



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

94TH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its 94th Session at the Ministry of Labour and National Service, London, from 25 to 31 January 1945.

The composition of the Governing Body was as follows:

Government representatives:

United States of America: Mr. Carter GOODRICH, Chairman
Belgium: Mr. A. van ACKER
Brazil: Mr. A. GOUTHIER
Canada: Mr. Paul MARTIN
Chile: Mr. M. BIANCHI
China: Mr. Li Ping-heng
France: Mr. A. PARODI
United Kingdom: Sir Frederick LEGGETT
Greece: Mr. T. AGHNIDES
India: Sir David MEEK
Mexico: Mr. F. del RIO y CAÑEDO
Netherlands: Mrs. N. C. CLEGG RIEDEL
Norway: Mr. N. HJELMTVEIT
Poland: Mr. J. STANCZYK
Yugoslavia: Mr. N. KOVACEVITCH

Employers' representatives:

Mr. A. ANTOINE (French)
Mr. Pedro A. CHAPA (Mexican)
Mr. F. DAHL (Norwegian)
Mr. D. S. ERULKAR (Indian)
Sir John FORBES WATSON (United Kingdom)
Mr. W. GEMMILL (South African)
Mr. J. LECOCQ (Belgian)
Mr. Clarence G. McDAVITT (United States)

Workers' representatives:

Mr. Percy R. BENGOUGH (Canadian)
Mr. CHU Hsueh-fan (Chinese)
Mr. J. HALLSWORTH (United Kingdom)
Mr. J. KOSINA (Czechoslovak)
Mr. C. LAURENT (French)
Mr. V. LOMBARDO TOLEDANO (Mexican)
Mr. J. H. OLDENBROEK (Netherlands)
Mr. Robert J. WATT (United States)

The representative of the Government of Peru, Mr. ALVARADO, was absent and not replaced by a substitute.

The following deputy members were also present:

Employers' deputy member:

Mr. J. H. WARNING (Netherlands)

Workers' deputy members:

Mr. A. DOWNES (South African)

Mr. K. NORDAHL (Norwegian)

The following representatives of international organisations attended the session by invitation:

Conference of Allied Ministers of Education: Dr. SOMMERFELDT

Intergovernmental Committee on Refugees: Sir Herbert EMERSON

United Nations Interim Commission on Food and Agriculture: Prof. Robert RAE

United Nations Relief and Rehabilitation Administration (UNRRA): Mr. Dudley WARD.

Opening of the Session.

At the opening sitting Mr. Ernest BEVIN, Minister of Labour and National Service, welcomed the members of the Governing Body on behalf of the British Government and spoke of the improvement in the war situation and in the machinery of international collaboration which had taken place since the Emergency Committee first met in London in 1942.

Referring to the place of the International Labour Organisation in the post-war world, he said that the British Government desired to put the Organisation as high as possible in the scale of world organisations, and expressed the view that as the Organisation was tripartite it must not be made subordinate to the proposed Economic and Social Council, but must rather work on parallel lines so that the views of industry, together with the economic repercussions of any proposals, might be considered by the world organisation on equal terms.

The CHAIRMAN thanked Mr. Bevin for his heartening message and the British Government and people for their generous welcome, and said that the Governing Body would have an opportunity at this session to make progress in defining the relation of the Organisation to the general world organisation, to improve its own internal organisation, and to lay the basis of its action in the difficult times to come.

The Chairman welcomed the members of the Governing Body, and especially the newcomers to the Governing Body and those who were attending a session for the first time since the liberation of their countries. He also greeted with pleasure the presence of representatives of the Conference of Allied Ministers of Education, the Intergovernmental Committee on Refugees, the Interim Commission on Food and Agriculture, and the United Nations Relief and Rehabilitation Administration.

Relations with Other International Bodies.

The Governing Body took note of the information laid before it by the Office concerning the relations of the Organisation with other international organisations. It decided to add the Intergovernmental Committee on Refugees to the list of organisations covered by the arrangements for reciprocity and for the exchange of documents approved by the Governing Body at its 93rd Session.¹

The Office was also authorised to approach the Provisional International Civil Aviation Organisation with a view to the establishment of relations equivalent to those already established with other international bodies.

Report of the Employment Committee.

The Governing Body considered and adopted the report of its Employment Committee, which had been set up at the 93rd Session of the Governing Body and had held its first session immediately before the 94th Session of the Governing Body. The report, which was presented by Mr. Dupriez, Belgian Government representative, recommended that one of the main duties of the Committee

¹ Cf. *International Labour Review*, Vol. L, No. 1, July 1944, p. 75.

should be to examine and consider international economic and financial policies and measures from the point of view of employment and to report thereon to the Governing Body, and that the Committee should meet on the occasion of each session of the Governing Body and should be provided with a note containing statistical information concerning employment and unemployment, information on economic trends, and information on national and international measures and plans to achieve and maintain a high level of employment.

The Governing Body requested the Office to undertake at once a study of the employment of disabled workers and to collect and publish all available information on the physical and industrial rehabilitation of, and supply of artificial limbs to, disabled workers and service personnel irrespective of the cause and nature of disablement. The Governing Body also requested the Office to prepare for the next session of the Employment Committee the plan of a special report on the maintenance of a high level of employment during the period of rehabilitation and reconversion, with a view to providing documentation on this subject for the next ordinary session of the International Labour Conference.

It was decided that the Economic, Financial and Transit Department of the League of Nations and UNRRA should be invited to send representatives to future meetings of the Employment Committee in an advisory capacity.

Report of the Committee on Constitutional Questions.

The report of the Committee on Constitutional Questions, which was set up at the 93rd Session of the Governing Body in pursuance of a decision of the Philadelphia Conference¹ and held its first session immediately before the 94th Session of the Governing Body, was presented by Mr. Paul Martin, Canadian Government representative, Chairman and Reporter of the Committee.

The Governing Body discussed at some length the question of the relations of the Organisation with other international bodies and unanimously adopted the following resolution contained in the Committee's report:

Whereas the 1941 and 1944 Conferences of the International Labour Organisation have endorsed the ideals of the United Nations,
The Governing Body of the International Labour Office

(1) Welcomes the progress made in the Dumbarton Oaks conversations towards laying the foundations of a system of world security and expresses its earnest hope for the success of these efforts, upon which the peace and the hope of social and economic advancement throughout the world depend;

(2) Affirms the desire of the International Labour Organisation for association with the general international organisation now contemplated on terms which will permit the International Labour Organisation, with its tripartite character, to make its best contribution to the general effort of the organisation of international machinery for the better ordering of a peaceful and prosperous world while retaining for the International Labour Organisation the authority essential for the discharge of its responsibilities under its Constitution and the Declaration of Philadelphia.

A further discussion was held on the section of the Committee's report dealing with the re-equipment and remodelling of the Organisation. The Governing Body accepted the Committee's recommendation that the discussions which had taken place in the Committee on this subject should be regarded as of a preliminary character and that many of the points raised should receive fuller consideration. It decided meanwhile to ask the Standing Orders Committee to set up a small drafting committee, which should meet in connection with the next session of the Governing Body to consider a draft of a codification of the Standing Orders. It was agreed that this drafting committee should include in the proposed codification a new paragraph additional to Article 10 (3) of the Standing Orders of the Conference, including among the persons entitled to enter the body of the Conference hall the following:

(h) Representatives of a state or province of a federal State who have been appointed to accompany a delegation by the Government of a Member of the Organisation.

¹ Cf. *International Labour Review*, Vol. I, No. 1, July 1944, p. 77.

The Governing Body noted the suggestion made in the course of the discussion that similar arrangements might be made in respect of representatives of dependent territories.

The report as a whole was adopted.

Maritime Questions.

Preparatory Technical Meeting. The Governing Body considered the report of the session of the Joint Maritime Commission held in London from 8 to 12 January 1945. It decided to convene a Preparatory Technical Meeting in October 1945, the exact place and date of which should be fixed by the Chairman of the Governing Body in consultation with the Acting Director. It was agreed that, subject to later completion of the list, the Governments of the following States Members should be invited at once to send representatives to the Meeting: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Denmark, France, United Kingdom, Greece, India, the Netherlands, Norway, Poland, Portugal, Sweden, Yugoslavia.

It was agreed that the delegation from each country should comprise one Government representative, one shipowners' representative, and one seamen's representative, together with advisers; that any member of the Joint Maritime Commission who was not a member of his national delegation might attend the Meeting in an advisory capacity; and that the Governing Body should be represented at the Meeting by a delegation of three members.

The terms of reference of the Preparatory Technical Meeting were fixed as follows:

To consider, with a view to the formulation of international minimum standards, the following subjects:

- I. (a) Wages; hours of work on board ship; manning;
(b) Leave;
(c) Accommodation on board ship;
(d) Food and catering;
(e) Recognition of seafarers' organisations.
- II. (f) Social insurance;
(g) Continuous employment;
(h) Entry, training and promotion.

It was understood that the items listed under II were included provisionally and would not be dealt with unless the Meeting considered that sufficient progress had been made in the preliminary consideration of them by the appropriate special committees.

It was also agreed, to meet a request made by the Chinese Workers' representative concerning equality of treatment for seafarers, that the information submitted to the Preparatory Technical Meeting should include a comparative study of the wages of seamen of different nationalities and categories and a survey of the legislation and practice in respect of accommodation and other conditions.

Maritime Session of the International Labour Conference. The Governing Body also decided to convene a Maritime Session of the International Labour Conference to meet early in 1946, and to place on the agenda of that session for consideration under the single-discussion procedure the questions appearing in the terms of reference of the Preparatory Meeting, subject to the reservation already made in respect of the items listed under II of the agenda. It was understood that none of these questions should be regarded as being placed on the agenda of the Conference for the purpose of revising existing Conventions, but that the field should be left open for the fullest exploration of all possible methods of securing effective international agreement. The Governing Body took note of the views expressed by the shipowners concerning the possibility of weighting the voting power at the Conference.

Special committees. The Governing Body decided, in accordance with the Joint Maritime Commission's recommendation, to set up two special committees to deal respectively with social insurance, and continuous employment and entry, training and promotion. It was agreed that these committees should be small and should consist of experts appointed by Governments together with representatives of the two groups on the Joint Maritime Commission, with the assistance

of outside experts where necessary. It was decided that the Committee on Social Insurance should meet towards the middle of July 1945 and the Committee on Continuous Employment and Entry, Training and Promotion in the course of June 1945.

Other maritime questions. The Governing Body also approved the preparation of an international handbook on accommodation on board ship, appointed a delegation from the Joint Maritime Commission to attend a proposed diplomatic conference on the revision of the Convention on Safety of Life at Sea, and decided to refer to Governments a resolution moved by the seamen's representatives concerning Indian seamen. It noted that no agreement had been reached between the shipowners' and seamen's representatives concerning Government representation on the Joint Maritime Commission, and considered it was not necessary at the present stage to make specific provision in the Standing Orders of the Joint Maritime Commission for the inclusion of Government representatives on subcommittees.

Proposals concerning Industrial Committees.

The Governing Body had before it proposals submitted by the Office concerning the setting up of industrial committees in accordance with a resolution adopted by the Philadelphia Conference recommending that the Organisation should take immediate action in this field and inviting the Governing Body to draft regulations to govern the activities of industrial committees.

A comprehensive general discussion was held, in the course of which members expressed their views concerning the nature of the proposed committees and the functions which they were expected to fulfil, and the Governing Body subsequently took a number of decisions concerning the composition of the committees and the method to be followed in appointing their members, the industries for which committees should initially be set up, the countries to be represented on each committee, and the time and agenda of the first meeting of each committee.

Composition of committees. The Governing Body decided after discussion that the committees should be tripartite in character, subject to the right of any committee to set up bipartite subcommittees or to decide that part of its meetings should be bipartite in character. It was agreed that each Government should be responsible for appointing the employers' and workers' members of the committees in agreement with the organisations of employers and workers having a substantial membership in the industry.

Selection of industries. With regard to the choice of industries for which committees should be set up in the first place, the Governing Body had before it the list of industries which had been proposed by the British Government at the 91st Session of the Governing Body (London, December 1943)¹, together with a tentative list drawn up by the Office. On the basis of these lists and of proposals made by members of the Governing Body it was decided to set up immediately committees for the following industries: building, civil engineering and public works; coal mining; inland transport; iron and steel production; metal trades; petroleum production and refining; textiles. All these committees would be fully international in character and not merely regional.

It was decided that the following countries should be represented on these committees, it being understood that other countries might be added later as appropriate:

Building, civil engineering and public works: United States of America, Australia, Belgium, Brazil, Canada, Chile, China, Czechoslovakia, Denmark, France, United Kingdom, India, Mexico, Netherlands, Norway, Poland, Sweden, Switzerland, Union of South Africa.

Coal mining: United States of America, Australia, Belgium, Canada, Czechoslovakia, France, United Kingdom, India, Netherlands, Poland, Union of South Africa.

Inland transport: United States of America, Australia, Belgium, Brazil, Canada, Chile, China, Czechoslovakia, Denmark, France, United Kingdom, Greece, India, Luxembourg, Mexico, Netherlands, Norway, Poland, Portugal, Sweden, Switzerland, Turkey, Union of South Africa, Yugoslavia.

¹ Cf. *International Labour Review*, Vol. XLIX, No. 3, Mar. 1944, p. 350.

Iron and steel production: United States of America, Australia, Belgium, Brazil, Canada, China, Czechoslovakia, France, United Kingdom, India, Luxembourg, Mexico, Sweden, Union of South Africa.

Metal trades: United States of America, Australia, Belgium, Canada, Czechoslovakia, Denmark, France, United Kingdom, India, Netherlands, Norway, Sweden, Switzerland.

Petroleum production and refining: United States of America, Canada, Colombia, Egypt, France, United Kingdom, Iran, Iraq, Mexico, Netherlands, Peru, Venezuela.

Textiles: United States of America, Australia, Belgium, Brazil, Canada, China, Czechoslovakia, Egypt, France, United Kingdom, India, Mexico, Netherlands, Norway, Poland, Sweden, Switzerland. It was agreed that the establishment of subcommittees for the different branches of the textile industry might be considered at a later date in the light of the views expressed by the organisations of employers and workers concerned.

The Governing Body decided that each committee should include a delegation from the Governing Body, consisting of an equal number of representatives of the Government, employers', and workers' groups.

Date and agenda of the first meetings. The Governing Body authorised the Acting Director to convene the first meeting of each committee at an appropriate time after consulting the Officers of the Governing Body and any other parties concerned.

It was agreed that the agenda for each committee should consist of two items: the social problems of the industry during the period of transition from war to peace; and future international co-operation concerning social policy and its economic foundations in the industry. The future programmes of the committees would be laid down by the committees themselves.

In the case of the Inland Transport Committee, it was agreed that urgent problems of transport in Europe should be given prior consideration.

Nature of the decisions of the committees. It was agreed that during the early stages of their development, the primary function of the industrial committees would be to facilitate the exchange of views between the parties concerned in regard to the problems of their respective industries; but that at a later stage the committees might take decisions which would be applied in a variety of ways. If such decisions recommended action by the International Labour Office, they would be referred to the Governing Body, and in any case the Governing Body would be furnished with a report on each meeting.

It was agreed that Governments should enter into consultation immediately with the employers' and workers' organisations in the industries for which committees were to be set up, and that the Governing Body should decide at its 95th Session how many members from each group on each committee should have their expenses paid by the Organisation.

A number of further questions of detail were also adjourned for consideration at the next session of the Governing Body.

Relations between the International Labour Organisation and Italy.

The Governing Body discussed in private the question of the relations between the Organisation and Italy and adopted the following resolution:

Whereas the Governing Body has received the formal application of the Italian Government, dated 21 March 1944, for the readmission of Italy to membership in the International Labour Organisation, and a renewal of this application, dated 14 October 1944, has been received, in which the Minister of Foreign Affairs declares that the Italian Government is "earnestly desirous of receiving information on international labour legislation and its development in order to solve the social problems of the country on democratic lines";

Whereas under the constitutional practice of the International Labour Organisation, it is the International Labour Conference which has the authority to admit a State to membership; and

Whereas in the case of a State which had withdrawn from membership but which wishes once more to assume the obligations and to discharge the

responsibilities of membership, the Conference might properly expect the advice of the Governing Body;

The Governing Body

(1) Approves the proposal of the Acting Director to appoint as soon as possible a representative in Rome in order to facilitate the supply of information to the Italian Government and to Italian organisations of employers and workers;

(2) Decides to place the question of the readmission of Italy on the agenda of the 95th Session for examination with a view to the preparation of a report for the next ordinary session of the Conference.

Financial Questions.

The Governing Body considered in private the report of its Finance Committee and approved a number of proposals put before it.

Date, Place and Agenda of the Next Ordinary Session of the International Labour Conference.

The Governing Body had before it proposals submitted by the Office concerning the next ordinary session of the International Labour Conference.

It accepted with gratitude the invitation tendered to it by the French Government to hold the next ordinary session in France, either in or near Paris. It was decided that the session should be held before the proposed session of the Preparatory Technical Maritime Meeting, probably in September, and that the exact date should be fixed by the Acting Director in consultation with the Officers of the Governing Body.

With regard to the agenda of the Conference, the Governing Body took note that the 26th Session of the Conference had decided, in accordance with Article 6, paragraph 3, of the Constitution of the Organisation, to place on the agenda of the next ordinary session of the Conference the question of Minimum Standards of Social Policy in Dependent Territories (supplementary provisions). After a discussion during which a number of members expressed the view that the agenda should not be too heavy, it was decided that the agenda should comprise the following items:

- I. Director's Report (social problems of the immediate post-war period with special reference to Europe; future policy and programme of the I.L.O.);
- II. The maintenance of high levels of employment during the period of industrial rehabilitation and reconversion;
- III. Welfare of children and young workers (first discussion);
- IV. Matters arising out of the work of the Constitutional Committee;
- V. Minimum standards of social policy in dependent territories (supplementary provisions);
- VI. Reports on the Application of Conventions (Article 22 of the Constitution).

In regard to item III on the agenda, the Governing Body decided that the question of the welfare of children and young workers should be dealt with by the double-discussion procedure, and instructed the Office to include in its report to the Conference on this subject a draft resolution of a general character for immediate adoption, together with a list of points with a view to the discussion of a detailed Recommendation at the next following session of the Conference. It was understood that the Office should hold the fullest possible consultation with experts before the session of the Conference, and in particular with representatives of organisations concerned with the welfare of young persons.

It was also agreed that the terms of reference of the Committee appointed to consider the application of Conventions under item VI should include questions relating to labour inspection and collective agreements.

It was agreed that for the purpose of determining the number of advisers who might accompany each delegation, items III, IV, V, and VI should be regarded as separate items on the agenda.

Place and Date of the 95th Session of the Governing Body.

The Governing Body gratefully accepted the invitation of the Canadian Government to hold the 95th Session of the Governing Body at Quebec, and decided that the session should be held at the beginning of June at a date to be fixed by the Acting Director in consultation with the Officers of the Governing Body.

Report of the Acting Director.

The Governing Body considered a number of matters laid before it in the report of the Acting Director.

Membership of committees. The Governing Body approved proposals put forward by the Office for the appointment or reappointment of members of the following committees: Correspondence Committee on Accident Prevention; Committee of Statistical Experts; Correspondence Committee on Industrial Hygiene; Committee of Experts on the Application of Conventions; and Correspondence Committee on Women's Work.

Obituary. The Acting Director in his Report informed the Governing Body of the death of Mr. Pierre Waelbroeck, who was accidentally drowned on 22 July 1944 while on holiday. The Governing Body paid tribute to the long and distinguished services of Mr. Waelbroeck to the Organisation and stood in silence in honour of his memory.

Appointment of new Assistant Director. The Governing Body took note of the appointment of Mr. Jef Rens as Assistant Director of the International Labour Office and heard Mr. Rens make the declaration of loyalty to the Organisation prescribed by the Staff Regulations.

Composition of the Governing Body and of its committees. The Governing Body approved a number of nominations made by the workers' group to fill the place left vacant in the workers' group of the Governing Body and on a number of its committees by the resignation of Mr. Rens.

Social Insurance and Related Questions in the Peace Settlement.

The 26th Session of the Conference at Philadelphia had adopted a resolution inviting the Governing Body to appoint a special committee to draft solutions for a series of problems connected with social insurance and related branches of social legislation which should be dealt with in the peace settlement.

The Governing Body decided to invite the Governments of the following countries to appoint immediately experts to represent them on the Committee: Belgium, Czechoslovakia, France, Greece, Luxembourg, Netherlands, Norway, Poland, and Yugoslavia. It also approved a number of nominations already submitted and decided to invite the United Nations Relief and Rehabilitation Administration and the Intergovernmental Committee on Refugees to send representatives to the Committee.

It was decided that a preliminary meeting of the Committee should be held immediately after the session of the Governing Body and that the Committee should deal in the first place with the social insurance rights of displaced persons, and secondly with the indemnification of social insurance institutions.

Advisory Committee of Experts on Standards of Social Policy in Dependent Territories.

The Office had submitted to the Governing Body a proposal for the establishment of a Committee of Experts to advise the Office on standards of social policy in dependent territories. The Governing Body approved this proposal, and decided that the Committee should consist initially of twelve experts, together with three representatives of the Governing Body. It was agreed that the question of widening the terms of reference of the Committee to include other territories in which problems similar to those in dependent territories arise should be considered at the next session of the Governing Body.

Committee of Experts on the Application of Conventions.

The Governing Body authorised the Office to call a meeting of the Committee of Experts on the Application of Conventions at the earliest opportunity.

Other Business.

The Governing Body adjourned consideration of the following items of its agenda:

- Social provisions in the peace settlement;
- Regional activities of the International Labour Organisation;
- Questions arising out of the resolutions concerning economic questions adopted by the Conference at its 26th Session;
- Effect to be given to the resolutions adopted by the Conference at its 26th Session, other than those included in separate items on the agenda;
- Questions relating to annual reports on the application of Conventions (Article 22 of the Constitution).

Closing Proceedings.

In terminating its proceedings, the Governing Body recorded its gratitude to the British Government for its hospitality, and in particular to the Ministry of Labour and its staff for all the efficient arrangements made to facilitate the work of the session.

PUBLICATIONS OF THE OFFICE

LEGISLATIVE SERIES

The quarterly instalment of the *Legislative Series* for January-March 1945 has just been published.

This instalment contains reprints and translations of legislative measures of Australia, Canada, Great Britain, Ireland, Spain, and the United States of America. Special reference may be made to the Australian Unemployment and Sickness Benefits Act, the Canadian and Irish Family Allowances Acts, and the United States Servicemen's Readjustment Act.

The table of contents and indexes for the *Legislative Series*, 1943 (Vol. XXIV), are also published in this instalment.

SOCIAL AND ECONOMIC POLICYINAUGURATION OF THE INTER-AMERICAN CONFERENCE ON
WAR AND PEACE

The opening meeting of the Inter-American Conference on Problems of War and Peace, convened by the Mexican Government, took place at Mexico City on 21 February 1945. A general article on this Conference, to which the International Labour Office was invited to send observers, will appear in a forthcoming issue of the *Review*. Some reference may, however, be made here to the importance attached to social problems in the speeches made by Mr. Avila Camacho, President of the Mexican Republic, in opening the Conference, and by Mr. Ezequiel Padilla, Mexican Minister of Foreign Affairs, in his capacity as President of the Conference.

President Avila Camacho laid special stress on the part to be played by America in the future peace. In spite of the victories of the United Nations, he said, the countries of the American continent were still confronted with two dangers; one was the infiltration of totalitarian doctrines, the other was that the future peace might be made in partial disregard of the needs and aspirations of the American continent. One of the principal protections against these dangers was the integral organisation of democracy. In the era of justice and progress that it was now sought to establish, the peoples must be protected against want, ignorance, and the lack of equality of opportunity to live a worthy life. Without economic democracy, the President added, political democracy was exposed to as much risk within each nation as it is within a universal or continental assembly of nations; and he concluded: "In a free, strong, healthy, prosperous, and enlightened America lies an invaluable promise for the welfare of the civilised world."

The speech of Mr. Ezequiel Padilla dealt more particularly with the social aspect of the problems facing the American nations, and in particular the countries of Latin America. America expected from the Conference now opening, he said, that practical decisions would be taken, capable of freeing a large proportion of the masses of these nations from want and neglect. Over an area of over thirty million square kilometres of the American continent, the vast majority lived frustrated lives. Employment openings must be created and the principle of fair wages established, that is, of a wage sufficient not only to secure adequate food and shelter for the worker but also to enable him to follow the precepts of hygiene, to enjoy his leisure, to educate his children, and, above all, to be protected against the economic insecurity that is a source of such anxiety and uncertainty in his daily life. "We must fight slave wages for the benefit of America and the world."

We are agreed, I am sure, continued the Minister, on the removal of all commercial barriers that lead first to economic warfare and ultimately to armed warfare; but we must harmonise this principle with that incorporated in the International Labour Organisation, according to which the reluctance of any nation to adopt humane conditions of labour forms an obstacle in the path of other nations desiring to attain that indispensable goal. America must put an end to the Dantesque picture of a mankind without hope, ravaged by tuberculosis, malaria, malnutrition and silicosis.

The Minister asked, however, how the Latin American nations could establish costly social security organisations and expand their economies when there was so much distress among their peoples. They could do nothing on their private initiative alone, or through their Governments' unaided resources, or through a federation of their countries if such a federation were to be limited to Latin America. What was needed was to unite the energies, resources, and confidence of the whole of America. Technological progress, the price of human achievement, had reached magnificent dimensions in the United States, as was shown by its war production. This must not be paralysed by the coming of peace. Heads of Governments could not throw some sixty million men and women into the hell of unemployment. For the first time in history there were no limits to the possibility of abundance and to the technical means of distribution. But this abundance must be channelled. There must be a co-ordinated organisation of the purchasing power of the nations. If a catastrophe were to be avoided, only one reply could be given in the face of these tremendous powers of production and distribution: an equally tremendous power of consumption.

Reviewing the resources of the continent, they must come to the conclusion that there were no excuses for the poverty of America. Gigantic works for irrigation, rural electrification, and air, land and sea transport must be undertaken, sufficient to give employment to a whole generation, and demanding exchanges on a fabulous scale with the equipment, machinery, and products of the United States.

Let us industrialise ourselves, he concluded, constructing an American world of consumers and high standards of living. Let us break the chains of our agricultural peoples, who, unable to create capital on a large scale to industrialise themselves, have continued to produce only raw materials under semi-colonial conditions, exploited by the highly industrialised countries.

PROMULGATION OF A NEW LABOUR CODE IN NICARAGUA

By Decree No. 336 of 12 January 1945 the Government of Nicaragua promulgated a comprehensive Labour Code, which regulates industrial relations and labour conditions, and provides for the establishment of various administrative and judicial labour authorities. The Code, which comes into force two months after publication, replaces previous labour regulations and the relevant provisions of the Civil Code and the Police Regulations.

When the Minister of Labour and Agriculture presented the draft of the Labour Code to the Chamber of Deputies, in a letter of 14 August 1944, he referred to the international labour Conventions ratified by Nicaragua and to the principles contained in Article 100 of the Nicaraguan Constitution¹ as the bases of the Code. Thus the Code takes into account both the international obligations which the country has assumed and its own basic laws and customs. The Minister also informed Congress that a draft compulsory social insurance law would shortly be submitted to it which will "complete the work whose foundations have now been laid and will mark the beginning of a new stage in the life of the nation".²

GOVERNMENT SOCIAL AND ECONOMIC POLICY IN INDIA

The Viceroy of India, Field-Marshal Lord Wavell, in an address formally opening the twenty-sixth annual meeting of the Associated Chambers of Commerce at Calcutta on 14 December 1944³, reviewed among other things the main economic problems facing the country. The salient features of the address are summarised below.

The Food Problem.

The Viceroy stated that, although the food situation had improved, India was not out of danger. As the imports of wheat were arriving at a steady rate and in satisfactory quantity, rice shortage was the main concern, and he urged the provincial Governments to persuade people to consume wheat in preference to rice wherever possible. During 1943 provincial Governments had to concentrate mainly on the supply of food grains, whereas in 1944 attempts had been made to improve the supply and distribution of milk, fish, meat, eggs, poultry, and other perishable goods. Efforts were being made to improve the quality of grain supplied to deficit areas, and to provide adequate storage facilities.

Economic Development.

Dealing with the relative importance of agriculture and industry, Lord Wavell deprecated the tendency to stress industrial advance at the expense of agriculture, which still provided employment for about 75 per cent. of the population of India. It was essential in post-war planning, therefore, that the farmer should be assured of agricultural prices which would enable him to improve his own standard of living, and encourage him to produce the additional food needed for the proper nutrition of the existing population and its normal growth.

The economic policy of a country should be so organised that its wealth is mobilised fully, used wisely, and distributed so as to benefit the greatest number of the population. A system of taxation could be designed to prevent the profits of industry from becoming concentrated in the hands of a few and from being used for luxury rather than to finance further progress. The main difficulty in post-war planning was to estimate the amount of money likely to be available after the war, but India must plan what it needed for the development of industry and the improvement of agriculture, health, education, and communications.

¹ Cf. I.L.O.: *Constitutional Provisions concerning Social and Economic Policy* (Montreal 1944), pp. 393-394. Nicaragua withdrew from membership in the International Labour Organisation in 1938, at which time the Government informed the International Labour Office that it considered itself as remaining bound by the thirty international labour Conventions it had ratified (cf. I.L.O.: *Official Bulletin*, Vol. XXIII, No. 4, 31 Dec. 1938, pp. 125-126).

² *Código del Trabajo* (Managua, 1945).

³ See below, p. 536.

The training of a large number of technicians and experts, required in various fields, could be undertaken immediately. Lord Wavell hoped that "when the war against Japan is over, India will decide to declare war—relentless, unremitting war, with the whole nation united—against the savage enemies of peace: poverty, disease, dirt, ignorance". If so, India would have to maintain a wartime scale of taxation, which, in spite of the country's poverty, would not be unbearably heavy.

The Viceroy said that, owing to various measures such as commodity control and public borrowing adopted by the Government, inflation had been checked in 1944, although strict vigilance was still necessary and the Government was doing its best to increase the supply of consumers' goods.

On the question of the sterling balances, Lord Wavell was confident that the entire wartime debt which the United Kingdom owed to India would be honoured, and that the manner of liquidation would be arranged to meet India's needs and planned development.

As regards railways, the Government had ordered a large number of broad and metre gauge locomotives, many of which had already arrived. Besides very large orders placed both in India and abroad for wagons, the entire capacity of the country for making railway material was fully employed. Nearly 20,000 miles of new telephone and telegraph line had been added to the railway network, and a system of radio communication had been introduced. Additional running staffs had been trained, and in the railway workshops maintenance had been given the highest priority, to the exclusion, where necessary, of war work.

Coal production throughout 1944, though below the target, had been greater, month by month, than the corresponding figures for 1943; but Lord Wavell doubted if the mining industry would ever be stable or contented until a real effort had been made to establish a permanent labour force in good conditions. The suspension of the ban on women working underground, which the Central Government had temporarily sanctioned with extreme reluctance¹, had been necessitated mainly by the tendency of labour to migrate. "If we are to produce all the coal we need for industrial development after the war", he said, "it must be worth a man's while to become a whole-time miner, even after the ban on women working below the ground has been reimposed."²

APPOINTMENT OF AN INVESTMENT COUNCIL IN SWEDEN

On the recommendation of the Commission on Economic Post-War Planning³, the Swedish Government decided at the end of November 1944 to appoint a permanent Investment Council to act as a forum for deliberations, based on a study of the economic situation, which aim at the formulation of policy in regard to investment. The main objective will be to arrive at a voluntary co-ordination of the investments of private industry, but the Council may find it necessary in this connection to follow investment activities in other fields, in particular, the adjustment of public investment to fluctuations in the economic situation.

