—	—	—
Index numbers of real wages (Base: 1929 = 100)											
1929	*	*	100	*	*	*	*	*	*	100	100
1930	*	*	104	*	*	*	*	*	*	96	102
1931	*	*	104	*	*	*	*	*	*	92	101
1932	*	*	104	*	100	100	100	100	*	85	94
1933	*	*	115	*	99	94	96	99	*	89	92
1934	*	*	107	*	93	89	93	97	*	93	93
1935	*	*	101	*	88	86	89	94	*	94	96
1936	*	100	99	*	86	86	88	92	*	97	100
1937	*	*	81	100 ¹	84	87	87	93	*	99	105
1938	*	106	63	155	79	88	85	95	100 ⁶	104	109
1939	100	101	59	118	79 ²	72 ²	79 ²	—	107	107	114
1940	101	97	53	80	—	—	—	—	93	107	113
1941	107	104	54	55	—	—	—	—	83	111 ⁷	115
1942	94	—	—	50	—	—	—	—	83	—	—
1943	—	—	—	42	—	—	—	—	116	—	—
1943: Sept.	—	—	*	41	—	—	—	*	125	—	—
Dec.	—	—	*	41	—	—	—	*	133	—	—
1944: Mar.	—	—	*	40	—	—	—	*	—	—	—
June	—	—	*	—	—	—	—	*	—	—	—
Persons covered	*	39,901	*	*	1,048,576	515,025	1,563,601	1,598,111	*	*	16,393,700

¹ Jan.-June. ² First three quarters. ³ Prior to 1943, private manufacturing, including chemical extracting industry; subsequently, including building, transport, and Government undertakings. ⁴ Wage earners and salaried employees. ⁵ Jan. ⁶ Annual figures: averages of four quarters. ⁷ Mar., Sept., and Dec. only. ⁸ Insurance statistics (invalidity).

Mexico. Annual figures: Oct.

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

STATISTICS OF THE GENERAL LEVEL OF WAGES

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(b) Daily, weekly or monthly earnings (cont.)

