



INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

THE UNION OF SOUTH AFRICA AND THE RECOMMENDATION ON SOCIAL POLICY IN DEPENDENT TERRITORIES

By letter of 24 April 1945 the Government of the Union of South Africa has informed the International Labour Office of its attitude towards the *Social Policy in Dependent Territories Recommendation, 1944*, which was adopted by the International Labour Conference at its Twenty-sixth Session, held in Philadelphia in April-May 1944.

The Recommendation provides that:

Each Member of the Organisation should, if it approves this Recommendation, notify the Director of the International Labour Office of its acceptance of the general principles set forth in Part I of the Annex; should communicate to the Director at the earliest possible date particulars of the action taken to make effective the minimum standards set forth in Part II of the Annex in respect of each dependent territory for which the Member in question is responsible; and thereafter should report to the International Labour Office from time to time, as requested by the Governing Body, concerning the action taken to give effect to the Recommendation.

The Government of the Union of South Africa informs the Office that "as the Union of South Africa has no dependent territories (the Mandated Territory of South-West Africa not being regarded as falling within this category), it is not directly concerned with the above Recommendation, and the Executive Council accordingly on 19 April 1945 merely took cognisance of it". The Government adds, however, that "the Union concurs in the aim of the Recommendation (*viz.*, the promotion of the well-being and development of the peoples of dependent territories) but is not in agreement with all the provisions". It is also stated that the Recommendation was laid on the table of the House of Assembly on 20 January 1945, and of the Senate on 22 January.

The Government's letter of 24 April 1945 continues with certain particulars concerning the position of "Native labourers" in the Union, as being of interest in connection with some of the provisions of the Recommendation. These particulars relate to the recruiting of workers, contracts of employment, penal sanctions, the prohibition of the employment of children and young persons underground in mines, the health and housing of Native workers, compensation for accidents and industrial diseases, labour inspection services, and industrial organisation.

In a second letter of the same date the Government of the Union gives a summary of the position in the Mandated Territory of South-West Africa in regard to employment in mines.

MR. LÉON JOUHAUX AND THE I.L.O.

The following statement was broadcast to Europe by Mr. Léon Jouhaux, Secretary-General of the French General Confederation of Labour, on 25 June 1945, during the course of the 95th Session of the I.L.O. Governing Body in Quebec.

The International Labour Organisation, the Governing Body of which is at present meeting in Quebec, owes its being to the International Labour Charter which was drawn up during the negotiation of the Treaty of Peace in 1918. Delegates of the workers' organisations of France, Britain, and the United States took part in the drafting of the Charter, which was adopted by the Committee on Part XIII of the Treaty under the chairmanship of Samuel Gompers of the American Federation of Labor. The International Labour Organisation, which held the First Session of the International Labour Conference in Washington in 1919, thus embodied an achievement of the working class, a recognition of its right of association, and a confirmation of its right of direct representation in the discussion and drafting of international labour legislation. It represented a victory of social justice over the exploitation of labour.

The Charter laid down the principles that labour was not a commodity and that the exploitation of workers of any race, colour or religion was one of the causes of war and must give place to a system of free discussion and collective bargaining between direct representatives of workers' and employers' organisations. This was a prelude to the new forms of economic structure which are now coming into being in the various free and democratic countries: a planned economy, within which the collective wealth of a nation is once again owned by the people of the nation, and workers' participation in management and in the control of economic life. While this new economic system presupposes co-ordination and a predetermined plan of industrial activity in the national field, it is equally essential that there should be international co-ordination. The peoples of the world cannot hope to restore and re-establish their industrial and commercial activities and raise their standards of living without international co-operation. The stage of national economic systems must now give place to economic systems embracing continents and the whole world.

In this development the International Labour Organisation is an indispensable agency. The unification of labour conditions throughout the world on the basis of higher standards and social justice is essential if we are to abolish economic rivalry between nations, lay the bases for economic agreements between them, and promote international collaboration. That is the task of the International Labour Organisation, which thus contributes to emancipate labour, restore its dignity, increase the well-being of the world, and serve the cause of a lasting peace, without which there can be no real social progress or continued prosperity. We have now reached the stage where the Declaration of the Rights of Man and of the Citizen, which was the first charter of free humanity, must be supplemented by a declaration of the rights of labour, so that political democracy can develop into a social democracy in which respect for the rights of man will go hand in hand with his realisation of his responsibilities and in which he will be able to collaborate for the well-being of humanity. The International Labour Organisation must therefore take its place in the general world organisation of the future, which is intended to guarantee and maintain peace. In taking that place it must retain its tripartite structure, whereby there is direct representation of organised labour, and that autonomy which is essential to the fulfilment of its purpose. Any decision of the United Nations which infringes the independence or peculiar structure of the International Labour Organisation would be a retrograde step as compared with 1918. The working classes of the free countries of the world refuse to contemplate the possibility of their past conquests being jeopardised, especially at a moment when the cause of freedom has proved victorious over dictatorship.

PUBLICATIONS OF THE OFFICE

THE EXPLOITATION OF FOREIGN LABOUR BY GERMANY

A note on the volume recently published by the Office under the

¹ A note on the Session will appear in the next issue of the Review

above title is given at the beginning of the "Bibliography" section.¹

OBITUARY

JOHN WILLIAM BANFIELD

The International Labour Office has learned with regret of the death in London on 25 May 1945, in his seventieth year, of Mr John William Banfield, Labour Member of the British Parliament since 1932.

Mr. Banfield was an operative baker until 1910, when he was appointed an official of the Operative Bakers', Confectioners' and Allied Workers' Union. He became the Union's General Secretary in 1915, and retired in 1940 after 25 years' service.

He was known in England as the "Bakers' M.P." because of his persistent efforts to get night baking abolished. At the Sixth (1924) and Seventh (1925) Sessions of the International Labour Conference, which discussed the question of the prohibition of night baking, leading to the *Night Work (Bakeries) Convention, 1925 (No. 20)*, Mr. Banfield took an active part, in his capacity of adviser to the British workers' delegate.

SOCIAL AND ECONOMIC POLICY

THE 1945 BUDGET ESTIMATES OF THE U.S.S.R.

At the Session of the Supreme Soviet of the U.S.S.R. which opened in Moscow on 24 April 1945, People's Commissar for Finance, Mr. A. Zverev, submitted the budget estimates for 1945.

The estimated revenue and expenditure were fixed at the sum of 305,300 million roubles; as compared with 1944, this represents an increase of 13.9 per cent. for revenue and 16.1 per cent. for expenditure. After minor amendments presented by the Finance Committee of the Supreme Soviet had been considered, the budget was approved in the amount of 307,715 million roubles.

Expenditure.

The following are the main items of expenditure in million roubles:

	1945	1944
Commissariats for Defence and Navy.....	137,900	137,900
National economy.....	64,600	49,000
Social and cultural measures.....	66,100	51,100
State administration.....	9,500	7,300

The expenditure for industry will increase by 31.8 per cent. as compared with the previous year, for agriculture by 31.4 per cent., and for transport and communications by 27.3 per cent.

Capital investments are estimated to increase from 29,000 million roubles in 1944 to 40,100 million roubles in 1945. Almost half of this amount will be allocated to the reconstruction of heavy industry in the liberated areas, and in the first place to the reconstruction of the southern coal and metallurgical bases. Large funds have also been allocated for the reconstruction of machine and tractor stations, housing, and public utilities.

¹ See below, p. 133

The increase in expenditure on social and cultural measures is considered almost as important as that on the national economy, and represents, next to the expenditure on national defence, the highest item in the budget. The expenditure for education will amount to 28,591 million roubles, an increase of 39.9 per cent.; for public health and physical culture, to 13,194 million roubles, an increase of 29.2 per cent.; for State social insurance, to 5,202 million roubles, an increase of 34.9 per cent.; and for State allowance to mothers of large families and to unmarried mothers, to 1,407 million roubles, an increase of 61.3 per cent.