The Chairman of the Council is Mr. Tage Erlander, Minister without portfolio, and its members include three representatives of public authorities, namely, the Investment Committee of Enquiry, the Employment Market Commission, and the Building Loan Office, and one representative of the Board of Governors of the Bank of Sweden, together with eleven persons appointed on the recommendation of organisations representing industry, labour, agriculture, banking, commerce, and the co-operative movement.

In putting forward its proposal for the establishment of the Investment Council, the Post-War Planning Commission noted that, in the nature of things, the conclusions reached by the Council could not be regarded as decisions taken

¹ Cf. *International Labour Review*, Vol. XLIX, No. 6, June 1944, p. 647.

² *The Statesman* (Delhi), 15 and 16 Dec. 1944.

³ Set up in accordance with a Government decision of 11 February 1944 (cf. *International Labour Review*, Vol. XLIX, No. 6, June 1944, p. 654; for an account of the first reports of the Commission, *idem*, Vol. L, No. 6, Dec. 1944, pp. 751-757: "Post-War Planning in Sweden: Employment, Investment and Monetary Policy").

by a majority, but rather as voluntary agreements reached in consequence of a round-table discussion, and that it would be for the persons concerned to work for the practical application of these agreements in their respective fields. In certain cases, however, it might be desirable for the Council to issue public reports and make recommendations with a view to providing information and promoting special measures, whether to be taken by the community as a whole or by private individuals. Attention should also be paid to the question of the allocation of investments from the geographical point of view. For example, it would be desirable in the north of Sweden to promote industries working for the home market, with a view to counteracting the marked economic fluctuations resulting from the localisation of export industries in that part of the country. One-sided development in any area of industries employing only male or only female labour had also been found undesirable, not least for demographic reasons.

The Investment Council is not expected to require an office of its own, with machinery for making investigations. Any statistical or technical researches which it may need will be carried out by existing institutions. Private investment policy is already followed by the Industrial Research Institute (*industriens utredningsinstitut*), with which the new Council will collaborate. Economic developments of a more general character are studied by the Business Research Institute (*konjunkturinstitutet*). It will be the object of the new Council to make it easier for those public institutions which now follow, and in some measure direct, employment and supply policy to survey what is happening in their respective fields and to obtain information. Discussions will be arranged with officials in private and public research organisations with a view to the exchange of information.

It should be noted that the planning and co-ordination of publicly financed or subsidised investment is in the hands of the Investment Committee of Enquiry except as regards housing, agriculture and forestry. The planning of the development works budget will continue to be in the hands of the Employment Market Commission, while various Government departments and authorities will, as hitherto, be responsible for the purely technical aspects of planning.¹

INDUSTRIAL RELATIONS

INDUSTRIAL RELATIONS IN THE NETHERLANDS AFTER LIBERATION

The Netherlands Government recently promulgated two Decrees, one dealing with industrial relations and the other with occupational organisations after liberation. It will be remembered that under pressure from the occupying Power the independent associations of employers and workers were dissolved and replaced by the Netherlands Labour Front, while at the same time industrial relations were organised in exact imitation of the German system.² The new Decrees repeal the regulations imposed by the enemy and set up a provisional system of industrial relations which will apply only during the period of liberation and reconstruction.

ORGANISATION OF INDUSTRIAL RELATIONS

A Decree of 7 July 1944, amended by a Decree of 2 November 1944, deals more particularly with the provisional maintenance of the conditions and hours of work in force at the date of liberation, the re-employment of workers mobilised or dismissed through the action of the occupying power, protection against dismissal, the

¹ Från departement och nämnder, No. 21, 1944; *Dagens Nyheter*, 28 Nov. 1944; *Morgon-Tidningen*, 11 Jan. 1945.

² A detailed summary of the system was given in *International Labour Review*, Vol. XLVIII, No. 6, Dec. 1943, p. 761.

appointment of Government conciliators and the establishment of industrial committees or councils.

Provisional Maintenance of Existing Conditions of Employment.

According to the Decree, no employer may, without the consent of a State conciliator or his representative, make any change in the existing conditions or hours of work or introduce new conditions or hours in new contracts. The Minister of Social Affairs will determine the date on which this provision ceases to be in force either for a specified group of workers, a specified industry, a section of the country or the whole country.

A State conciliator may, on his own initiative or at the request of the employers or workers concerned, permit or order a change in conditions of employment provided that the new conditions conform to any instructions issued by the Minister of Social Affairs. The regulations concerning the provisional maintenance of the conditions of employment in force at the date of liberation will not apply to public institutions.

Re-employment of Workers.

The Decree requires the Minister of Social Affairs to issue guiding principles to the Director-General of the State Employment Office to enable workers who, through force of circumstances, lost their employment after 15 May 1940 as a result of the action of the occupying Power or before that date through being called up for active service, to be reinstated, wherever possible and, provided they so desire, in the service of the employer for whom they last worked before ceasing to be employed. The employer must take back all workers called up or dismissed under those conditions who are directed to him by the National State Employment Office, a provincial labour office or a branch exchange. Workers will, however, not be directed to an employer until a summary enquiry has been carried out by the competent authority. The term "employer" covers not only the original employer but any other employer who may have replaced or legally succeeded him.

If the employer denies the existence of a contract of employment, or if the worker is unable to accept some clause in the new contract of employment offered to him, the dispute will be submitted to the State conciliator, whose decision is binding. If the employer cannot provide the worker with full-time employment, the State conciliator may, on his own responsibility and at the employer's request, order a fraction of the wage to be refunded to the employer by the State Unemployment Insurance Fund for a period not exceeding six months in the first instance but subject to extension for periods of three months at a time. During the period when any such refund is being made, the worker is bound to accept any other employment offered to him by the State Employment Office, a provincial office or a branch office. If necessary, the Director-General of the State Employment Office may grant a worker who is thus transferred an allowance to cover his travelling expenses.

Protection against Dismissal.

Unless there is some valid reason for dismissal under ordinary law (section 1639 (p) of the Civil Code), an employer may not dismiss a worker against his will or without the consent of the director of the provincial employment office or of the branch office. This consent may not be refused if, in the opinion of the director, the worker was guilty of an unpatriotic attitude during the occupation so that the employer cannot reasonably be expected to retain his services, in view of the interests of the other workers in the undertaking. If consent is given on those grounds, the worker may be dismissed without observing the legal or contractual provisions concerning notice and without the worker being entitled to any compensation.

If an employer requests permission to dismiss a worker, the director of the provincial or branch office must first make a summary enquiry. If consent is granted, the worker may submit the question to the State conciliator, whose decision is final, and if consent is refused, the employer has the same right of appeal.

State Conciliators.

The Decree abolishes the posts of the Labour Commissioner and social delegates appointed under the German occupation to regulate industrial relations and

re-establishes the State conciliators set up under the Act of 4 May 1923.¹ Notwithstanding certain provisions of that Act concerning the settlement of labour disputes, State conciliators may be appointed directly by the Minister and will not be subject to the limitations laid down in the Act as regards their intervention in such disputes.

The employer, when notified in writing, must submit to the State conciliator, or to experts appointed by him, all records and other documents required by the conciliator in the exercise of his duties.

Advisory Boards and Industrial Councils.

The Minister of Social Affairs may set up in any industry an advisory board on industrial relations and employment, consisting of a chairman and representatives of employers and workers in equal numbers, selected from lists submitted by representative associations of employers and workers in so far as circumstances permit. The working of these boards will be governed by regulations to be issued later.

The purpose of the boards is to submit to the Minister of Social Affairs or the State conciliators, at their request or on its own initiative, opinions and suggestions concerning industrial relations and employment possibilities in their respective industries.

The Minister of Social Affairs may also set up industrial councils without observing the restrictions laid down in the Industrial Councils Act of 7 April 1933.² The establishment of an industrial council automatically involves the dissolution of the advisory board on industrial relations and employment. The chairman and members of the industrial council are appointed by the Minister of Social Affairs for not more than one year at a time. In addition to the powers conferred on the councils by the Act of 7 April 1933, they will, on their own initiative or when required, submit to the Minister of Social Affairs or the State conciliators their views on industrial relations and employment possibilities.

When an advisory board or an industrial council has been set up in any industry, the State conciliator, before approving or introducing any change in conditions or hours of work, will consult the appropriate committee or council. He is entitled to attend their meetings in an advisory capacity.

Penalties.

The penalties for infringements of the binding provisions of the Decree are imprisonment up to a maximum of two months or a fine not exceeding 1,000 gulden. If the offence is committed by a joint stock company, a co-operative association or other body corporate or an endowed institution, the proceedings will be instituted against, and the penalties imposed on, the members of the board of management.³

OCUPATIONAL ORGANISATIONS

A Decree of 8 September 1944 provides for the dissolution of the Netherlands Labour Front set up on 30 April 1942 and the re-establishment of the independent occupational organisations of employers and workers.

Dissolution of the Netherlands Labour Front.

According to the Decree, the Netherlands Labour Front will be dissolved as from the date when the Decree comes into force. It will be dissolved by two Government liquidators, who will also be the commissioners for the re-establishment of employers' and workers' organisations. Their main duty as liquidators will be to administer the property of the Labour Front until the Government takes a definite decision as to the disposal of that property. Even during the transitional period, however, the commissioners may permit an employers' or workers' association to use, without the right of ownership, any real property which is held to have belonged to the association on 10 May 1940, the invasion date, or to have replaced property belonging to the association. An inventory of the property

¹ Cf. I.L.O.: *Legislative Series*, 1923, Neth. 1.

² *Idem*, 1933, Neth. 1.

³ *Staatsblad van het Koninkrijk der Nederlanden* (London), 1944, Nos. E 52 and E 136.

must be made. The commissioners must also, without delay, prepare an inventory of all property held in the name of the Netherlands Labour Front or in its possession, indicating if possible how the property was acquired. The Ministers of Justice and Social Affairs may issue instructions to the commissioners and will settle any dispute which may arise between them.

Reorganisation of Employers' and Workers' Organisations.

Organisations of employers and workers which existed on 10 May 1940 and were dissolved or suppressed by order of or as a result of measures taken by the occupying Power will, wherever possible, be re-established with their former rights and privileges. As re-establishment will not always be possible, the Minister of Social Affairs and the Minister of Justice have power to decide jointly, at the request of the association concerned, that any association of employers or workers set up after the Decree comes into force will be deemed to be the successor of an association existing on 10 May 1940. The members of the managing committee of the former organisation on 10 May 1940 will, if possible, be consulted before the decision is taken. When any association is recognised in this way it will be invested with all the rights and obligations of the association which it replaces.

The Minister of Justice and the Minister of Social Affairs may also declare that an association of employers or workers set up after the Decree comes into force is deemed to be the successor of a number of associations existing on 10 May 1940 which, in their opinion, pursued similar aims. Any such declaration involves the dissolution of the former associations.

By joint decision of the Minister of Social Affairs and the Minister of Finance, advances may be made by the Treasury for a period of one year to any association of employers or workers existing on 10 May 1940 or recognised as the successor of such an association, if these advances are necessary to enable it to carry out its normal activities.

The Decree further provides for the appointment of a Government commissioner for the reconstruction of employers' associations and a similar commissioner for the reconstruction of workers' organisations. The main duties of these commissioners in their respective spheres are to co-operate with employers' or workers' associations on their own initiative or at the request of the organisations concerned and to be consulted as to the granting of advances and the conditions under which this should be done.

The commissioners will be assisted in their duties by a joint committee consisting of a chairman and not less than two members appointed by the Minister of Social Affairs. The committee will, on its own initiative or when consulted, express an opinion on all matters concerning employers' and workers' organisations. Its procedure will be determined by regulations to be issued later.

The powers conferred by these two Decrees on various Ministers may also be exercised on behalf of the Netherlands Government by the military authorities during such period as the whole or part of the territory is in the war zone.¹ As far as possible the military authorities will not exercise these powers without the consent of the responsible Ministers, but in urgent cases the powers may be exercised, and confirmation of the action taken must be sought from the responsible Ministers as soon as possible. If confirmation is refused or if the Ministers have already taken the necessary action themselves, the decisions of the military authorities will cease to hold good.²

OCCUPATIONAL ORGANISATION IN FRANCE

ABOLITION OF CORPORATIVE ORGANISATIONS

The French Provisional Government has recently abolished most of the corporative organisations set up by the Vichy Government in various departments of national activity, and has restored as far as possible the pre-war independent institutions.

As previously mentioned in these pages, the Act of 4 October 1941 concerning the social organisation of occupations (Labour Charter) was repealed by an Act

¹ Cf. Decree of 11 Sept. 1943 (*idem*, 1943, No. D 60).

² *Idem*, 1944, No. E 71.

of 27 July 1944 restoring freedom of association.¹ Two further Orders of 3 June 1944 provide for the abolition of the Corporation of Sea-Fishing set up by the Act of 13 March 1941², and the Corporation of the Mercantile Marine set up by the Act of 27 March 1942.³ Occupational organisations of merchant seamen, catering staff, mercantile marine officers, and shipowners may be set up in accordance with the provisions of the Labour Code concerning such organisations. In addition, a Decree of 18 November 1944 makes applicable to occupational organisations in the mercantile marine the general provisions of the Order of 27 July 1944 already mentioned.⁴

A further Order of 22 June 1944 repealed the legislation promulgated by the Vichy Government concerning handicrafts. The corporative bodies set up under that legislation are dissolved and the pre-war legislation on chambers of handicrafts is again in force.⁵

The legislation on chambers of commerce introduced by the Vichy Government was also repealed by an Order of 28 July 1944 which, within certain limits, maintains or restores the chambers of commerce freely elected before 2 September 1939.⁶

According to an Order of 15 November 1944, a special committee was set up under the Ministry of Labour and Social Security to enquire into the financial administration of organisations formed under the Act of 4 October 1941 concerning the social organisation of occupations.⁷

REORGANISATION OF THE MEDICAL PROFESSION

The Provisional Government of the French Republic has set up, by an Order of 11 December 1944, provisional administrative bodies for the medical and allied professions and, by an Order of 15 December 1944, laid down rules to govern the re-establishment of medical trade unions.

On 18 October 1943 the French Committee of National Liberation had issued an Order abolishing the medical association set up by the Vichy Government, and this Order was made applicable to the whole territory of France by the Order of 9 August 1944 concerning the restoration of the Republican legal *status quo*. The property of the association was sequestered. The new Orders of December 1944 have been issued pending the establishment of a new association of doctors, dentists, and midwives and the resumption of their normal activities by the trade unions of these professions.

Provisional Administrative Bodies.

The provisional administrative bodies will perform the dual function of the medical association and the trade unions. The organisations which have been set up are:

(1) In each department, a medical council, a dental council, and a midwives' council, responsible for looking after the professional interests of the groups concerned;

(2) In the chief town of each district, a district medical council to uphold the honour and discipline of the medical, dental, and midwives' professions;

(3) In the capital, a Superior Medical Council to uphold the honour and discipline of the profession and protect professional interests throughout the country. The competence of this Council covers, within certain limits, the interests of dentists and midwives.⁸

Restoration of Trade Unions.

Under the Order of 15 December 1944, trade unions and trade union federations of doctors, dentists, pharmacists, and midwives which existed on 16 June

¹ Cf. *International Labour Review*, Vol. I, No. 5, Nov. 1944, p. 638.

² *Idem*, Vol. XLIV, No. 2, Aug. 1941, p. 204.

³ *Idem*, Vol. XLVI, No. 3, Sept. 1942, p. 329.

⁴ *Journal officiel de la République française*, 13 July 1944, p. 576; 22 Nov. 1944, p. 1431.

⁵ *Idem*, 5 Aug. 1944, p. 671.

⁶ *Ibid.*, p. 673.

⁷ *Idem*, 17 Nov. 1944, p. 1350.

⁸ *Journal officiel de la République française*, 12 Dec. 1944, p. 1836.

1940 and were dissolved by the Vichy Government recover all the rights and duties which they had on the date on which they were dissolved. Subject to certain provisional regulations, these unions are governed by the provisions of the Labour Code concerning occupational associations.

Except for the restrictions imposed by the Labour Code and by the Order of 27 July 1944 concerning the restoration of freedom of association¹, the members of the executives and administrative bodies of trade unions and trade union federations of doctors, dentists, pharmacists, and midwives who held office on 16 June 1940 will recover their rights and privileges. No person may be a member of the executive or administrative body of a trade union or trade union federation if he has been subjected to a disciplinary penalty, administrative action or judicial sentence under the Orders concerning "repression of acts of collaboration with the enemy", "the administrative purge", and "national dishonour".

Until such time as the executives and administrative bodies of trade unions and their federations can be re-elected by general meetings, the trade union re-establishment boards may disqualify from membership of those bodies or of the provisional administrative committees any person who co-operated in the destruction of Republican liberty and particularly of freedom of association, who co-operated in the deportation of French workers without attempting to mitigate the orders given to him, who refused to assist sick or injured members of the French Forces of the Interior or other resistance bodies, or who denounced such persons to the enemy or to the Vichy authorities.

The Order lays down rules for the re-establishment of trade unions of doctors on the same lines as those governing the re-establishment of employers' and workers' organisations under the Order of 27 July 1944. This means that a National Re-establishment Board and departmental boards will be set up as well as provisional administrative committees. The executives and other administrative bodies of trade unions and their federations may not resume their activities until they have received authorisation from the national or departmental boards.

Property belonging to the trade unions or trade union federations of doctors, dentists, pharmacists, and midwives before they were dissolved will be restored to them.²

INDUSTRIAL RELATIONS IN CANADA

THE SASKATCHEWAN TRADE UNION ACT

Comprehensive legislation on industrial relations was recently enacted by the Provincial Legislature of Saskatchewan. The new Trade Union Act, assented to on 10 November 1944, covers the whole field of employer-employee relations. It guarantees the right of workers to organise and form free trade unions, and to bargain collectively with their employers. It makes the deduction from pay of union dues compulsory, and provides for the inclusion in every collective agreement of maintenance-of-membership clauses. It affords broad protection against unfair labour practices of both employers and employees and provides for the establishment of a Labour Relations Board, vested with wide powers to enforce its orders or decisions. In addition to other penalties imposed, the Act gives the Provincial Government authority to take over and operate under a controller any business or industry that wilfully disregards or disobeys orders of the Board.

The new Trade Union Act repeals all previous legislation on industrial relations, such as the Industrial Disputes Investigation Act, the Freedom of Trade Union Associations Act, and the Labour Relations Act, 1944 (which applied the Dominion Wartime Labour Relations Regulations³ to employer-employee relations ordinarily within the exclusive legislative jurisdiction of the Province).

¹ Cf. *International Labour Review*, Vol. L, No. 5, Nov. 1944, p. 638.

² *Journal officiel de la République française*, 17 Dec. 1944, p. 1932.

³ Cf. *International Labour Review*, Vol. L, No. 1, July 1944, p. 87.

The new Act enables the Government of Saskatchewan to enter into an agreement with the Dominion Minister of Labour for the administration of the Dominion Regulations within the Province.

Scope of Regulations.

The new Act applies to every employer having three or more employees, and to every employer having less than three if one of his employees is a member of a trade union which includes employees of one or more employers among its membership. The Provincial Government is included in the scope of the legislation, but the regulations do not apply to employers whose relations with their employees are within the exclusive legislative jurisdiction of the Parliament of Canada or whose industries are defined by the Wartime Labour Relations Regulations as essential to the prosecution of the war.

Protection of Trade Union Rights.

The Act declares the right of employees to organise, join, and assist trade unions, and to bargain collectively through representatives of their own choosing. A trade union is defined as a labour organisation which is not a "company-dominated organisation", that is, an organisation the formation or administration of which an employer or an employer's agent has dominated or interfered with or to which an employer or employer's agent has contributed financial or other support.

A trade union and its acts are not deemed to be unlawful by reason only that one or more of its objects are in restraint of trade. Moreover, an act done by two or more members of a trade union, if done in contemplation or furtherance of a trade dispute, will not be actionable unless the act would be actionable if done without any agreement or combination. Finally, a trade union cannot be made a party to an action in any court unless it may be made a party irrespective of the provisions of the Act.

Establishment of a Labour Relations Board.

The Act provides for the establishment of a Labour Relations Board of seven members, appointed by the Lieutenant-Governor in Council and equally representative of employers and employees and, if the Lieutenant-Governor in Council considers it desirable, of the general public.

The Board has power:

- (a) To determine whether the appropriate unit of employees for collective bargaining is an employer unit, craft unit, plant unit or a subdivision thereof, or some other unit;
- (b) To determine what trade union, if any, represents a majority of employees in an appropriate unit;
- (c) To require an employer to bargain collectively, to reinstate any employee discharged contrary to the provisions of the Act and to compensate him for his monetary loss or to disestablish a company-dominated organisation;
- (d) To require any person to refrain from violation of the Act or from engaging in any unfair labour practice as defined in the Act.

Unfair Labour Practices of Employers.

It is an unfair labour practice for an employer or an employer's agent:

- (a) To interfere with, restrain or coerce an employee in the exercise of any right conferred by the Act;
- (b) To interfere with the formation or administration of any labour organisation or contribute financial or other support to it; provided, however, that the employer may allow the bargaining unit representing the majority of his employees to confer with him for bargaining or union business without deductions from wages or loss of time, or may allow any union to use his premises and notice boards for the purposes of the union;
- (c) To fail or refuse to bargain with representatives (not necessarily being the employees of the employer) of a trade union representing the majority of the employees in an appropriate unit;
- (d) To refuse to negotiate during working hours with a representative of a trade union with which he has a collective agreement, with a view to settling disputes and grievances of employees covered by the agreement, or to make deductions from the wages of such union representatives for time spent in such negotiations;

(e) To discriminate in regard to hiring or tenure of employment or any term or condition of employment or to use coercion or intimidation, in order to encourage or discourage membership in or activity in or for a labour organisation or participation in any proceeding under the Act; provided that nothing in the Act is to prevent an employer from making an agreement with a trade union requiring membership or maintenance of membership in such trade union as a condition of employment, or the selection of employees by the advice of the union, or any other condition with regard to employment, if the union has been selected by a majority of employees in any such unit as their bargaining representative;

(f) To require as a condition of employment that any person shall abstain from joining or assisting a trade union or exercising any right provided by the Act;

(g) To interfere in the selection of a trade union as representative of employees for bargaining;

(h) To maintain a system of industrial espionage or to employ or direct any person to spy upon a member, or upon proceedings or offices, of a labour organisation, or upon the exercise by any employee of any right under the Act;

(i) To threaten to shut down or move a plant, or part of it, in the course of a labour dispute;

(j) To declare or cause a lockout or to make or threaten any change in wages, hours, conditions of employment, benefits or privileges while any application is pending before a board of conciliation appointed under the Act.

Unfair Labour Practices of Employees.

It is an unfair labour practice for an employee or any person acting on behalf of a labour organisation:

(a) To use coercion or intimidation to encourage or discourage membership in or activity in or for a labour organisation; provided that nothing in the Act is to prevent a person who is acting on behalf of a trade union from attempting to persuade an employer to make an agreement with that union to require as a condition of employment membership, or maintenance of membership, in that union or the selection of employees on the advice of a trade union or any other condition of employment, if such union has been selected by a majority of employees in such unit as their bargaining representative;

(b) To take part in, or persuade or attempt to persuade any employee to take part in, a strike while an application is pending before the Board or any matter is pending before a board of conciliation appointed under the Act.

Collective Bargaining.

The expression "bargaining collectively" means negotiating in good faith with a view to the conclusion of a collective bargaining agreement, the embodiment in writing of the terms of agreement arrived at in negotiations, the execution by or on behalf of the parties of the agreement, and the negotiating for the settlement of disputes and grievances of employees covered by the agreement.

A "collective bargaining agreement" means an agreement in writing between an employer and a trade union setting forth the terms and conditions of employment or containing provisions in regard to rates of pay, hours of work or other working conditions. It is not subject to any action in a court unless it might be the subject of such action irrespective of the provisions of the Act.

The representatives designated or selected for the purpose of bargaining collectively by the majority of employees in an appropriate unit are the exclusive representatives of all the employees concerned. If there is doubt as to which trade union represents the majority of the employees, the Board may direct a vote to be taken by secret ballot of all employees eligible to vote, and it must do so on application of any trade union which claims a membership of 25 per cent. or more of the employees in any appropriate unit. In any such vote a majority of the employees eligible to vote constitutes a quorum; and if the majority of those eligible to vote actually vote, the majority of those voting determines the trade union which represents the majority of employees for bargaining purposes. "Employee" as defined by the Act excludes any person having authority to employ or discharge employees or regularly acting on behalf of the management in a confidential capacity, but includes any person who is on strike or locked out in a current labour dispute and who has not secured permanent employment elsewhere.

Every collective agreement entered into between an employer and a trade

union representing the majority of employees in an appropriate bargaining unit is to remain in force for one year, and thereafter until either of the parties, or a trade union claiming to represent the employees in any appropriate unit, has given one month's notice to terminate or revise the agreement. Upon giving or receiving such notice the employer must bargain with the trade union representing the majority of employees in an appropriate bargaining unit with a view to a renewal or a revision of the agreement or the conclusion of a new agreement.

On the written authority of any employee and on request of a trade union representing the majority of employees, an employer must deduct union dues from the wages of the employee until the latter has made a written withdrawal of the authority. The employer must furnish the trade union with the names of employees who give or withdraw such authority. Failure to do this is deemed to be an unfair labour practice.

A "maintenance-of-membership clause" must also be included in any collective agreement made after the coming into force of the Act, and will be deemed to be included in an agreement made before that date, at the request of a trade union representing the majority of the employees in any appropriate bargaining unit. The clause is to provide that, during the term of the agreement, as a condition of employment, the members of such trade union shall maintain their membership in the union, and that all new employees shall apply for membership within 30 days of entering employment, and maintain it during the term of the agreement. The Lieutenant-Governor in Council may, however, on such terms and for such period as he may prescribe, exclude from the operation of any maintenance-of-membership clause any or all persons who are or have been members of Canadian or Allied forces during the present war or who have served or are serving in any capacity with these forces. Failure to enter into an agreement providing a maintenance-of-membership clause is deemed to be an unfair labour practice.

Establishment of Boards of Conciliation.

The Minister of Labour may establish a board of conciliation to investigate, conciliate, and report upon any industrial dispute, and may make regulations regarding the appointment of such boards, their procedure, remuneration, and the nomination of the chairman by the parties to the dispute or by himself. A trade union representing the majority of employees in any appropriate bargaining unit may also enter into an agreement with an employer to refer a dispute to the Board, which must hear and determine the dispute. The findings of the Board are final and conclusive and binding upon the parties and are enforceable as an order of the Labour Relations Board.

Enforcement of the Orders of the Labour Relations Board.

A certified copy of any order or decision of the Board must be filed within one week with a registrar of the Court of King's Bench and thereupon becomes enforceable as a judgment or order of the Court. The Board may, however, rescind or vary such order. The Court may refer to the Board any question as to compliance or non-compliance with such an order. Application to enforce an order of the Board may be made to the Court by and in the name of any trade union affected.

The Board and each of its members and duly appointed agents have the power of a commissioner under the Public Inquiries Act and may receive and accept evidence and information on oath or otherwise as in its discretion it may deem fit and proper, whether admissible as evidence in a court of law or not.

There is no appeal from an order or decision of the Board. The Board has full power to determine any question of fact necessary to its jurisdiction, and its proceedings, orders, and decisions are not reviewable by any court of law or by any other proceeding.

Penalties.

A person who takes part in, aids, abets, counsels or procures any unfair labour practice is guilty of an offence and, in addition to any other penalty imposed by the Act, is liable on summary conviction for a first offence to a fine of \$25-\$200 if an individual, and to a fine of \$200-\$5000 if a corporation, and for a subsequent offence to such fine and to imprisonment for a term not exceeding one year. No prosecution may however be instituted under these provisions without the consent of the Board.

In addition to these penalties, the Lieutenant-Governor in Council, upon application of the Board and upon being satisfied that an employer has wilfully disregarded or disobeyed an order filed by the Board, may appoint a controller to take possession of the employer's business, plant or premises and operate it on behalf of the Provincial Government until the Lieutenant-Governor in Council is satisfied that, upon the return of the business or premises to the employer, the Board's order will be obeyed.¹

EMPLOYMENT

DEMobilISATION PLANS IN SOUTH AFRICA

The Minister of Welfare and Demobilisation of the Union of South Africa described in December 1944 the work being done to set up demobilisation machinery and the decisions of policy which had been reached. The demobilisation plan came into effect on 3 January 1945.

Machinery.

The executive functions of the Directorate of Demobilisation of the Ministry are exercised by a Director-General, assisted by an executive board² and two deputy directors, and advised by a representative National Advisory Council on Demobilisation.³ The Directorate is divided into two main wings, one dealing with military affairs and one with liaison and reinstatement, and each wing has a number of different sections.

Locally, administration lies with local demobilisation committees, which are to be set up in every town and village (284 have already been formed). These committees include representatives of employers, trade unions, agriculture, ex-service men, local authorities, and interested voluntary organisations, serving in a voluntary capacity, with chairmen appointed by the Director-General. They are of varying size (that in Cape Town has about 70 members) and will work mainly as a series of subcommittees. The committees are to serve as the main link between the ex-volunteer and the Directorate. In each demobilisation area, a demobilisation officer of the Directorate has been appointed. These officers are responsible for keeping in close touch with the committees in their areas and assisting them, when desired, with advice and guidance.

Information.

One of the unique features of the South African policy is that no volunteer is discharged until suitable employment has been found for him. To carry this out, two sections have been set up in the Directorate, one to deal with vacancies in Government service and the other with vacancies in non-Government employment. The non-Government employment section plans to send to all employers a questionnaire on their post-war labour requirements. The Government employment section has already carried out a survey and has earmarked employment opportunities for over 10,000 volunteers, not including thousands of vacancies in the Department of Irrigation and in several departments which had not yet replied at the time of the present report.

Parallel with these surveys, a questionnaire is being distributed to and filled out by each member of the armed forces, to ascertain how many have employment to return to, how many have not, and how many wish for training or retraining.

¹ Second Session, Tenth Legislature, Bill No. 68 of 1944, assented to 10 Nov. 1944. *Labour Gazette*, Dec. 1944, p. 1542.

² The executive board includes the Director-General and one of the deputy directors, the Secretary for Social Welfare, the Secretary for Labour, and the ex-chairman of the Civil Re-employment Board. Its chief functions are to co-ordinate the work of all Government departments relating to the welfare and reinstatement of members of the forces and to advise the Directorate of Demobilisation on its policy and work.

³ The Advisory Council includes representatives of such organisations as the Federated Chambers of Industry and the Association of Chambers of Commerce, the National Council of Women, the Trades and Labour Council, the Springbok Legion, the Chamber of Mines of the Transvaal, the National War Fund, etc.

Moreover, the non-Government employment section is making enquiries to find out what recognition private employers and trade unions will give to the skills acquired by men during military service. Discussions are being held with members of the Union Defence Force Artisan Board, the Department of Labour, employers, and the Trades and Labour Council.

Vocational Guidance.

A vocational guidance section of the Directorate is responsible for giving every possible assistance to men who have to change their occupations and do not know what type of work to seek. Vocational guidance officers will be stationed at each dispersal depot and other suitable assembly points prior to discharge. Each volunteer is furnished by the Department of Defence with a statement setting out all training successfully completed during his military service and the character and duration of all periods of employment in a technical capacity in the forces.

Vocational Training.