Date	EUROPE (cont.)									
	Estonia			France	Great Britain and Northern Ireland			Hungary	Italy	Latvia (Riga)
	Industries, etc.			Industries	Mi. e, ind., transp. e, com.			Industries	Industries, etc.	Industries, etc.
	M.	W.	M. W.	M. W.	M.	W.	M. W. ³	M. W.	M. W.	M. W.
	Weekly			Weekly ¹	Weekly			Daily	Monthly ⁸	Weekly ¹⁰
Money wages										
	E. Kr.	E. Kr.	E. Kr.		s. d.	s. d.	s. d.	Pengö		
1929	19.02	10.92	15.82	*	*	*	*	5.15	*	*
1930	19.32	10.95	15.82	*	*	*	*	5.02	*	*
1931	17.23	10.22	14.42	*	*	*	*	4.71	*	*
1932	15.28	9.56	12.99	*	*	*	*	4.34	*	*
1933	14.70	9.52	12.68	*	*	*	*	4.13	*	*
1934	15.17	9.84	13.25	*	*	*	*	4.03	*	*
1935	16.45	10.51	14.21	*	*	*	*	3.89	*	*
1936	18.00	11.22	15.20	*	*	*	*	3.90	*	*
1937	19.58	11.95	16.89	*	*	*	*	3.97	*	*
1938	20.80	12.45	18.01	*	69 0 ²	32 6 ⁴	53 3 ²	4.27	*	*
1939	22.28	13.49	19.27	*	*	*	*	4.38 ⁶	*	*
1940	—	—	—	*	89 0 ³	38 11 ¹	69 2 ⁸	4.79 ⁷	*	*
1941	—	—	—	*	99 5 ³	43 11 ¹	75 10 ⁸	—	*	*
1942	—	—	—	*	111 5 ³	54 2 ¹	85 2 ¹	—	*	*
1943	—	—	—	*	121 3 ³	62 2 ³	93 7 ⁸	—	*	*
1943: Sept.	—	—	—	*	121 3 ³	62 2 ³	93 7 ⁸	*	*	*
Dec.	—	—	—	*	*	*	*	*	*	*
1944: Mar.	—	—	—	*	123 8 ⁴	63 9 ⁴	95 7 ⁴	*	*	*
June	—	—	—	*	121 2 ⁸	62 2 ⁸	93 6 ⁸	*	*	*
Index numbers of money wages (Base: 1929 = 100)										
1929	100	100	100	*	*	*	*	100	100 ⁸	*
1930	102	100	100	100	*	*	*	97	95	*
1931	91	94	91	97	*	*	*	91	87	*
1932	80	88	82	88	*	*	*	84	85	100
1933	77	87	80	90	*	*	*	80	85	96
1934	80	90	84	89	*	*	*	78	81	97
1935	86	96	90	87	*	*	*	76	74	96
1936	95	103	96	103	*	*	*	76	78	99
1937	103	109	107	118	*	*	*	77	90	105
1938	109	114	114	124	100 ²	100 ²	100 ²	83	94	114
1939	117	124	122	—	*	*	*	85 ⁴	101 ¹⁰	117
1940	—	—	—	—	129 ³	130 ³	129 ³	93 ⁷	*	121 ⁹
1941	—	—	—	143	144 ³	135 ³	142 ³	—	*	—
1942	—	—	—	—	161 ³	167 ³	160 ³	—	*	—
1943	—	—	—	—	176 ³	191 ³	176 ³	—	*	—
1943: Sept.	—	—	—	*	176 ³	191 ³	176 ³	*	*	*
Dec.	—	—	—	*	*	*	*	*	*	*
1944: Mar.	—	—	—	*	179 ⁴	196 ⁴	179 ⁴	*	*	*
June	—	—	—	*	176 ³	191 ³	176 ³	*	*	*
Index numbers of real wages (Base: 1929 = 100)										
1929	100	100	100	*	*	*	*	100	100	*
1930	(114)	(113)	(112)	100	*	*	*	(108)	99	*
1931	(106)	(109)	(107)	100	*	*	*	(106)	100	*
1932	(100)	(109)	(102)	98	*	*	*	(101)	102	100
1933	(103)	(116)	(107)	103	*	*	*	(103)	107	100
1934	(107)	(121)	(113)	106	*	*	*	(103)	108	106
1935	(115)	(128)	(119)	111	*	*	*	(97)	97	104
1936	(113)	(123)	(115)	120	*	*	*	(92)	94	107
1937	(116)	(123)	(120)	115	*	*	*	(88)	100	105
1938	(116)	(121)	(121)	107	100 ²	100 ²	100 ²	(94)	96	103
1939	(123)	(129)	(128)	—	*	*	*	(98) ⁶	103 ³	103
1940	—	—	—	—	108 ³	109 ³	108 ³	(99) ⁷	*	100 ⁹
1941	—	—	—	—	113 ³	106 ³	112 ³	—	*	—
1942	—	—	—	—	125 ³	129 ³	123 ³	—	*	—
1943	—	—	—	—	138 ³	150 ³	138 ³	—	*	—
1943: Sept.	—	—	—	*	138 ³	150 ³	138 ³	*	*	*
Dec.	—	—	—	*	*	*	*	*	*	*
1944: Mar.	—	—	—	*	139 ⁴	153 ⁴	139 ⁴	*	*	*
June	—	—	—	*	143 ³	155 ³	143 ³	*	*	*
Persons covered	35,000	15,000	50,000	*	—	—	6,000,000	289,000	1,526,636	44,716

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

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

STATISTICS OF THE GENERAL LEVEL OF WAGES

(b) Daily, weekly or monthly earnings (cont.)