In 1945, 2.8 million more children will attend primary and secondary schools than in 1944, an increase of 11.1 per cent., entailing an increase of 2,100 million roubles in the allocations for these schools. Expenditure on the maintenance of higher educational institutions will amount to 2,856 million roubles, compared with 2,036 million roubles in 1944; that on technical schools will increase from 1,404 million roubles in 1944 to 2,276 million roubles in 1945. Compared with 1944, the number of students in higher educational institutions will increase by 28 per cent., and that of students in technical schools by 30.3 per cent. In 1945 students in higher educational institutions will approach the pre-war figure.

Allocations for the training of labour reserves in 1945 are fixed at 3,321 million roubles, as compared with 2,660 million roubles in 1944. The expenditure on research institutions in 1945 will be 50 per cent. higher than in 1944.

The expenditure on health will amount to 13,200 million roubles, as compared with 10,200 million in 1944; a considerable increase in the number of hospital beds and the extension of the network of children's institutions are provided for. The expenditure on social assistance, including allowances and pensions to service men and their families, will amount to 17,700 million roubles, representing an increase of 12.8 per cent. as compared with 1944.

Revenue.

An extension of industrial output and turnover of commodities, and a further reduction in the cost of production, will ensure increased budget revenues from State undertakings and organisations.

Income from the turnover tax and deductions from profits, which are the main source of revenue, will in 1945 constitute almost half the total revenue of the U.S.S.R. budget. A growth of the profits of State undertakings and organisations is expected from a further increase in the volume of production and a reduction in production costs. The 1945 estimate for such profits is 27,700 million roubles, as against 24,400 million roubles in 1944.

As in previous war years, a considerable part of the revenue in 1945 will be derived from taxes and loans. In view of the increase in the number of persons working for the national economy, the revenue from State taxes for 1945 is fixed at 45,300 million roubles, an increase of 8,100 million roubles.¹

POST-WAR PLANNING AND DEVELOPMENT IN INDIA

The Central Government in India has recently issued an important statement on its industrial policy and has made further progress in regard to the post-war planning and development of the country. Various provincial and Indian State Governments have drawn up their own plans for post-war reconstruction in addition to those made by the Central Government. The second part of the Indian industrialists' plan (the Bombay Plan) on the economic development of India has also been issued.

THE CENTRAL GOVERNMENT'S INDUSTRIAL POLICY

In its statement on industrial policy, the Central Government rejects the doctrine of *laissez faire* in favour of a planned economy, which is to be realised through the centralisation of industry in the interest of co-ordinated development, the nationalisation of basic

¹ *Izvestia*, 25 and 29 Apr. 1945.

industries provided private capital is not forthcoming, and the exercise of controls.¹

The three fundamental objectives of industrialisation are declared to be an increase in the national wealth by the maximum exploitation of the country's resources, adequate preparedness for defence, and provision of a high and stable level of employment.

Centralisation of Industries.

Although final decision must be reserved till after the Governments of the provinces and the leading Indian States have been consulted, the Central Government considers that in the interest of co-ordinated development, the following industries should be taken over under central control: iron and steel; manufacture of prime movers; automobiles, tractors, and transport vehicles; aircraft; ship-building and marine engineering; electrical machinery; heavy machinery (textiles, sugar, paper, mining, cement, and chemicals); machine tools; heavy and fine chemicals, chemical dyes, fertilisers, and pharmaceutical drugs; electro-chemical industry; cotton and woollen textiles; cement; power alcohol; sugar; motor and aviation fuel; rubber manufacture; non-ferrous metal industry; electric power; coal; and radio engineering. Although a high priority is to be given to the development of basic industries, they must form a part of a balanced plan in which due place is given to consumers' goods industries.

State Ownership.

Apart from ordnance factories, public utilities, and railways, which are already very largely State-owned and State-operated, basic industries (aircraft, automobiles and tractors, chemicals and dyes, iron and steel, prime movers transport vehicles, electrical machinery, machine tools, electro-chemicals, and non-ferrous metal industry) may be nationalised, provided adequate private capital is not forthcoming and their promotion is considered essential in the interest of the country. All other industries will be left to private enterprise under varying degrees of control. Within the field considered open for State enterprise, the question of the nationalisation of the existing privately owned concerns will be examined on the merits of each case. The Government has already decided that the bulk generation of electric power should, as far as possible, be a State concern.

Normally, State enterprise will be managed by the State, but in special cases the possibility of management through private agencies or public corporations for a limited period may have to be explored.

Government Assistance.

The Government recognises its prime responsibility for the promotion of certain prerequisites of industrial progress such as the development of transport facilities, power, mineral resources, scientific and industrial research, and technical education, which it proposes to discharge without delay as soon as war conditions allow. Besides, the Government is prepared to assist industry either by granting loans or by subscribing a share of the capital in industrial undertakings which are considered important for the country's development but for which adequate private capital may not be forthcoming, or by providing capital equipment such as buildings and machinery and services. In special cases, industrial enterprise will be encouraged by guaranteeing a minimum dividend on capital or undertaking to meet revenue losses, for a fixed number of years, subject to the condition that the Government will have a voice in the management and that a ceiling will be fixed for the return on capital. The Government will assist in the procurement of capital goods required by industrialists, and proposes to set up organisations for the purpose in the United Kingdom and the United States. It also undertakes to examine from time to time the tax system of the country with a view to ensuring that, while securing the ends of social justice and national budgetary interests, the taxation does not tend to act adversely on development.

The formulation of a tariff policy appropriate to the post-war needs and conditions of the country is also under the active consideration of the Government which proposes to set up machinery without delay to investigate the claims of various industries for assistance and protection.

¹ For the latest previous statement on Government policy, see *International Labour Review*, Vol. LI, No. 2, Feb. 1945, p. 207.

Government Control.

With a view to preventing the concentration of industry and to checking the excessive flow of investments into schemes which promise quick returns, the Government proposes to take, by legislation, the power to license the starting or the expansion of factories. Furthermore, it proposes to exercise controls designed to ensure balanced investment in industry, agriculture, and the social services, and to secure for industrial workers a fair wage, decent conditions of work and living, and a reasonable security of tenure. Other measures will be enforced to prevent excessive profits to private capital, to ensure the quality of industrial products in the interest of both internal and external markets, to avoid the unhealthy concentration of assets in the hands of a few persons or of a particular community, and to require necessary technical training of personnel and to extend the benefit of such training to minorities and backward communities.

Equitable Distribution.

It is axiomatic in the Government policy that the additional wealth created by industrial development should be distributed in a manner that may be regarded as socially equitable.¹

CENTRAL GOVERNMENT PLANS

The Central Government has made further progress in its post-war planning, particularly concerning the organisation of industrial panels, hydro-electric schemes, shipping, technical education, and scientific and economic research.²

Industrial Panels.

With a view to preparing a detailed plan of industrial development for the first five years after the war, the Department of Planning and Development of the Central Government has constituted 25 out of the proposed 29 panels³ to advise the Government on the more important Indian industries, such as iron and steel; heavy and light chemicals; sugar, alcohol, and food; soap and oil; silk and wool; non-ferrous metal industries; leather and leather goods; shipbuilding and marine engineering; machine tools. The provisional targets aim at an increase in five years of 80 to 100 per cent. in the production of iron and steel, 50 per cent. in textiles, and 100 per cent. in cement.⁴

Mr. Wadia, former Geological Adviser to the Ceylon Government, has been appointed Mineral Adviser to the Planning and Development Department of the Central Government.⁵

Furthermore, a General Purposes Committee, consisting of seven prominent economists, has been organised with a view to assisting the Government in drawing up plans, collecting statistics, deciding questions of priorities as between agriculture and industry or between capital goods industries and consumers' goods industries, and other relevant problems.⁶

Hydro-Electric Schemes.