The vocational training section of the Directorate has drawn up a comprehensive scheme for training skilled tradesmen. This will be submitted to a national advisory committee appointed to deal with demobilisation training questions.¹ Full use is to be made of all existing training institutions and centres and of in-plant facilities of private employers. The training may be on a part-time or a full-time basis or by correspondence courses with practical experience under an employer. The trades which will be made available will be determined on the basis of the information gathered from the questionnaires mentioned above. A central advisory committee on university training has been set up to examine and report on a scheme for university training.

Special training will be provided for volunteers who wish to return to or to take up farming. This will be done through the agricultural colleges in the various centres, two of which are being reserved exclusively for demobilised men.

Reinstatement and Re-employment.

The right to reinstatement in previous civil employment² is guaranteed to each volunteer, and it is emphasised that he must be reinstated under conditions not less favourable than those existing when he relinquished his employment. Moreover, he may be older, and have a greater sense of responsibility and initiative; he may have acquired knowledge and qualifications useful in the civil employment; and he may have heavier domestic responsibilities. All these considerations are to be taken into account.

Where a volunteer is not returning to pre-war employment, he is found suitable employment. Suitable employment is defined by the Directorate as work in keeping with his experience, ability and qualifications, with due regard to the nature of his military service. The permanency of employment is stressed, so that each volunteer may be completely and satisfactorily resettled.

While awaiting reinstatement or suitable employment (where there is any interval), men are sent to the dispersal depot nearest their home and retained on full military pay. Committees are being set up at each depot, each one consisting of five unofficial members appointed by the local demobilisation committee and four official members. These committees, working closely with the demobilisation committees, will assist in determining individual discharges, in recommending training, in determining whether or not a particular employment is suitable or not, and in dealing with cases where employment is refused on grounds of unsuitability or where employment is lost.

The general policy of the Directorate is that no ex-volunteer will be assisted to change his pre-war occupation unless he is disabled and unable to resume this occupation, or unless he has acquired additional and exceptional qualifications which would, in the view of the local demobilisation committee, enable him to make a success of a new career, or unless his old occupation is so overcrowded as to make it impossible for him to make a living. The Minister emphasised that if every volunteer were assisted to change his employment, regardless of the reason for change, the whole labour structure of the Union might be undermined.

¹ In the local areas, principals of the technical colleges will act as representatives of the national advisory committee.

² Cf. *International Labour Review*, Vol. L, No. 6, Dec. 1944, p. 780.

Disabled Volunteers.

The controlling authority for disabled men is the National Readjustment Board¹, and the administrative unit is the readjustment services section of the Directorate. A volunteer is regarded as disabled when he is discharged from the forces on the ground of physical and mental disability, generally in the medical category "E".

At the dispersal depot, the employment officer of the Department of Labour stationed there tries to find work suited to the disabled volunteer's capacity, having regard to his pre-war employment and earnings. In practice, the great majority of the men have been placed either in their pre-war or in other ordinary employment. At the depot, the disabled volunteer may also apply for a disability pension. If he is at all employable, however, he must be found work, irrespective of the amount of the pension to which he may be entitled.

Disabled volunteers who cannot go back to their pre-war occupations are eligible for one of the training schemes, whether the disabilities were directly connected with their war service or not, and during training receive subsistence and other allowances. The depot committee considering the case may also recommend admission to an institution for care or for training.

One important step taken by the Government was the acceptance of the report of the Inter-Departmental Committee on Urban Sheltered Employment for Disabled Soldiers. The report had advanced a scheme of sheltered employment projects for seriously disabled volunteers who could not meet normal competitive conditions but were nevertheless capable of doing worthwhile remunerative work. The projects are to be established first in urban areas, under the control of a National Board for Urban Sheltered Employment. It is planned to extend the projects to rural areas at a later date. Voluntary organisations have been asked to promote projects, with Government subsidy, and run them on a non-profit-making basis; if sufficient offers are not made, the Government will have to undertake the establishment of such projects itself. The projects are said to be the forerunner of similar efforts on behalf of the civilian disabled.

Women.

Unmarried women volunteers seeking employment are eligible to be kept on the military strength until suitable work has been found for them. Married women volunteers seeking employment may apply to a dispersal depot committee to be kept on the military strength pending the finding of employment for them; the committee decides whether or not the request is justified.

Financial Assistance.

Grants or loans, or a combination of both, may be granted to volunteers, the amount, up to specified maxima, being determined in the light of the circumstances of each case. Recommendations for financial assistance come from local demobilisation committees, who take into consideration the factors in each case and the extent to which financial help can assist permanent satisfactory resettlement. The final decision on the grant and the amount of assistance rests with the national board of the Directorate. There is no rigid means test. Moreover, once it is decided that assistance is necessary, it is given as a right and not as charity.²

THE REHABILITATION OF DISCHARGED PERSONNEL IN NEW ZEALAND

The second annual report of New Zealand's Rehabilitation Board contains a review of rehabilitation work in New Zealand for the year ended 31 March 1944.³ The report is divided into two main parts—the first dealing with rehabilitation measures to promote the satisfactory resettlement of ex-service personnel and the second dealing briefly with general reconstruction policy and organisation.

¹ The Board consists of a chairman, the Director-General of Medical Services, the Secretary for Education, the Under-Secretary for Labour, the Commissioner of Pensions and the Commissioner for Mental Hygiene.

² *Cape Times*, 2 Dec. 1944.

³ The first report of the Board was summarised in *International Labour Review*, Vol. XLIX, No. 2, Feb. 1944, pp. 197-205: "The Rehabilitation of Discharged Service Personnel in New Zealand".

It is pointed out in the second part that the fate of rehabilitation measures, singly and as a whole, is inextricably bound up with the success or otherwise with which national reconstruction and development are planned and put into operation. The principal step taken during the year to promote conversion to peace requirements and the expansion of the national economy was the setting up, early in 1944, of the Organisation for National Development, the machinery and functions of which have already been described in these pages.¹

An analysis of the part of the report dealing with rehabilitation follows.

General Administrative Machinery.

During the year under review, the Rehabilitation Department was set up under a Minister of Rehabilitation.² The Rehabilitation Board, under the chairmanship of the Minister, was reorganised by the appointment of two of its members on a full-time salaried basis and by the addition to its membership of the Director of Rehabilitation, one of the joint managing directors of the State Advances Corporation, the Under-Secretary for Lands, and the Under-Secretary for Native Affairs. Executive subcommittees of the Board were set up to deal respectively with loans, lands, trade training, education, and Maori finance. The Rehabilitation Board continued its policy of using existing Government departments and agencies wherever possible and avoiding duplication of effort; thus, the idea of an "all-embracing self-contained Rehabilitation Department" has not been accepted.

The functions and membership of the advisory Rehabilitation Council did not change during the year. Arrangements have been made for it to meet at quarterly intervals.

There are now 110 local rehabilitation committees, and they show a tendency to establish subcommittees specialising in various aspects of the rehabilitation work. As the committees have become more experienced, moreover, their functions have been enlarged. They are not merely advisory agencies; they now determine, very largely, the extent of assistance to be given to individual service men.

District rehabilitation officers have been appointed to nearly all the 30 centres where there are, or are to be, district offices of the Rehabilitation Department. In making these appointments, preference was given to public servants returned from overseas service either in this war or that of 1914-1918. Much of the administrative case work is entrusted to the district offices.

Demobilisation and Rehabilitation.

Special arrangements have been made to provide returning service men with up-to-date information on New Zealand conditions and rehabilitation measures. The maintenance of this type of information service is entrusted to officers in the Education and Rehabilitation Service, who are organising an occupational census of men serving in the Middle East, with a view to providing pre-demobilisation training and education; one of them generally accompanies each returning group of men, on hospital or other ships. This type of liaison work is expected "to assist materially in the successful industrial absorption of men invalided back to New Zealand during hostilities, as well as to constitute a first step towards planned repatriation at the point of mass demobilisation".

By the end of March 1944, 42,656 service men and women who had been discharged from the active forces (largely owing to sickness) had been handled by the Rehabilitation Department.

Re-employment Measures.

The satisfactory re-establishment of ex-service personnel depends, the Board declares, on the planned reconstruction and development of the national economy. At the same time, within this frame, particular limited arrangements for ex-service personnel have been grafted on to existing general civilian arrangements.

In the first place, a certain preference is granted to ex-service men in the licensing of industries. The Rehabilitation Board has requested the Bureau of Industry and the Transport Department and other authorities concerned to apply the following conditions:

¹ Cf. *International Labour Review*, Vol. L, No. 6, Dec. 1944, p. 759.

² *Idem*, Vol. L, No. 1, July 1944, p. 94.

(a) That licensees mobilised for service with the forces be dissuaded from disposing of their businesses at this stage; that the licence attaching thereto be suspended during the licensee's service with the forces; and that on the licensee's death or return to civil life the licence be revived and made subject to transfer in the usual way;

(b) That during the absence of any licensee on service with the forces temporary licences only be issued to new operators for the duration of the war;

(c) That in the transfer of existing licences preference be accorded ex-service men; and

(d) That the owner of any licensed business who is himself not a member of the armed services be required to transfer any licences which are considered to be surplus, having regard to the number of men employed by him and the needs of ex-service men for business of such kind.

Moreover, ex-service men establishing themselves in business are given a limited degree of preference in the allocation of stocks.

The Board notes that considerable interest has been aroused in various proposals designed to give ex-service personnel preference in employment opportunities. In general, however, the Board takes the view that it is highly desirable to keep the question of preference for ex-service men "in perspective with that arising from the needs of citizens as a whole". At present, of course, the question is somewhat academic. Adequate employment opportunities are available for all, including discharged persons, and, the report says, "this position for civilian as well as ex-service men workers is expected to endure in the favourable environment created by the full employment objective of the Organisation for National Development and the Government".

Training.

In February 1944, the Rehabilitation Board took over full responsibility for reconstruction trade training centres for adult workers, civilians as well as ex-service men. The training is divided into three main classes, designated as A and B (described in the previous report of the Board), and C, a new type introduced during the year under review. All classes of training are supervised by a Controller of Rehabilitation Trade Training and Employment.

Under the A class training, full-time training in carpentry and footwear and engineering is now being given in one or more of 7 rehabilitation trade training centres. The trainee stays at the centre for four months as a rule, and then proceeds to a further eight months of field work. For the whole twelve months, his wages are paid by the Rehabilitation Board. After training, he is placed with a selected employer on approved carpentry work, for which he must be paid the full journeyman's wage. Most A class trainees are in carpentry training and engaged on the erection of State housing. The difficulties so far encountered have been, first, the lack of sufficient competent instructing staff, and second, the lack of adequate stocks of tools and equipment for training purposes. In all, from the start of the training scheme in 1940 to the end of March 1943, 48 returned soldiers and 41 members of the home forces had completed carpentry courses and 366 ex-service men were receiving carpentry training, while 159 ex-service men had finished general engineering and welding courses (with 45 additional men still in training), and 36 others the boot and shoe training courses (with 18 still in training).

The B class training scheme has not been greatly modified, except that the rule that B class training would not be approved where A class training facilities were available was relaxed to permit married men who have served overseas or who have served at home for twelve months to train with approved employers in their home areas rather than having to go away to an A class centre. There has been a marked extension of B class training, both in the number of trades and the skilled occupations concerned and in the number of traineeships in these trades and occupations. B class traineeships are now current in 65 trades and occupations. It is expected that the scheme will play a large part in training at the time of general demobilisation. Plans are being made to provide training suitable for ex-service women under the B class scheme, and some such training has already been approved.

C class training is confined to ex-service men resuming contracts of apprenticeship interrupted by war service. The 1944 consolidated Suspension of Apprenticeship Regulations¹ envisage two types of C class trainees—those who are 21

¹ *Ibid.*, p. 95.

years old or more when resuming their contracts and those who are under 21 years. In both groups, the apprentice may, within six months of discharge from the forces, revive his contract either for the term unexpired or for three years, whichever is the shorter. If he is 21 or over, he is to receive full journeymen's rates, with the Board subsidising the employer's payments. If 21 or under, he is credited with the full period of service with the forces for the purpose of determining his wage rates.

In general, the Board is now in a position to draw some distinction between trades in which training should be expanded and those in which it should not be encouraged. Firstly, training in the building and allied trades is being and will continue to be specially emphasised. Secondly, trades and occupations which minister to the needs of the population (furniture, catering, transport, etc.) will be reviewed to see whether their skilled labour force will need expansion. On the other hand, the Board is discouraging training in motor engineering, radio servicing, and electrical wiring, in which more men in the forces have received training than can be satisfactorily placed in the immediate future.

As a matter of policy, the report points out, the Board is not subsidising the employment of fit ex-service men as an employment promotion measure, but instead is limiting its training facilities to those trades and callings in which manual skill plus trade knowledge must be gathered over a somewhat lengthy term of training. Subsidies thus become compensation for absence of skill and experience, and as soon as these deficiencies are overcome the subsidy assistance is withdrawn. Where it is feasible for an employer to engage and train unskilled ex-service men in terms of a "green labour" clause in the appropriate award or industrial agreement, the Board will not ordinarily assist by the payment of a subsidy. Semi-skilled occupations in secondary industry and in commerce are, however, being increasingly favoured for training purposes where prospects of long-term engagement exist, while special assistance towards the training of men in callings requiring special skill or knowledge will be made available.

Placement.

Given the manpower shortage, the industrial absorption of fit ex-service men has presented no special problem, and in these circumstances self-placement and self-establishment in own businesses have accounted for the absorption of a much greater number of men than placement by the Rehabilitation Department has done.

Co-operation with the manpower officers has been harmonious. The application of controls to ex-service men has been wisely administered, and the manpower officers have notified the Board of special vacancies notified to them by employers and likely to be suitable for ex-service men who might be available for placement.

Education and Vocational Guidance.

Up to the end of March 1944, 588 applications for educational assistance had been received, 577 of them during the year under review. Of the total applications, 397 were successful, and a number of others were granted modified assistance.

There has been a considerable development of vocational guidance in rehabilitation work. The full-time vocational guidance officers in the four main centres have been supplemented by part-time honorary education advisers in 35 other centres. All these officers co-operate with the rehabilitation organisation, not only in considering applications for educational facilities, but also in providing, with the rehabilitation officers, valuable vocational advice to ex-service personnel.

Special Provisions for the Disabled.

Outlining the principles on which the rehabilitation and re-establishment of disabled ex-service men should be based, the report states:

Happy re-establishment as a citizen is practicable only if all possible therapeutic measures have been applied to the remedying of the disabled man's physical or mental disability; if careful and complete investigation has been made into his capacity, or potential capacity given specialised training, to undertake interesting skilled professional, clerical, or other employment;

if every effort is made to assist him to realise his maximum capacity in this respect; if he is durably placed accordingly; and, finally, if he is regarded by his employer, workmates, friends and social acquaintances not as a dejected cripple living by the grace of the community, but as a war veteran who, despite his service disability, is, as a result of specialised training and tenacity of purpose, no more a social cripple than the many thousands of worthy citizens with this or that minor physical or mental limitation. Permanent re-establishment presupposes an economic order in which all are assured of a reasonable livelihood and all who are capable of rendering economic service . . . are guaranteed the means of doing so.

The application of these principles has involved what is called a "right through" technique of assistance, encouragement, and follow-up, employed by officers of the Rehabilitation Department and the Disabled Servicemen's Re-establishment League (which acts as the Board's agent in helping to solve the special vocational problems of disabled persons), and involving:

- (a) Sympathetic and co-ordinated liaison activity by the rehabilitation officer and the field officer of the League from the time when the case becomes a rehabilitation one until the man is satisfactorily and securely re-established;
- (b) Such special treatment, institutional and otherwise, as may be necessary to effect the physical or mental recovery of the disabled man;
- (c) Assistance in overcoming other personal or domestic difficulties not connected with the man's disability, but undoubtedly affecting his recovery therefrom;
- (d) Provision of therapeutic employment and recreational facilities to hasten the transition from unemployability to either normal employability or employability for specially selected work;
- (e) Provision of special training, either concurrently with therapeutic employment or thereafter;
- (f) Placement in carefully selected and, as far as possible, permanent employment, and also post-placement contact.

The training of disabled men is entrusted, with Board subsidies, to the League, which has set up a centre at Wellington and district workshops in four other places. The Board intends to promote the establishment of management training centres, similar to the Wellington centre, in each of the other main towns. Specially devised training, graded to the condition of the trainees, is provided in an increasing number of occupations, including cabinet-making, clerical work, basketwork, arts and crafts, artificial-limb making, boot repairing, french polishing, leatherwear manufacturing, mop and rope manufacturing, and shell jewellery and trinket making.

Medical care and training are, of course, only preparatory to the return of the disabled person to suitable work, yielding him the ruling emolument. Consequently, special stress is laid on selective industrial placement of partially disabled persons. Consideration was given to the reserving of particular occupations for these persons, but it was decided not to do so for various reasons. Instead the Board has undertaken a comprehensive industrial and occupational census and analysis, with a view to assembling information bearing on the employment of disabled persons, and then, on this basis, to initiating an intensive campaign for their placement in industry. Preference to disabled ex-service men is already being given by the Government services and by many private employers on their own initiative. It is hoped that, with employers' and workers' co-operation, industrial opportunities will be made available to the disabled without prejudicing those of fit civilians and without diminishing output. While the same scope for the employment of disabled persons may not exist in the simpler economy of the Dominion as in the more specialised and developed economies of some other countries, it is nevertheless considered that much can be done to fit disabled men into suitable employment. Great importance is attached to the co-operation of employers.

Recuperative Light Employment Scheme.

An interesting feature of New Zealand's programme for the rehabilitation of partially disabled war veterans is the development of local "intermediate employment schemes", with the declared objective of "providing suitable temporary therapeutic employment for recuperating ex-service men as a means of

hastening their successful reabsorption into the industrial and social life of the community". One such scheme is in operation and others are being arranged. The intermediate employment schemes are to be arranged, as a rule, with local bodies in co-operation with the local rehabilitation centre. Subsidy on the basis of labour-cost for each man under the scheme will be payable by the Rehabilitation Board. The local body undertaking the task will provide light congenial employment (with facilities for under-cover work in wet weather). The scheme is quite separate from existing local authority works projects. No intermediate scheme will be approved if it would result in displacing unsubsidised local employees, since it is considered necessary to distinguish the recuperative employment scheme from the civilian employment promotion works. The scheme makes provision for the payment of award wages, rest pauses and time-off concessions as necessary, and the review of individual cases, with the aid of medical advice. Men are transferred to selected employment in industry as soon as readjustment and recuperation have gone ahead sufficiently far.

Farm Training and Settlement.

A farm training and settlement scheme was introduced towards the end of the year under review and is reported to be working efficiently. A considerable number of applications are already being received. Some 55 local farming subcommittees have been set up to assist the rehabilitation committees in sifting applications and in advising on policy.

Four kinds of training for land settlement are available, and training is required in the case of men graded (on the basis of previous experience or training) B and C. The local farming subcommittees are responsible for recommending what further training should be required of men before they may be placed in grade A. The types of training available are: subsidised training with private farmers approved by the subcommittee, training on blocks being developed by the Lands and Survey Department, training on Rehabilitation Board farms, and training at agricultural colleges to provide refresher or higher training for men with a broad basis of practical experience.

After describing the settlement facilities available, the report analyses briefly the settlement outlook. It notes that until materials and labour shortages have been overcome the establishment of ex-service men on farms must proceed slowly. In settling men on the land, it is suggested that there will have to be closer subdivision of existing holdings and an encouragement of diversified farming allied with industrial development and policies to ensure wider markets. Since many ex-service men have displayed serious interest in co-operative farming, the Board is investigating the merits of this form of settlement.

Financial and Other Assistance.

This part of the report reviews the work of the State Advances Corporation, describing the loan facilities available and the use made of them and the grant facilities and procedure.

Ex-service men are assisted in the matter of housing and in obtaining furniture by various Government policies, outlined briefly in the report.

Maori Ex-Service Men.

Six Maori rehabilitation officers have been appointed, attached to rehabilitation offices in the main centres of Maori population. Their work is co-ordinated by a Maori section at headquarters. Apart from a few special measures and special national and local administrative organisation and procedures, the Board's policy continues to be that the general rehabilitation measures apply to Maori ex-service personnel just as to all others. The measures taken to promote the special interests of Maori ex-service men are described briefly.

The Future of Rehabilitation Work.

In conclusion, the main problems to be met in the future on the basis of existing policy and procedure are, in the Board's view, the following:

- (1) Further integration of Board and committee procedures, attended by further devolution of executive functions.
- (2) Creation of adequate demobilisation policy and machinery, on the basis of plans now being made by the Board in co-operation with the forces and other interested organisations.

(3) Need to continue and improve arrangements for generous pension and rehabilitation allowance facilities.

(4) Formulation of long-term programme for permanent placement in suitable work of the bulk of members of the forces, including those who have been discharged but entered temporary war work.

(5) Continuation of measures designed to ensure equitable re-establishment of disabled persons, on the basis of policies now being formulated.

(6) Re-establishment of service women and the meeting of their special problems. "Among these", the report states, "will be the general attitude to the employment of women and with this the question of women's wages, and the degree of assistance that can justifiably be given in each of the fields already discussed, to women who might marry and by so doing might find it impossible or difficult to pursue the line in respect of which they may have been assisted by the Board. In this particular field negotiations are in train for the establishment of a Women's Advisory Committee to ensure that the interests of women are not overlooked."¹

EMPLOYMENT OF DISABLED PERSONS IN THE UNITED STATES

BUREAU OF LABOR STATISTICS SURVEY

The Bureau of Labor Statistics of the United States Department of Labor recently made a survey of the utilisation of physically disabled workers in manufacturing industries.

The preliminary findings are summarised in the following terms:

The results so far show that impaired persons have been hired in appreciable numbers, especially in critical labour-market areas and in industries engaged most directly in essential war work. Many of these workers probably will be out of jobs when this work ceases. The position of the handicapped worker may be further weakened by the return of the disabled veterans of world war II who must be absorbed into industry. In order that existing prejudices may be met and overcome and that the performance of impaired workers at jobs at which their disabilities are no handicaps may be appreciated fully, it is essential that a body of factual, objective data be made available. The Bureau hopes to be able to continue its survey, to provide this information.

Scope of the Survey.

The study was undertaken by the Bureau in co-operation with the War Manpower Commission, the Office of Vocational Rehabilitation, and the Veterans Administration. It is being made in three parts: (1) a preliminary analysis, including a mail survey of the performance of impaired workers; (2) a series of case studies in plants with records permitting a statistical analysis of the performance of the impaired and the unimpaired; and (3) a critical analysis of prevailing methods of placement and rehabilitation, as well as of workmen's compensation problems.

It is recognised that neither the number of physically impaired persons in the United States nor the number of employable disabled persons is known. It has been estimated, however, that there were 5,000,000 persons with major or minor physical impairments in 1940, and that of these 5,000,000 persons, some 3,000,000 were available for industrial employment.

The preliminary analysis covered 300 manufacturing establishments—a small sample but, as the Bureau points out, "the first study of this magnitude". Fifty-seven per cent. of the companies employed fewer than 2,000 persons. Half the reporting plants were engaged in the manufacture of munitions, transport equipment, iron and steel, and other war material.

The questionnaire used in the mail survey asked for information concerning total employment, number of disabled workers, type of activity of plant, physical examinations, job analyses, methods of placement, special problems encountered in employing disabled persons, and job performance of disabled workers compared with that of able-bodied workers. The employer was asked to check for

¹ Parliamentary Paper No. H-18: *Rehabilitation Board (Report for Year Ended 31st March, 1944)* (Wellington, 1944).

each of four measures of general performance: efficiency, absenteeism, injury frequency, and labour turnover.

For purposes of the study, impaired workers were defined as "employees with marked physical impairments which limit their working capacity".

Placement of Disabled Workers.

The programme of selective placement of disabled workers is fairly widespread. Only 7 per cent. of the 300 companies reported that they neither gave pre-employment physical examinations nor had analysed job requirements within their plants; 17 per cent. reported that they had physical examinations but not job analyses; 15 per cent. used job analyses but gave no physical examinations; and 61 per cent. used both physical examinations and job analyses. The study suggests that there is "strong indication that many plants, regardless of size, are cognisant of the fact that it is now ordinary procedure to examine an applicant for a job and to make a detailed study of the physical requirements for each job in order to place the applicant most advantageously from both his and the firm's viewpoint".

In small plants, it is found unnecessary to have a full-time medical examiner and a special placement officer for physically disabled applicants. An examination by a competent industrial doctor can supply needed information for placement purposes; and any plant, regardless of size, can analyse its job requirements, with specialists of the Manpower Commission ready to help if called upon. The special plant placement services for the disabled range from very simple arrangements such as these to very formal ones which include special counsellors and other specialists for placing disabled workers in the most appropriate jobs.

Limits on Jobs Open to the Disabled.

The survey showed that the jobs open to disabled workers in any plant are limited in number and in type. Hazardous or heavy industries and those with mass production lines believe that they cannot employ disabled persons; and others, after job analysis, reported that they were employing as many such persons as they could. Still others took the view that the disabled could only be employed on tedious or repetitive jobs or as clerks and watchmen. The survey suggests that perhaps "a more thorough analysis of physical requirements would reveal additional jobs suitable for the physically handicapped" in such plants.

Slight changes in the jobs themselves will often permit greater use of disabled persons. A case is cited of a one-armed operator employed on a job in which she had to adjust a small screw below the machine table. Ordinarily a worker would reach under and use both hands to locate the screw and make the adjustment. The one-armed operator used a mirror, placed so that she could see the screw, and she could then adjust it with one arm. The result was that the company concluded not only that the one-armed operator could do the work with full efficiency but that mirrors might also be useful to able-bodied operators. Modifications of jobs can be determined by job analysis and by experience with the use of workers on the jobs, and may often lead to an increase in both the number and type of jobs open to the disabled.

Difficulties of transferring disabled workers from one job to another were given as one reason for not making greater use of such persons. It is noted that some plants have overcome these difficulties by providing extra training facilities.

Union agreements were mentioned in some cases as hindering full opportunities for the disabled. In a few industries, contracts required all new workers to enter as "labourers", and might thus result in excluding disabled persons from being placed in the job and classification suitable to their abilities. Seniority provisions also tended in a few instances to hamper selective placement for the disabled. It is not clear, however, how widespread either of these two requirements are, since relatively few employers mentioned them specifically.

Adjustment of Working Conditions.

Several plants reported that they had made adjustments in their working conditions to make work possible for larger numbers of disabled persons. Special in-service training facilities were provided to help in intra-plant job transfers and upgrading. Specialised personnel were appointed to initiate and follow up placements for the disabled generally and for particular categories of the disabled (e.g., the blind or deaf). In order to spare the disabled the difficulties of rush

hours, these workers were sometimes permitted different hours for entering and leaving the plant and for lunch and rest periods.

Job Performance of Disabled Workers.

The survey showed that the majority of the companies considered disabled workers to be as good as or better than the non-disabled in respect of job performance. Only 5 per cent. of the disabled workers were reported to be less efficient; only 7 per cent. had records of greater absenteeism; 11 per cent. were said to have had accidents more frequently than the non-disabled; and 11 per cent. showed a greater tendency to seek employment in other companies.

Frequently advanced as a reason for the better absenteeism and labour turnover records of the impaired workers is the fact that, as a general rule, the handicapped worker has found it much more difficult to get a job than his more fortunate fellow-worker and therefore exerts greater efforts to keep it. Further, he is anxious to prove to himself and to others that he is as good as, or better than, his unimpaired fellow-worker.

Most employers related good job performance directly to the existence of an effective plant programme of selective placement.

The replies indicated, however, that in most cases employers did not base their judgment on actual statistical measurements. "It is likely that such measurements would confirm their opinion", the survey notes, "but the fact remains that factual measurements are not yet available."¹

TRAINING OF PLACEMENT SPECIALISTS FOR BLIND WORKERS

Under the auspices of the Office of Vocational Rehabilitation of the Federal Security Agency, five-week training courses for placement specialists for blind workers are being held in Baltimore (Maryland). Three such training courses had been completed by March 1945, and a fourth was scheduled to begin in April.

In each course, a number of totally blind persons are brought from various parts of the country; after training they return to assist, as "industrial placement specialists for the blind", in placing blind workers under the various State rehabilitation programmes. During training, the trainees learn jobs by going into some 21 different kinds of plants in Baltimore and being taught, by plant foremen, the processes and machine operations involved in about 125 different kinds of jobs. On return, they demonstrate to employers the capacity of a blind person in the various jobs and thus assist in broadening job opportunities for the blind as well as in facilitating their placement in suitable work. They will select the blind persons to be trained for industry, select the processes for training, and make the placements.²

THE REINSTATEMENT OF PUBLIC EMPLOYEES IN FRANCE

A French Order of 29 November 1944³ constitutes a charter by means of which public employees who have been victimised by arbitrary acts of the Vichy Government are given a right to reinstatement and compensation. It amended and completed a similar Order issued on 4 July 1943 by the French Committee of National Liberation in Algiers and made its provisions applicable to metropolitan France. Regulations for its administration are set forth in detail in general instructions issued on 2 December 1944.⁴

¹ *Monthly Labor Review*, Oct. 1944: "Impaired Workers in Industry".

² FEDERAL SECURITY AGENCY, OFFICE OF VOCATIONAL REHABILITATION: Press Release, 21 May 1944; communication from the I.L.O. Washington Branch Office; and *Sight Saving Review* (Philadelphia), Fall 1944: "Rehabilitation in Relation to Sight Conservation".

³ *Journal officiel de la République française*, 2 Dec. 1944, p. 1612.

⁴ *Idem*, 4-5 Dec. 1944, p. 1667.

A number of public employees had been relieved of their functions or dismissed in virtue of Acts passed by the Vichy Government concerning dismissal of officials, conditions of employment in public administration, secret societies, status of Jews and restrictions on their occupational activity, restrictions on the employment of women, etc.¹ These Acts had been repealed by Orders of 9 August and 11 October 1944 which re-established the Republican legal *status quo* in metropolitan France either directly or by making provisions adopted by the Algiers authorities applicable to the whole of France. However, no special provisions were made for the reinstatement of persons who had been removed, dismissed, pensioned off, or reduced to lower posts until the above-mentioned Orders were issued.

Scope.

The Order of 29 November 1944 deals expressly with the reinstatement of public employees (magistrates, civil servants, military officers, employees in colonial services, contracting agents, employees of State, departmental, and local authorities, and employees in undertakings administered by the State, departments, and local authorities) in the following cases: where advancement has been prevented; where the persons in question have been forced to resign, to ask to be kept on half pay or on leave without salary, or to apply for their pensions, because of their patriotism and hostility to the Vichy Government or so as to prevent the application of exceptional measures against them (particularly those against Jews, members of secret societies, or persons who were not French nationals by birth); where they have been directly penalised in virtue of Acts now declared void.

Public employees who had been removed from their posts but reinstated before the Order of 29 November 1944 became effective will nevertheless benefit from all its provisions unless they have already been definitively reinstated and regraded in application of the similar Order issued by the French Committee of National Liberation.

Reinstatement.

The competent authorities will set up committees in each ministry to examine the cases of public employees who have been dismissed and the reasons for their dismissal, even without such examination being requested. This provision is made in the interests of employees who are not in a position to make applications, particularly those who have been deported to Germany.

The reinstatement of public employees will be pronounced without delay if the examination of the records shows that their dismissal was due to any other cause than serious incompetence or misconduct in their work or dishonourable or dishonest actions. All actions of employees which were aimed at helping the cause of liberation are declared legitimate even though they might have constituted professional misconduct.