Date	EUROPE (cont.)										
	Norway	Netherlands	Poland	Rumania	Sweden			Switzerland			
	Mi., industries	M., ind., transp., com., local auth.	Industries	Ind. (some agr. oc., transp., com.)	Mines ^o , industries, transp., com.			Industries, some transp., com., etc.			
	M.	M. W.	M. W.	M. W.	M.	W.	M. W.	M. sk. semi-sk.	M. unsk.	W.	M. W. ³
	Daily	Daily ¹	Weekly	Mthly	Weekly			Daily			
Money wages											
1929	Kr.	Fl.	Zl.	*	Kr.	Kr.	Kr.	Frs.	Frs.	Frs.	*
1930	11.75	4.20	*	*	59.63	34.19	52.98	12.45	9.85	6.45	*
1931	11.80	4.23	*	*	61.66	34.50	55.10	12.57	9.90	6.36	*
1932	11.26	4.22	*	*	57.41	32.70	50.95	12.62	9.97	6.36	*
1933	11.48	4.07	29.60	*	56.48	32.28	50.46	12.92	10.35	6.54	*
1934	11.31	3.92	28.01	*	54.73	32.69	49.16	12.73	10.08	6.32	*
1935	11.34	3.77	26.74	*	56.10	32.57	50.11	12.75	10.00	6.46	*
1936	11.34	3.64	26.96	*	57.63	33.65	51.54	12.39	9.73	6.36	*
1937	11.71	3.54	27.30	*	59.62	34.64	52.99	12.12	9.51	6.11	*
1938	12.59	3.52	29.30	*	61.48	35.40	54.75	11.90	9.69	6.24	*
1939	13.82	3.54	—	*	64.75	36.69	57.40	12.11	9.58	6.34	*
1940	14.04	3.56	—	*	67.19	38.85	59.82	12.20	9.69	6.21	*
1941	15.16	3.70	—	*	72.10	42.40	64.49	12.62	9.95	6.34	*
1942	—	3.93	—	*	77.13	45.45	68.56	13.34	10.75	6.97	*
1943	—	—	—	*	83.24	49.48	74.50	14.68	12.09	7.76	*
1943: Sept.	*	*	*	*	87.56	52.32	78.58	16.03	13.22	8.55	*
Dec.	*	*	*	*	*	*	*	*	*	*	*
1944: Mar.	*	*	*	*	*	*	*	16.37 ⁴	13.54 ⁴	8.52 ⁴	*
June	*	*	*	*	*	*	*	—	—	—	*
Index numbers of money wages (Base: 1929 = 100)											
1929	100	100	*	100	100	100	100	100	100	100	100
1930	100	101	*	96	103	101	104	101	101	99	100
1931	96	100	*	85	96	96	96	101	101	99	101
1932	98	97	100	69	95	94	95	100	100	100	100
1933	96	93	95	63	92	96	93	99	97	97	98
1934	97	90	90	62	94	95	95	99	97	99	98
1935	97	87	91	61	97	98	97	96	94	97	96
1936	100	84	92	62	100	101	100	94	92	93	93
1937	107	84	99	66	103	104	103	92	94	95	93
1938	118	84	—	67	109	107	108	94	93	97	94
1939	119	85	—	69	113	112	112	94	94	95	94
1940	129	88	—	82	121	124	122	98	96	97	96
1941	—	94	—	—	129	133	129	103	104	107	104
1942	—	—	—	—	140	145	141	114	117	119	115
1943	—	—	—	—	147	153	148	124	128	131	126
1943: Sept.	*	*	*	—	*	*	*	*	*	*	*
Dec.	*	*	*	—	*	*	*	127 ⁴	131 ⁴	130 ⁴	129 ⁴
1944: Mar.	*	*	*	—	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	—	—	—	—
Index numbers of real wages (Base: 1929 = 100)											
1929	100	100	*	100	100	100	100	10	100	100	100
1930	104	(105)	*	(107)	106	104	107	103	102	101	102
1931	104	(112)	*	(116)	103	102	103	109	109	106	108
1932	109	(115)	100	(111)	102	102	103	100	100	100	100
1933	109	(112)	(105)	(111)	101	106	102	104	103	102	103
1934	108	(108)	(108)	(116)	103	104	104	106	103	106	105
1935	106	(107)	(114)	(110)	105	107	106	103	101	105	103
1936	107	(107)	(119)	(108)	108	109	108	100	98	99	99
1937	107	(103)	(119)	(106)	108	109	108	93	94	96	94
1938	114	(102)	—	(102)	110	110	111	94	93	98	95
1939	114	(102)	—	(92)	112	111	111	94	94	95	94
1940	106	(96)	—	—	104r	107r	105r	89	88	89	88
1941	—	—	—	—	99	101	99	82	83	85	83
1942	—	—	—	—	99	103	100	81	84	85	83
1943	—	—	—	—	103	108	104	85	87	89	86
1943: Sept.	*	*	*	—	*	*	*	*	*	*	*
Dec.	*	*	*	—	*	*	*	86 ⁴	89 ⁴	88 ⁴	87 ⁴
1944: Mar.	*	*	*	—	*	*	*	*	*	*	*
June	*	*	*	—	*	*	*	—	—	—	—
Persons covered	—	1,505,000	—	—	428,000r	91,000r	558,000r	6,000	6,000	1,000	14,000