Central Technical Power Board. The Central Government has decided to constitute a Central Technical Power Board, with the Electric Commissioner of the Government of India as its chairman, which will act as a central planning organisation and will advise the Central, provincial, and State Governments as regards planning for the widespread development of electric power. Apart from assisting the provincial and State Governments in the development of rural electrification, the Board will, in consultation with the Government concerned, undertake investigations, conduct surveys, prepare technical schemes, and supply an appreciation of their effect on the general economy of the region. It is intended that

¹ PLANNING AND DEVELOPMENT DEPARTMENT: *Statement of Government's Industrial Policy* (New Delhi, 1945).

² For the latest previous note on the subject, see *International Labour Review*, Vol. L, No. 5, Nov. 1944, p. 628.

³ *Times of India* (Bombay), 15 Jan. 1945.

⁴ *Commerce and Industry*, 28 Mar. 1945.

⁵ *Hindustan Times* (Delhi), 9 Jan. 1945.

⁶ *The Statesman* (Delhi), 4 and 6 Jan. 1945.

the Board should become the central authority responsible for the load direction and the collation of hydrographic surveys throughout India on a recognised standard basis.¹

Sone Valley development scheme. A project for the development of the Sone Valley on regional lines was discussed at a meeting of the representatives of the Central Government and the Governments of the United Provinces, the Central Provinces, and Bihar held at New Delhi on 10 March 1945, Dr. B. R. Ambedkar, Member for Labour of the Viceroy's Executive Council, presiding. The aim of the project is to utilise the water of the Sone River for the extension of irrigation, development of power, and navigation. Experts visualise the possibility of installing a perennial hydro-electric power plant in the region, providing energy for an area between 175 and 250 square miles.²

Plan for an Electrical Federation of India. Sir William Stampe, Irrigation Adviser to the Government of India, has evolved a plan for an Electrical Federation of India which would harness river water to generate electricity for supplying Indian villages with motive power at low cost and pumping river water for irrigation. As the village industries are not likely to work more than five or six hours a day, the electric pumps or tube wells, operating practically the whole day, will provide a basic load on which the scheme can rest. Sir William maintained that if India were to adopt a policy of big pumping schemes, electric power could be provided to villages at a maximum rate of one anna (1 rupee = 16 annas) per unit.

The scheme is to be tried in the Punjab in combination with a project intended to overcome water-logging, which, if not checked in time, will render several million acres of land uncultivable. It is proposed to harness a big fall on the Upper Jhelum Canal and generate about 22,000 kilowatts, which are to be used to energise about 2,000 tube wells for pumping water into the rivers and to supply electric energy to village industries in the area.³

Shipping.

The first meeting of the Policy Committee on Shipping, which was held in Bombay on 7 December 1944 with Sir M. Azizul Haque, the Commerce Member of the Viceroy's Executive Council, in the chair, discussed a memorandum indicating in broad outline the post-war shipping policy of the Central Government.

The vulnerable position of India, which at the outbreak of the war had no more than 30 deep-sea ships with less than 150,000 gross tonnage, became distressingly glaring when during the Bengal famine of 1943-44 it was unable to find adequate shipping from its own resources to provide for the transport of the necessary food supplies.

The memorandum stated, *inter alia*, that the Government of India was pledged to a policy of assistance in the development of an Indian mercantile marine and aimed at the acquisition of an adequate share in the world's carrying trade for Indian shipping through an increased share of the coastal trade, including trade with Ceylon and Burma (the present share is estimated at 20 to 30 per cent.); a substantial share of the near trades, *e.g.*, the Persian Gulf, East Africa, Malaya, and the Netherlands East Indies; a fair share in the Eastern trades, particularly those of which Japanese shipping would be dispossessed; and a fair share also of the trade between India, on the one hand, and the United Kingdom, Europe, and North America on the other. The co-ordination between the steamer and country-craft services, furthermore, is an essential part of the Government's proposed policy.⁴

*Technical Education and Training.*⁵

An All-India Council of Technical Education, which is reported as being organised by the Central Government and on which the provincial Governments are also represented, was expected to function in the earlier part of 1945. The Council was to undertake a survey of the country with a view to ascertaining the requirements of different areas for technical schools and institutions.⁶

¹ EMPLOYERS' FEDERATION OF INDIA: *Industrial Bulletin*, 13 Nov. 1944.

² *Hindustan Times*, 11 Mar. 1945.

³ *The Statesman*, 21 Nov. 1944; *The Vanguard* (Delhi), 22 Nov. 1944.

⁴ *Times of India*, 9 Dec. 1944.

⁵ For the latest previous note on the subject, see *International Labour Review*, Vol. L, No. 6, Dec. 1944, p. 782.

⁶ *The Hindu* (Madras), 30 Dec. 1944.

Technical training abroad. The Central Government plans to send abroad in the autumn of 1945 about 500 students for training in scientific and technical subjects related to India's post-war development plans. Some of the students will be selected by the Central Government, which will also supply the funds required to complete the approved courses; others will be selected by provincial Governments and the expenses will be shared equally between the Central and the provincial Governments. The students will be required to give an undertaking that, on completion of the training abroad, they will enter such employment in India as may be indicated by the Government responsible for their selection. The main courses in which awards will be available are agricultural subjects (including animal husbandry); educational science and practice; various branches of engineering (mechanical, electrical, civil, chemical, aeronautical, and marine) and applied sciences (chemistry, including preservation and distribution of foodstuffs, physics, geology, metallurgy, etc.); architecture, including regional planning and building construction; and technical training.¹ The Central Government has appointed a board for the final selection of students to be sent abroad.²

Training of artisans in India. A scheme intended to train craftsmen for the wartime and post-war needs of civil industry in India, and aiming at a country-wide system of training, including the granting of a national certificate of craftsmanship, was discussed at the second meeting of the Standing Advisory Committee on Technical Training held at Bombay on 12-14 February 1945, Mr. S. Lall, Labour Department of the Government of India, presiding.

Mr. Lall stated that as the annual intake of skilled and semi-skilled workers in industry had been about 22,000, while the output of various schemes for trade apprenticeship was less than 6,000, the necessity for such a scheme for the rapid industrial development of the country was obvious. To begin with it was proposed to have a little over 1,800 seats for new entrants in five selected training centres, which will provide a nucleus for a technical organisation to meet the requirement of civil industry in peacetime. The completion of training under the scheme will require 3½ years, but after the cessation of hostilities, a sufficient number of technicians demobilised from the defence services will be available for civil employment. Mr. Lall also urged the standardisation of occupational forms.

The Committee recommended a national system of training at the various selected centres, followed by apprenticeship in factories under Government supervision, and ultimately leading to a national certificate of craftsmanship recognisable all over India. General education will form an integral part of the training, the cost of which at the centres will be defrayed by the Government and in the factories by the employer concerned. The Committee also recommended a tripartite agreement between the apprentice, the employer who will provide practical training, and the Government, and the establishment of provincial regional committees, constituted on a tripartite basis, to promote the training of the apprentices and eventually to be linked up with the National Council of Technical Education.³

Other schemes. The Government of India has appointed a committee to consider the establishment of a high grade technological institute in India on the pattern of the Massachusetts Institute of Technology.⁴ The Indian Jute Mills Association is examining the possibility of establishing an institute of jute technology with a view to training personnel for higher supervisory posts.⁵

A committee to formulate plans for the establishment of a central training institute and a research laboratory for the film industry was set up by the Independent Film Producers' Association in April 1945.⁶

Scientific and Economic Research.