Reinstatement will be refused if, during the period they were out of office, the employees concerned committed dishonourable or dishonest acts which led to a court conviction, if they have been prosecuted and condemned for collaboration with the enemy or for "national dishonour" or if, by their actions, writings or personal attitude they have, since 16 June 1940, helped any enemy undertakings, impeded the French war effort or that of the allies of France, attacked constitutional institutions or fundamental public liberties, or knowingly drawn or tried to draw material benefit from the application of regulations, issued by the authorities in power, which were contrary to the laws effective on 16 June 1940. Those who have been prosecuted and acquitted will have their position regulated by the provisions of the Order.

Reinstatement will be made by the authorities on whom appointments depended on 16 June 1940. However, reinstatement of employees of departments or local authorities or of undertakings administered by them will be made by the prefects.

When they have been reinstated public employees who make application may be granted leave for a period not to exceed three months in order to allow them to regulate their affairs.

If a public employee has not been reinstated within three months from the time the Order becomes effective or if he does not accept the conclusions reached

¹ Cf. *International Labour Review*, Vol. XLII, No. 2-3, Aug.-Sept. 1940, p. 151; Vol. XLIII, No. 2, Feb. 1941, p. 197; Vol. XLIII, No. 3, Mar. 1941, p. 333.

by the committee studying his record, he may appeal to the competent administrative body for a decision. This appeal must be made within six months reckoned from the expiration of the preceding three-month period or from the time a written notice of refusal of reinstatement was given him. These periods are increased to six and nine months respectively for employees living in the colonies. In the case of public employees in enemy occupied or controlled territory at the time the Order was published, they will be reckoned from a date to be fixed later.

Public employees who have not been removed from their posts or dismissed but who consider that their advancement and standing have suffered since 16 June 1940 may ask for an examination of their records, and if they are able to prove that harm has been done them, they may apply for rectification of their position.

As a matter of principle displaced employees must be reinstated in their former posts. Their rights take precedence over any rights acquired by their substitutes. However, if the war effort or the interests of their particular service so require, employees may be provisionally assigned to other posts in the same administrative department which are judged to be equivalent. If the employee concerned refuses to accept such post, he will be considered, after a period of two months, to have refused reinstatement and any compensation it entails.

Conditions of Reinstatement.

Public employees are re-established, wherever possible, in their former grade, functions, rights, and position as they existed at the time when the first penalty or measure was taken against them. The period during which they were out of office is to count as a period of actual service, particularly in matters relating to promotion, honorary distinctions, and pension rights. In the case of employees in positions where promotion is made by selection, the competent Minister will proceed immediately after their reinstatement to review their grading.

In virtue of the above measures reinstated employees will be entitled to all salaries, allowances, and other benefits due to them from the date on which the first penalty or measure was taken against them; and employees who are granted a retroactive promotion, will be entitled to salaries, allowances, and other benefits from the date on which the promotion is deemed to have taken effect.

The amounts due to beneficiaries as back pay will be decreased by the value of benefits, pensions, savings, or remuneration from public or private sources paid to them and of any other income which they may have earned or acquired in any manner during the time they were not in office, any pension deductions for the same period, and any dismissal allowances they may have received.

The administration has the right to demand a sworn statement of sums earned, particularly from private employment, during the period out of office. If the employee is proved to have made an incorrect statement, the sums unjustly received must be refunded. In addition, in cases where he knowingly makes an incorrect or false statement, he will have to pay interest on any amount gained thereby and disciplinary measures will be taken against him which may even extend to his dismissal. These penalties do not preclude criminal proceedings against him.

Pensions which had been granted to reinstated employees will be withdrawn.

MANPOWER MOBILISATION IN GERMANY

A number of indications have recently been given concerning the stage of manpower mobilisation reached by Germany and the difficulties being encountered in absorbing men and women in urgent war work.¹ The material available provides a general picture of extreme manpower shortage, of intensive effort to draw on every available remaining source of supply, and of simultaneous pockets of unemployment (or the existence of "reserves") in the process of final mobilisation.

¹ For an account of the principal measures taken in the first nine months of 1944, see *International Labour Review*, Vol. LI, No. 1, Jan. 1945, p. 82.

An article published in the *Reichsarbeitsblatt* (No. 29, 1944) gives data indicating the results of manpower mobilisation undertaken during 1943 and 1944. The programme introduced at the start of 1943, comprising compulsory registration of men from 16 to 65 years and of women from 17 to 45 years, is reported to have made 1,500,000 additional workers available to the economy. A further "combing out" campaign, launched in the autumn of 1943, added another 400,000 workers. Thirdly, more than 100,000 workers were brought into the war effort through a special service for volunteers, mostly involving women needed to work in homes and institutions. Finally, there is the campaign now in progress, which began in the autumn of 1944, during which, according to Dr. Goebbels, considerable numbers of workers have been brought into or transferred to munitions work. The additional workers are: (a) women between the ages of 45 and 50 years; (b) workers released from public service by various rationalisation measures; and (c) persons formerly employed in "cultural" activities of one kind or another.

The mobilisation of workers during the campaign now in progress is reported to have been difficult, but it is proving even more difficult to incorporate them successfully into munitions and other war work. There was resentment among the workers against the necessity of moving into war work which had nothing in common with their past experience and entailed great personal inconvenience; and there was resentment among employers who had been led to believe that they could retain those of their workers who were left. Moreover, the scheme of recruitment had to be improvised hastily. Hundreds of thousands of men left for the forces and other hundreds of thousands were mobilised to replace them in industry. The shifts took place so fast, with so little advance planning, that many problems arose, including pockets of unemployment. The munitions industries were unable to absorb the workers offered them as replacements—probably owing to such factors as the lack of experience and skill of the workers, raw material shortages, or war damage to the plant. Temporary labour "surpluses" have thus been reported from time to time during recent months, though the authorities have declared that the workers would be absorbed gradually either in direct or indirect war work—"a slow process (Dr. Goebbels stated on 27 October) requiring much goodwill from both sides of industry—employers and workers". Most of the workers who became unemployed were women; in some cases, they were permitted to leave employment and return to their homes until such time as their services could be used in the war effort.

During the latter part of 1944, a step was taken to prevent unnecessary dislocations of employment. Munitions establishments were instructed to reduce to a minimum the disturbances in employment arising from changes in specifications for war equipment and to freeze existing models (except models which had not yet been widely enough used at the front to give them a real test). The measures taken to carry out this instruction (which include the appointment of special controllers) are expected to facilitate maximum production of essential goods.¹

MIGRATION

U.S.S.R.-POLISH AGREEMENT ON EXCHANGE OF POPULATION

The Polish Committee of National Liberation in Lublin concluded a series of agreements with the Soviet Republics of Ukraine, White Russia, and Lithuania in September 1944, concerning an exchange of population between Poland and these three Republics.

Under the terms of the agreements, all persons of Polish ethnic origin who were Polish citizens before 17 September 1939 and who reside on the territory of the Ukrainian, White Russian, and Lithuanian Soviet Republics are entitled to opt for Polish citizenship and to be transferred to Poland. On the other hand, persons of Ukrainian, White Russian, or Lithuanian ethnic origin residing in the territory of Poland are granted the right to claim Soviet citizenship and to move to Soviet territory. The transfer is to be carried out on a wholly voluntary basis.

¹ *Neue Zürcher Zeitung*, 22 Nov. 1944; *Deutsche Allgemeine Zeitung*, 5 Nov. 1944; *Deutsche Volkswirtschaft*, No. 30, 1944.

The conditions and periods of transfer are to be announced by special commissioners of the Polish Committee of National Liberation and of the Councils of People's Commissars of the Soviet Republics concerned, who will carry out the transfer operations.

The agreements contain detailed provisions for the installation and employment of the transferred persons. These resettlement activities will be carried out by the Polish Committee of National Liberation on the territory of Poland and by the respective Soviet Governments on the territory of the three Republics. Persons transferred from Polish to Soviet territory may join collective farms, but if they so desire, they will receive a plot for independent farming of the same size as the holding they abandoned in Poland. The maximum size of such farms is 10-15 hectares. For persons in non-agricultural occupations, arrangements for employment will be made in accordance with their education and special abilities.

Persons transferred from the Soviet Republics to Poland will receive plots for farming under the new agrarian reform which is being carried out by the Polish Committee of National Liberation. Persons who choose to be transferred will be relieved of the payment of all outstanding taxes, insurance contributions, and production quotas on the territory they are leaving. In resettlement areas, farms allotted to them will be free of all State taxation and insurance contributions for a period of two years. The transferred persons will receive a loan of 5,000 zlotys or 5,000 roubles, as the case may be, per household, for the purchase of farm implements and other needs, repayable over a five-year period. They will be permitted to take with them their cattle and poultry, but not sheep, and also household and farming equipment up to a total of two tons per family. Personal and real property left behind (with the exception of land) will be paid for in accordance with the laws of the country concerned. If the transferred persons surrender their current crops to the State before their departure, they will be fully reimbursed at the place of resettlement. Those who carry out their full sowing before leaving receive sown areas of the same size at the place to which they move.¹

It was reported in November 1944 that 10,000 White Russians had already been transferred from Poland to the Soviet Union under the agreement. A later despatch from Moscow stated that the first batches of Ukrainians had also arrived in the Ukraine. On the other hand, according to a Moscow despatch of 12 December 1944, a group of Poles from Lwow had been resettled in the Lublin area, and it was intended to continue the resettlement as far as possible until the complete elimination of the respective minorities.²

The Polish-Lithuanian agreement applies not only to all persons of Polish or Lithuanian ethnic origin but also to Jews who formerly resided in Lithuania and who may prefer to live in Poland or to those who reside in Poland but now wish to live in Lithuania. It gives the right to choose citizenship to Lithuanians, Poles, and Jews. Thus the persons affected will be in a position to opt for citizenship on the basis of their political or social sympathies. Persons who wish to resettle were asked to register between 15 October and 1 December 1944, and it is planned to carry out the actual transfer of population between December 1944 and April 1945.³

CONDITIONS OF WORK

LABOUR CONDITIONS IN PALESTINE DURING 1943

The Annual Report for 1943 of the Palestinian Department of Labour contains useful information on labour conditions during the year.

Labour Supervision and Inspection.

The Department of Labour was able, as a result of the opening of three regional offices during the year, to maintain closer contact with the public;

¹ *Radio Polskie* (Lublin), 23 Sept. 1944; *Pravda*, 25 Sept. 1944; *New York Times and Washington Post*, 15 Sept. 1944.

² *Pravda*, 18 Nov. 1944; *Novoye Russkoye Slovo*, 12 Dec. 1944.

³ *Soviet Russia Today* (New York), Dec. 1944.

although six additional assistant inspectors of labour were appointed in 1943, this increase in the Department's strength resulted in an increase in the scope of its activities rather than in relieving pressure of work.

Aspects of the Department's operations noted in the report include the encouragement of good industrial relations, inspection, statistical work, and the preparation of a number of publications. Of the contravention notices and letters issued as a result of visits made by inspectors to industrial and business undertakings for the purpose of inspecting conditions of safety and health and compliance with labour legislation in force, some 60 per cent. dealt with fencing of machinery and precautions in the mechanical equipment of factories and about 25 per cent. with the employment of women and children. The Department maintained its policy of enforcing the law by propaganda and advice rather than by prosecution. In view of the unsatisfactory safety conditions noted above, its publications included a substantial proportion of safety literature.

Employment.

It is noted that "the state of almost full employment which characterised the preceding three years persisted in 1943. Shortage of labour and a steady rise of money wages were in evidence throughout the year." Joint Jewish labour exchanges, administered by workers and supervised by the Jewish Agency, which had been in existence in rural settlements since 1939, were established in towns during the year. Although these exchanges were utilised by almost all the Jewish labour organisations, they were not recognised by employers' associations; these latter claimed that an essential condition for the recognition and use of the exchanges was the participation of employers in their organisation. In view of the importance of organising the Arab labour market, the possibility of some arrangement by which the existing Jewish exchanges, while maintaining a certain degree of autonomy, might be integrated into a country-wide system of public exchanges, was under discussion during the year.

Trade Unions and Industrial Relations.

It is stated that trade unionism continued to make progress in Palestine during 1943. Increases in membership and more extended activities were almost entirely confined to the two larger Jewish and Arab organisations, the General Federation of Jewish Labour (*Histadruth*) and the Palestine Arab Workers' Society, respectively. The total number of gainfully occupied *Histadruth* members was reported to be 103,500 in September 1943, representing an increase of 2,000 during the year. Of the total *Histadruth* membership, 23.6 per cent. were said to be engaged in workers' agricultural settlements. It is estimated that total Arab trade union membership now exceeds 12,000, of which the greater part is comprised within the Palestine Arab Workers' Society. There is no co-operation between the principal Jewish and Arab trade unions.

Trade disputes were frequent during the year, "a not unusual feature in a year of expanding industrial activity, increasing employment, and rising living costs". The number of strikes and lockouts was 147, affecting 249 undertakings and involving 17,846 workers, of whom some 12,300 were Jews and 4,000 Arabs; 1,347 workers struck in undertakings in which both Jews and Arabs were employed. While the aggregate number of working days lost amounted to about the same as in 1942, strikes were generally of shorter duration. More than half the total number of working days lost was attributable to strikes and lockouts in the diamond industry. In undertakings within the scope of the Defence (Trade Disputes) Order, 1942, a considerable number of disputes occurred; few of those reported to the Department of Labour could be settled by conciliation, and in most cases the services of arbitration boards had to be utilised. The report states that the majority of awards resulted in securing substantial advantages to labour as regards both wages and conditions of work, and expresses doubt whether the wage increases granted were in all cases justified in view of the necessity to resist inflationary tendencies. Despite the penal clauses in the Defence (Trade Disputes) Order, the number of illegal strikes was not effectually reduced.

Wages.

A Wages Committee set up by the Government in 1942 submitted an interim report in March 1943 relating to the question of cost-of-living allowances. Its recommendations were adopted by the Government and formed the basis of an

agreement, to last for the duration of the war, between the Manufacturers' Association of Palestine and the General Federation of Jewish Labour. The Committee in its general report drew attention, *inter alia*, to the problem of classifying trades and grading workers so as to simplify the whole wage structure of the country.

Safety and Accident Compensation.

Reference is made to the unduly high accident rate in Palestine, which is attributed to: (1) untidiness on the part of both employers and workers, including the failure of the former to provide proper gangways and sound floors or to look out for efficient or labour-saving methods of work, and the failure of the latter to keep tools in good order or to develop orderly methods of work; (2) lack of skill and knowledge on the part of adults who have entered industry after being trained for some other occupation; (3) lack of discipline; and (4) neglect of the guarding of machinery and of other safety precautions. The report states that "there are good reasons for believing that the accident rate in industry may be even as high as three times that in Britain".

Legislation brought into force during the year extended the coverage of the Workmen's Compensation Ordinance and increased the rates of benefit.

The Ordinance had previously covered only those manufacturing industries in which mechanically driven power was used; it was extended to include "all operations in which articles are manufactured, repaired, cleaned, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed". A large number of small workshops and repair shops not using mechanical power were thus brought within the scope of the Ordinance. Revised statutory rates of compensation were introduced in the light of the increased cost of living in Palestine; a number of employers had already voluntarily increased compensation rates.¹

WAGE POLICY IN THE UNITED STATES

REPORT ON WAGE STABILISATION

For some time the trade unions in the United States have been pressing for a liberalisation of the wage stabilisation policy of the National War Labor Board, and in particular for a revision of the "Little Steel" formula.² The Board issued a report on 11 October 1944 stating that it did not have the authority to alter the formula, and announced that it would make a fact-finding investigation into the relationship of wages to the cost of living and into general wage stabilisation problems.³ It was agreed on 16 January 1945 that the public members of the Board should submit a report of their own, with separate statements by the labour and industry members respectively. This report was published in February 1945. It advises against any alteration in the Little Steel formula, emphasises the need for continued wage stabilisation in order to prevent a decline in wages after the war, and recommends a revision of the Fair Labor Standards Act which would establish minimum rates for key occupations above the starting minimum rates. Statements disagreeing sharply with the recommendations on the Little Steel formula made in this report have been made by the labour members of the board.

The Little Steel Formula.

The cost-of-living figures used by the public members in making a comparison between wages and living costs were those determined by the President's Com-

¹ DEPARTMENT OF LABOUR: *Annual Report for 1943* (Jerusalem, Government Printer, 1944).

² This formula limits wage increases to 15 per cent. above the Jan. 1941 level. Cf. *International Labour Review*, Vol. I, No. 2, Aug. 1944, p. 234, for a summary of the National War Labor Board's wage stabilisation policy; Vol. LI, No. 2, Feb. 1945, pp. 251 and 254, for trade union demands on this question.

³ *Wage and Hour Reporter*, Vol. 7, No. 42, 16 Oct. 1944, p. 977.

mittee on the Cost of Living.¹ As a yardstick for measuring wage increases, the public members used straight-time hourly earnings, adjusted to allow for the movement of workers to higher paid war industries. This measuring rod, the report explains, may be said "to measure the changes in the average pay for an hour's work received by employees who have not shifted from the industry in which they were customarily employed". It includes, however, the effects of certain wartime factors, the most important of which are shifts of employees within an industry from lower paid to higher paid localities, accelerated merit increases and promotions, increased shift premium payments, and abnormal incentive earnings.

On this basis the earnings of all manufacturing employees were estimated to have increased by 36.7 per cent. from January 1941 to October 1944. During the same period, cost-of-living essentials increased by 29.4 per cent., according to the estimate of the Cost-of-Living Committee (the Bureau of Labor Statistics figures are 4 to 5 points lower). Without allowing for the adjustment for movement to higher paid industries, the increase in straight-time hourly earnings would be 43.9 per cent., and the increase in gross weekly earnings, including overtime and other premiums, 76.3 per cent. For the same period the increase in scheduled occupational wage rates, according to the report, was 19.7 per cent. of straight-time hourly earnings in January 1941. These are minimum figures, however, since they do not include increases to correct substandards of living not requiring Board approval, increases to provide equal pay for equal work by women employees, shift premiums, and other "fringe" adjustments of scheduled wage rates.

The comparison showed, according to the report, that "the national policy of stabilising prices and wages in the wartime economy has not impaired peacetime wage standards . . . Real hourly wages are slightly higher today than they were in January 1941." The public members therefore reject the argument that general adjustments are needed to correct an alleged inequity between wages and prices. They state that standards of living may have been impaired in exceptional cases, but that the correction of these anomalies does not necessitate a general change in policy. They declare, moreover, that in any case the Little Steel formula was not intended to match increases in wage rates with increases in the cost of living, but to equalise the wage situation of that one third of the wage earners who did not receive increases of 15 per cent. between January 1941 and May 1942 with the situation of the other two thirds, who received such increases. The public members hold, therefore, that any changes in the cost of living which have taken place since the formula was introduced are irrelevant to its purpose.

Post-War Stability of Wage Rates.

One of the principal arguments advanced by labour, according to the report, is that wage increases are needed to offset threatened deflation in the post-war period. In reply, the public members recognise the workers' apprehension about the future, but believe that to change the Little Steel formula now would subject the public to other and greater risks:

The change proposed would fairly rapidly bring about a new round of general wages increases throughout American industry. The resulting pressure on prices would, in our judgment, be so formidable as to jeopardise the whole wartime stabilisation programme . . . Restraints on wage increases have been imposed by the necessities of wartime stabilisation in the interests of our people. They should be ended as soon as resumption of the flow of consumers' goods and services from converted factories and facilities or the immediate prospect of such resumption removes the danger of inflationary price increases . . . The time has not yet come, in our judgment, when general wage increases can be freely resumed without danger of an inflation that would be disastrous to the war effort and to the economic security of all segments of our population.

¹ This Committee was appointed by President Roosevelt to determine the accuracy of the cost-of-living index prepared by the Bureau of Labor Statistics and to settle the dispute which had arisen between the Bureau and the labour members of the War Labor Board as to the extent of the rise in the cost of living between Jan. 1941 and Dec. 1943. In a report sent to the President in Nov. 1944 the Committee upheld the accuracy of the index, although the Chairman reported that a maximum of 3 to 4½ points could be added to the Bureau's figures to account for hidden changes which are not always directly measurable.

The public members point out also that planning for prosperity in the post-war period is not merely a matter of increasing wages but requires a comprehensive programme on all economic fronts. For the foregoing reasons, therefore, they can "not recommend a present change in the Little Steel formula as necessary to eliminate any over-all inequity in the wartime stabilisation programme. Nor can we now recommend such a change taken as a single step on one sector of the economic front, toward solution of the problem of reconversion."

It is further pointed out that the Stabilization Act requires the protection of wage rates against a downward deflationary movement as well as against an inflationary one, and that the Board's responsibility for carrying out this statutory principle will probably remain in effect during the reconversion period and until production of civilian goods has reached the point where stabilisation controls are no longer necessary.

Other Phases of Stabilisation Policy.

As a protection against improper and indiscriminate down-grading and the risk of shrinkage of earnings in the post-war period, the report urges the preparation of clear and accurate job descriptions and the establishment of well-balanced and sound wage rate structures. It is emphasised that this is a task pre-eminently suited to collective bargaining.

The public members point out that during the war wage rates have been established on a "locality", rather than an industry, basis, but that after the war, when goods are again subject to competitive conditions in a national market, it may be important to establish rates on an industry basis. For this and other reasons, the report suggests that management and labour should proceed now, on an industry and local basis, to discuss the problems that will confront them in the reconversion period.

Substandard Wages.

The public members of the Board also considered the problem of lower paid groups of workers, particularly those receiving wages at or near the levels set by the Fair Labor Standards Act, which deals with minimum wages at the sub-standard level. They agree that "the situation of the lower-income wage and salary workers, upon whom the increase in the cost of living has fallen with disproportionate severity, has remained unsatisfactory under the wartime economy", but point out that the War Labor Board cannot act to improve that situation since it can only approve or disapprove voluntary wage adjustments or decide wage disputes.

Legislative action, they explain, is necessary to improve the economic status of the "unorganised millions" of workers, school teachers, State, county and city officials, and others. For the low-paid local government employees, such action would be necessary on the part of the local governments concerned. The position of low-paid industrial workers could be most rapidly and effectively improved by an increase in the minimum wage requirements of the Fair Labor Standards Act. An upward adjustment in the minimum rate, however, would require further wage increases in the job classification immediately above the minimum, for the Board had found that in parts of some industries, although there were few or no workers at the statutory minimum, all the workers were crowded together within a narrow range of rates just above the minimum. The public members accordingly suggest that it may be "appropriate to consider a statutory requirement that, in each industry, minimum rates for a limited number of key occupations above the minimum starting rates should be set, with a view to more effectively correcting substandards of living, and, so far as possible, eliminating competitive advantages derived from the payment of inadequate differentials above the minimum starting rate". Further, they recommend that the "peg points" should be established in all industries, not only in those with the lowest wages. These points could be fixed through industry committees and collective bargaining in the same way as has been provided for in the Fair Labor Standards Act with respect to starting rates. Such action would provide a very substantial degree of protection against deflation of straight-time hourly earnings in the reconversion period, and would carry out the provisions of the Stabilization Act of 2 October 1942 concerning the deflation of wages.¹

¹ *Report to the President on the Relationship of Wages to the Cost of Living, and the Changes which have Occurred under the Economic Stabilization Policy* (Washington, D.C., Feb. 1945).

Labour Dissent from the Report.

The labour members of the War Labor Board have indicated their disapproval of the report. Both the American Federation of Labor (A.F. of L.) and the Congress of Industrial Organizations (C.I.O.) members criticise the use of "adjusted straight-time hourly earnings" as a measuring rod. The A.F. of L. members suggest that it represents a compromise between the historical measure—wage rates—and the employers' demand that "take-home pay", or gross hourly earnings, should be used. In a report filed later with President Roosevelt, these members have asserted that "adjusted straight-time hourly earnings" are essentially the same as take-home pay. They urge that wages should be increased now in order to prepare for the post-war period and that collective bargaining should be restored sixty days after the end of the war in Europe.¹ The C.I.O. members maintain that "scheduled occupational rates" should have been used, and that those rates have advanced less than 20 per cent. since January 1941.

The industry members have agreed with the report of the public members.²

INCREASE IN SUBSTANDARD WAGE RATES

With a view to improving the condition of workers receiving substandard wages the National War Labor Board has authorised the regional boards to approve wage rates up to 55 cents an hour. The previous limit had been 50 cents. About 4,000,000 workers are expected to be affected by this order, which was issued on 26 February 1945.

Authority to approve increases in wage rates in order to eliminate substandards of living was given to the National War Labor Board by Executive Order 9250 of 3 October 1942, issued under the Stabilization Act of 2 October 1942. As the Board did not consider the 40-cent minimum fixed under the Fair Labor Standards Act to be a proper floor for wages under the substandard powers, it has since fixed progressively higher limits in defining substandard rates. In March 1943 the Board fixed 50 cents an hour as the upper limit for permitting adjustments in substandard wages, and also authorised employers to increase wage rates up to 40 cents an hour without Board approval, as long as no price increases were involved.³ In November 1944, the stabilisation regulations were liberalised when the Board decided that increases up to 50 cents an hour, instead of 40 cents, might be made without Board approval, provided no price increases were involved. At the same time it authorised increases up to 40 cents without Board approval whether or not prices were affected.

The latest order fixes 55 cents an hour, instead of 50 cents, as the measure of substandard wages. Before permitting adjustments designed to eliminate substandards of living, the regional boards are to determine what rates up to 55 cents an hour are substandard in their regions. They may fix rates lower than 55 cents. In cases where employers and workers agree on these or lower rates, the agreed rates may be approved without regard to the wage bracket rates set for the job classifications concerned under the wage stabilisation policy. In cases of disputes, where the disputed rates are below the appropriate regional minimum, the regional boards may take into consideration appropriate prevailing rates in making their determinations.

All wage adjustments made under the new policy are subject to approval by the Director of Economic Stabilization if the adjustment affects ceiling prices, or if it is to be used as a basis to resist price reductions, or if it will increase production costs above the level prevailing in comparable plants.⁴

As a corollary to the above measure the Board, in order to preserve to a certain extent the wage differentials among different jobs, may allow additional tapering increases in "immediately inter-related job classifications".

The War Labor Board estimates that the new substandard rates will affect about 4,000,000 workers, principally in textiles, the service trades, the Southern railroads, and the lumber and related industries.⁵ The higher rates will not go into

¹ *New York Times*, 4 Mar. 1945.

² *Wage and Hour Reporter*, Vol. 8, No. 9, 26 Feb. 1945, p. 193.

³ Cf. *International Labour Review*, Vol. XLIX, No. 2, Feb. 1944, p. 246.

⁴ *Wage and Hour Reporter*, Vol. 8, No. 10, 5 Mar. 1945, pp. 225, 234.

⁵ *New York Times*, 28 Feb. 1945.

effect automatically or immediately, however, but will be applied to workers as employers, or employers and employees jointly, ask for permission to raise wages to the new minimum.

WAGE ADJUSTMENTS IN THE STEEL INDUSTRY

In a decision of 25 November 1944, the National War Labor Board refused a trade union demand for a general wage increase of 17 cents an hour in the steel industry, which, if granted, would have violated the Little Steel formula, but it agreed to certain other adjustments on the so-called "fringe" issues of vacations with pay, premium pay for night-shift work, and intra-plant inequities. The Board rejected a number of the union requests, the most important of which was the demand for a guaranteed annual wage, but recommended a special study of this issue. It also left the way open for further consideration of the demand for a general wage increase should there be a change in wage stabilisation policy.

The primary point at issue in this case was the Little Steel formula. Although the union recognised that the War Labor Board was powerless to change the formula, it wanted the Board to recommend to the President that he should direct the War Labor Board to order the steel companies to grant a 17-cent increase. As mentioned above¹, however, the Board had announced on 11 October that it could not recommend to the President any action one way or the other with regard to the Little Steel formula.

While refusing to allow a general wage increase, the Board permitted the following adjustments:

- (1) A premium of 4 cents an hour for the first night shift and 6 cents for the second was ordered.
- (2) Guide posts were established for the adjustment by collective bargaining of intra-plant inequities. Increases giving effect to this provision, however, are not to exceed an average of 5 cents an hour for all employees covered by the order.
- (3) Existing vacation schedules were liberalised. Provision was made for one week's vacation with pay after one year's service, and two weeks after five years.
- (4) With regard to dismissals, severance pay was approved in principle, with the details to be worked out by collective bargaining. It should, the Board said, be limited to employees with a certain seniority and should be for the benefit of regular working forces rather than for wartime employees.
- (5) The maintenance-of-membership provisions in contracts were approved and provision was made for the check-off of union dues.

The following demands of the union were rejected:

- (1) The Board refused to order guaranteed wages in the present state of the country's information on the subject, but noted in a separate report that it had recommended to the President that a committee should be specially appointed to study the whole question of guaranteed wage plans.
- (2) The Board refused to order sick leave and group insurance plans, but said it would approve reasonable plans agreed to by industry and unions.
- (3) The Board would not order the elimination of geographical wage differentials.
- (4) The union's demand that learners' rates of pay should not be less than the common labour rate was refused.

The foregoing adjustments, affecting over 400,000 workers in steel manufacturing companies, are retroactive to the date of expiration of the old contracts, in most cases to February 1944.²

The adjustments were approved by the Director of Economic Stabilization on 30 December 1944. His approval was necessary since the War Labor Board stipulated in its order that the increases would become effective only after deter-

¹ See p. 517.

² *New York Times*, 26 Nov. 1944.

mination by the Office of Price Administration that the adjustments did not require any change in price ceiling, or, if no such determination were made, upon the approval of the Director of Economic Stabilization. His approval in this case was based on assurances by the Office of Price Administration that steel prices would not be increased as a result of the higher wages.¹

APPLICATION OF THE UNITED STATES FAIR LABOR STANDARDS ACT

In recent Federal District Court decisions concerning the application of the United States Fair Labor Standards Act², firms engaged in interstate commerce were held responsible for violations of the Act committed by their suppliers of raw materials and manufactured goods.

The Act prohibits shipment in interstate commerce of "any goods in the production of which any employee was employed in violation of" its provisions concerning hours, minimum wages, overtime rates and the maintenance of employment records. Manufacturers who purchase materials produced under substandard conditions may be enjoined from shipping their products in interstate commerce, even though the violation of the Act was committed by the suppliers. Furthermore, in the judgment of the Wage and Hour Division of the Department of Labor, which is responsible for the application of the Act, a manufacturer is considered responsible for violations if he pays prices insufficient to enable the supplying company to comply with the Act. In a case decided by the Federal District Court at Nashville, Tenn., a charge against a manufacturer of having paid insufficient prices for supplies resulted in conviction by the Court. The position of the defendant manufacturer, disclaiming responsibility for the working conditions under which the materials were made, was not allowed. He was ordered to pay a fine and permanently enjoined from shipping certain of his products in interstate commerce. In a case before the Federal District Court for the Southern District of New York a jobber was held responsible for the payment of unpaid overtime compensation to the employees of a company whose products he had shipped in interstate commerce.

The Wage and Hour Division has pointed out two means by which a shipper may protect himself in case of violations of the Act committed by his suppliers of goods. He may specify in his contract with the supplying company that the goods he buys are to be produced in accordance with the provisions of the Act; and he may, during the course of his normal contacts with the supplier, assure himself that the law is being complied with. If he makes a sincere effort to protect himself in this manner, the Division will not prosecute him for violations committed by a supplier, but will take action against the latter.³

THE PAYMENT OF ANNUAL BONUSES IN BOLIVIA

New regulations concerning the payment of annual bonuses to salaried employees and wage earners were issued by the Bolivian Government in an Act of Congress which was promulgated by the Executive Power in a Supreme Decree of 21 December 1944.