¹ Insurance statistics (accidents). ² Series calculated by the I.L.O.: weighted averages of the earnings for men and women. ³ Mar.-June. ⁴ Sept.-Dec.

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

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

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

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

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

(b) Daily, weekly or monthly earnings (concl.)

Date	EUROPE (concl.)					OCEANIA		
	Czecho- slovakia	U.S.S.R.		Yugoslavia		New Zealand		
	Agr., ind., some transp., com., etc.	Mi., industries		Croatia & Slovenia	Ind., some transp., com.	Industries		
				Mi., ind., tr., com.				
				M. W.				
		Daily ¹	Daily	Monthly	Monthly	Daily ⁴	M.	W.
Weekly								
Money wages								
	Kč.	Rbls.	Rbls.	Dinars	Dinars	s. d.	s. d.	
1929	19.11	3.07	77.06	*	26.32	89 6	39 6	*
1930	19.13	3.55	82.59	1.143	26.56	91 6	37 7	*
1931	18.66	4.11	96.10	1.137	26.19	86 2	35 11	*
1932	17.73	4.88	115.42	1.042	24.58	77 0	34 9	*
1933	16.72	5.18	126.08	988	23.22	73 8	33 3	*
1934	16.30	5.94	147.30	999	22.24	70 6	32 0	*
1935	15.93	7.55	186.75	890	21.65	70 11	31 4	*
1936	16.18	9.23	225.58	909	21.66	75 5	32 1	*
1937	17.09	10.15	242.46	950	22.71	88 9	37 6	*
1938	17.71	—	—	973	23.64	94 6	38 4	*
1939	18.92 ³	—	—	1.000	24.28	98 5	41 7	*
1940	—	—	—	1.151 ³	27.77 ⁴	101 9	44 10	*
1941	—	—	—	—	—	109 10	49 1	*
1942	—	—	—	—	—	121 8	53 2	*
1943: Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
1944: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Index numbers of money wages (Base: 1929 = 100)								
	100	100	100	*	100	100	100	100
1929	100	116	107	100	101	102	95	101
1930	98	134	125	100	100	96	91	95
1931	93	159	150	91	93	86	88	84
1932	88	169	164	86	88	82	84	81
1933	85	193	191	79	84	79	81	77
1934	83	246	242	78	82	79	79	77
1935	85	301	293	80	82	84	81	81
1936	89	331	315	83	86	99	95	95
1937	93	—	353 [†]	85	90	106	97	104
1938	99 ²	—	—	87	92	110	105	109
1939	—	—	—	101 ³	106 ⁴	114	113	114
1940	—	—	—	—	—	122	124	123
1941	—	—	—	—	—	147	135	144
1942	—	—	—	—	—	—	—	—
1943: Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
1944: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Index numbers of real wages (Base: 1929 = 100)								
	100	*	*	*	100	100	100	100
1929	(102)	*	*	100	(110)	105	97	104
1930	(104)	*	*	100	(114)	107	101	106
1931	(101)	*	*	99	(115)	103	105	101
1932	(96)	*	*	106	(111)	104	106	102
1933	(95)	*	*	106	(112)	98	101	95
1934	(90)	*	*	96	(111)	95	95	92
1935	(91)	*	*	95	(111)	98	94	94
1936	(95)	*	*	92	(110)	108	103	103
1937	(94)	*	*	92	(104)	111	102	109
1938	(94) ²	*	*	97	(102)	112	107	110
1939	—	*	*	—	(90) ³	111	111	111
1940	—	*	*	—	—	114	116	115
1941	—	*	*	—	—	133	122	130
1942	—	*	*	—	—	—	—	—
1943: Sept.	—	*	*	—	—	*	*	*
Dec.	—	*	*	—	—	*	*	*
1944: Mar.	—	*	*	—	—	*	*	*
June	—	*	*	—	—	*	*	*
Persons covered	1,363,341	6,722,000		—	707,435	70,000	30,000	100,000