National research laboratories. The Central Government proposes to set up five national laboratories, namely, chemical, physical, metallurgical, glass research, and fuel research.⁷ It has also constituted a scientific consultative committee with official and non-official members, to advise the Government on all

¹ *The Leader* (Allahabad), 30 Jan. 1945.

² *Hindustan Times*, 30 Mar. 1945.

³ *The Hindu*, 13 and 15 Feb. 1945.

⁴ *Idem*, 27 Feb. 1945.

⁵ Bulletin issued by the Indian Central Jute Committee, Nov. 1944.

⁶ *The Hindu*, 23 Apr. 1945.

⁷ *Bombay Chronicle*, 30 Mar. 1945.

general questions of policy relating to research throughout India and on any other question referred to it.¹

Economic research. The Central Government is planning to establish in Delhi a National Institute of Economic Research, which would be an autonomous body, non-official in its composition and management, but having at its disposal Government funds for carrying out research into various problems connected with post-war planning and development.²

PROVINCIAL AND STATE GOVERNMENT PLANS

In addition to the post-war plans of the Central Government, several of the provincial and State Governments have prepared their own projects for the social and economic development of the country after the war.

The Government of the province of *Assam* has prepared a five-year plan involving a total expenditure of about 840 million rupees.³ The *Bihar* plan includes 160 schemes and is estimated to cost about 1,100 million rupees, of which 410 million are to be contributed by the Central Government.⁴ Similar plans have been prepared by the Governments of *Madras*, *Orissa*, the *Punjab*, and the *United Provinces*, with an estimated cost of, respectively, 1,365 million rupees, 330 million rupees, 1,000 million rupees, and 1,200 million rupees.⁵

Concerning the development of transport and communication alone, the province of *Bihar* is planning to spend 300 million rupees, *Madras* 700 million rupees, the *Punjab* 400 million rupees, and *Sind* 350 million rupees.⁶

The provincial Governments have also given considerable attention to the development of education. The Government of *Bengal* has prepared a tentative five-year plan for educational improvement, with special emphasis on technical education.⁷ The subcommittee of the Post-War Reconstruction Committee of the Government of *Madras* has proposed to introduce throughout the province compulsory education for both boys and girls, up to grade V in the first instance and to be extended gradually to grade VIII.⁸ A committee of experts appointed by the Government of the *United Provinces* has recommended the introduction of compulsory education, applicable, in the first instance, to children between the ages of 5 and 13 years in selected areas; the Government is also planning to establish 10 technical schools in the province.⁹

The State of *Baroda* has prepared a comprehensive five-year plan estimated to cost over 100 million rupees.¹⁰

THE INDUSTRIALISTS' PLAN

The second part of the memorandum (the Bombay Plan) prepared by prominent industrialists of the country¹¹ deals mainly with measures for bringing about a more equitable distribution of the national income and with the problem of State ownership, control, and supervision. The main features of the memorandum are summarised below.¹²

¹ *The Statesman*, 24 Dec. 1944.

² *Ibid.*

³ *Amrita Bazar Patrika* (Calcutta), 15 Mar. 1945; *Hindustan Times*, 14 Mar. 1945.

⁴ *Amrita Bazar Patrika*, 16 Mar. 1945.

⁵ *The Hindu*, 9 Jan. and 27 Apr. 1945; *The Statesman*, 4 Jan. 1945; *Hindustan Times*, 6 Nov. 1944.

⁶ *The Statesman*, 20 Nov. 1944 and 12 Jan. 1945; *The Hindu*, 22 Nov. 1944.

⁷ *Amrita Bazar Patrika*, 22 Jan. 1945.

⁸ *The Hindu*, 9 Dec. 1944.

⁹ *Hindustan Times*, 18 Dec. 1944; *The Leader*, 3 Dec. 1944.

¹⁰ *The Statesman*, 16 Jan. 1945; *Times of India*, 17 Jan. 1945.

¹¹ For a summary of the first part of the memorandum, see *International Labour Review*, Vol. L, No. 5, Nov. 1944, pp. 630-632.

¹² *A Plan of Economic Development for India: Part II (Distribution-Role of the State)*, by Sir Purshotamdas THAKURDAS, J. R. D. TATA, G. D. BIRLA, Sir Shri RAM, Kasturbhai LALBHAI, A. D. SCHROFF and John MATTHEI (Bombay, The New Book Co., 1944), 34 pp.

The authors of the memorandum believe in a gradual orderly change from the existing economic organisation to a system which would ensure both sufficient scope for productive enterprise and equitable distribution of the national income.

Equitable Distribution of the National Income.

The plan has the twofold objective of securing to every person a minimum income essential for a reasonable standard of living and of preventing gross inequalities in the incomes of different classes and individuals.

To secure a minimum standard of living it proposes, on the one hand, to increase the general level of income through full employment, more efficient methods of production, improvements in urban and rural wages, security of agricultural prices, development of multi-purpose co-operative societies, and reform of the land system (replacement of the landlord by peasant proprietors), and, on the other, to reduce the cost of living through the provision of social services, such as primary and middle school education, adult education, and medical treatment free of charge, and of essential utility services, such as electricity and transport at low cost.

Gross inequalities of income are to be eradicated partly by such measures as a steeply graduated income tax, death duties, and control of interest rates, prices and profits, and partly by decentralising the ownership of the means of production through the encouragement of small-scale and cottage industries, the widespread distribution of shares in joint stock companies, the regional distribution of industries, and the development of co-operative enterprise.

State and Economic Organisation.

The signatories to the plan believe that although the State should play a positive role in the direction of economic policy and the development of natural resources, there should be, on the one hand, sufficient scope for individual initiative and enterprise, and, on the other, the interests of the community should be effectively safeguarded against the abuse of individual freedom. Of the three methods of State intervention, namely, ownership, control, and management of economic enterprise, control is considered to be the most effective. State ownership is advocated in all State-financed enterprises or where it is a necessary means of enforcing State control. The State-owned enterprises, however, may be managed by private concerns or by *ad hoc* public corporations. Enterprises owned wholly or partially by the State, public utilities, basic industries dependent on scarce natural resources and those subsidised by the State should normally be subject to State control, which may be exercised through the control of prices and profits, the prescription of conditions of work and wages, Government representation on the board of management, etc. During the planning period, however, the State will have to adopt a number of controls of a temporary character in the spheres of production, distribution, consumption, investment, foreign trade and exchange, and wages and working conditions.

The memorandum emphasises that the wide powers of direction and control invested in the State for the successful execution of the plan should be exercised through a national Government responsible to the people.

SOCIAL POLICY IN CUBA

THE PRESIDENT'S MESSAGE TO CONGRESS

The message of the President of Cuba, read to the opening session of the national Congress in April 1945, contains a section relating to the work of the Ministry of Labour since the present Government took office in October 1944¹, and recommendations for legislation. The section is summarised below.

The message states that at the present time there exist no labour conflicts, in contrast to the situation last October, when two serious strikes were in progress. The only difficulties which have arisen in the intervening period were protests against foreign groups accused of having violated the laws concerning

¹ For the President's inaugural address, see *International Labour Review*, Vol. LI, No. 1, Jan. 1945, p. 73.

the employment of nationals through the organisation of co-operatives in which manual workers were listed as managers. The message recommends the Congress to adopt legislation implementing Article 75 of the Constitution¹ (which relates to the formation and regulation of co-operative undertakings), with due regard, however, to the valuable contributions made by the foreign groups in question to the economic development of Cuba.

On the recommendation of the Minister of Labour, the Council of Ministers has adopted various decrees, including one to issue regulations for the construction of workers' housing, and another for the protection of salaried employees with less than six months' service. Moreover, the Labour Ministry has taken great interest in the development of cultural activities for workers. An evening library for workers was opened on 24 February 1945. The message also states that the Ministry is planning a programme of cultural activities, such as lectures, literary discussions, entertainments, and publications of social interest, for low-income groups.