Earlier legislation to give effect to section 56 of the Labour Code of 1939⁴, which concerns annual bonuses, provided that an employer must distribute among employees who have worked a full calendar year 25 per cent. of the annual profits of the undertaking. Under the new legislation every undertaking, commercial, industrial or other, is required to pay to its salaried employees and wage earners a bonus of one month's salary or 25 days' wages, as the case may be, before 25 December of each year. All employees with more than three months' service, and wage earners with more than one month's service, are entitled to the bonus, but if the period of service has been less than a full year, the bonus is to be

¹ *New York Times*, 31 Dec. 1944.

² For the text of the Act, see I.L.O.: *Legislative Series*, 1938, U.S.A. 1.

³ *Wage and Hour Reporter*, Vol. 8, No. 5, 29 Jan. 1945, p. 99; Vol. 8, No. 10, 5 Mar. 1945, p. 226.

⁴ Cf. *International Labour Review*, Vol. XLVII, No. 5, May 1943, p. 629; I.L.O.: *Legislative Series*, 1939, Bol. 1.

in proportion to the time worked. Excluded from the scope of these provisions are employees working under contract who receive their remuneration in foreign currencies, unless stipulation is made to the contrary, and those who have been discharged for fault or misconduct. The basis for computing the bonuses is to be the most recent salary or wage; as regards piece workers, the average remuneration over the last three months in the case of salaried employees, or the last 75 days in the case of wage earners, is to be used as the basis of computation. In case of contravention the general penalties provided for by the Labour Code are to apply. The Minister of Labour, Health, and Social Welfare is responsible for the application of this legislation.¹

THE MEXICAN SYSTEM OF FREE LEGAL SERVICES FOR WORKERS

Under Chapter VIII of the Mexican Federal Labour Act of 1931, which provides for the appointment of labour solicitors "for the protection of the interests of employees"², the competent authorities have power to issue regulations in this matter for their respective areas. Such regulations were issued for the Federal District on December 1944 by the Government. They provide for the establishment of a Solicitor's Office for the Protection of Labour (*Procuraduría de la Defensa del Trabajo*), which will be available to advise or represent employees and trade unions in legal actions.

Organisation.

The Solicitor's Office for the Protection of Labour forms part of the Labour and Social Welfare Directorate of the Federal District Department, to the Director of which monthly reports on its activities are to be submitted. It is to be headed by a Labour Solicitor, and its technical personnel will include a secretary, assistant solicitors as provided for in the budget, and such additional technical personnel as may be assigned. The Labour Solicitor must be a licensed attorney with at least two years' practice in the labour courts; the assistant solicitors may be law students in the last year of professional training.

Scope of Operations.

The functions of the Solicitor's Office as defined in the Regulations are as follows: (1) to intervene in labour disputes by proposing an amicable settlement to the parties involved; (2) to represent workers or trade unions, upon their request, in dealings with official authorities concerning differences or conflicts arising out of a contract of employment; (3) to take all ordinary and extraordinary proceedings for the protection of workers or trade unions; (4) to advise workers or trade unions on labour questions submitted by them, and to furnish them with all information requested; (5) to ensure that labour court decisions are promptly rendered, and to take the necessary measures to see that court awards and orders are issued within the corresponding statutory time limits.

The Labour Solicitor has certain responsibilities and powers in connection with the general functions of the Office. He may summon employers or workers to appear at hearings concerning disputes. He is responsible for investigating and inspecting the operations of the Central Conciliation and Arbitration Board of the Federal District, or its branches, and is to report punishable acts of maladministration to the competent authorities or make recommendations for the more effective functioning of the Board. He may call upon the assistance of the labour inspectors and medical personnel of the Labour and Social Welfare Directorate as necessary.

The Solicitor's Office may not on its own initiative intervene in a case before the labour courts, but may do so only upon the request of workers or trade unions or their accredited representatives. In any case, it may not intervene in any action in a manner prejudicial to the interests of workers. The Office may refuse to represent or advise workers who already have private counsel.

The services of the Solicitor's Office to workers or trade unions are to be rendered free of charge.

¹ Communication from the I.L.O. Correspondent, La Paz.

² Cf. I.L.O.: *Legislative Series*, 1931, Mex. 1.

Penalties.

For the purpose of ensuring the application of the Regulations, the general penalties prescribed in the Federal Labour Act for non-compliance with its provisions are to be applied. In addition, the Labour Solicitor may impose fines up to 100 pesos for failure to comply with a summons to attend hearings, and detention up to 36 hours for obstruction of the operations of the Office. The Federal District police are required to give the necessary assistance, if requested, in the application of penalties.¹

REST PERIODS FOR NIGHT WORKERS IN FRANCE

A French Order of 15 December 1944 amending an interdepartmental Order of 3 May 1944 concerning overtime pay (night work and Sundays) provides that during any working period which includes the hours between 10 p.m. and 5 a.m. the workers must be given a half-hour rest period on full pay. In addition the employer must provide a free meal, by arrangements made either on his own account or by another undertaking which has a canteen service, or by some other kind of organisation. If it is found to be impossible to provide a meal, the employer is permitted instead to pay an allowance equal to double the minimum hourly wage fixed for unskilled labourers in the metal working industries.²

SOCIAL INSURANCE AND ASSISTANCE

THE BELGIAN SOCIAL SECURITY SCHEME

Within four months of the liberation of the country, Belgium has set up the framework of a general compulsory social insurance scheme. A brief outline of this new scheme is given in an article elsewhere in this number.³ A more detailed analysis of the provisions of the legislation, based on material supplied by the Belgian Ministry of Labour and Social Welfare, will be found below.

The Legislative Order of 28 December 1944 contains the basic principles on which social security is to be established and lays down the fundamental rules for the application of those principles by means of Legislative Orders and Orders of the Regent. Until the final text of the legislation concerning sickness and invalidity insurance comes into force on 1 April 1945, this form of insurance will be governed during the transitional period from 1 January to 31 March 1945 by the provisions of an Order of 29 December 1944. The Labour and Communications Committees of the Chamber and of the Senate, which have to be consulted whenever a Legislative Order is issued, are at present drawing up draft Orders concerning social security for miners and similar workers and for the mercantile marine respectively.

In addition to the legislative measures for the immediate introduction of the other forms of insurance, the Minister of Labour and Social Welfare has already made considerable progress in the preparation of two draft Legislative Orders: (1) to ensure greater stability for contracts of employment and contracts for the hire of services so as to prevent or mitigate unemployment; (2) to revise the legislation on compensation for industrial accidents and occupational diseases.

Purpose of the Legislation.

The new Legislative Order commits Belgium to a system of social security for all its citizens, including traders, craftsmen, members of the liberal professions,

¹ *Diario Oficial*, Vol. CXLVII, No. 47, 27 Dec. 1944, pp. 10-14.

² *Journal officiel de la République française*, 22 Dec. 1944, p. 2021.

³ See above, pp. 423-425.

independent workers, and workers bound by contracts for the hire of services. For wage earners and salaried employees, the Order itself guarantees this security to protect them against the risk of poverty in so far as that is possible in the present stage of economic development. The Order will be followed by similar measures for the other classes in an equivalent economic position, such as craftsmen and small traders.

The main objects of the Legislative Order are:

- (1) To set up under the Ministry of Labour and Social Welfare a National Social Security Office which will collect contributions from all employers and workers covered by the scheme and distribute benefits;
- (2) To raise the rate of old-age pensions;
- (3) To establish a compulsory sickness and invalidity insurance scheme;
- (4) To provide for the maintenance of the unemployed until such time as a compulsory unemployment insurance scheme is introduced;
- (5) To increase the rates of family allowances for wage earners;
- (6) To improve the system of annual holidays with pay;
- (7) To simplify the administrative machinery for the collection of contributions to cover the pensions and allowances referred to in paragraphs (2) to (6) above.

The National Social Security Office.

The Order establishes a National Social Security Office, administered under State guarantee by a committee consisting of equal numbers of members selected from candidates put forward by the most representative organisations of all employers and all workers. Its work is supervised by committees with the same joint composition. The tasks of the Office are to collect contributions and to distribute them to the various social services. The supervisory committees check the payment and distribution of contributions. They may submit to the competent Minister any notes or recommendations, more particularly for altering the provisions of the Order concerning the distribution of contributions over the various branches of insurance.

Scope of the Scheme.

The Order applies to all employers and workers bound by a contract of employment. Special Orders of the Regent, which may contain provisions differing from those of the general legislation in order to meet the particular needs of certain types of contract or certain occupations, will be issued to apply the legislation to employers and workers bound by contracts for the hire of services, agricultural labour contracts, domestic service contracts, home work contracts, contracts under which the remuneration consists mainly or wholly of tips, sea fishing contracts, inland navigation contracts, contracts in family undertakings, and apprenticeship contracts.

The following table shows the number of employers and workers covered by the Social Security Order, estimated on the basis of the 1937 census:

Province	Heads of undertakings			Workers		
	Commer- cial	Indus- trial	Total	Commer- cial	Indus- trial	Total
Antwerp	7,038	11,905	18,943	38,685	168,570	207,255
Brabant	11,761	17,225	29,586	81,817	243,571	325,388
West Flanders	3,659	9,296	12,955	12,367	92,608	104,975
East Flanders	3,491	9,434	12,925	12,422	154,387	166,809
Hainaut	3,716	7,451	11,167	15,460	152,383	167,843
Liège	4,689	8,396	13,085	21,749	146,794	168,543
Limbourg	865	1,784	2,649	2,785	18,603	21,388
Luxembourg	628	1,153	1,781	1,742	8,467	10,209
Namur	1,344	2,529	3,873	4,981	34,570	39,551
Total	37,191	69,773	106,964	192,008	1,019,953	1,211,961

The Order does not apply: (a) to mining or to the mercantile marine, which will be dealt with in similar legislation; (b) to the staff of the Belgian National Railway Company, provided that the Company grants to its staff benefits equal to those prescribed in the legislation. The Regent may make the present Order applicable to the whole or part of the staff of the National Railway Company.

Contributions.

Details of the rates of employers' and workers' contributions and their allocation to the various branches of social security are given in the article already referred to.¹

Except when otherwise laid down, the employer must pay his own and the workers' contributions to the National Social Security Office quarterly. He is responsible for the payment of the two contributions and is liable to penalties in the case of failure to comply with the regulations. The proportion of contributions allocated to various schemes under the present Order may be altered by Royal Order or by Order of the Regent at the suggestion of, or after consultation with, the competent joint committees of employers' and workers' representatives attached to the National Social Security Office.

Benefits.

Old-age pensions. Under the present Order the old-age pensions of wage earners will be very considerably increased by supplementary pensions, the rates of which will be fixed by a subsequent Royal Order.

The Order prescribes that the pension for a married couple may amount to 50 per cent. of the normal wage, which is taken to be the wage currently earned by the majority of the workers. For instance, if the normal wage is 19,200 francs a year, which would be the amount earned by a labourer working 8 hours a day 25 days a month, at 8 francs an hour, the supplementary pension would be 6,400 francs, bringing the total pension up to 9,600 francs a year.² Pensioners with no dependants may receive proportionate supplementary pensions, the amount of which will be approximately 4,300 francs, bringing the total pension to 6,400 francs a year. Widows may be granted a pension equal to a quarter of the normal wage at the age of 55.

Similar rules will be applied in the case of salaried employees, but the deduction from their salaries and the pension rates will be higher than those of manual workers, as has always been the case in the past. Generally speaking, the annual pension of a salaried employee will be at least 12,000 francs.

The Order lays down that part of the contribution is to be accumulated in an individual account for each insured person to constitute his pension, while the other part is distributed to meet the cost of pension supplements.

It should be noted that supplementary pensions became payable only as from 1 February 1945, when the Legislative Order of 27 October 1944 concerning supplementary old-age and widows' pensions and orphans' allowances was repealed.

Compulsory sickness and invalidity insurance. The compulsory sickness and invalidity insurance scheme introduced by the Order is based on the large confederations of recognised friendly societies and on the regional offices managed by joint committees of employers and workers. Every worker is free to join either a recognised friendly society or a regional office in order to obtain benefits under the scheme.

The general administration of the scheme under the Ministry of Labour and Social Welfare is entrusted to a new National Sickness and Invalidity Insurance Fund, managed on the same joint basis as the regional offices. The benefits include measures to safeguard and improve the health of the workers, such as early detection and exact diagnosis of all diseases and the necessary treatment in recognised pathological states. Workers who are unfit for work are entitled to allowances equal to 60 per cent. of their wages, falling to 50 per cent. after one year of disability. Women workers who give up their employment for a period of six weeks before and six weeks after childbirth receive an allowance equal to 50 per cent. of their wages. If an insured person dies before reaching the pensionable age, his dependants are entitled to funeral benefit equal to one month's wages.

For technical reasons the above scheme will not come into force until 1 April 1945. During the transitional period from 1 January to 31 March, sickness and

¹ See pp. 424-425.

² Under the Old-Age Pension Act of 15 December 1937, the pension for a married man was 3,200 francs a year.

invalidity insurance is governed by an Order of 29 December 1944 whereby a fraction of the cost of medical treatment is refunded to insured persons, and maternity, sickness, and invalidity benefits are paid at provisional rates.

Unemployment insurance. The Order set up a provisional Fund for the maintenance of unemployed workers pending the early introduction of compulsory unemployment insurance. The provisional Fund works under the Ministry of Labour and Social Welfare and is administered by a joint national committee of employers and workers.

The resources of the Fund consist of State subsidies and contributions from the persons covered by the insurance at the rates indicated above.¹ The State contribution is equal to the sum of the employers' and workers' contributions, and it will therefore be possible to pay a basic unemployment benefit of not less than half the wages of a labourer with, in addition, supplements for family responsibilities.

The benefits are paid to unemployed workers either by special workers' organisations or by the municipal authorities or by an *ad hoc* official agency. The municipal authorities and the workers' organisations are held responsible for any payments wrongfully made to unemployed workers. The provincial and municipal authorities may not do anything to increase the benefits granted under the legislation.

The Order prohibits the existence of fee-charging employment agencies. The provisional Fund not only administers the sums advanced to it and supervises the employment of the sums it advances to various agencies, but also organises free public employment services and supervises the occupational rehabilitation of unemployed workers so that they may be found employment as rapidly as possible.

Family allowances. The Legislative Order of 28 December 1944 provides for improvements in the scheme for family allowances.² Under the Order of 29 December 1944 the monthly rate of family allowances for wage earners is increased, as from 1 January 1945, to 115 francs each for the first and second child, 160 francs for the third child, 210 francs for the fourth child, and 300 francs for the fifth and subsequent children. These rates are doubled in the case of orphans. A worker retains his right to family allowances when sick or injured in an accident for which he is entitled to a pension, provided his degree of incapacity is not less than 66 per cent. If the worker dies as a result of an industrial accident or occupational disease, his children continue to draw family allowances for the period stipulated in the Family Allowances Act of 4 August 1930. When a child is born in respect of whom a family allowance is payable under that Act, the Fund must pay 1,000 francs for the first child and 500 francs for each subsequent child.

The Order of 29 December 1944 makes considerable changes in the earlier legislation and, in particular, permits recognised independent funds and special funds to require their members to pay a supplementary contribution in order to obtain certain family benefits other than supplementary family allowances. The new legislation also simplifies the administration of the family allowances scheme and does away with certain inequalities which had been justly criticised in the past.

Annual holidays with pay. The Legislative Order makes provision for the payment of wages during the period of annual holidays granted in accordance with the Act of 8 July 1936³, the provisions of which can be amended by Order. It also provides that the State may take action to ensure that workers receive their full rights in respect of annual holidays with pay. The Order further provides that the employer's contribution, which is raised to 2½ per cent. of wages, shall be incorporated in the single contribution prescribed by the Social Security Institution.

Immunity of cash benefits. The Order states that cash benefits provided in whole or in part out of the resources of the National Social Security Office are unassignable and immune from distraint except in so far as the paying agencies are entitled to reclaim sums wrongfully paid.

Rights of married women and minors. Irrespective of any provision in the marriage contract concerning the wife's property, a married woman worker is

¹ See pp. 424-425.

² For a description of the former system, see *International Labour Review*, Vol. XXXIV, No. 2, Aug. 1936, pp. 220-232: 'Family Allowances in Belgium', by P. GOLDSCHMIDT.

³ Cf. I.L.O.: *Legislative Series*, 1936, Bel. 1.

free to dispose of insurance benefits in the same way as her wages. The same rule applies in the case of a minor unless the parent or guardian objects. If the wife of a beneficiary complains that her husband has squandered the allowance he receives, the magistrate may decide that the benefits shall be paid to the plaintiff. When a person in receipt of benefit is a widower, divorced, or separated, the magistrate may at the request of a third party decide that benefits payable in respect of children under age shall be paid to the person or institution looking after these children. These provisions do not apply to old-age pensions and family allowances, which are governed by the basic legislation on those subjects.

MEDICAL AID IN FRENCH AFRICA

The question of medical aid for the Native populations was one of the items in the programme of reform proposed at the French Colonial Conference in Brazzaville.¹ In the light of the proposals there made, a Decree was issued on 11 August 1944 to establish an African School of Medicine and Pharmacy and set up a body of African medical practitioners, pharmacists, and midwives.

African School of Medicine and Pharmacy.

This School is established in Dakar and will have the sole right to train African doctors, pharmacists, and midwives for service in the Native medical services in French West Africa, French Equatorial Africa, and the mandated territories of Cameroon and Togo. The School is a public institution administered by a board of management. A special committee deals with curricula and all technical measures. The School has separate sections for medicine, pharmacy and midwifery.

Students who pass their final examinations receive a diploma as African doctor, pharmacist, or midwife, and they are then obliged to serve for at least ten years on the administrative staff of the health services in any of the territories mentioned above. When the ten years have expired, they may be permitted to practise under conditions to be laid down at some future date.

Organisation of the African Medical Service.

The Decree sets up a service of African doctors, pharmacists, and midwives for all the territories mentioned above. They will be recruited through the Dakar School. The Decree lays down rules for the administrative organisation, salaries and grading of African doctors, pharmacists, and midwives and for their promotion. They are granted free treatment in medical institutions and are affiliated to the Inter-Colonial Pension Fund. Provision is made for disciplinary penalties, some of which may not be imposed without the agreement of a committee of enquiry consisting of a Chief Colonial Administrator, two European doctors, and two members of the same service as the individual concerned who must be of the same or a higher grade.

The Decree permits foreign doctors, dentists, and midwives belonging to religious missions to practise in the above-mentioned colonies and territories.²

PLANNING OF HEALTH SERVICES IN THE UNITED STATES

Among the many proposals for the extension of existing and introduction of new health services put forward in recent months in the United States by Governments and Government agencies or legislative committees, or by non-official bodies or associations interested in health matters, special interest attaches to a report of the Senate Subcommittee on Wartime Health and Education, known by the name of the chairman as the "Pepper" Report, which proposes a network of health centres and hospitals, and to

¹ Cf. *International Labour Review*, Vol. XLIX, No. 6, June 1944, p. 658.

² *Journal officiel de la République française*, 26 Aug. 1944, p. 756.

two Bills introduced in the Senate for giving effect to some of the recommendations of that report. A Health Insurance Bill introduced in the Senate and Assembly of the State of California points to the possibility of State action rather than Federal legislation in the field of organised medical care. The State Advisory Council of the Commonwealth of Massachusetts has published a report on sickness benefits. Among health plans advanced by non-official associations or groups of experts, reference may be made to the programmes of the American Public Health Association and of the Health Program Conference, which propose for the United States medical care services on the lines of the Recommendations adopted by the International Labour Conference at Philadelphia. An account of these various proposals follows.

REPORT OF THE SUBCOMMITTEE ON WARTIME HEALTH AND EDUCATION

The Subcommittee on Wartime Health and Education, in its third interim Report to the Committee on Education and Labor of the United States Senate recommends, among other measures, that "Federal grants-in-aid to States be authorised now to assist in post-war construction of hospitals, medical centres, and health centres, in accordance with integrated State plans approved by the United States Public Health Service".

Health of the People.

The report opens by noting the deep impression made by the fact that "approximately 4½ million young men in the prime of life have been found unfit for military service because of physical and mental defects", all of them having been rejected under the lowest physical and mental standards as defined by a special commission of physicians appointed by the President. In addition, more than a million men have been discharged from service because of defects not sustained in battle, while the Army rehabilitation programme has rendered fit for duty 1½ million men with major defects, thus demonstrating in the opinion of the Committee, what can be done by vigorous and co-ordinated effort. Under the Army dental programme over 14½ million cases were treated, 31 million fillings were provided, 6 million teeth were replaced, and nearly 1½ million bridges and dentures were supplied.

As to the population in general, the National Health Survey, conducted by the United States Public Health Service in 1935, revealed that more than 23 million people had a chronic disease or physical impairment. A Farm Security Administration study of more than 11,000 individuals in farm families, residing in 17 States in 1940, showed 96 per cent. to have significant physical defects. Other investigations point to the same conclusions, and indicate that the total loss of man-days due to sickness or injury in the United States must be 600 million man-days a year.

"Intensive investigation and the testimony of many expert witnesses" convinced the Subcommittee that "a great deal of illness and disability could be avoided if the benefits of modern medical and public health science were made readily available in all sections of the country and to all persons regardless of economic status". In view of the increased interest in public health matters and the fact that more than 10 million men and women in the armed forces are at present receiving the benefits of complete residential and non-residential care, an increase in demand for health facilities may be expected after the war.

Preventive Services and Environmental Hygiene.

Though remarkable progress has been made by the public health agencies of Federal, State and local Governments in the field of preventive services, 40 per cent. of the counties of the United States still lack full-time local general health services. Federal financial aid would be required to improve the situation, but if new and consolidated areas of local health administration were established, the

total present expenditure would not be greatly exceeded. Full-time local public health departments should be established as soon as the needed personnel becomes available.

Many communities also lack adequate sanitary installations, and rural sanitation in many parts of the country is at a very low level. Grants-in-aid would be needed in some cases to supplement local resources, while long-term, low-interest loans and technical assistance from State and Federal Governments would help the local governments to finance community facilities on a self-liquidating basis.

The importance of child health cannot be over-rated. It is not enough to inspect school children—the doctors' recommendations must also be followed up, which frequently is not the case. "The opportunities for supervision and promotion of children's health in the school are so great that no effort should be spared to develop methods by which present neglect can be overcome."

Mental hygiene is another problem on which the high rate of neuro-psychiatric causes of discharge and rejection rates in the armed forces has focused attention. Psychiatric services are altogether inadequate at present and must be expanded:

From a longer range point of view, the establishment of child guidance clinics in all communities is urgently needed to prevent early social maladjustments. Such a step would pay tremendous dividends in decreased crime, delinquency, and costs of institutionalising the mentally ill.

Finally, the report draws attention to the effect of full employment and adequate social security on man's resistance to disease.

Medical Facilities.

To increase medical facilities, there should be no reduction in the output of trained medical personnel. Scholarships or loan funds, the abolition of tacit racial or religious discrimination, and the training of women as physicians are among the remedies suggested.

Demobilised physicians should receive further training to ensure high quality of service.

The distribution of medical facilities, moreover, is far from satisfactory. Physical facilities and equipment are fully available only in good hospitals, medical centres or group clinics, but 40 per cent. of the United States counties, with more than 15 million population, have no registered hospital; others have only hospitals of a poor standard.

Community purchasing power, adequacy of hospital facilities, degree of urbanisation, proximity to medical schools and teaching hospitals, and presence of professional colleagues are among the factors that influence the distribution of physicians, the first of these being the most important. In 1938, counties with an income per head of more than \$600 had eight times as great a proportion of physicians to population as counties with an income per head of less than \$100, and rural counties had only one third as many physicians in proportion to population as urban counties had. The situation in rural areas is growing steadily worse, as medical graduates show increasing reluctance to settle in rural communities; lack of hospitals and diagnostic facilities is keeping them away. Crowded war industry communities also suffer shortages. The maldistribution is likely to become even more marked after the war if no steps are taken to improve the situation, as the vast majority of young Army and Navy doctors want specialist training and practice, preferably with a group. Without such positive incentives as good professional surroundings, including modern hospital facilities, the opportunity for better distribution presented by the release of medical personnel from the armed services will be lost.

Recommendations for the Improvement of Health Services.

Medical care and general health services based on centres. The principle of combining the preventive, diagnostic, and curative services of medicine into a single functional unit, here called the medical centre, has been advantageously applied on a large scale in some great university centres. The same principle could be applied to the needs of rural communities by establishing a planned network of facilities. This would call for regional planning and organisation of existing facilities rather than for the construction of new buildings. The following set-up is recommended by the Committee:

The smallest unit, the health centre, might include offices for local physicians and dentists; facilities for emergency medical and surgical work; a small number of beds for obstetrical care; laboratory facilities for X-ray, blood, and bacteriological procedures; and health department offices and clinics where these are not otherwise provided.

The rural hospital, located within easy reach of several health centres, would be larger than the health centre and would provide additional basic medical, surgical, obstetrical, and laboratory services. The size of the rural hospital would depend upon the needs of the area it served, but it should be a modern hospital in every sense of the word.

Special services, training of nurses and instruction for interns would in most cases be provided through district hospitals serving several rural hospitals. The hub of the medical service area would be the large base hospital, serving a State, or a major service area, or several States. This "would be a teaching hospital, staffed with experts in every medical and surgical specialty, equipped for complete diagnostic services, and designed to conduct extensive postgraduate work and research. Besides its general hospital beds, it would have, either on its premises or nearby, facilities for institutional care and study of tuberculosis, nervous and mental disease, contagious disease, and orthopaedic and chronic disease."

Local health departments should be moved to modern buildings. The American Public Health Association has proposed the creation of some 1,200 public health districts of roughly 50,000 population each, with at least one district health centre and one sub-centre in each district. These centres could in many instances be included in the medical centres. Health departments could then undertake expanded programmes designed "to eradicate venereal disease, tuberculosis, malaria, and hookworm; to lower maternal and infant mortality; and to promote health through education".

Planning and cost of health facilities programme. According to estimates made by the United States Public Health Service, facilities are needed for 100,000 new general hospital beds, 94,000 new nervous and mental hospital beds, and 44,000 tuberculosis beds. In addition, large numbers of beds are situated in hospitals that are obsolete and should be replaced. Approximately 2,400 modern buildings are needed to serve as headquarters for local health departments.

These facilities would have to be carefully planned and co-ordinated. State programmes should be drawn up by a State planning commission including representatives of professional groups and of the public, in co-operation with local authorities, taking into consideration the needs of all sections and including in the plan all suitable existing public and voluntary hospitals. The commission should plot the new construction as well as the expansion or replacement of existing facilities needed for adequate services.

Federal funds should be granted to States on a basis of need, but not before all State plans and individual projects had been reviewed and approved by the United States Public Health Service, to make sure that they meet certain minimum standards. Provision for group pre-payment plans or tax-supported services would be required where sufficient income from fees of individual patients does not otherwise appear probable. Grants should be administered through a State agency, in most cases the State health department, conferring with health advisory councils representing the public.

Payment for medical care. The report, after summarising statistics showing the relation between income, medical care received, and need for care, concludes that the present "pay-as-you-go" system is "not well suited to the needs of most people or to the widest possible distribution of high-quality medical care". The solution would undoubtedly lie in some form of group financing. The Subcommittee was not prepared to pass judgment, at the present stage of its enquiry, on the best method of solving this much debated question, but was in agreement with those who feel that remedial action is overdue and should not be longer delayed. Meanwhile, more adequate provision should be made for the needy, which will require increased appropriation by the local, State, and Federal Governments.

Finally, medical research must be encouraged.

The three methods to approach the task of providing good medical care for all the people are defined as: (1) education of the people, the profession, and the Governments; (2) legislation providing money to meet the urgent needs for modern medical facilities; and (3) better organisation of medical services, which

would result not only in higher quality of service, but in considerable economy of time, effort and money, and could be achieved by regional planning as proposed in the report.¹

PROPOSED LEGISLATIVE ACTION

A Bill was submitted to the United States Senate on 10 January 1945, authorising the appropriation of funds by the Federal Government to assist the States in surveying their hospitals and public health centres, and to develop programmes for the construction of such public and other non-profit hospitals as will, together with existing facilities, afford the necessary means for furnishing adequate hospital, clinic, and similar services to all the people. Further funds would be appropriated under the proposed legislation to enable the construction of public and other non-profit hospitals in accordance with the programmes worked out by the States.

The establishment of a National Institute of Dental Research is proposed in another Bill introduced on the same date.²

CALIFORNIA HEALTH INSURANCE PLANS

The California Health Bill sponsored by the Governor of the State provides for the establishment of a California health service authority to administer health services for all employees now subject to the Unemployment Insurance Act and their wives and dependent children and for all State, county and municipal employees and their wives and dependent children.

The authority may also make health services available to other residents of the State. Preventive, diagnostic, therapeutic or other medical care by general practitioners, specialist treatment, including defined dental services, laboratory and X-ray services, drugs, medicines and other pharmaceutical or medical supplies prescribed by the attending practitioner, are provided for not more than one year in respect of the same illness, and hospital care for 21 days. The insured person will have freedom of choice among the registered members of the medical and allied professions, who will be remunerated on a fee-for-service basis, according to a fee schedule, established by the health authority, which need not be uniform within the State. Costs are to be met by a tax payable by the employee of 1.5 per cent. upon the first \$4,000 or less of wages paid in a calendar year, and a tax payable by the employer of 1.5 per cent. of such wages paid in covered employment, supplemented from the general funds of the State.³

There are at present several other Bills on medical care before the California legislature. One sponsored by the Congress of Industrial Organizations provides for the remuneration of general practitioner services on a capitation basis and of specialist services on a fee schedule basis. Another would utilise the Unemployment Commission as the administrative body and would finance the scheme by a 1 per cent. tax on employers, a 1 per cent. tax on employees, and a contribution from the general funds of the State of 1 per cent. of all wages paid. The California Medical Association has sponsored a Bill to aid existing voluntary non-profit schemes, and the California Farm Bureau one establishing the legality of contract medical practice.⁴

REPORT OF THE MASSACHUSETTS STATE ADVISORY COUNCIL

In 1943, the State Advisory Council in the Division of Employment Security of Massachusetts was authorised to make a study

¹ U.S. SENATE COMMITTEE ON EDUCATION AND LABOR: *Interim Report from the Subcommittee on Wartime Health and Education*, Jan. 1945.

² 79th Congress, First Session, S 190 and 191, 10 Jan. 1945.

³ California Senate Bill No. 500, 24 Jan. 1945; Assembly Bill No. 800 is similar.

⁴ *Journal of the American Medical Association*, 17 Feb. 1945: "Health Insurance Legislation in California", p. 398.

of the availability of protection against wage loss incurred during sickness or non-industrial accident. The Council submitted its report in November 1944, noting therein the development of voluntary schemes of insurance against the costs of illness.

A questionnaire was sent to all establishments covered by the Employment Security law, which applies to some 75 per cent. of the total working population. While slightly more than one third of the workers in the establishments responding to the questionnaire had no protection in their employment against risks of sickness, there was evidence to show that voluntary schemes were likely to be extended. The Council, therefore, felt that there was no pressing need for governmental compulsion in this field, but suggested that, in view of the many unknown factors presenting themselves in these abnormal days, the study should be continued into normal times.¹

NON-OFFICIAL PLANS FOR ORGANISED MEDICAL CARE

Medical care programmes have been sponsored by the American Public Health Association and by a group of physicians, economists, and administrators, known as the Health Program Conference and including the research directors of the American Federation of Labor and the Congress of Industrial Organizations.