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

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

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

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

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Book Notes

INTERNATIONAL PUBLICATIONS

Presente y Futuro de la América Latina. Confederación de Trabajadores de América Latina, Mexico, 1944. 21 pp.+25 charts.

This work, published in Mexico for the Second General Conference of the Confederation of Latin American Workers, which was held in Cali, Colombia, from 10 to 15 December 1944¹, brings out the semi-colonial character of the Latin American countries. The first part discusses their economic structure, regarded as sources of raw materials and markets for manufactured products. The backwardness and one-sidedness of their economic development, the survivals of serfdom and feudalism, and their living standards are also described. The second part presents a general programme for the development and progress of Latin America. The third part is a statistical study, in coloured charts, of its economic, political, and social structure.

Today's Children Tomorrow's Hope. The Story of Children in the Occupied Lands. United Nations Information Office, New York, 1944. 52 pp. Illustrated.

This is a readable pamphlet designed to reach a wide public. It presents facts that will help the reader to understand one of the most serious social problems of the war: the problem of the young people growing up in countries devastated by enemy occupation. For each country, European or Asiatic, a brief but striking survey is given of the damage caused by the invader: breaking up of family life, undermining of children's health, and systematic destruction of education. The pamphlet shows, however, how the peoples of the invaded countries have struggled to preserve at least in secret, their cultural heritage and to pass it on to their children.

In conclusion some of the national programmes for the physical and mental rehabilitation of young people are described and the necessity of international collaboration for applying them successfully is stressed. Particular reference is made to the Recommendation adopted by the International Labour Conference at Philadelphia in May 1944 which urged States Members of the International Labour Organisation to "co-operate in providing for the training of medical and nursing staff, and the loan of experienced doctors, surgeons, nursing personnel, and appropriate equipment, to facilitate the rehabilitation of the young persons" in the countries in question.

NON-OFFICIAL PUBLICATIONS

Tratado de Derecho del Trabajo, Vol. I. By Hector ESCRIBAR MANGIOLA. Santiago de Chile, Empresa Editora Zig-Zag, 1944. 512 pp.

This is the first volume of a general and wide-ranging survey of labour legislation in Chile, studied against the background of the theory and practice of social

¹ See above, p. 236.

legislation in other countries. The author, who is Professor of Labour Law in the University of Chile and Chief of the Legal Department of the General Directorate of Labour, deals in this volume with the general development of labour law under different systems of political organisation, the evolution of an international body of social principles within the framework of the I.L.O. and other international institutions and conferences, and the status of the labour code in relation to other bodies of law. General treatment is also given to Government agencies dealing with labour problems, and to the theory and legislation relating to contracts of employment, collective agreements, and employment services. Other aspects of labour and social legislation will be dealt with in future volumes.

The Economics of Full Employment. Oxford University Institute of Statistics, Oxford, Basil Blackwell, 1944. vii+213 pp. 12s.6d.

A collection of essays of a rather technical character on what are described as "the strategic factors in a policy of permanent full employment in industrial countries", full employment being taken to mean that everybody who wants work can find it at established rates of pay.