As regards the fundamental problem of wages, the message recommends the immediate adoption of a law to implement Article 61 of the Constitution, which provides for joint wage fixing commissions. Anticipating the enactment of such legislation, the Labour Ministry is taking steps to have available, for the use of the commissions when they are set up, the technical data which will be needed for their proper functioning.

In order to improve the social legislation now in force, but dispersed, the Commission created to study the preparation of a Labour Code has been reorganised, and it is hoped within six months to submit a draft Code for consideration by the Congress. Pending the adoption of a Labour Code, the message recommends the enactment of legislation relating to three problems of major importance, namely, (1) the integration of the social insurance system, (2) the establishment of a system of labour courts, and (3) the construction and maintenance of housing facilities for workers.

Finally, the President mentions, with gratification, the recent elections held by the Cuban Confederation of Labour in which representatives of all points of view and all political parties were unanimously elected to the Executive Committee. He also expresses his satisfaction at the assistance which has been given the Government by both employers and workers.²

SOCIAL PROVISIONS IN THE NEW GUATEMALAN CONSTITUTION

On 11 March 1945 the Constituent Assembly of the Republic of Guatemala promulgated a new Constitution, taking the place of that in force since 1879 as subsequently amended. For the first time in the constitutional history of the country, labour, family, cultural, and civil service problems are dealt with in special chapters under the general heading of "Social Guarantees"; these are briefly analysed below. Some of these matters were provided for in the former Constitution, but the provisions in question were incomplete and scattered among its various sections, in particular, that relating to the rights of the individual.

The third part of the new Constitution, concerning the rights of the people, deals in the first chapter with the individual aspects of these rights and in the second with their social aspects. The chapter on social rights is divided into four sections: labour, public employment, the family, and culture.

The section on labour contains fifteen articles, whose most important provisions recognise work as an individual right and a social obligation and make vagrancy a punishable offence. This section of the Constitution declares that capital and labour as factors of production should be protected by the State, and that the State should employ the resources in its power to provide employment for those who need it and to ensure to the population economic conditions that are compatible with human dignity.

¹ Cf. I.L.O.: *Constitutional Provisions concerning Social and Economic Policy* (Montreal, 1944) p. 323.

² *Gaceta Oficial*, Vol. XLIII, No. 8 (special edition), 20 Apr. 1945, pp. 62-64.

The following are among the general principles of the Constitution for whose application and administration the Labour Code will provide.

Individual contracts of employment and collective agreements are subject to regulation; clauses involving the renunciation, limitation or reversal of any right of the worker that is recognised by the Constitution or by law are void. Minimum wage rates are to be fixed periodically by joint committees under the chairmanship of a State representative. Wage earners and salaried employees are entitled to a paid day of rest for every six days of work. The minimum wage is not liable to attachment, and no deduction can be made from wages or salaries unless it is authorised by law. Wages must be paid in legal tender and not in the form of any kind of voucher, promissory note, or goods—a provision intended to prevent the prejudicial effects of the truck system.

The maximum 8-hour day and 48-hour week for day work and the 6-hour day and 36-hour week for night work are recognised, the workers having the right to the full weekly wage if, owing to legal provisions or agreement with the employers, they work less than the fixed number of hours. After a year or more of continuous service, the worker will be entitled to an annual holiday with pay.

Equal pay for equal work under identical conditions and for the same undertaking is prescribed irrespective of the worker's age, race, sex, or nationality, the sole criteria to be those of ability, efficiency, and honesty; this principle stems from paragraph 2 of Article 21, which states that "it is illegal and a punishable offence to discriminate against any person by reason of his parentage, sex, race, colour, class, religious beliefs or political views". Freedom of association is guaranteed, and provision is made for regulation of the right to strike and lockout.

The protection of women and young workers is secured by regulation of their working conditions. No differentiation is allowed in the employment of married and unmarried women. Maternity protection is secured for working women, who may not be required to do heavy work during the three months before childbirth, must take leave of absence with pay during one month before and 45 days after childbirth, and are entitled during the nursing period to two half-hour periods a day to nurse the child. Young persons under 14 years of age are forbidden to work except as apprentices or when their help is needed in a family undertaking, which is allowed if their obligations with regard to compulsory education are fulfilled. The employment and hours of work of young persons over 14 years of age are regulated, and women and young persons under 16 years of age may not be employed on unhealthy or dangerous work. Compensation must be paid for unfair dismissal, equal to one month's wage or salary for each year of continuous service. Apprenticeship, home work, and domestic service are subject to regulation. Social assistance and insurance measures for the workers are specified, and safety and health conditions in workplaces are prescribed; and undertakings situated far from centres of population are required to provide for workers and their families suitable dwellings, schools, hospitals, and other services which are "necessary for their physical and moral welfare". The principle of occupational risk is recognised in the case of industrial accidents and occupational diseases and compensation is to be paid by the undertaking.

The Constitution also provides for compulsory social insurance on a tripartite basis, that is, financed by the State, the employers, and the workers.

Labour disputes are to be submitted to special legislation and law courts functioning under the regular courts of the country. Co-operatives are to be set up supported by the State, which will expand agricultural and rural credit, build low-cost houses and settlements for workers, and extend the benefits received by urban workers to the rural population in order to improve their health and cultural standards. Official professional associations are to be set up under the direction of the national university, and membership will be compulsory for the exercise of the profession.

In conclusion, this section of the Constitution declares that the rights and benefits laid down therein may not be renounced, but that other rights and benefits derived from the same high principles of social justice may be added.¹

¹ *Diario de Centro América* (Guatemala), 14 Mar. 1945, Vol. XLIII, No. 12, pp. 81-96.

INDUSTRIAL RELATIONS

COLLECTIVE BARGAINING IN THE UNITED STATES

In its latest analysis of collective bargaining in the United States, the Bureau of Labor Statistics reports on the extent of collective bargaining at the end of 1944 and on the union status provisions in collective agreements.

Extent of Collective Bargaining.

In January 1945 collective agreements covered $14\frac{1}{2}$ million workers, or approximately 47 per cent. of all employees in industries and occupations in which unions have been actively seeking to obtain written agreements with employers. The increase during the year 1944 was one of over half a million workers, or 4.5 per cent.

In manufacturing industries approximately 65 per cent., or more than $8\frac{1}{4}$ million of all production wage earners, were covered by collective agreements, representing an increase of 8 per cent. during the year. The largest increases in the proportion of workers under agreement were in the tobacco and chemical industries and, to a less extent, in the canned and preserved foods industry. Agreements were negotiated for the first time with several large petroleum refining and aircraft companies, as well as with a number of meat packing, shoe, leather tanning, and rubber companies. Over 90 per cent. of the production wage earners were working under union agreements in the aluminum, automobile, basic steel, brewery, fur, glass, men's clothing, rubber, and shipbuilding industries, in contrast to only a little more than 10 per cent. in the dairy products industry.

In non-manufacturing industries about 33 per cent., or slightly more than $5\frac{1}{2}$ million, of all workers were employed under the terms of union agreements at the beginning of 1945, representing an increase during the year of 6 per cent. in the proportion of employees working under agreement. Over 95 per cent. of the coal mining, maritime and longshoring, and railroad employees, including clerical and supervisory personnel, and over 90 per cent. of the employees in the iron mining and telegraph industries, were employed under union agreements.

In contrast to these industries, only 25 per cent. of the employees in service occupations and slightly less than 20 per cent. of the clerical and professional employees were under union agreements. A major portion of the clerical and professional workers in the transportation, communications, and public utilities industries and practically all actors and musicians were employed under collective agreements. In manufacturing, financial, and business service establishments and in wholesale and retail trade, only about 13 per cent. of the clerical and professional employees were covered by agreements.