Both reports recommend the provision of preventive, diagnostic, and curative care for most or all of the population. The American Public Health Association, however, proposes to finance such service either by social insurance supplemented by general taxation, or by general taxation alone, while the Health Program Conference adheres strictly to the insurance principle as, in its opinion, "tax-supported care is associated with dependency in the minds of most people in this country". Both groups deem subsidies from general revenue necessary. "Financing through social insurance alone", according to the Association, "would result in the exclusion of certain economic groups and might possibly exclude certain occupational segments of the population."

Both programmes favour group practice and the establishment of health centres and urge the planned extension of medical facilities. The Association proposes administration by the public health agencies—Federal, State, and local—whereas the Health Program Conference suggests decentralised administration under national standards, with participation of local people, physicians, Government and voluntary agencies, differing in this respect from the Wagner-Murray-Dingell Bill² which proposes centralised administration. The Conference programme also provides for recognition of voluntary health insurance plans and voluntary hospitals of good standard.³

THE SOCIAL INSURANCE MOVEMENT IN VENEZUELA

In accordance with Decrees issued in Venezuela in April 1944⁴, the regional fund of the Federal District has begun its activities and now provides within its area the benefits laid down in the 1940 legislation. A number of Decrees issued towards the end of 1944 regulate the organisation of the regional fund, the method of calculating certain accident insurance benefits, the organisation of the medical services, and the settlement of disputes.

Rules of the Fund.

On 12 August 1944 the Central Social Insurance Institution approved the rules of the regional fund of the Federal District, which is an autonomous body

¹ MASSACHUSETTS DIVISION OF EMPLOYMENT SECURITY, STATE ADVISORY COUNCIL: *Report on Sickness Benefits*, 1 Nov. 1944.

² Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 247.

³ *American Journal of Public Health*, Vol. 34, No. 12, Dec. 1944, p. 1252; *Principles of a Nation-Wide Health Program* (New York, Nov. 1944).

⁴ Cf. *International Labour Review*, Vol. L, No. 2, Aug. 1944, p. 240.

with power to extend its activities to undertakings outside its own area, subject to the approval of the Federal Executive. The fund acts as the executive body of the Central Institution for the purposes of insurance against accidents and occupational diseases and is responsible for the administration of sickness and maternity insurance in its own area. It consists of a board of management, a director, and various sections.

The board of management comprises two representatives of the Federal Executive, two of the employers, and two of the insured persons, the chairman being selected by the Central Institution from among the members. The tasks of the board are to organise the general work of the fund, to authorise the director to make arrangements for benefits in kind, to approve the budget prepared by the director, and to appoint the managers of the various branch offices, subject always to the approval of the Central Institution.

The director acts as legal representative of the fund and as executive authority for the board. He is responsible for ensuring compliance with the legislation, and, in addition to the powers normally exercised by such officials, he is entitled to raise an objection to any decision of the board of management which he considers illegal or contrary to the rules; if the board maintains its decision, the director may refer the matter to the board of the Central Institution.

The fund has separate sections for medical work, contributions, benefits, etc.

Calculation of Accident Benefits.

Two Orders of 14 and 28 September 1944 lay down rules for calculating the payment of compensation for industrial accidents and occupational diseases.

Industrial accidents, for the purposes of compensation, are taken to include all functional or bodily injuries, whether permanent or temporary, occurring immediately or after a certain lapse of time, or death resulting from the violent action of a recognisable external force in the course of and as a result of employment, as well as any internal injury resulting from a violent effort made in the same circumstances. Occupational diseases, for the purposes of compensation, include all pathological states resulting from the workers' employment or the environment in which he was obliged to work and causing a permanent or temporary injury to his organism, irrespective of whether the disease was caused by physical, chemical or biological agencies, the materials used or the operations carried out in dangerous industries or occupations. A schedule of those diseases has been prepared.

Temporary incapacity is defined as incapacity lasting for not more than 26 weeks; any incapacity of longer duration is deemed to be permanent and is considered as total when it prevents the worker from engaging in any kind of remunerative employment. In the event of total incapacity, the insured person is entitled to a pension equal to two thirds of the annual basic wage, with a supplement to workers who need constant attendance. In the case of partial incapacity of 10 per cent. or over, the worker is entitled to a pension equal to two thirds of his loss of annual wages resulting from his reduced earning capacity. If the incapacity is between 5 and 10 per cent., he receives a lump sum equal to three instalments of the annual pension. A scale has been drawn up of the percentages of compensation payable for partial permanent incapacity; the scale rises to 95 per cent. for certain injuries, such as the loss of one eye and a decrease of 50 per cent. in the visual acuity of the other. If the insured person dies, his widow, if not incapacitated, is entitled to a pension equal to 25 per cent. of the annual basic wage; a surviving widow or widower who is incapacitated receives a pension equal to 30 per cent. of the annual wage; a child who has lost one parent receives a pension of 15 per cent. of the annual wage up to the age of 15 years, and a child who has lost both parents receives a pension of 25 per cent. up to the same age. The annual basic wage is taken to be 300 times the average daily basic wage during the period spent in insurance up to 12 months preceding the date of the accident or occupational disease.

The occupational diseases for which compensation is paid include anthrax, silicosis (with or without pulmonary tuberculosis), lead, mercury, phosphorus, arsenic, benzene or hydro-carbon poisoning, pathological disturbances due to radium, ulcerations caused by chrome, diseases resulting from compressed air, miners' nystagmus, etc. The degree of temporary incapacity is assessed by the medical services of the regional funds; permanent incapacity is graded in the first instance by the regional fund concerned, and in the second and final instance by the Central Institution.

In grading incapacity between the minimum and maximum limits laid down in the schedule, account must be taken of age, occupation, family responsibilities

and sex. Special rules are laid down for grading incapacity in the case of persons over 60 years of age, or over 50 years of age in certain occupations.

Organisation of Medical Services.

With the approval of the Central Institution, the regional fund of the Federal District on 25 September 1944 passed the regulations for its medical services. These services will provide the necessary preventive and curative treatment, and obstetrical assistance in maternity cases. The benefits may be given at home, in clinics or in hospitals, and will be organised directly by the medical services of the fund or by institutions with which special contracts have been concluded. Insured persons may be attended by medical officers of the fund or by doctors freely selected by themselves in accordance with the rules laid down. Medical officers of the fund are engaged from lists submitted by the medical associations and are paid monthly on the basis of the number of hours worked. Inspection and general supervision over the medical services are carried out by the director of the fund through its medical section, subject to the right of supervision of the Central Institution.

Out-patient treatment of a preventive nature is given by the various services organised by the Ministry of Health and Social Welfare with which the insurance fund has entered into contracts. These services include the tuberculosis dispensaries, child welfare clinics, etc. The doctors of the preventive services may prescribe a rest period of up to three days, which may be extended by periods of up to six days subject to approval by the chief medical officer in question.

Out-patient treatment and treatment at home for curative purposes are given by the services of the fund, by the curative services of the Federal District, and by the central office for specialised medical treatment. The insurance fund has its own pharmacy, in which medical and dental prescriptions are made up. The fund has special services for orthopaedics, hospital treatment, and occupational rehabilitation.

Although the fund has its own services, workers who require hospital treatment will be sent to public or private establishments according to the contracts entered into by the fund. They will receive special treatment and be kept separate from persons who are not insured. If the contract with any given institution permits, the insured person is entitled to select his own doctor from a given list. The contracts prescribe the amount to be paid by the fund for hospital treatment and the fees to be paid to doctors, a special scale having been drawn up for surgical work and confinements. Except in urgent cases, hospitals will not admit insured persons or members of their families without an order from the medical officer of the fund; they must accept the supervision of the fund and provide any statistics required by it. If insured persons wish to go to a hospital with which the fund has no contract, they may do so, and in such cases the fund will pay to the insured person a sum equal to what would have been paid to a hospital with which a contract had been signed. In such cases the insured person is also free to select his own doctor, within the limits of the lists drawn up and at the prescribed fees. In certain circumstances confinements may take place at home, and insured persons are then entitled to select their own doctor from the official list at the prescribed fee.

The Central Social Insurance Institution has published a statement of principles for efficacy and economy in the provision of medical and pharmaceutical benefits. The main principle is that treatment and medicaments must combine the greatest economy with the maximum efficacy. In accordance with these general principles, the regional funds will lay down rules to ensure that medical and pharmaceutical benefits are both effective and economical and will organise a system of supervision based on direct observation. These rules will be drawn up after consulting the medical officers of the insurance fund and representatives of the associations of doctors and pharmacists.¹

THE BOLIVIAN WORKERS' INSURANCE AND SAVINGS FUND

The Workers' Insurance and Savings Fund of Bolivia, which collects the compulsory savings of wage earners and pays compensation on behalf of the employer for industrial accidents and

¹ *Gaceta Oficial*, Vol. LXXXII, No. 21,526, 3 Oct. 1944, pp. 144446-59; No. 21,528, 5 Oct. 1944, pp. 144474-76; No. 21,530, 7 Oct. 1944, pp. 144501-507.

occupational diseases, has recently undergone some changes in the constitution of its board of management and in the contributions for industrial accidents.¹

By Legislative Decree of 15 February 1944, the board of management now comprises three representatives of the Government appointed by the Executive Power, one of whom acts as chairman, two representatives of mining undertakings, one of manufacturing undertakings, and three workers' representatives. These persons hold office for two years and may be re-elected for one additional period. The general manager of the Fund is appointed by the board by an absolute majority, and until further notice will act also as general manager of the funds for printers and newspaper workers.

In a Decree of December 1943, the Executive Power laid down the rule that employers should have sole responsibility for insurance against industrial accidents and should pay a contribution of 5 per cent. of their wage bill for this purpose. It will be remembered that previously Bolivia was one of the few countries in which the workers paid a contribution towards accident insurance (1 per cent. of wages). A Decree of 20 November 1944 confirms the sole liability of the employer, but provides that contributions towards accident insurance will be fixed annually, at varying percentages according to the coefficient of risk. For this purpose the Workers' Insurance and Savings Fund, subject to Government approval, will draw up separate lists for mining and manufacturing undertakings according to the frequency and gravity of the risks. Undertakings will be classed as normal risks, above normal, or below normal. The classification will be based on a statistical study of the amount of compensation which undertakings have to pay to meet the accident risk, taking into account the conditions of health and safety in the various undertakings.

In order to restrict fluctuations in the income from contributions and to meet exceptional expenditure, the Fund will continue to constitute its contingency reserves out of a supplementary contribution until such time as these reserves reach a sum equal to the average amount of compensation paid in the financial year during the period 1944-1948 inclusive. The administrative expenses will be covered by another additional contribution. The new classification of undertakings according to accident risks was to be prepared and brought into force by 1 January 1945.²

EMPLOYERS' ORGANISATIONS

INDIAN EMPLOYERS AND THE ECONOMIC SITUATION

Two major employers' organisations in India discussed questions of social and economic importance at their annual meetings held during the past year.

The Associated Chambers of Commerce of India.

The twenty-sixth annual general meeting of the Associated Chambers of Commerce of India was held at Calcutta on 14 December 1944, Mr. M. W. Mealing presiding. The meeting was formally opened by the Viceroy, Lord Wavell.³

With reference to the political situation in India, the chairman expressed the Europeans' sympathy with Indian demands, as a contented and progressive India would be an important factor in future world peace. The British commercial community would offer all possible co-operation in post-war planning, but the problem of India's increasing population was not to be minimised. The chairman expressed satisfaction at the manner in which the interdependent problems of food and inflation had been tackled, although the difficult question of fixing prices had still to be faced. He hoped that in the negotiation for the settlement of India's

¹ For earlier information on this subject, cf. *International Labour Review*, Vol. XLV, No. 5, May 1942, p. 579; Vol. XLVII, No. 6, June 1943, p. 788; Vol. L, No. 2, Aug. 1944, p. 247.

² *Protección Social* (La Paz), Vol. VII, No. 75, pp. 93-97.

³ A summary of the Viceroy's address is given above, p. 490.

huge sterling balances, the Indian representatives would be guided by the genuine long-term interest of the country, apart from all political considerations.¹

The Employers' Federation of India.

The twelfth annual general meeting of the Employers' Federation of India was held at Calcutta on 18 December 1944 under the chairmanship of Sir Homi Mody, President of the Federation, and former Supply Member, Government of India.

The chairman dealt with, *inter alia*, post-war economic development plans, State control and protection of industries, control measures and labour legislation. He warned against unregulated capitalism as well as economic regimentation through State control, and wanted the organising power of the Government to be employed as an aid and a corrective to private enterprise. Some of the control measures imposed by the Central Government, he said, would be useful if incorporated as a permanent feature of the country's economy, particularly during the immediate post-war period. He also welcomed the announcement recently made by Sir Ardeshir Dalal, Member for Planning and Development of the Viceroy's Executive Council, on the possibility of setting up a permanent Tariff Board, which would deal not only with the protection of industries, but also with such problems as industrial development, investment, and licensing of factories in the post-war period.

As regards labour legislation, the Federation had always supported the concept of a better social order, although it had emphasised that instead of concentrating on improving the conditions of a very small section of the population, the general standard of living of the masses must be raised. The speaker criticised the Government for introducing into the Central Legislature the Bill providing holidays with pay for industrial workers, as many employers had voluntarily adopted more liberal schemes. In reference to the proposed legislation on sickness insurance, the employers were prepared to bear their share of the cost involved, as soon as a satisfactory scheme, providing for equitable distribution between the State, the employers, and the workers, had been evolved.

Sir Homi welcomed the recommendation of the Twenty-sixth Session of the International Labour Conference to hold an Asiatic regional conference, and emphasised that it was time such a Conference was held and a charter more applicable to Asiatic conditions than the programmes based on the industrial conditions of Western nations was drawn up.²

WORKERS' ORGANISATIONS

ANNUAL CONFERENCE OF THE INDIAN FEDERATION OF LABOUR

The second annual Conference of the Indian Federation of Labour³ was held at Jamshedpur on 24-25 December 1944, with Miss Maniben Kara, the new President of the Federation in the Chair.⁴ A summary of the President's address and of the resolutions adopted by the Conference is given below.

The President's Address.

The President urged labour to pay attention to post-war problems affecting the working class and to prevail upon the Government of India to give adequate representation to labour in the machinery set up, or to be set up, for the consideration of post-war problems. She said that post-war development must be so

¹ *The Statesman* (Delhi), 15 and 16 Dec. 1944.

² *Hindustan Times* (Delhi), 19 Dec. 1944.

³ For the first Annual Conference, see *International Labour Review*, Vol. L, No. 2, Aug. 1944, p. 256.

⁴ The former President, Mr. Jamnadas Mehta, who was Indian workers' delegate at the 26th Session of the International Labour Conference, held at Philadelphia in Apr.-May 1944, resigned his presidency of the Indian Federation of Labour on his appointment as the Government of India's Agent General to the Government of Burma (*Hindustan Times*, Delhi, 3 Nov. 1944); Mr. Aftab Ali, President of the Indian Seamen's Union, Calcutta, resigned from the Vice-Presidency of the Federation as he objected to the Federation receiving a monthly grant of 13,000 rupees from the Government of India (*The Hindu*, Madras, 26 Nov. 1944).

planned as to ensure employment of a kind for which the worker had been trained, at a location not far removed from his ordinary place of residence, and at a wage which would allow him and his family a fair standard of living. She maintained that during the year, in spite of the cost-of-living bonuses, there had been a distinct fall in the real wages of Indian workers, and urged the Federation to take steps to secure a minimum basic wage in all trades and industries and adequate wage standards all over India.

Resolutions.

The Conference adopted a resolution criticising the Central Government for having no definite labour policy, and urged upon it the necessity to secure for workers all over the country, in the Indian States as well as in British India, the following: a minimum living wage with 8 working hours a day; full employment and compensation for involuntary unemployment; provision for holidays with pay, old-age pensions, sickness insurance, maternity benefits, provident funds, decent housing, sanitation, medical aid, free and compulsory primary education, technical education, etc.; facilities for collective bargaining and negotiation through recognised trade unions; a growing share in the profits and management of trade and industry; and adequate representation in the local legislative bodies and other Government and semi-Government committees and organisations.

Another resolution criticised the Central Government's policy regarding post-war development and pointed out that all plans so far published on behalf of the Government were based on social *status quo* and benefited only a small minority of the population at the cost of the vast majority. It therefore emphasised the necessity for a closer association of labour interests in post-war planning, both of the Central and of the provincial Governments.

The Conference also endorsed a resolution approving acceptance by the Federation of the Government of India's grant of 13,000 rupees per month as being entirely consistent with the anti-fascist principles of the Federation and the welfare of the working class.

Membership.

According to the annual report presented at the Conference, the total membership of the Federation was 631,054, and the number of unions affiliated with the Federation was 231, as compared with the 250 unions and over 300,000 workers reported at the first annual Conference.¹

THE AMERICAN FEDERATION OF LABOR

REAFFILIATION OF THE UNITED MINE WORKERS OF AMERICA

The Executive Council of the American Federation of Labor (A.F. of L.), which met in Miami in February 1945, again discussed the question of the reaffiliation of the United Mine Workers of America with the Federation², without reaching a decision.

A solution of the main obstacles to reaffiliation had been worked out by the Executive Council, when Mr. John L. Lewis, President of the United Mine Workers, demanded representation for his union on the Executive Council of the A.F. of L. The Council was unable to give this guarantee, as, according to the constitution of the A.F. of L., representation on the Executive Council can only be decided by an annual Convention.

Mr. William Green, President of the A.F. of L., announced that the next step must now be taken by the United Mine Workers, and the Executive Council issued the following formal statement:

We have advised the United Mine Workers of America that they will be readmitted to the American Federation of Labor with all the rights and privileges of a reaffiliation enjoyed by all organisations, and such reaffiliation carries with it assumption of the obligations ordinarily attached to affiliation.³

¹ *The Hindu*, 26 and 27 Dec. 1944; *The Vanguard* (Delhi), 25 and 28 Dec. 1944.

² Cf. *International Labour Review*, Vol. I, No. 2, Aug. 1944, p. 255; Vol. LI, No. 2, Feb. 1945, p. 252.

³ *American Federation of Labor Weekly News Service*, 2 Feb. 1945.

STATISTICS

Cost of Living and Food Prices

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

The table shows:

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

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

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

For other topics in labour statistics, see the February number for statistics of wage rates and earnings, to appear next in the May issue; and the March number for statistics of unemployment, employment and hours of work, to appear next in the June issue.

EXPLANATION OF SIGNS USED IN THE TABLE

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

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

The sign † signifies: "provisional figures".

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

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

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

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

INDEX NUMBERS OF COST OF LIVING AND FOOD PRICES

(Base: 1929=100)

Country	AFRICA			AMERICA						
	Egypt	Southern Rhodesia	Union of South Africa	Canada	United States		Newfoundland	Argentina	Bolivia	Brazil
					E.L.S. ^a	N.I.C.B. ^b				
Town or no. of localities	Cairo	6	9	69	32-51	51-174	St. John's	Buenos Aires	La Paz	Rio de Janeiro
Original base (=100)	Jan. 1913-1914	Aug. 1939	1938	1935-1939	1935-1939	1923	Oct. 1938	Oct. 1933	Dec. 1936	1928-1929
Cost of living										
Composition of the index	a-e	a, b, d ^c	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	100	100	*	100	*	100
1930	98	100	98	99	97	97	*	101	*	91
1931	91	96	94	90	89	87	*	87	*	88
1932	87	92	90	81	80	78	*	78	*	88
1933	83	87	87	78	75	75	*	83	*	87
1934	84	86	89	79	78	79	*	78	*	94
1935	86	85	88	79	80	82	*	83	*	99
1936	86	85	88	81	81	84	*	91	100 ^d	114
1937	85	88	91	83	84	88	*	93	170	123
1938	87	90	94	84	82	86	100 ^e	92	223	128
1939	87	90	94	83	81	84	104 ^f	93	276	131
1940	95	92	97	87	82	85	—	96	370	136
1941	117	95 ^r	102	92	86	89	125 ^g	98	472	152
1942	156	101	110	96	95	98	140	104	613	170
1943	—	107	117	97	101	103	149	104	750	188
1944	—	111	—	98	102	104	—	—	—	—
1944: Jan.	216	110	119	98	101	104	160	102	777	197
Feb.	220	110	119	98	101	103	162	100	782	198
Mar.	224	110	120	98	101	103	163	102	811	199
April	224	111	121	98	102	104	163	100	813	201
May	226	111	121	98	102	104	162	101	791	205
June	229	111	122	98	102	104	—	102	792	205
July	—	111	121	98	103	105	—	103	793	213
Aug.	—	111	120	98	103	105	—	—	793	—
Sept.	—	111	120	97	103	105	—	—	793	—
Oct.	—	111	122	98	103	105	—	—	813	216
Nov.	—	111	123	97	103	105	—	—	—	219
Dec.	—	111	—	97	104	106	—	—	—	221
1945: Jan.	—	—	—	—	104	106	—	—	—	—
Food										
Composition of the index	i	s	i	i	i	i	i	i	i	i
1929	100	100	100	100	100	100	*	100	*	100
1930	94	95	96	98	95	95	*	102	*	88
1931	85	89	91	77	78	78	*	89	*	84
1932	79	87	83	64	65	65	*	73	*	90
1933	72	84	86	63	63	63	*	81	*	88
1934	80	83	90	69	71	71	*	73	*	98
1935	84	82	88	70	76	76	*	81	*	102
1936	80	81	88	73	76	76	*	94	100 ^d	115
1937	79	83	89	77	79	79	*	96	177	128
1938	82	85	93	77	74	74	100 ^e	91	219	128
1939	80	84	93	75	72	72	109 ^f	92	252	130
1940	84	85	96	78	73	73	—	93	311	137
1941	104	88	103	86	80	80	138 ^g	96	440	148
1942	135	95	113	95	94	94	162 ^h	105	559	167
1943	—	99	123	97	104	104	174	106	636	194
1944	—	102	—	97	103	103	—	—	—	—
1944: Jan.	189	101	125	97	103	103	178	108	674	202
Feb.	194	103	127	97	102	102	182	105	681	204
Mar.	198	103	129	98	101	101	182	108	753	207
April	196	103	131	98	102	102	183	105	754	211
May	198	104	131	97	102	102	181	106	698	222
June	—	103	131	98	102	102	—	106	700	222
July	—	100	128	98	104	104	—	—	701	226
Aug.	—	99	125	97	104	104	—	—	701	—
Sept.	—	101	126	97	103	103	—	—	701	—
Oct.	—	101	127	98	103	103	—	—	738	235
Nov.	—	100	129	97	103	103	—	—	—	244
Dec.	—	100	—	97	104	104	—	—	—	249
1945: Jan.	—	—	—	—	104	104	—	—	—	—

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

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

(Base: 1929 = 100)

Country	AMERICA (concl.)									ASIA
	Chile	Colombia	Costa Rica	Cuba	Mexico	Panama	Peru	Uruguay	Venezuela	China
Town or no. of localities	Santiago	Bogotá	San José	30	Mexico	Panama	Lima	Montevideo	Caracas	Chungking
Original base (= 100)	Mar. 1928	Feb. 1937	1936	July-Dec. 1937	1934	Aug. 1942	1913	1929	1933	Jan.-June 1937
Cost of living										
Composition of the index	a-e	a-e	a-e	*	a-c	*	a-e	a-e	*	a-e
1929	100	*	*	*	*	*	100	100	*	*
1930	99	*	*	*	*	*	96	100	*	*
1931	98	*	*	*	*	*	90	100	*	*
1932	104	*	*	*	*	*	86	99	*	*
1933	130	*	*	*	*	*	83	93	*	*
1934	130	*	*	*	100	*	85	93	*	*
1935	132	*	*	*	108	*	86	96	*	*
1936	144	*	100	*	114	*	90	96	*	*
1937	162	100	106	*	139	*	96	98	*	100
1938	169	113	107	*	153	*	97	98	*	116
1939	171	118	108	*	155	*	96	103	*	192
1940	193	115	105	*	157	*	104	108	*	550
1941	222	113	108	*	164	*	112	107	*	1840
1942	279	123	131	*	188	*	126	110	*	4135
1943	324	142	168	*	247	*	138r ¹	116	*	11498
1944	—	172	177	*	309	*	158	—	*	—
1944: Jan.	334	156	169	*	277	*	149	114	*	19,817
Feb.	331	154	170	*	282	*	150	113	*	22,793
Mar.	337	167	172	*	291	*	150	115	*	32,052
April	350	167	173	*	301	*	153	116	*	36,949
May	357	170	173	*	308	*	156	119	*	44,431
June	356	175	177	*	316	*	159	119	*	—
July	356	174	178	*	325	*	161	120	*	—
Aug.	367	175	178	*	322	*	163	121	*	—
Sept.	385	175	179	*	325	*	163	122	*	—
Oct.	400	176	182	*	328	*	164	123	*	—
Nov.	399	182	185	*	323	*	164	125	*	—
Dec.	—	182	189	*	310	*	165	—	*	—
1945: Jan.	—	—	—	*	—	*	—	—	*	—
Food										
1929	100	*	*	*	*	*	100	100	*	*
1930	96	*	*	*	*	*	99	98	*	*
1931	87	*	*	*	*	*	93	96	*	*
1932	97	*	*	*	*	*	90	97	*	*
1933	124	*	*	*	*	*	87	91	100	*
1934	125	*	*	*	100	*	93	91	91	*
1935	130	*	100	*	107	*	93	96	82	*
1936	144	*	100	*	114	*	99	98	92	*
1937	172	100	107	100	137	*	109	96	94	100
1938	180	112	105	100	158	*	106	92	96	103
1939	177	120	103	94	156	*	100	97	101	139
1940	206	114	97	92	154	*	109	102	97	479
1941	236	110	101	100	158	*	124	102	95	2067
1942	308	122	127	132	179	100 ¹	138	106	105	4084
1943	364	143	158	151	230	105	155 ¹	113	115r	11400
1944	—	182	170	172	297	—	178	—	—	—
1944: Jan.	369	162	155	155	259	108	171	110	117	19,470
Feb.	361	159	156	156	264	108	172	109	117	22,684
Mar.	371	177	159	160	276	108	165	108	118	34,909
April	375	178	161	162	288	109	170	109	117	40,538
May	376	179	163	169	296	109	177	116	133	51,441
June	372	187	169	175	306	109	177	116	143	—
July	368	187	172	179	317	109	181	117	—	—
Aug.	391	189	173	183	313	109	185	120	—	—
Sept.	424	188	174	188	317	109	183	123	—	—
Oct.	453	189	181	187	320	110	184	124	—	—
Nov.	441	194	187	175	313	—	184	123	—	—
Dec.	—	196	196	176	296	—	185	—	—	—
1945: Jan.	—	—	—	—	—	—	—	—	—	—

Composition of the indices: a = Food; b = Fuel and light; c = Clothing; d = Rent; e = Miscellaneous.
¹ Aug. ² Up to Sept. 1933; excluding heating. ³ From 1943, new series with base 1934-36 = 100, spliced by I.L.O. to old series. ⁴ Including soap and coal.

(Base: 1929 = 100)

Country	ASIA (concl.)								
	India		Nether- lands Indies	Indo- China	Iran	Japan		Palestine	
	Bom- bay	Ahmed- abad	Bata- via	Saigon	N.B. ³	I.C. ³	B.J. ⁴	O.S. ⁵	J.A. ¹²
Town or no. of localities	7	24	Tokyo	3	3				
Original base (= 100)	July 1933- June 1934	Aug. 1926 -July 1927	Jan. 1929	1925	21. Mar. 1936- 20 Mar. 1937	July 1937	July 1914	Jan. 1922	Aug. 1939
Cost of living									
Composition of the index	a-e	a-e	a-e	a, d, e	a-e	a-e	a-c, e	a, b, e	a-e
1929	*	100	100	100	*	*	100	100	*
1930	*	90	*	107	*	*	86	89	*
1931	*	77	*	93	*	*	75	80	*
1932	*	78	62 ¹	81	*	*	75	82	*
1933	*	74	*	75	*	*	80	79	*
1934	100	73	*	69	*	*	82	80	*
1935	100	73	52 ¹	69	*	*	84	79	*
1936	101	73	49 ¹	70	100	*	88	84	*
1937	106	78	52	83	115	100	96	88 ⁸	*
1938	106	73	53	95	131	110	110	86	*
1939	106	75	53	97	140	121	123	87	100
1940	112	81	55	*	155	144	143	100	118
1941	122	90	61	*	212	147	145	119	141
1942	157	117	—	*	377	154	149	162 ^r	194
1943	230	212	—	—	908	—	158	196	232
1944: Jan.	238	221	*	*	1073	—	165	196	232
Feb.	230	216	*	—	1082	—	165	195	231
Mar.	226	212	*	*	1085	—	—	199	231
April	231	209	*	*	—	—	173	198	234
May	235	209	*	—	—	—	174	197	232
June	236	211	*	*	—	—	174	201	230
July	241	218	*	*	—	—	176	213	232
Aug.	250	229	*	—	—	—	177	—	241
Sept.	—	—	*	*	—	—	185	—	243
Oct.	—	—	*	*	—	—	—	—	247
Nov.	—	—	*	—	—	—	—	—	246
Dec.	—	—	*	*	—	—	—	—	—
1945: Jan.	—	—	*	*	—	—	—	—	—
Food									
1929	*	100	100	100	*	*	100	100	*
1930	*	83	*	105	*	*	85	89	*
1931	*	67	*	82	*	*	74	80	*
1932	*	69	46 ¹	68	*	*	78	82	*
1933	*	65	*	62	*	*	79	79	*
1934	100	63	*	54	*	*	81	80	*
1935	103	64	41 ¹	57	*	*	84	79	*
1936	107	63	38 ¹	60	100	*	91	84	*
1937	114	70	42	78	115	100	95	88	*
1938	113	64	44	97	128	110	103	80 ⁸ 86 ⁹	*
1939	114	67	44	97	131	123	117	82 87	100
1940	125	75	46	*	143	153	138	99 100	122
1941	140	81	51	*	215	153	134	139 128	154
1942	180	115	—	*	397	157	136	217 ¹⁰ 192 ¹¹	238
1943	252	231	—	*	1002	—	140	266 231	287
1944: Jan.	—	—	*	*	1122	—	147	277 241	279
Feb.	249	—	*	—	1133	—	147	276 240	277
Mar.	241	—	*	*	1140	—	148	267 242	277
April	247	—	*	*	—	—	152	272 234	281
May	252	205	*	—	—	—	153	265 234	276
June	261	207	*	*	—	—	—	276 238	272
July	270	218	*	*	—	—	—	288 248	275
Aug.	287	235	*	—	—	—	—	—	292
Sept.	—	—	*	*	—	—	—	—	295
Oct.	—	—	*	*	—	—	—	—	303
Nov.	—	—	*	—	—	—	—	—	302
Dec.	—	—	*	*	—	—	—	—	—
1945: Jan.	—	—	*	*	—	—	—	—	—

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

¹ Average calculated for a period of less than one year. ² National Bank. ³ Imperial Cabinet. ⁴ Bank of Japan. ⁵ Office of Statistics. ⁶ From 1929 to 1937, official index based on food, soap and kerosene priced in 3 Arab markets; from 1937 to Aug. 1939, new official series based on food, soap and kerosene priced in 3 Jewish markets; from Aug. 1939 to 1 Jan. 1942, new series based on all expenditure groups calculated by Jewish Agency for Palestine; from 1 Jan. 1942, new official "Wages Committee" index, covering all groups in 3 Arab and 3 Jewish markets; each series spliced to preceding series. ⁷ Up to 1937, including heating and lighting. ⁸ New series based on food, soap and kerosene, linked up with old index, priced in Arab markets. ⁹ New series, based on food, soap and kerosene, linked up with old index, priced in Jewish markets. ¹⁰ From 1942, official food-group index in 3 Arab markets linked to old index. ¹¹ From 1942, official food-group index in 3 Jewish markets linked to old index. ¹² Jewish Agency for Palestine.