In the first essay F.A. Burchardt analyses the causes of unemployment in the light of classical and other theories and concludes that the fundamental cause is deficiency of demand. This is followed by an examination of three ways to full employment, namely, deficit spending, stimulating private investment, and redistribution of income, by M. Kalecki. The next essay, by G. D. N. Worswick, deals with the stability and flexibility of full employment, and discusses wage policy, "bottle-necks" and mobility, and control of the location of industry and population. E. F. Schumacher tackles the extremely important problem of public finance in its relation to full employment and sets out the argument for a new conception of the national budget in which revenue and expenditure would be regarded more from an economic than from a legal point of view. It would thus be much wider in scope than the existing budget. This leads to the international aspects of full employment, by T. Balogh, who weighs the advantages and disadvantages of multilateralism, bilateralism, and regionalism. Finally, K. Mandelbaum studies the controls which existed in the German economy in the years 1933-1938, when full employment was achieved in that country. A short essay on the wider implications of full employment concludes the book, which may be regarded as forming to some extent the economic basis of Sir William Beveridge's recent report on *Full Employment in a Free Society*.¹

Foreign Policy Begins at Home. By James P. WARBURG. New York, Harcourt, Brace and Company, 1944. xii+308 pp. \$2.50.

Although this book is mainly about the political side of United States foreign policy, the result of the inseparable connection between politics and economics at the present time is that the first recommendation made by the author to his fellow-citizens in regard to foreign policy is that they should plan for the full utilisation of the productive capacity of American factories, farms, and natural resources and for permanent full employment. "We must", he says, "develop practical ideas for better housing, better nutrition, better education and better medical care for all Americans. We must think of equal opportunity for all as the supreme goal towards which we are striving."

The Rubber Workers. Labor Organization and Collective Bargaining in the Rubber Industry. By Harold S. ROBERTS. New York, Harper & Brothers, 1944. xiii+441 pp. \$4.

It is the belief of the author of this study, who is a Senior Economist for the United States National War Labor Board, that democracy to a large extent begins in the factory. He has accordingly sought to trace the development of labour organisation and collective bargaining (with its proper historic and economic background) in the rubber industry, "one of the citadels of anti-unionism and the 'open-shop' in the United States". It is in this connection that he finds that "perhaps the most important single development in the growth of the

¹ See above, p. 217.

American labour movement in the last decade was the formation of the C.I.O. . . The organising drive of the unions comprising the C.I.O. achieved in the span of six years what American labour had sought in vain to accomplish in the last sixty."

The various chapters deal successively with the importance, characteristics, and growth of the rubber industry; early organisational efforts and attempts at collective bargaining; the 1913 Akron strike, one of the major setbacks suffered by the rubber workers in their early attempts to organise the industry; a description of the period of industrial peace between 1913 and 1933; the regulation of the industry under the National Industrial Recovery Act; a case study of the collective bargaining history of the Goodyear Tire and Rubber Co.; the National Labor Relations Act; the process and results of collective bargaining as embodied in the written trade agreement; current problems of organising the unorganised, decentralisation, and wage differentials. The last chapter, on "achievements, outlook and probable development of collective bargaining in the industry", states that a good deal will depend on what happens generally to American economy under the impact of the present war, and specifically on what changes will take place in the rubber industry if it is entirely dependent on synthetic rubber, controlled by the Four Great Powers, but "the future outlook for the continued existence of collective bargaining is bright". The rubber workers have achieved a fair degree of internal unity under "sensible, aggressive, but conservative leadership", and "have extended the collective bargaining procedures to a point where industrial disputes are at a minimum". The outlook for the industry under collective bargaining is equally good: industrial disputes are being effectively curtailed and the orderly procedures set up under collective agreements are superseding the strike and lockout.

The book contains a useful bibliography.

Starvation in Europe. By Geoffrey H. BOURNE. London, George Allen & Unwin, 1944. 144 pp. Illustrated. 5s.

Starvation over Europe (Made in Germany). A Documented Record. By Boris SHUB. New York, Institute of Jewish Affairs, 1943.

Two works dealing with the grave problem created by German food policy in the occupied countries.