Union Status Provisions in Collective Agreements.

The union status provisions in collective agreements can be classified into five general types according to their union membership requirements and privileges: (1) the closed shop; (2) the union shop, with or without the preferential hiring of union members; (3) maintenance of membership; (4) preferential hiring with no membership requirements; and (5) sole bargaining agent with no membership requirements.

Under closed shop agreements all employees are required to be members of the appropriate union at the time of hiring, and they must continue to be members in good standing throughout their period of employment. Most of the closed shop agreements require employers to hire through the union unless the union is unable to furnish suitable persons within a given period, in which case the persons hired elsewhere must join the union before starting to work.

Under a union shop agreement the employer retains complete control over the hiring of new employees and such persons need not be union members when hired, but they must become members within a specified time, usually 30 to 60 days, as a condition of continued employment. If the agreement states in addition that union members shall be given preference in hiring, it differs very little in effect from the closed shop agreement. In a few cases, employees hired before a closed or union shop agreement is signed are exempt from the union membership requirement.

A maintenance of membership agreement requires all employees who are

members when the agreement is signed and all who choose later to join the union to retain their membership for the duration of the agreement. The maintenance of membership provisions established by order of the National War Labor Board allow 15 days during which members may withdraw if they do not wish to remain members for the duration of the agreement.

Some agreements provide for preferential hiring without union membership requirements; in other words, union members must be hired if available, but otherwise the employer may hire non-members and such persons need not join the union as a condition of continued employment.

Finally, some agreements include no membership requirements as a condition of hiring or continued employment. The union is recognised as the sole bargaining agent for all employees in the bargaining unit and is thus responsible for negotiating the working conditions under which all workers are employed, including those who do not belong to the union. This type of agreement, unlike the others, does not enable the union to rely on the fact of employment as a means of maintaining or increasing its membership.

During 1944 the proportion of workers under closed and union shop clauses remained about the same, while the proportion under maintenance of membership clauses continued to increase. By January 1945, about 28 per cent. (4 million) of all workers under agreement were employed under closed shop provisions, about 18 per cent. ($2\frac{1}{2}$ million) under union shop agreements, and approximately 27 per cent. ($3\frac{3}{4}$ million) under maintenance of membership clauses. Only 2 per cent. of all workers under agreement were covered by union preferential clauses, whereas 25 per cent. were under agreements which provided recognition only.

The proportion of workers under agreements covered by various types of union status at the end of 1944 varied considerably according to the degree of union organisation in both manufacturing and non-manufacturing industries.

Manufacturing industries. In January 1945 closed shop provisions covered approximately 23 per cent. of all workers and union shop agreements 20 per cent., or together a total of about $3\frac{3}{4}$ million workers. On the union shop agreements, about 10 per cent. also provided that union members should be given preference in hiring. Most of the wage earners under agreement in the bakery, brewery, men's and women's clothing, and printing and publishing industries were employed under closed or union shop clauses. Substantial proportions of those under agreement in the hosiery and canned and preserved foods industries, and a majority of those under agreement in the paper, shoe, shipbuilding, and silk and rayon industries, were working under closed or union shop provisions.

About $3\frac{1}{2}$ million workers in manufacturing industries were employed at the beginning of 1945 under maintenance of membership clauses. They included 40 per cent. of all workers under manufacturing agreements, representing an increase of about 14 per cent. during the year in the proportion employed under such agreements. The greatest increase over the previous year in the proportion working under maintenance of membership clauses occurred in the non-ferrous metals alloying, rolling and drawing industry (from less than 15 per cent. to over 50 per cent.), but there were very substantial increases in the machinery and machine tool, non-ferrous metals smelting and refining, tobacco, woollen and worsted textile, and electrical machinery industries. At the beginning of 1945 maintenance of membership clauses covered most of the employees under agreement in the basic steel industry, a substantial proportion of those in the agricultural and railroad equipment and meat packing industries and a majority of those under agreement in the aluminium, automobile, electrical machinery, machinery and machine tool, rubber, tobacco, and woollen and worsted textile industries and in the non-ferrous metals alloying, rolling, drawing, smelting and refining industries.

Only about 1 per cent. of all manufacturing workers under agreement were employed under preferential hiring provisions with no union membership requirements. In only one manufacturing industry, pottery, were such clauses common.

About 16 per cent. of the workers under agreement in all manufacturing industries were employed in plants which recognise the union as sole bargaining agent but do not require union membership as a condition of hiring or continued employment. In the rayon yarn industry slightly more than half of those under agreement were covered by such clauses, and between a third and a half of those in the cotton textile, petroleum and coal products, non-ferrous metals alloying, rolling, and drawing, aircraft, and glass industries.

Non-manufacturing industries. Approximately 36 per cent. of all workers

under agreements in non-manufacturing industries and occupations were covered by closed shop provisions and about 16 per cent. by union shop provisions—a total of more than 2¾ million workers. Only a few of the union shop agreements also provided that union members should be given preference in hiring. The closed shop was provided in almost all agreements in building construction and trucking and in many of the agreements covering service and trade employees, such as barbers and employees in building service, laundry, dry cleaning, and food establishments. Coal miners and a majority of the organised bus and street-railway employees were under union shop agreements.

About 6 per cent. of the non-manufacturing workers under agreement were employed under membership maintenance clauses. The greatest increase over the previous year in the proportion working under such clauses occurred in wholesale and retail trade, metal mining, and crude petroleum and natural gas; in the two last-named industries the majority of the employees were covered by such clauses.

Only 4 per cent. of all non-manufacturing workers under agreement were employed under agreements with preferential hiring provisions but no union membership requirements. Only in maritime and longshoring are such clauses common.

About 38 per cent. of the workers under agreement in all non-manufacturing industries and occupations were employed under contracts which recognised the union as sole bargaining agent but included no membership requirements. More than half of these workers were employed in the railroad industry, where virtual union shop conditions prevail, although the agreements do not provide for union-shop arrangements.

"Check-Off Arrangements".

Check-off arrangements—that is, agreements providing for the deduction by employers of union dues from wages and salaries—are of two kinds, usually referred to as automatic check-off and check-off by individual authorisation. During 1944 there was an increase of about 28 per cent. in the proportion of workers under agreements who were covered by some form of check-off provisions. Almost 6 million workers, or more than 40 per cent. of all employees under agreement, were covered by check-off provisions in January 1945. About half were covered by clauses providing for the automatic check-off of all members' dues and the other half by clauses which provide for check-off only for those employees who file individual written authorisations with the employer. Under some of the latter agreements the authorisations, once made, continue in effect for the duration of the agreement; under others they may be withdrawn whenever the employee desires. However, under a closed or a union shop or maintenance of membership agreement the employee must personally pay his dues to the union if he cancels his check-off. Although most of the check-off clauses provide that all dues and assessments levied by the union shall be collected, some specify that this shall apply to "regular dues only" or that check-offs shall not exceed a given amount.

In manufacturing industries nearly 4½ million workers, or more than half of all workers under agreement, were employed at the beginning of the year under agreements which provide for check-off. Slightly fewer manufacturing workers were covered by automatic check-off arrangements than by provisions for check-off upon individual authorisation. During 1944 the proportion of workers under check-off arrangements increased about 38 per cent. Most of the increase in the proportion under agreement with check-off arrangements took place in shipbuilding, although there were considerable increases in the railroad equipment and non-ferrous metals alloying, rolling and drawing industries. Over 90 per cent. of the workers under agreement in the basic steel, railroad equipment, and hosiery industries were covered by check-off provisions, and the great majority of those in the cotton textile, meat packing, non-ferrous metals alloying, rolling, and drawing, shipbuilding, silk and rayon textile, and woollen and worsted textile industries.