Country	Europe									
	Ger- many ¹	Bel- gium	Bul- garia	Den- mark	Spain	Estonia	Finland	France	Gr. Brit- ain & N. Ireland	Greece
Town or no. of localities	72	59	12-6-7 ²	Whole country	50	Tallinn	36 ⁴	45 dep.	24-509	44 ⁵
Original base (= 100)	1913- 1914	1921	1914	1935	June 1936	1913	1935	1930	July 1914	Dec. 1914
Cost of living										
Composition of the index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1929	100	100	100	100	*	100	100	*	100	100
1930	96	104	92	95r	*	89	92	100	96	87
1931	88	93	80	90	*	86	85	97	90	100
1932	78	84	74	89r	*	70	84	97	88	100
1933	77	83	68	92r	*	73	82	87	85	104
1934	79	79	64	95r	*	74	80	83	86	110
1935	80	80	64	99	*	74	81	78	87	116
1936	81	83	57	100r	100	84	81	86	90	121
1937	81	92	58	104	*	89	86	102	94	131
1938	82	94	60	105r	*	93	87	117	95	130
1939	82	93	62 ⁶	108r	154 ⁴	95	90	117	96	130
1940	84	—	69	134r	178	107	107	—	113	142 ⁷
1941	86	—	83	154r	232	*	126	—	121	—
1942	89	—	110	159r	247	*	149	—	122	—
1943	90	—	—	162r	246	*	169	—	121	—
1944	92	—	—	164	—	*	178	—	122	—
1944: Jan.	90	—	—	*	252	*	177	*	122	—
Feb.	91	—	—	*	253	*	176	*	122	—
Mar.	91	—	—	164r	256	*	176	*	122	—
April	91	—	—	*	257	*	177	*	122	—
May	92	—	—	164r	257	*	177	*	122	—
June	92	—	—	*	255	*	177	*	122	—
July	95	—	—	164r	255	*	177	*	123	—
Aug.	94	—	—	*	256	*	178	*	123	—
Sept.	92	—	—	165r	258	*	179	*	123	—
Oct.	91	—	—	*	260	*	180	*	123	—
Nov.	91	—	—	165r	—	*	180	*	123	—
Dec.	92	—	—	165r	—	*	180	*	123	—
1945: Jan.	—	—	—	—	—	*	180	*	123	—
Food										
1929	100	100	100	100	*	100	100	*	100	100
1930	94	96	82	92	*	82	86	97	94	87
1931	84	81	64	82r	*	71	77	97	85	100
1932	74	69	59	79r	*	64	80	84	82	108
1933	73	69	59	81r	*	61	80	89	78	108
1934	76	65	56	87r	*	60	78	79	79	120
1935	77	67	55	93r	*	62	81	72	81	120
1936	79	73	56	94r	100	71	80	82	84	129
1937	79	80	59	97r	*	76	87	90	90	141
1938	78	82	63	100r	178 ⁴	80	88	113	91	138
1939	79	80	65 ⁸	102r	215	82	91	—	92	137
1940	83	80	73	125r	300	112	111	—	107	154 ⁷
1941	83	—	92	153r	318	*	112	—	107	—
1942	85	—	129	157r	318	*	113	—	108	—
1943	86	—	—	155r	—	*	122	—	108	—
1944	—	—	—	156	—	*	173	—	109	—
1944: Jan.	87	—	—	*	318	*	174	*	109	—
Feb.	87	—	—	*	319	*	174	*	109	—
Mar.	87	—	—	155r	323	*	174	*	109	—
April	89	—	—	*	327	*	174	*	109	—
May	88	—	—	156r	324	*	174	—	109	—
June	89	—	—	*	310	*	174	—	110	—
July	94	—	—	156r	321	*	174	—	110	—
Aug.	97	—	—	*	322r	*	174	—	110	—
Sept.	88	—	—	158r	325	*	174	—	109	—
Oct.	87	—	—	*	—	*	174	—	109	—
Nov.	88	—	—	157r	—	*	173	—	109	—
Dec.	88	—	—	—	—	*	173	—	109	—
1945: Jan.	89	—	—	—	—	*	174	—	109	—

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

(Base: 1929 = 100)

Country	EUROPE (<i>cont.</i>)									
	Hungary	Ireland	Iceland	Italy	Latvia	Lithuania	Luxembourg	Norway	Netherlands	Poland
Town or no. of localities	Budapest	120	Reykjavik	50	Riga	104	9	31	Amsterdam	Warsaw
Original base (= 100)	1913	July 1914	Jan.-Mar. 1939	June 1928	1930	1913	1914	July 1938	Oct. 1923-Sept. 1924	1928
<i>Cost of living</i>										
Composition of the index	a-d	a-e	a-e	a-e	a-e	a-e	a-c	a-e	a-e	a-e
1929	100	100	*	100	*	100	100	100	100	100
1930	91	97	*	97	100	89	102	97	96	92
1931	86	91	*	87	94	83	91	92	90	82
1932	83	89	*	83	86	71	79	90	84	74
1933	77	86	*	80	79	61	79	89	83	67
1934	76	87	*	76	77	57	76	89	83	62
1935	78	89	*	77	76	50	74	91	81	60
1936	82	91	*	83	77	51	75	93	79	58
1937	88	97	*	91	84	56	79	100	82	62
1938	88	98	*	98	90	57	81	103	83	61
1939	87	101	100	102	94	60	81	105	83	61 ¹
1940	94	117	131	119	*	*	*	122	92	*
1941	111	128	163	138	*	*	*	143	—	*
1942	129	142	212	162 ¹	*	*	*	152	—	*
1943	152	160	256	*	*	*	*	155	—	*
1944	—	168	—	*	*	*	*	—	—	*
1944: Jan.	171	*	263	*	*	*	*	157	—	*
Feb.	—	168	265	*	*	*	*	157	—	*
Mar.	—	*	266	*	*	*	*	157	—	*
April	—	*	270	*	*	*	*	157	—	*
May	—	166	268	*	*	*	*	157	—	*
June	—	*	266	*	*	*	*	158	—	*
July	—	*	266	*	*	*	*	158	—	*
Aug.	—	168	272	*	*	*	*	158	—	*
Sept.	—	*	271	*	*	*	*	—	—	*
Oct.	—	*	271	*	*	*	*	157	—	*
Nov.	—	168	273	*	*	*	*	157	—	*
Dec.	—	*	—	*	*	*	*	157	—	*
1945: Jan.	—	*	—	*	*	*	*	—	—	*
<i>Food</i>										
1929	100	100	*	100	*	100	100	100	100	100
1930	85	95	*	94	100	80	100	96	93	86
1931	78	87	*	82	98	71	85	88	84	76
1932	74	83	*	78	74	58	69	85	73	67
1933	65	78	*	73	71	49	70	83	74	60
1934	62	80	*	70	58	46	66	84	76	54
1935	66	83	*	72	56	38	65	87	73	51
1936	70	87	*	77	58	41	66	91	74	50
1937	76	92	*	85	74	48	71	100	78	56
1938	77	94	*	92	78	48	74	104	80	54
1939	75	96	100	96	80	49	74	106	80	*
1940	85	108	141	113	*	*	*	127	—	*
1941	106	119	194	136	*	*	*	152	—	*
1942	123	132	274	172 ¹	*	*	*	158	—	*
1943	155	146	328	*	*	*	*	160	—	*
1944	—	155	—	*	*	*	*	—	—	*
1944: Jan.	180	*	331	*	*	*	*	160	—	*
Feb.	—	156	331	*	*	*	*	160	—	*
Mar.	—	*	330	*	*	*	*	160	—	*
April	—	*	338	*	*	*	*	161	—	*
May	—	151	331	*	*	*	*	161	—	*
June	—	*	329	*	*	*	*	162	—	*
July	—	*	329	*	*	*	*	162	—	*
Aug.	—	156	342	*	*	*	*	162	—	*
Sept.	—	*	341	*	*	*	*	—	—	*
Oct.	—	*	341	*	*	*	*	161	—	*
Nov.	—	156	341	*	*	*	*	161	—	*
Dec.	—	*	—	*	*	*	*	161	—	*
1945: Jan.	—	*	—	*	*	*	*	—	—	*

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

¹ June. ² Jan.-July.

(Base: 1929 = 100)

Country	EUROPE (concl.)								OCEANIA	
	Portugal	Rumania	Sweden	Switzer-land	Czecho-slovakia	Turkey	Yugoslavia		Aus-tralia	New Zealand
		C.S.I. ²	Soc. ⁴				N.B. ⁸	C.L. ⁹		
Town or no. of localities	Whole country	Bucha-rest	49	34	Prague	Ista bul	Bel-grade	3 (Croa-t. & Slov.) ¹⁰	30	4-25
Original base (= 100)	June 1914	1933	VII 1914	June 1914	July 1914	Jan.-June 1914	1926	July 1914	1923-1927	1926-1930
Cost of living										
Composition of the index	a, b, c	a-e	a-e	a-d	a-e	a-e	a-c, e	a-e	a-e	a-e
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	97	98	98	92	92	92	95	98
1931	84	*	94	93	93	87	87	85	85	90
1932	83	*	92	86	92	85	81	77	81	84
1933	83	100	91	81	91	76	79	66	78	79
1934	83	95	92	80	90	75	75	61	80	81
1935	84	102	93	80	92	69	74	60	81	83
1936	86	108	93	81	93	70	74	61	83	86
1937	89	116	97	85	94	71	78	65	85	92
1938	86	128	99	85	99	70	87	69	87	95
1939	81	138	101	86	106 ⁸	71	90	71	89	98
1940	85	198	116	94	*	78	117	93	93	103
1941	96	208 ⁸	131	108	*	93	—	126	98	107
1942	117	—	141	120	*	149	—	—	106	110
1943	132	—	142 ⁹	126	*	203	—	—	110	113 ¹¹
1944	—	—	143	129	*	—	—	—	—	—
1944: Jan.	132	—	*	128	*	207	—	—	*	*
Feb.	133	—	*	128	*	217	—	—	109 ¹¹	*
Mar.	134	—	143	128	*	215	—	—	*	113 ¹¹
April	134	—	*	129	*	215	—	—	*	*
May	135	—	*	129	*	214	—	—	109 ¹¹	*
June	136	—	142	129	*	213	—	—	*	113 ¹
July	136	—	*	130	*	215	—	—	*	*
Aug.	136	—	*	129	*	214	—	—	110 ¹¹	*
Sept.	137	—	143	129	*	—	—	—	*	113 ¹
Oct.	138	—	*	129	*	—	—	—	*	*
Nov.	—	—	*	129	*	—	—	—	—	*
Dec.	—	—	143	129	*	—	—	—	—	—
1945: Jan.	—	—	*	130	*	—	—	—	—	*
Food										
	¹							¹²		
1929	100	*	100	100	100	100	100	100	100	100
1930	95	*	93	97	94	83	90	91	90	96
1931	84	*	86	90	86	72	85	83	79	83
1932	83	*	84	80	82	66	77	76	77	77
1933	83	100	81	75	79	55	73	64	72	72
1934	83	95	83	74	76	59	69	60	75	76
1935	84	107	87	73	79	57	69	60	77	82
1936	86	118	89	77	81	60	70	62	79	86
1937	89	123	93	83	81	61	74	67	82	94
1938	86	135	96	83	83	59	83	74	85	98
1939	81	143	100	85	100 ⁷	62	85	75	89	104
1940	85	207	113	94	114	73	105	103	90	108
1941	96	311 ⁸	130	112	131	95	—	148	91	109
1942	117	—	140	128	162	182	—	—	99	111
1943	132	—	138	135	195	268	—	—	99	*
1944	—	—	137	138	—	—	—	—	—	*
1944: Jan.	132	—	137	137	218	259	—	—	98	*
Feb.	133	—	137	137	—	266	—	—	98	*
Mar.	133	—	136	137	—	261	—	—	98	*
April	134	—	136	138	—	260	—	—	98	*
May	135	—	136	138	—	259	—	—	98	*
June	136	—	135	139	—	257	—	—	99	*
July	136	—	137	139	—	260	—	—	100	*
Aug.	136	—	137	138	—	257	—	—	99	*
Sept.	137	—	138	138	—	—	—	—	99	*
Oct.	138	—	137	138	—	—	—	—	—	*
Nov.	—	—	137	138	—	—	—	—	—	*
Dec.	—	—	135	138	—	—	—	—	—	*
1945: Jan.	—	—	—	138	—	—	—	—	—	*

Composition of the indices: a = Food; b = Fuel and light; c = Clothing; d = Rent; e = Miscellaneous.
¹ Including heating and lighting. ² Central Statistical Institute. ³ Jan.-Aug. ⁴ Social Board. ⁵ New index linked to old. ⁶ Jan.-July. ⁷ Slovakia only; Jan. 1939 = 100. ⁸ National Bank. ⁹ Chamber of Labour. ¹⁰ Since Mar. 1941: Zagreb only. ¹¹ Quarterly averages. ¹² Including heating. ¹³ New special wartime price index with base Dec. 1942 = 100, spliced by I.L.O. to old retail price series.

Retail Prices in Certain Countries in October 1943

In 1943 the International Labour Office undertook a further enquiry into retail prices of certain foodstuffs and articles of fuel.¹ The results are given in the following table for October 1943 (or some neighbouring date) in 29 countries. With a few exceptions, these countries are the same as those included in the preceding enquiry; Southern Rhodesia, Brazil, and Belgium have been added. The countries included in 1942 but omitted from the series for October 1943 owing to lack of data are Newfoundland, Bolivia, Colombia, China, and Rumania.

The data have been collected by the competent national or municipal statistical services, and in the majority of cases have been communicated by them directly to the Office; in other cases they have been taken by the Office from official publications.

The articles whose prices are recorded, it should be noted, may not always be of the same quality in the different countries or even in different towns in the same country. A complication arising out of war conditions is that in some countries articles are rationed and supplies may not always be available in the quantities desired at these prices. Furthermore, the prices themselves may be officially regulated, and in some cases unofficial prices of the so-called black markets may exist in addition to the official prices. Prices for these countries must therefore be considered as subject to special reservations.

In most cases prices are given for the capital or the most important town in each country; in cases where prices have been furnished for a number of towns in a country, averages—unweighted arithmetical averages computed by the Office—are presented.²

¹ For the results of the last enquiry, cf. *International Labour Review*, Vol. L, No. 1, July 1944, pp. 130-135: "Retail Prices in Certain Countries in October 1942".

² The towns for which averages are computed are the following: *Union of South Africa*: Cape Town, Witwatersrand; *Canada*: Halifax, Ottawa, Toronto, Vancouver, Winnipeg; *United States*: Baltimore, Boston, Denver, Los Angeles, New Orleans, Philadelphia, St. Louis, San Francisco; *Argentina*: Córdoba, La Plata, Mendoza, Santa Fe; *Brazil*: Belém, Belo Horizonte, Curitiba, Fortaleza, Niterói, Porto Alegre, Recife, Salvador; *Chile*: Concepción, Valparaíso; *Mexico*: Guadalajara, Monterrey, Puebla, Torreón; *Peru*: Arequipa, Cuzco, Iquitos, Puno, Trujillo; *Palestine*: Haifa, Jaffa, Jerusalem; *Bulgaria*: Plovdiv, Sofia; *Great Britain*: Birmingham, Bristol, Glasgow, Leeds, London, Manchester, Newcastle; *Ireland*: Cork, Dublin, Dundalk; *Portugal*: Castelo Branco, Coimbra, Évora, Faro, Oporto, Vila Real; *Sweden*: Göteborg, Malmö, Stockholm; *Switzerland*: Basle, Bern, Geneva, Zurich; *Turkey*: Ankara, Smyrna; *Australia*: Melbourne, Sydney.

**AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF ORDINARY CONSUMPTION
(FOOD AND FUEL) IN DIFFERENT TOWNS IN OCTOBER 1943**

Article	Unit	AFRICA		AMERICA					
		Southern Rhodesia	Union of South Africa	Canada		United States			Argentina
		Salisbury	2 towns	Montreal	5 towns	New York	Chicago	8 towns	Buenos Aires
		Pence	Pence	Cents	Cents	Cents	Cents	Cents	Pesos
1 Wheat bread.....	Kg.	8.81	6.5	13.23	17.20	21.2	16.8	20.0	0.30
2 Rye bread.....	"	*	*	*	*	22.9	20.1	22.7	0.60 ¹⁴
3 Flour (wheat).....	"	9.22	6.2 ¹	8.38	9.13	13.5	13.1	13.8	0.20
4 Oatmeal or rolled oats..	"	33.07	12.9	11.90	12.57	18.7	18.3	19.8	*
5 Rice.....	"	13.78	19.3	*	*	27.6	29.3	28.0 ¹⁴	0.59
6 Macaroni.....	"	*	*	*	*	35.1	29.8	34.7	0.533
7 Beef { 1st quality.....	"	26.46	49.4 ²	88.40	89.95	73.4	74.1	75.6	1.15
2nd quality.....	"	13.22	25.8 ³	95.68	89.46	61.7	61.3	66.8	0.85
8 Pork { 1st quality.....	"	33.07	44.44	73.41	80.20	83.3	81.8	85.3	0.85
2nd quality.....	"	*	33.0 ⁵	59.52	63.98	*	*	*	0.80
9 Mutton { 1st quality.....	"	47.40	32.4 ⁶	85.76	84.52	89.9	85.3	88.7	1.00
2nd quality.....	"	*	26.1 ⁷	*	*	*	*	*	0.50
10 Veal { 1st quality.....	"	26.46	*	57.98	68.83 ¹⁵	103.6	96.1	104.5 ¹⁵	0.80
2nd quality.....	"	*	60.4 ⁸	*	*	76.5	78.5	81.1 ¹⁵	0.70
11 Ham.....	"	*	*	*	*	89.9	92.4	95.4	*
12 Bacon.....	"	41.67	57.5	100.97	104.45	*	*	*	0.95 ¹⁵
13 Smoked fish.....	"	*	*	*	*	*	*	*	0.97 ¹⁵
14 Margarine.....	"	*	*	*	*	50.9	50.3	55.8 ¹⁵	0.505 ¹⁵
15 Lard.....	"	34.61	36.6	41.45	40.26	41.2	42.5	42.9	0.95 ¹⁵
16 Olive oil.....	"	*	*	*	*	*	*	*	0.92 ²⁰
17 Milk (unskimmed).....	Lit.	6.16	7.7	9.24	8.89	18.0	18.5	15.8	0.18
18 Single cream.....	"	52.82	*	*	*	*	*	*	0.183 ¹⁵
19 Butter (table).....	Kg.	52.91	48.5 ⁹	84.44	87.17	111.3	110.7	113.0	1.50
20 Cheese (ord. qual.).....	"	39.68	41.9 ¹⁰	74.30	77.65	76.7	75.0	86.3 ^{15 17}	0.96
21 Eggs (fresh).....	1	1.83	2.15	4.85	4.63	5.9	5.5	5.6	0.058
22 Peas (dried).....	Kg.	*	14.0	13.89	15.04	*	*	*	0.493
23 White or red haricot beans	"	6.55	12.2	*	*	25.6	21.6	23.1	0.443 ¹⁵
24 Potatoes.....	"	5.56	4.6	6.36	6.31	9.0	8.9	9.1	0.20
25 Green or red cabbage.....	"	*	6.5	*	*	9.7	9.0	9.9	0.14 ²¹
26 Apples (home produce).....	"	*	18.7	*	*	20.7	26.7	22.6	1.38 ¹⁵
27 Prunes (dried).....	"	37.48	37.9	31.31	30.86	36.2 ¹⁷	39.5 ¹⁷	36.8 ^{15 17}	1.20 ¹⁵
28 Jam (ordinary quality).....	"	20.94	15.5	*	84.44 ¹⁸	*	*	*	*
29 Sugar (white granulated).....	"	7.77	7.6 ¹¹	17.64	18.56	14.6	15.2	15.0	0.40
30 Chocolate, cooking.....	"	*	*	*	*	*	*	*	0.42
31 Coffee, roast. (ord. qual.).....	"	58.42	41.9	102.07	94.31	66.1	66.6	67.5	1.77
32 Chicory.....	"	*	*	*	*	*	*	*	1.557 ¹⁵
33 Tea.....	"	52.47	82.6 ¹²	175.05	168.78	205.5	216.1	223.2 ¹⁵	*
34 Cocoa.....	"	70.99	*	*	*	*	*	47.6 ¹⁵	0.12 ¹⁵
35 Salt (cooking).....	"	4.85	3.6	*	*	*	*	*	1.22 ¹⁵
36 Beer (ordinary quality).....	Lit.	*	*	*	*	*	*	*	*
37 Wine (ordinary quality).....	"	*	*	*	*	*	*	*	0.47
38 Firewood (fir).....	100 kg.	18.83	70.4 ¹³	*	*	*	*	*	0.407 ¹⁵
39 Coal (household).....	"	52.91	47.0	187.06 ¹⁴	132.88 ^{15 16}	95.90 ¹⁸	116.98 ¹⁸	127.32 ¹⁹	12.00
									11.00 ¹⁴

¹ Meal. ² Average: fillet and rumpsteak. ³ Average: sirloin and topside gravy. ⁴ Average: chops and leg. ⁵ Shoulder. ⁶ Average: leg and loin. ⁷ Average: shoulder, rib and flank. ⁸ Raw. ⁹ 1st grade, creamery. ¹⁰ Cheddar. ¹¹ 1st grade, refined. ¹² Black, Ceylon or India. ¹³ Various woods. ¹⁴ Anthracite: all sales taxes included. ¹⁵ Average calculated for fewer towns than indicated in the heading. ¹⁶ Price of bituminous coal; price of anthracite (2 towns): 178.80 cents. ¹⁷ Data for Sept. 1943. ¹⁸ Price of bituminous coal; price of anthracite, including 1 per cent. sales tax: New York, 144.8 cents; Chicago, 177.91 cents. ¹⁹ Bituminous coal (average for 7 towns); sales tax to be added as follows: Denver and St. Louis, 2 per cent.; Los Angeles and San Francisco, 2.5 per cent.; New Orleans, 3 per cent. Price of anthracite (average for 4 towns): 151.13 cents; sales tax to be added: St. Louis, 2 per cent. ²⁰ Calculated on the basis of prices per litre, at the rate of 0.9 kg. per litre. ²¹ Calculated on the basis of prices per unit, at the rate of 1.542 kg. per unit.

**AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF ORDINARY CONSUMPTION
(FOOD AND FUEL) IN DIFFERENT TOWNS IN OCTOBER 1943 (cont.)**

Article	Unit	AMERICA (cont.)							
		Brazil			Chile		Cuba		Guatemala
		Rio de Janeiro	São Paulo	8 towns	Santiago	2 towns	Havana	30 towns	Guatemala
		Cruzeiros	Cruzeiros	Cruzeiros	Pesos	Pesos	Pesos	Pesos	Quetzals
1 Wheat bread.....	Kg.	1.62	1.60	2.10	4.20	3.53	0.22 ⁸	0.22 ⁸	0.22
2 Rye bread.....	"	1.70	*	2.36 ⁴	4.00	*	*	*	*
3 Flour (wheat).....	"	1.98	1.60	2.16	2.87	3.08	*	*	0.56
4 Oatmeal or rolled oats.....	"	4.41	6.40	7.82 ⁴	8.00	7.75	*	*	*
5 Rice.....	"	2.08	1.80	2.23	3.20	3.68	0.25 ⁸	0.28 ⁸	0.50
6 Macaroni.....	"	2.18	2.30	2.80	6.20	5.95	*	0.37 ⁸	0.22
7 Beef { 1st quality.....	"	3.50	3.50	3.65	12.80	14.14	*	0.26 ⁸	0.30
{ 2nd quality.....	"	1.90	3.00	2.86 ⁴	*	*	*	0.60 ⁸	0.22
8 Pork { 1st quality.....	"	6.64	6.00	5.16	24.00	27.00	*	*	0.44
{ 2nd quality.....	"	*	5.50	4.93 ⁴	23.00	25.80	*	*	0.26
9 Mutton { 1st quality.....	"	6.71	6.00	5.55	19.60	14.20	*	*	0.28
{ 2nd quality.....	"	*	*	5.13 ⁴	16.50	12.15	*	*	*
10 Veal { 1st quality.....	"	5.67	6.00	4.55 ⁴	21.60	13.00	*	*	*
{ 2nd quality.....	"	3.80	4.00	4.63 ⁴	15.80	9.75	*	*	*
11 Ham.....	"	29.00	*	23.00	32.00	29.50	1.32 ⁸	1.50 ⁸	1.09
12 Bacon.....	"	7.06	5.50	6.65	20.00	20.00	0.59 ⁸	0.64 ⁸	*
13 Smoked fish.....	"	2.89	12.00	12.20 ⁴	20.00	19.25	*	*	0.54
14 Margarine.....	"	9.38	*	10.10 ⁴	20.00	20.00	*	*	*
15 Lard.....	"	7.38	8.50	8.55	16.08	16.89	*	0.58 ⁸	0.87
16 Olive oil.....	"	50.20	6.00	31.47 ⁴	42.50	41.50	*	*	3.33 ⁸
17 Milk (unskimmed).....	Lit.	1.10	1.40	1.39	2.60	2.30	0.11	0.08	0.10
18 Single cream.....	"	10.64 ¹	*	8.81 ^{1,4}	*	*	*	*	0.45
19 Butter (table).....	Kg.	14.24	14.00	19.35	28.67	32.22	1.10 ⁸	1.14 ⁸	0.87
20 Cheese (ord. qual.).....	"	*	10.00	14.60 ⁴	25.58	28.90	*	*	0.54
21 Eggs (fresh).....	l	0.41	0.30	0.37	0.98	0.92	0.04	0.04	0.025
22 Peas (dried).....	Kg.	6.75	4.00	6.63	4.20	4.10	*	*	*
23 White or red haricot beans.....	"	1.41	1.80	1.55	3.16	3.60	0.23 ⁸	0.25 ⁸	*
24 Potatoes.....	"	1.92	2.00	2.13	1.01	0.97	*	0.18 ⁸	0.07
25 Green or red cabbage.....	"	0.071 ²	0.26 ²	*	1.00 ²	0.98 ²	*	*	*
26 Apples (home produce).....	"	*	*	13.00 ⁴	4.40 ⁸	*	*	*	0.33
27 Prunes (dried).....	"	24.33	*	23.86 ⁴	4.00	4.00 ⁴	*	*	0.87
28 Jam (ordinary quality).....	"	4.70	4.40	5.71	12.00	12.00	*	*	0.33
29 Sugar (white granulated).....	"	1.49	2.10	2.16	3.61	3.60	0.14 ⁸	0.15 ⁸	0.09
30 Chocolate, cooking.....	"	7.10	6.00	5.87	32.00	32.00	*	*	0.26
31 Coffee, roast. (ord. qual.).....	"	3.97	6.50	5.40	13.93	14.26	0.85	0.85 ⁸	0.26
32 Chicory.....	"	*	*	*	4.00	*	*	*	*
33 Tea.....	"	2.60	6.86	4.27 ⁴	91.40	91.30	*	*	*
34 Cocoa.....	"	18.68	*	6.03 ⁴	8.00	7.35	*	*	0.22
35 Salt (cooking).....	"	0.58	0.70	0.90	0.76	0.67	*	*	0.04
36 Beer (ordinary quality).....	Lit.	1.90	*	6.06 ⁴	3.20	3.60	0.34 ⁷	0.35 ⁷	0.25
37 Wine (ordinary quality).....	"	3.25	*	4.60 ⁴	4.00	3.80	*	*	1.00
38 Firewood (fir).....	100 kg.	10.00 ⁸	15.00 ⁸	6.11 ^{4,8}	40.80	39.50	*	*	*
39 Coal (household).....	"	69.00	*	42.07 ⁴	132.00	130.00	*	*	1.20

¹ Calculated on the basis of prices per kg., at the rate of 0.719 kg. per litre. ² Calculated on the basis of prices per unit, at the rate of 1.542 kg. per unit. ³ Calculated on the basis of prices per m³, at the rate of 400 kg. per m³. ⁴ Average calculated for fewer towns than indicated in the heading. ⁵ Calculated on the basis of prices per unit, at the rate of 8.8 units per kg. ⁶ Calculated on the basis of prices per Spanish pound, at the rate of 0.46 kg. per pound. ⁷ Calculated on the basis of prices per bottle, at the rate of 0.725 litre per bottle. ⁸ Calculated on the basis of prices per litre, at the rate of 0.9 kg. per litre.

**AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF ORDINARY CONSUMPTION
(FOOD AND FUEL) IN DIFFERENT TOWNS IN OCTOBER 1943 (cont.)**

Article	Unit	AMERICA (cont.)							ASIA	
		Mexico		Peru		Sal- vador	Uru- guay	Vene- zuela	Palestine	
		Federal District	4 towns	Lima	5 towns	San Sal- vador	Monte- video ⁸	Caracas	3 towns	
									Arab markets	Jewish markets
		Pesos	Pesos	Soles	Soles	Colonos	Pesos	Pesos	Mils	Mils
1 Wheat bread.....	Kg.	0.83	0.77	0.67	0.67 ¹	*	0.16	1.50	32.3	33
2 Rye bread.....	"	0.88	*	*	*	*		1.30	*	*
3 Flour (wheat).....	"	0.47	0.49	0.47	0.62	0.54	0.13	0.85	27	27
4 Oatmeal or rolled oats...	"	0.93	*	2.00	0.92 ¹	*	*	*	*	*
5 Rice.....	"	0.48	0.05	0.48	0.81	0.23 ⁴	0.22	1.15	38	38
6 Macaroni.....	"	0.80	*	0.70	0.87	*	0.20	1.15	95	95
7 Beef {1st quality.....	"	1.60	2.02	1.98	1.15	0.65	*	1.80	*	458
{2nd quality.....	"	1.40	1.38	1.60	0.92		0.20	1.20	*	
8 Pork {1st quality.....	"	2.84	2.45	1.70	1.28	0.96	*	2.75	*	312
{2nd quality.....	"	2.60	*	*	1.00 ¹		*	2.50	*	
9 Mutton {1st quality.....	"	2.62	2.20	1.80	1.15 ¹	*	*	*	*	800 ¹⁰
{2nd quality.....	"	2.40	*	1.05	0.97 ¹	*	*	*	*	
10 Veal {1st quality.....	"	3.80	*	1.30	*	*	*	*	*	800 ¹⁰
{2nd quality.....	"	2.50	*	*	*	*	*	*	*	
11 Ham.....	"	8.00	*	10.00	7.50 ¹	*	*	12.00	*	*
12 Bacon.....	"	5.00	*	3.00	1.80 ¹	*	*	3.00	*	*
13 Smoked fish.....	"	1.80	*	*	2.80 ¹	0.93 ¹	0.17 ¹	*	*	242
14 Margarine.....	"	*	*	1.90	1.87 ¹	*	*	*	160	160
15 Lard.....	"	2.59	2.83	2.10	2.45	1.61	0.29 ⁷	3.25	344 ¹⁰	*
16 Olive oil.....	"	13.67	7.53 ¹	6.00	*	*	*	3.61 ⁹	213.7	295
17 Milk (unskimmed).....	Lit.	0.41	0.35	0.60	0.26	0.14	0.13	0.70	59	59
18 Single cream.....	"	2.00	*	12.00	*	*	*	*	*	*
19 Butter (table).....	Kg.	3.77	4.45	6.00	5.31 ¹	1.83	*	6.75	*	1,100
20 Cheese (ord. qual.).....	"	2.93	3.30	5.00	3.27 ¹	0.43	0.90	4.50	366	212
21 Eggs (fresh).....	1	0.16	0.18	0.35	0.17	0.06	0.03	0.25	17.5	17.5
22 Peas (dried).....	Kg.	*	*	0.18	0.76 ¹	0.61	*	*	*	*
23 White or red haricot beans	"	0.36	0.29	0.38	0.62	0.29	*	1.25	83.7	86.3
24 Potatoes.....	"	0.32	0.25	0.33	0.33	0.22	0.25	1.10	50.3	50.3
25 Green or red cabbage.....	"	0.38	*	0.23 ²	0.10 ⁸	*	*	0.50	*	*
26 Apples (home produce).....	"	1.50	*	1.76 ⁸	0.88 ⁸	*	*	*	188.3	256.3
27 Prunes (dried).....	"	*	*	6.00	4.50 ¹	*	*	6.00	*	*
28 Jam (ordinary quality).....	"	0.85	*	4.35	4.96 ¹	*	*	*	*	154
29 Sugar (white granulated).....	"	0.48	0.51	3.00	2.21 ¹	0.26	0.30	0.80	42	42
30 Chocolate, cooking.....	"	2.25	2.17 ¹	0.65	0.77	*	*	2.50 ⁴	*	*
31 Coffee, roast. (ord. qual.).....	"	1.80	1.70	3.37	1.52 ¹	0.70 ⁴	0.93	1.60	463	434
32 Chicory.....	"	0.90	*	*	*	*	*	*	*	*
33 Tea.....	"	*	*	10.35	9.20 ¹	*	*	*	500	500
34 Cocoa.....	"	3.40	*	1.85	3.75 ¹	0.87	*	1.25	*	390
35 Salt (cooking).....	"	0.18	0.26	0.12	0.12	0.15	*	0.25	13.3	13.3
36 Beer (ordinary quality).....	Lit.	0.39	0.60 ¹	0.60	0.68 ¹	*	*	1.50	72	72
37 Wine (ordinary quality).....	"	1.80	2.25 ¹	0.68	1.05 ¹	*	0.19	2.50	108 ¹	93
38 Firewood (fir).....	100kg.	8.00	6.00 ¹	9.20	6.80 ¹	*	*	*	866.7	*
39 Coal (household).....	"	1.00	13.25	0.18	0.28	*	9.00 ⁸	14.00	1,133	1,133

¹ Average calculated for fewer towns than indicated in the headings. ² Calculated on the basis of prices per unit, at the rate of 1.542 kg. per unit. ³ Calculated on the basis of prices per unit, at the rate of 8.8 units per kg. ⁴ Average: 1st and 2nd quality. ⁵ Fresh fish. ⁶ Data for Sept. 1943. ⁷ Suet. ⁸ Charcoal. ⁹ Calculated on the basis of prices per litre, at the rate of 0.9 kg. per litre. ¹⁰ Data for Feb. 1944.

**AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF ORDINARY CONSUMPTION
(FOOD AND FUEL) IN DIFFERENT TOWNS IN OCTOBER 1943 (cont.)**

Article	Unit	EUROPE							
		Germany	Belgium	Bulgaria	Denmark	Finland	France	Great Britain	Ireland
		Berlin ¹	Whole country	2 towns ¹	Copenhagen	Helsinki	Paris ¹²	7 towns	3 towns ¹⁷
		Marks	Francs	Leva	Kr.	F. marks	Francs	Pence	Pence
1 Wheat bread.....	Kg.	0.32	3.22	13 ⁸	1.27	8.30	3.70	4.96	7.16
2 Rye bread.....	"	"	"	"	0.30	6.00	"	"	"
3 Flour (wheat).....	"	0.43	"	"	0.70	7.25	6.75	5.62	6.82
4 Oatmeal or rolled oats.....	"	"	"	"	0.83	7.55	"	7.28	11.65 ¹⁸
5 Rice.....	"	"	"	23	"	"	11.38	14.33 ¹⁴	"
6 Macaroni.....	"	"	6.50	"	"	"	"	"	"
7 Beef { 1st quality.....	"	1.69	34.00	58	4.11	29.00	54.00	35.3	45.64
8 Pork { 2nd quality.....			24.00		2.60	"	20.00	22.0	36.00
9 Mutton { 1st quality.....	"	1.60	34.00	"	2.50	35.50	"	"	52.54
10 Veal { 2nd quality.....			"		"	"	"	"	"
11 Ham.....	"	2.00	"	54 ⁹	"	32.50	60.00	39.7	48.50
12 Bacon.....	"	"	"	"	"	"	34.00	17.6	33.44
13 Smoked fish.....	"	2.00	15.00	90	"	"	42.00	"	"
14 Margarine.....	"	"	"	"	2.88	"	24.00	"	"
15 Lard.....	"	"	"	"	2.57	"	"	"	59.52 ⁹
16 Olive oil.....	"	2.12	"	"	3.49	"	"	47.84	56.94
17 Milk (unskimmed).....	Lit.	"	"	"	2.85	"	"	"	55.84
18 Single cream.....	"	"	40.00	"	"	"	"	11.02	"
19 Butter (table).....	"	2.08	"	90	4.31	"	"	19.84	"
20 Cheese (ord. qual.).....	"	"	"	"	"	"	"	"	"
21 Eggs (fresh).....	1	0.26	2.40	15 ⁹	0.42	3.60	3.80	7.92	7.30
22 Peas (dried).....	Kg.	"	"	"	3.10	16.00	"	"	51.57
23 White or red haricot beans.....	"	3.60	41.50 ⁸	228	4.50	54.00	66.00	44.09	"
24 Potatoes.....	"	"	8.40 ⁸	38	3.42	"	46.20	28.66	"
25 Green or red cabbage.....	"	0.12	1.60	5.20	0.22	2.21	3.30	1.88 ¹⁵	3.83
26 Apples (home produce).....	"	"	6.80 ⁴	"	"	"	16.00 ⁴	12.13	32.34
27 Prunes (dried).....	"	"	6.20	12.75	"	"	15.20	12.79	33.07
28 Jam (ordinary quality).....	"	0.18	1.30	17.75	0.26	2.33	2.53	2.20	3.31
29 Sugar (white granulated).....	"	"	"	"	0.17	4.05	"	"	4.37 ¹⁹
30 Chocolate, cooking.....	"	"	"	"	0.99	"	"	"	"
31 Coffee, roast. (ord. qual.).....	"	"	"	39	"	"	"	"	4.96 ⁹
32 Chicory.....	"	"	17.33	"	"	"	"	27.12 ¹⁶	33.07
33 Tea.....	"	0.74	7.90	32	0.56	22.20	12.40	8.82	11.02
34 Cocoa.....	"	"	"	"	"	"	40.00	"	"
35 Salt (cooking).....	"	"	7.40 ⁸	"	3.34	"	30.00 ¹³	57.32	76.43
36 Beer (ordinary quality).....	Lit.	"	5.80	"	2.24	"	"	"	"
37 Wine (ordinary quality).....	"	"	"	"	12.57	"	"	71.87	105.82
38 Firewood (fir).....	100 kg.	"	"	6	0.25	2.13	3.60	28.44	48.50
39 Coal (household).....	"	1.56	3.30 ⁴	40	0.35	3.67	3.90	"	10.29
		"	"	38	"	"	7.28	"	14.96
		"	"	151.12	22.00	59.75	"	"	"
		"	"	"	10.24 ¹⁰	"	90.00	83.77	"

¹ Data for Aug. 1943. Source: *Bulletin de la Statistique générale de la France*, Nov. 1943. ² Farm butter. ³ Made from skimmed milk. ⁴ Split peas. ⁵ Barley coffee. ⁶ Price per bottle, 2nd quality. ⁷ Data for June 1943. ⁸ Average: 1st and 2nd quality. ⁹ Average calculated for fewer towns than indicated in the heading. ¹⁰ Calculated on the basis of prices per hectolitre, at the rate of 75 kg. per hl. ¹¹ Calculated on the basis of prices per kg., at the rate of 17.5 units per kg. ¹² Data for Sept. 1943. ¹³ National mixture, 10 per cent. coffee. ¹⁴ Imported; average of two prices. ¹⁵ Average: small and large eggs. ¹⁶ Average: plum and strawberry. ¹⁷ Data for 15 Nov. 1943. ¹⁸ Average: flake and pinhead. ¹⁹ Calculated on the basis of prices per unit, at the rate of 1.542 kg. per unit.

**AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF ORDINARY CONSUMPTION
(FOOD AND FUEL) IN DIFFERENT TOWNS IN OCTOBER 1943 (concl.)**

Article	Unit	EUROPE (concl.)						OCEANIA	
		Portugal		Sweden	Switzer- land	Turkey		Aus- tralia	New Zealand
		Lisbon	6 towns	3 towns	4 towns	Istanbul	2 towns	2 towns	Well- ington
		Escudos	Escudos	Kr.	Francs	Piastres	Piastres	Pence	Pence
1 White bread.....	Kg.	2.00	2.00	0.98 ¹	0.55 ⁷	28.75	29.17	6.28	6.06
2 Rye bread.....	"	1.63 ⁴	1.63 ⁴	0.85				*	*
3 Flour (wheat).....	"	4.60	4.38 ⁴	0.35	0.60	*	*	5.13	4.52
4 Oatmeal or rolled oats...	"	*	*	0.80	1.23	*	*	7.84	8.81
5 Rice.....	"	3.65	3.33 ⁴	1.37	1.65	181.67	172.78	*	11.02
6 Macaroni.....	"	5.20	5.32 ⁴	0.82	1.19	*	*	15.43	*
7 Beef {1st quality.....	"	18.80	12.40	3.76	5.54	165.83	115.00	29.60	22.05
2nd quality.....	"	7.60	7.40	2.66	4.94			*	18.19
8 Pork {1st quality.....	"	18.00	17.91	4.23	6.77	*	*	35.89	*
2nd quality.....	"	11.20	10.00 ⁴	1.72	*	*	*	*	*
9 Mutton {1st quality.....	"	12.80	11.43 ⁴	4.87	7.45 ⁸	187.27	167.50	22.70	23.70
2nd quality.....	"	8.00	8.68 ⁴	*	*			*	18.19
10 Veal {1st quality.....	"	18.80	13.83	3.57	7.99 ⁸	*	*	*	*
2nd quality.....	"	8.80	8.45	*	7.07 ^{4,8}	*	*	*	*
11 Ham.....	"	35.00	29.60 ⁴	3.48	*	*	*	*	*
12 Bacon.....	"	13.00	15.98	3.53	8.33	*	*	51.26	40.23
13 Smoked fish.....	"	*	*	2.33	*	*	*	*	33.07
14 Margarine.....	"	*	*	3.00	*	*	*	28.65	*
15 Lard.....	"	14.60	16.08	3.17	5.37	*	*	24.25	*
16 Olive oil.....	"	8.44 ¹	8.93 ^{1,4}	*	2.91	221.17	240.00 ⁴	134.04	*
17 Milk (unskimmed).....	Lit.	2.00	1.90 ⁴	0.30	0.41	51.50 ¹⁰	58.15 ¹⁰	6.60	6.16
18 Single cream.....	"	*	*	1.77	*	*	*	*	*
19 Butter (table).....	Kg.	28.50	28.50	4.55	8.03	474.72 ¹¹	449.83 ¹¹	44.70	39.68
20 Cheese (ord. qual.).....	"	22.00	22.25 ⁴	2.77	4.11	161.27	165.21	36.22	26.46
21 Eggs (fresh).....	l	0.67	0.69	0.22	0.36	7.95	8.38	1.84	1.83
22 Peas (dried).....	Kg.	*	*	0.74	2.12	95.28	79.29	*	*
23 White or red haricot beans	"	3.55 ²	3.60 ^{2,4}	1.38	2.07	88.25	78.13	*	*
24 Potatoes.....	"	1.40	1.42	0.19	0.27	34.50	34.16	2.98	*
25 Green or red cabbage.....	"	0.65 ³	0.35 ⁸	0.24	*	*	*	*	6.61
26 Apples (home produce)...	"	*	*	1.54	0.47	62.22	49.52	46.30	13.23
27 Prunes (dried).....	"	18.00	10.80 ⁴	*	2.96	*	*	29.76	35.27
28 Jam (ordinary quality)...	"	*	*	2.01	*	*	*	35.27	26.46
29 Sugar (white granulated)	"	4.60	4.72	0.62	1.20	257.00	256.50	8.81	8.82
30 Chocolate, cooking.....	"	*	*	4.43	4.56	*	*	*	*
31 Coffee, roast. (ord. qual.)	"	7.60	7.97	5.54	4.56	600.00	600.00	61.73	73.85
32 Chicory.....	"	*	*	*	*	*	*	*	*
33 Tea.....	"	50.00	50.83	14.33	16.13	1,600.00	1,600.00	59.52	101.96
34 Cocoa.....	"	32.00	32.00 ⁴	3.00	3.83 ⁴	*	*	55.12	79.37
35 Salt (cooking).....	"	0.70	0.57	0.27	*	12.00	17.88	2.93	3.86
36 Beer (ordinary quality)...	Lit.	*	*	0.96	*	40.00	40.00	*	*
37 Wine (ordinary quality)...	"	2.30	2.73	*	*	*	*	*	*
38 Firewood (fir).....	100 kg.	40.00	30.00	5.99 ⁸	11.78 ⁸	650.00	704.00	82.67	74.49
39 Coal (household).....	"	95.00	79.17	7.44 ⁸	18.72 ⁹	1,200.00 ¹²	1,610.50 ¹²	85.03 ⁴	*

¹ Calculated on the basis of prices per litre, at the rate of 0.9 kg. per litre. ² Average: red and white. ³ Calculated on the basis of prices per unit, at the rate of 1.542 kg. per unit. ⁴ Average calculated for fewer towns than indicated in the heading. ⁵ Calculated on the basis of prices per m³, at the rate of 400 kg. per m³. ⁶ Calculated on the basis of prices per hectolitre, at the rate of 75 kg. per hl. ⁷ "National" bread. ⁸ Including bones, fat, etc. ⁹ Anthracite. ¹⁰ Calculated on the basis of prices per kg., at the rate of 1.03 kg. per litre. ¹¹ Kitchen butter. ¹² Char-coal.

BIBLIOGRAPHY

Book Notes

NON-OFFICIAL PUBLICATIONS

Regionalism and World Organization. Post-War Aspects of Europe's Global Relationships. American Council on Public Affairs, Institute on World Organization, Washington, D.C., 1944. 152 pp.

A collection of papers whose value lies mainly in their lucid presentation of the problems involved. Prof. Clarence A. Berdahl and Miss Sarah Wambaugh discuss the advantages of regional arrangements regarding currency, tariffs, and certain military and security questions, and emphasise the need of putting such regional agreements within the framework of a world-wide international organisation. Four European scholars—Dr. Jan Hastie of Belgium, Prof. Oscar Jászi of Hungary, Dr. Adolf B. Drucker of Austria, and Dr. Josef Hanč of Czechoslovakia—consider the possibilities of regional solutions against the background of long-time European trends and the probable effects of Europe's experiences with Hitler's "New Order". The volume concludes with two articles on population problems. Dr. Imre Ferenczi advocates a "rational world population policy, based on planning for a synthetic population optimum" through "internationally conceived and democratically executed migration policies", and Dr. Frank Lorimer emphasises the need for "an intensive programme for the promotion of education and technological culture" (industrialisation) in the areas of "colonial economy" with their increasing population pressure.

The Problem of Inter-American Organization. By M. Margaret BALL. Stanford University, California, Stanford University Press; London, Humphrey Milford, Oxford University Press, 1944. vii + 117 pp. \$2.

In surveying "the nature of the Inter-American system, the functions which it performs, and the possibilities for its future development", the author finds a highly complex and unco-ordinated system of agencies whose integration is "desperately needed". She lists 43 agencies in existence, as well as an unspecified number of *ad hoc* arbitral tribunals and conciliation commissions, many of which were established haphazard to perform a variety of political, economic, and social functions. Her suggestions for making the system more orderly are based on an evolution of the present arrangements and involve only one major innovation. Briefly, she would combine the International Conferences of American States and the Meetings of Foreign Ministers, the resulting assemblies to meet annually or biennially and to have as their principal functions the conciliation of disputes and general supervision over the non-political and technical agencies. The specific grant of conciliatory functions to such assemblies is "the only important break with tradition". The non-political and technical agencies would be so centred as to place economic, financial and commercial functions in the Financial and Economic Advisory Committee, social functions in the Pan-American Sanitary Bureau, intellectual co-operation in an Inter-American Committee on Intellectual Co-operation, and juridical functions in the Inter-American Juridical Committee. The Pan-American Union would be expanded and reorganised to serve as the central secretariat of the entire system.

The more systematic arrangement of American regional agencies would also serve the need for closer co-operation with organisations outside the American

system. "An integration of existing inter-American agencies which would both permit more effective activity in purely continental matters and would give promise of constructive co-operation with non-American agencies would seem to offer a better possibility of serving future continental and world needs than does the existing system."

Problèmes d'aujourd'hui. By Louis MARLIO. Montreal, Lucien Parizeau & Compagnie, 1944. 235 pp. \$1.25.

The problems considered in this study are those arising out of exaggerated nationalism on the one hand and of economic liberalism and a planned economy on the other. In the author's opinion, what is needed is a corporative system based, not on economic and political principles, but rather on social principles. The corporation of tomorrow will thus be "a social corporation resulting from the reunion of the representatives of employers' associations and workers' unions". The last chapter discusses the problems of child nutrition in France.

Citizens for a New World. Edited by Erling M. HUNT. Washington, D.C., National Council for the Social Studies, 1944. viii + 186 pp. \$2.

The 14th Yearbook of the National Council for the Social Studies, a department of the National Education Association, which has been planned and published with the co-operation and support of the Carnegie Endowment for International Peace and the Commission to Study the Organization of Peace, and is designed to serve as a guidebook for teachers and for discussion groups and forums. The first two chapters stress the need for planning the peace in order to preserve victory, and discuss the interdependence of nations and the resulting need for co-operation between them. The third surveys the main problems of economic and social rehabilitation after the war (full employment; migration; planning of agricultural production; industrialisation of less developed areas; etc.), and refers briefly to the role which the I.L.O. can play in helping to solve them. Other chapters relate to the need of broad co-operation for the international planning of permanent health services, and to the technical aspects of international organisation; and concrete proposals are made for the more realistic teaching of world affairs in the United States.

Food and the People. By Sir John Boyd ORR. Target for Tomorrow, No. III. London, Pilot Press Ltd., 1943. 56 pp. Illustrated. 3s. 6d.

A discussion of what should be done to achieve the objective outlined by the United Nations Conference on Food and Agriculture: "freedom from want of food" and the abolition of malnutrition. The author discusses "targets" for health, agriculture, industry and trade, and for national and international organisation, in relation to the problem of improving world nutrition. For Great Britain, he suggests a National Food Board, appointed by the Government, to be responsible for providing adequate supplies of the main foodstuffs within the purchasing power of everybody. This plan would involve the nationalisation of the food-importing firms and the big food-processing companies.

The author also reviews British dietary history and points out that on the whole British diets are more nutritious now than ever before. The book contains summaries of recommendations made from time to time by groups concerned with food and nutrition.

Substandard Conditions of Living. A Study of the Cost of the Emergency Sustenance Budget in Five Textile Manufacturing Communities in January-February, 1944. Textile Workers Union of America, C.I.O. (Research Department), New York, 1944. 94 pp.

This study presents the results of the pricing, in five textile manufacturing communities (three northern and two southern) in the United States in early 1944, of the emergency budget drawn up by the Works Progress Administration in 1935, as modified: (a) by substituting the low-cost family food plan of the Bureau of Human Nutrition of the Department of Agriculture; and (b) by including union dues. The purpose of the study was to establish a point of reference for fixing minimum wages for textile workers, for the use of the National War

Labor Board. The report is of especial value in its discussion of detailed methods and techniques for pricing the different elements of the budget. In preparing specifications for the items to be priced and directions for pricing, the assistance of the United States Bureau of Labor Statistics was obtained.

China Enters the Machine Age. By Kuo-Heng SHIH (translated by Hsiao-tung FBI and Francis L. K. Hsu). Cambridge, Mass., Harvard University Press, 1944. xxiv + 206 pp. \$2.50.

The results of a case study, made in 1940 and 1941, of the life of workers in a Government-owned factory in Yunan. Besides providing first-hand information on labour conditions in wartime interior China, the book brings into focus the importance of human factors in China's transition from an agricultural to an industrial economy. The author finds that the difficulties attending the development of modern industry lie "in the general process of the readaptation of a culture". Among the topics investigated are: the sources of supply of skilled and unskilled labour; labour turnover; wages and workers' budgets; social amenities and morale. The book also deals with the industrial labour supply in the interior after the war, especially the social problems involved in the stabilisation of non-local skilled labour and in the recruitment of efficient local workmen. It ends with a general discussion of the prospects of China's modern industry. To prevent the disrupting effects of rapid industrialisation upon social and economic life in the rural areas, the author advocates the nationalisation of heavy industries and power plants where necessary, and the decentralisation of other manufacturing industries in towns and villages, to be organised on a co-operative basis. He concludes that "if we are asked to choose between producing more and better goods at the expense of our social integrity and producing fewer goods of lower quality, we will unhesitatingly choose the latter if by such a choice we will avoid pain and disaster to our people".

The Economic Future of the Caribbean. Edited by E. Franklin FRAZIER and Eric WILLIAMS. Howard University Press, Washington, D.C., 1944. 94 pp.

The papers and account of discussions published in this book constitute the proceedings of a Conference on the Economic Future of the Caribbean, held in 1943 under the auspices of the Division of the Social Sciences of Howard University. Considered as a whole, the papers presented to the conference are concerned rather with the political than with the economic future of the Caribbean, and are uneven in quality. Useful information on the present economic situation is given in the papers on "The Sugar Industry of the Caribbean" and "The Economic Development of the Caribbean". Among other contributions, those on Cuba and Puerto Rico, the West Indies Development and Welfare Organisation, and the Anglo-American Caribbean Commission present many points of interest. Participants in the public discussions agreed that independence should be the ultimate political status for the Caribbean and that economic federation was a necessity; on other questions, such as the applicability of a mandates system to Caribbean dependencies, there was marked disagreement.

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

This book is not, as its title might suggest, an account of the sufferings of the Jewish people, but a readable and well documented sociological study of the migrations that German and other European Jews have had to make because of Nazi persecution and the war. Following a brief survey of Jewish refugees of the first world war, the extent of the present Jewish exodus is considered. The authors do not claim scientific exactitude for their figures, but they estimate that from 1933 to 1943 more than 5,261,000 Jews were at one time or another reduced to the condition of refugees, deportees, or evacuees. Refugees proper are estimated at 811,000 excluding those in the U.S.S.R., but this figure does not include those who died during the ten years. The problems they had to overcome to gain admission to a country of refuge, to obtain legal status, and to start a new life are analysed in detail, country by country, in seven of the fifteen chapters which make up the book. It should be noted that some of these problems, such as those of adaptation to the new country or of change of occupation, are common to nearly all immigrants whether or not they are refugees.

Though many Jewish refugees have succeeded in setting up new homes in their countries of refuge, others were only admitted, or only wished to stay, temporarily while waiting for their fate to be decided after the war. The authors believe that the problem will have to be solved in three ways: repatriation to the country of origin; absorption by the country of temporary refuge; re-emigration to other countries. To overcome the serious obstacles involved, it will be necessary to set up a new international body, subsidised by the different States or by the new world security organisation, which should not only make plans for migration and settlement, but direct their execution. Whether its services should extend to all refugees or only to Jewish refugees is not specified.

The volume concludes with a full bibliography and appendices giving the texts of various documents.

Social Policy and Social Insurance in Palestine. By I. KANIEVSKY, Tel-Aviv, Cooperative Press "Achduth" Ltd., 1943. 34 pp.

The author of this pamphlet, who is the Director of Social Insurance Institutions of the General Federation of Jewish Labour in Palestine and a member of the International Social Insurance Committee, sketches economic developments in Palestine during twenty-two years of Jewish colonisation. In this period the population almost trebled, while the Jewish portion of the population increased eightfold; ten times as much land was under cultivation in 1940 as in 1918 and industrial production increased more than fiftyfold between 1922 and 1942. The General Federation of Jewish Labour in Palestine, whose aim is to develop communal, economic and cultural activities of the working class, has established institutions of mutual aid to provide assistance in cases of sickness, invalidity, old age, death and unemployment. Workmen's compensation is the only form of social insurance binding on employers, and the author considers that the Ordinance now in force is inadequate both in its application and in the type of protection offered. In labour legislation generally, he points out, Palestine lags behind other countries.

Social Security. Its Present and Future Aspects. The Tax Foundation. New York, 1944. viii + 126 pp.

This is a summary of a full report on the financing of social security schemes in the United States prepared by the research staff of the Tax Foundation. Current costs are analysed and future costs estimated, both under the system as it stands now and as it would be modified by the enactment of the Wagner-Murray-Dingell Bill. An examination of the investments of the old-age and survivors' pension fund and the unemployment insurance fund shows that the reserve which has been built up is being converted into a debt held by the public, so that in reality the greater part of the payroll tax is being used for general Federal purposes, and future taxpayers will have to finance future benefits on a current cash basis. It is pointed out that the total social security tax receipts would be adequate to finance all estimated public assistance, general relief, and public health costs, as well as old-age and survivors' benefits and unemployment compensation under the present system, to 1960, and it is suggested that consideration might be given to such a use of the funds as an alternative to the creation of large reserves.

The report contains a comparison of the coverage and benefits provided under the Social Security Act and under the Wagner Bill, and discusses the implications of certain of the new proposals, for example, the formula for Federal subsidies to State assistance schemes, the centralisation of unemployment insurance, and the introduction of a medical care service.

National Health Insurance. A Critical Study. By Hermann LEVY. Cambridge, University Press, 1944. x + 366 pp. 18s.

A contribution to the constructive criticism of British systems of covering social risks which was practically completed before the issue of the Beveridge Report at the end of 1942, its late publication being due to wartime difficulties. The new proposals of the British Government, based on the Beveridge Report, would abolish the existing structure of National Health Insurance, assigning the administration of its cash benefits to a Ministry of National Insurance and its

local agencies, and merging its medical benefit in a National Health Service. The author's criticisms of the present system of National Health Insurance do not lead him to conclude in favour of so radical a change. On the contrary, his main theses result from an unfavourable comparison between the British insurance institutions—approved societies, without geographical basis for cash benefits, and local insurance committees for medical benefit—and the typical institutions of continental Europe—statutory sickness funds, each exclusively responsible for a certain area, in which they are required to organise medical services as well as cash benefits. He recommends a wide and effective autonomy for these territorial funds, which would have power to fix their own contribution rates, and would provide benefits proportionate to wages—in contrast to the existing system of flat-rate contributions and benefits.

La Legislación de Uruguay en materia de accidentes del trabajo y enfermedades profesionales. By Carlos E. GRÜNBERG. Montevideo, Impresora Uruguaya, 1944. 79 pp.

A concise but thorough study of the Uruguayan legislation relating to industrial accidents and occupational diseases in force at the present time, as consolidated by the Act of 1941. After an account of the antecedents of the Act, information is given on its scope, the definition of industrial accidents and occupational diseases, the persons liable for compensation, benefit conditions and rates, the enforcement of the Act, and the financial guarantees required of employers.

Books Received¹

NON-OFFICIAL PUBLICATIONS

International Tribunals, Past and Future. By Manley O. HUDSON. Washington, Brookings Institution, and Carnegie Endowment for International Peace, 1944. xii + 287 pp. \$2.50.

Behind Dumbarton Oaks. By W. L. MORTON. Toronto, Canadian Association for Adult Education, and Canadian Institute of International Affairs, 1945. 28 pp. 10c.

China among the Powers. By David Nelson ROWE. New York, Harcourt, Brace and Company, 1945. x + 205 pp. \$2.75.

L'Italia e l'ordine internazionale. By Luigi STURZO. New York, Giulio Einaudi Editore, 1944. 230 pp.

The Reconstruction of World Agriculture. By Karl BRANDT. New York, N. W. Norton & Company, Inc., 1945. 416 pp. \$4.

Los Planes Económico-Sociales de Postguerra. By Hugo PEREIRA ANABALÓN. Santiago de Chile, Talleres Gráficos "Simiente", 1944. 81 pp.

Public Debt and Taxation in the Postwar World. By William WITHERS. New York, League for Industrial Democracy, 1945. 32 pp. 15c.

Our Economic Problems. By J. D. UNWIN. London, George Allen & Unwin Ltd., 1945. 148 pp. 8s.6d.

Rent, Rates and Housing. The Existing Problems and the Solution. By Noel A. D. WILLSHIRE. Foreword by Harold B. WILLIAMS. London, Estates Gazette, Ltd., 1944. xii + 112 pp.

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

Nuestra Deuda Externa. Suspensión y Reanudación de sus Servicios. By José CARRIL ECHEVARRI. Santiago de Chile, Relampago, 1944. 142 pp.

Chile a través de sus Zonas Geográfico-Económicas. By Santiago CHILCHARRO VALDOSERA. Santiago de Chile, Universidad de Chile, 1944. 238 pp.

Belgium. By John EPPSTEIN. British Survey Handbooks, I. Toronto, Macmillan Company of Canada, 1944. xiv + 111 pp. \$1.

Rumania. By C. KORMOS. British Survey Handbooks, II. Toronto, Macmillan Company of Canada, 1944. vii + 122 pp. \$1.

Four Colonial Questions. How should Britain act? Fabian Research Series. London, Fabian Publications Ltd., and Victor Gollancz Ltd., 1944. 56 pp. 2s.

Social Security, Past—Present—Future? By Gerhard HIRSCHFELD. Washington, American Taxpayers Association, 1944. 116 pp. \$1.

Régimen de Previsión de los Empleados Públicos. By Camilo TAGLE VILLARROEL. Santiago de Chile, Imprenta "Roma", 1944. 148 pp.

Informe sobre Legislación Social. By Carlos AZCARATE Y ROSELL. Havana, 1944. 179 pp.

Economics as Applied to Production and Factory Organization. By A. H. HUCKLE. London, Mitre Press. 139 pp. 15s.

Price Flexibility and Employment. By Oscar LANGE. Bloomington, Indiana. Principia Press, Inc., 1944. ix + 114 pp. \$2.

Report on Demobilization. By James R. MOCK and Evangeline THURBER. Norman, University of Oklahoma Press, 1944. xi + 257 pp. \$3.

A Rural Youth Service. By Désirée EDWARDS-REES. London, J. K. Whitehead, 1944. 112 pp. 3s.6d.

Cooperative Communities at Work. By Henrik F. INFELD. New York, Dryden Press, 1945. 201 pp. \$3.

Compulsory Arbitration of Labor Disputes. Compiled by Julia E. JOHNSON. New York, H. W. Wilson Company, 1945. 258 pp. \$1.25.

Lumber and Labor. By Vernon H. JENSEN. New York, Farrar & Rinehart, Inc., 1945. x + 314 pp. \$3.

ERRATA

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No. 2, February. "Administrative Reorganisation of Labour and Manpower Services in France". Page 212, line 25: for "at least once a month" read "at least every three months".

No. 3, March. "United States Employment Policy". Page 362, table heading, fourth column: delete "Percentage", and insert "millions" under line; page 364, line 15 from bottom: for "10 million jobs" read "60 million jobs".

"Canadian Housing Plans and Legislation". Page 396, line 19 from bottom: after "£250" insert "million".