In presenting the urgent nutritional needs of Europe, Dr. Bourne's aim is to show that Great Britain cannot agree to a policy of unrestricted food consumption until these needs have been met. His survey of conditions in Europe before the war indicates that few European countries had an adequate nutrition standard; when Germany used these countries as a source of food, living conditions became appalling. The food situation in all the countries of Europe, including Germany and its allies, is assessed on the basis of radio broadcasts, statements of escaped people, and neutral newspapers. Precise information is given concerning different rationing systems, official rations, the extent of the black market, the clothing situation, the effects of vitamin deficiencies, etc. Numerous photographs show at a glance the desperate plight of the population in the occupied countries. A comparative study groups these countries from a nutritional point of view. In conclusion, Dr. Bourne makes suggestions for the food relief organisation to follow military liberation, and states which foods are most urgently needed. Later, an efficient international organisation will be needed as the only means of solving post-war economic nutritional problems.

Mr. Shub's study devotes particular attention to the plight of the Jewish population in the occupied countries. An interesting feature of the book is the photographic reproduction of a number of official decrees and of articles in local newspapers.

Books Received¹

OFFICIAL PUBLICATIONS

BELGIUM

Rapports de la Commission pour l'Etude des Problèmes d'Après-Guerre (C.E.P.A.G.), 1941-1944. London, 1944. 140 pp.

NON-OFFICIAL PUBLICATIONS

Charters of the Peace. By W. ARNOLD-FORSTER. London, Victor Gollancz Ltd., 1944. 138 pp. 6s.

International Cartels and World Peace. A condensation of a study prepared for and published by the Kilgore Committee. By Corwin D. EDWARDS. New York, Postwar World Council, 1944. 10 cents.

Relief and Rehabilitation. Implications of the UNRRA Program for Jewish Needs. By Zorach WARHAFTIG. New York, Institute of Jewish Affairs, 1944. 223 pp.

Indemnification and Reparations. Jewish Aspects. By Nehemiah ROBINSON. New York, Institute of Jewish Affairs, 1944. 302 pp.

Racial State. By Gerhard JACOBY. New York, Institute of Jewish Affairs, 1944. xii+355 pp.

The Jewish Refugee. By Arie TARTAKOWER and Kurt R. GROSSMANN. New York, Institute of Jewish Affairs, 1944. xiii+676 pp.

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The Economic Lessons of the Nineteen-Thirties. By H. W. ARNDT. London, Oxford University Press, 1944. 314 pp. 12s. 6d.

Unemployment Can be Cured. By K. E. EDGEWORTH. Dublin, Eason & Son Ltd., 1944. 157 pp. 10s. 6d.

The Readjustment of Manpower in Industry during the Transition from War to Peace. By Helen BAKER. Princeton, N.J., Princeton University, 1944. 112 pp.

National Income and Expenditure. By J. E. MEADE and Richard STONE. London, Oxford University Press, 1944. 36 pp.

Democracy under Pressure. Special Interests vs The Public Welfare. By Stuart CHASE. New York, Twentieth Century Fund, 1945. ix+142 pp. \$1.

Demographic Studies of Selected Areas of Rapid Growth. Milbank Memorial Fund, New York, 1944. 158 pp. \$1.

The Use and Abuse of Statistics. By F. R. E. MAULDON. Crawley, University of Western Australia Text Books Board, 1944. 99 pp. 3s.

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

Human Behaviour and its Relation to Industry. McGill University, Montreal, 1944. x+211 pp.

The Rights of Engineers. By Wal. HANNINGTON. London, Victor Gollancz Ltd., 1944. 122 pp. 3s. 6d.

Institutional Facilities for the Treatment of Alcoholism. By E. H. L. CORWIN and Elizabeth V. CUNNINGHAM. New York, Research Council on Problems of Alcohol, 1944. 85 pp.

ERRATA

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No. 1, January. "Swiss Plans for Post-War Full Employment". Page 81, line 8 from bottom: for "2,200 million francs" read "200 million francs"; page 82, line 8: for "17.7 per cent." read "17.3 per cent."