In non-manufacturing industries about 1½ million, or 26 per cent. of the workers employed under agreements were covered by some form of check-off arrangement. Most of these clauses, including those covering coal miners, specify that the employer is to deduct the union dues and assessments from the wages of all members. The agreements for about a third of the non-manufacturing employees covered by check-off clauses provided for check-off only upon authorisation of individual employees.¹

¹ *Monthly Labor Review*, Apr. 1945, p. 816.

INDUSTRIAL RELATIONS IN CANADA

COURSES OF STUDY AT LAVAL UNIVERSITY, QUEBEC

In pursuance of its policy of providing a centre for the study of labour problems, Laval University in Quebec, in collaboration with the Extra-Mural Department for Social Education, organised a lecture and discussion course on industrial relations from 21 May to 2 June 1945, which was attended by more than 75 persons, including 18 trade union officials, 21 secretaries and inspectors of joint committees, 2 representatives of employers' associations, 13 employers' representatives (foremen, personnel managers, safety engineers), and 14 employees of the Department of Labour.

Previously, in 1944, the University had organised a Department of Industrial Relations with the object of training technicians who, as personnel managers, trade union officials, joint committee inspectors, and Government employees, would enforce labour and social security legislation. The Social Science Faculty of the University had also set up an Industrial Research Office charged with the task of making permanent contacts with employers' and workers' organisations.

The new course was led by professors of the Department of Industrial Relations and dealt especially with the following subjects: social morality; history of workers' and employers' organisations; historical evolution of industrial relations; safety in factories; industrial hygiene; cultural, family, and economic life of workers; industrial life and occupational relations; social security.

The success of the course shows that it filled a need felt by employers as well as by workers' organisations. One trade union leader said: "The University is able to bring together persons from all kinds of organisations . . . and so it helps the workers to understand each other better, whatever the group to which they belong." Furthermore, these meetings at which employers and workers together studied industrial problems were considered to provide a rare opportunity for working out solutions in a spirit of collaboration and justice. Because of the success of this experiment, the Social Sciences Faculty, with the help of the Extra-Mural Department for Social Education, proposes to widen still further its field of activity.¹

EMPLOYMENT

MANPOWER MOBILISATION IN CHINA

Information is given below concerning the activities during its first two years of existence of the Labour Bureau which was established in China in September 1942² under the Ministry of Social Affairs to carry out a nation-wide mobilisation of manpower.

According to the National General Mobilisation Act, under which the Labour Bureau was set up, its functions are to compile data concerning the distribution and supply of labour, to recruit labour to meet the needs of national general mobilisation and to co-ordinate recruitment with the plan for labour control, to promote rational utilisation of manpower primarily in the defence industries and national reconstruction, to inspire the workers with the ideal of national service, and to protect their legitimate rights and interests. The Bureau comprises three departments, namely, for investigation and registration, control of employment, and voluntary labour service, and it employs ten inspectors.

¹ Communication from the Department of Industrial Relations, Social Science Faculty, Laval University.

² Cf. *International Labour Review*, Vol. XLVII, No. 6, June 1943, p. 778.

Investigation and Registration.

Fifteen centres, established under the Labour Bureau in important industrial areas with a view to investigating the number of technicians and skilled and unskilled workers in public or private factories and mines, had examined up to the end of 1944, 8,564 technicians, 70,679 skilled workers, and 102,327 unskilled workers in 2,480 mines and factories. Besides, 66,749 technicians and 119,543 skilled workers were examined by other organisations. The Bureau has, furthermore, appointed inspectors in large-scale factories and mines to supply regular reports on production and labour turnover. As to the demand for labour, up to March 1944 applications had been made for 297,028 workers by 725 undertakings.

Control of Employment.

For the control of unskilled labour, the Bureau introduced restrictions on rickshawmen, sedan-chair bearers, and certain other categories of manual workers not engaged directly or indirectly in the war effort, with a view to their transfer to the Army or to employment in the industries vital for the defence of the country. These restrictions were enforced, in the first instance, in Chungking, where the number of rickshawmen and sedan-chair bearers has declined considerably, and will be gradually extended to other areas. The control is exercised, among other things, through the examination and registration of those who are not fully employed, the induction of the able-bodied men into the armed forces, and Government assistance for those who are unable to get a job.

The control over technicians and skilled workers is exercised through the following methods: their registration, whether employed or unemployed, according to prescribed forms; the adjustment of wage scales with a view to preventing labour turnover; the conscription and distribution of the unemployed, of the workers engaged in occupations not covered by the National General Mobilisation Act, and of those who have had more than two years of technical training; and recruiting and training. As a result of the adjustment of wages, labour turnover in the case of technicians and skilled workers declined from 22.99 per cent. in April 1943 to 4.3 per cent. in February 1944.

National Labour Service.

Owing to the postponement of the promulgation of the National Labour Service Act, the work of the National Labour Service Department did not begin until 1944 and has been largely of a preparatory character.¹

EMPLOYMENT POLICY IN THE UNITED STATES²

The employment perspective for the transition period following the end of the war in Europe was outlined in the second report of the United States Director of War Mobilization and Reconversion, issued in April 1945, and in a report of the Chairman of the War Production Board, issued in May 1945. After the end of hostilities in Europe, the War Department issued further partial demobilisation plans and the War Manpower Commission announced its plans for the relaxation of manpower controls. With a view to facilitating the transition from war to peace, consideration is being given to strengthening the United States Employment Service, to methods of regularising employment and income, and to increasing the employment opportunities of minority groups of workers. Measures of income security have been proposed to provide more adequate assistance to workers during short-term unemployment; these are summarised elsewhere in these pages.³

In April 1945, the total civilian labour force was 51,930,000, of whom 51,160,000 were employed and 770,000 unemployed. Non-agricultural employment stood at 43,410,000. Manpower had become the major limiting factor in the war effort,

¹ Communication from the I.L.O. Branch Office, Chungking.

² For the latest previous note on this subject, cf. *International Labour Review*, Vol. LI, No. 3, Mar. 1945, p. 362.

³ See below, p. 88.

according to the Director of War Mobilization and Reconversion. Labour shortages affected plants making finished munitions and also those providing equipment, components, and material. There was no longer a free flow of labour into munitions industries despite occasional local surpluses of workers. Most people in the labour force had jobs or could find other work easily, as a rule. Only about a third of those out of work in April had been out of work in March. There was little evidence of widespread employment dislocations resulting from war cutbacks or programme shifts, but there were some local situations that were difficult to meet.

Of the total labour force, it was estimated that about 6,700,000 were workers who would not normally be in the labour force at all. Of these emergency workers, 3,270,000 were young people, 450,000 were older workers of 65 years of age and over, 1,800,000 were married women, and 1,180,000 were so-called "marginal workers", most of whom did not meet pre-war standards of employability.¹

Employment in the Transition to Peace.

The Director of War Mobilization and Reconversion estimated, in his second report, that more than 40,000,000 of the 51,000,000 civilian workers were in jobs that would continue regardless of war production.² The Chairman of the War Production Board placed this estimate as high as 44,600,000.³ The total includes the workers engaged in agriculture, trade and service, construction, mining, transportation, certain lines of manufacturing, and non-war Government employment. The direct munitions industries employ some 9,000,000 workers, some of whom will withdraw from employment altogether. Those most likely to be affected by cutbacks include 1,600,000 aircraft workers, 1,300,000 shipbuilding workers, 1,800,000 workers employed on ordnance and signal equipment, 300,000 in war chemicals, and 1,600,000 in Federal war employment.

The Director of War Mobilization and Reconversion stated that, in the six months following victory in Europe, it was unlikely that more than 1,000,000 workers would lose their jobs, and that their re-employment and the resettlement of veterans between VE day and VJ day (the end of the war in Europe and the end of the war with Japan) would present no national problem. Unemployment would be temporary and localised. The tremendous backlog of unprecedented heavy civilian demand would solve (not immediately but within three to six months) the unemployment caused by war contract cancellation and partial demobilisation. The Chairman of the War Production Board outlined, in his report on reconversion, the steps planned by the Board to facilitate rapid reconversion and to provide job opportunities for returning soldiers and discharged war workers. To that end, he stated, it was necessary to get rid of regulations and production limitations as quickly as possible; methods of lifting various controls on industrial production were specified.

Employment Controls.

The general employment position was still very tight as the war in Europe came to an end. Just before VE-day, the Director of War Mobilization and Reconversion in his second report stated that all the measures available to the Government had been used to co-ordinate and integrate the work of the agencies concerned with manpower, but that nevertheless it was not possible to say that there was a comprehensive system that worked efficiently. The available methods did not make it possible to withdraw enough workers from less essential occupations, to place workers in essential jobs in which the work was hard in comparison with the pay received, to permit the transfer of workers from loose to tight employment areas, to prevent withdrawals from the labour force, to recruit additional workers from the non-working population, or to prevent some employers from hiring workers without approval or from exceeding established ceilings. After the end of the war in Europe, it would be even harder to hold workers on essential war jobs and to protect the labour supply of essential civilian industries. Therefore, he concluded, the importance of manpower legislation continues; "positive manpower controls" are still needed.

Against this view, the organised labour movement has consistently argued against any form of compulsory service and in favour of the continuance, as

¹ *Labour Force*, 14 May 1945; *Social Security Bulletin*, Apr. 1945.

² DIRECTOR OF WAR MOBILIZATION AND RECONVERSION: *Second Report to the President, the Senate and the House of Representatives* (Washington, 1945).

³ *New York Times*, 28 May 1945.

necessary and no longer than necessary, of the existing system of voluntary manpower controls. National service legislation is pending in the Congress, but with the end of hostilities in Europe, the possibilities of its enactment appear remote, despite the plea of the Director of War Mobilisation and Reconversion.

Immediately after VE-day, the War Manpower Commission announced its plans for the relaxation of all regulatory programmes in areas of labour surplus or substantial unemployment. This programme was adopted with the unanimous approval of the National Management-Labour Policy Committee. It will be revised should war circumstances so require, and it will be accompanied, according to the Chairman of the War Manpower Commission, by action to strengthen and improve the Employment Service and to extend its services to less essential as well as essential employers. Shortly thereafter, a conference of the national and regional management-labour committees of the War Manpower Commission, held in Washington on 31 May and 1 June 1944, proposed that all decisions to retain or to remove all or part of the manpower controls should be made on an area basis. The statement of policy adopted by the Conference reads as follows:

War manpower controls should be removed from management and labour in an orderly manner consistent with war production needs and the prevention of mass unemployment.

Origin of a decision to retain or remove any or all area controls in an area or in a plant in an area shall come from the War Manpower Commission area director and management-labour committee.

Such a decision should be effective at the end of ten days after notice of the action is received by the regional director, unless the order should be vetoed within that period by the regional director in consultation with the regional management-labour committee, but if the regional director approves the order, it should be effective immediately.

Nothing in this recommendation should be construed to abrogate any existing appeal privileges.

As a result of these decisions of principle, the plans of the War Manpower Commission underwent revision, and were finally set forth in a Field Instruction (to be summarised in a forthcoming issue of the *Review*).¹

Demobilisation of the Armed Forces.

The standards to control release from the Army were announced by the War Department on 10 May 1945. They are based primarily on priority for length and character of overseas service and dependent children, as had been previously announced. Each enlisted man and woman will receive an adjusted service rating card with separate point totals covering each of the following factors:

- (1) Service credit: One point for each month of Army service since September 1940;
- (2) Overseas credit: One point for each month served overseas since September 1940;
- (3) Combat credit: Five points for the first and each additional award or decoration included in a list specified in the plan;
- (4) Parenthood credit: Twelve points for each child under 18, up to a limit of 36 points for three children.

The men with the highest totals will be eligible for release from the Army except where they are urgently required for military reasons and no replacements can be found. Each case of a man retained in service on these grounds will, however, be subject to review by a reviewing authority of officers.

After the adjusted service rating cards have been filled out, a critical point total or score, above which releases will be made, will be established in each theatre of war, a separate score being fixed for the ground and service forces, the Air Force, and the Women's Army Corps.

Men over 40 years of age and holders of the Medal of Honour are being discharged on request, without regard to other factors; and married members of the Women's Army Corps may be released out of turn to join their husbands.

The plan for officers is also based on an adjusted service rating score, but their release will be more strictly governed by military necessity. The release of

¹ WAR MANPOWER COMMISSION: Field Instruction No. 806, 9 June 1945.

individual officers will be controlled by theatre commanders, but the commanders, in determining priority of release, will apply the same general principles as for enlisted men.

On return to the United States, the men go to a reception station close to their home area (17 such centres were in operation on 10 May and 22 were to be in operation by June). When, after a screening process (that is, a re-examination of each individual case), they are declared non-essential for military purposes and eligible for release, they go to a separation centre, located at the same post, where they obtain their discharge papers and go through other formalities.¹

Employment Service after the War.

The Bill proposing amendments to the Social Security Act, introduced into Congress on 24 May 1945, includes provisions for the establishment in the Social Security Board of an expanded and strengthened national system of public employment offices. The employment service would assist war workers, war veterans, and all others to avail themselves of civilian employment opportunities, provide employment in private industry and on farms, generally bring together available workers and available jobs in the maximum use of productive resources and manpower, and provide the facilities needed in co-operation with the administration of unemployment insurance. The Bill provides for a representative National Advisory Employment Service Policy Council and stipulates that six months after the termination of hostilities the present Employment Service and related functions of the War Manpower Commission would be transferred to the new Employment Service in the Social Security Board.² These provisions are generally similar to those of the Wagner-Murray-Dingell Bill introduced in the last session of Congress and previously noted in these pages.³

Specific functions for the Employment Service in the transition period were suggested in the second report of the Director of War Mobilization and Reconversion, which states:

The war has prepared the United States Employment Service and other public placement agencies for their reconversion and post-war duties. In operating as a central distribution point for a national manpower pool, the U.S.E.S. recruited more than 500,000 persons in 1944 for war jobs away from their home towns. It has built up a detailed knowledge of labour markets; also it has become acquainted with employers, labour unions, and individual workers. Its experience will be invaluable when large-scale demobilisation starts.

As after World War I, we shall have some towns where the ending of war contracts will mean the unemployment of nearly all workers in the community. Workers in these towns will be advised of the areas where help is wanted. They will be advised how and where they can best turn to peacetime use their war-learned skills. Whenever possible, they will be placed directly in the job for which they are best suited. Employers in tight areas will be advised of the towns where labour is available. . .

Many of the employees of the U.S.E.S. have had no experience in employment counselling and judgment of job requirements needed if service to veterans and displaced war workers is to be adequate. An extensive training programme has begun.⁴

Regularisation of Employment.

In March 1945, President Roosevelt instructed the advisory board of the Office of War Mobilization and Reconversion to make a study of the question of guaranteed annual employment and income, a question which, he said, "is closely connected with the problems of reconversion and the transition from a war to a peace economy".⁵ This study is now under way.

At about the same time, the Bureau of Labor Statistics issued a report on the problems concerning guaranteed employment and annual wages in union agreements, in view of the growing interest being taken in methods of increasing the job security of American workers. The report showed that guaranteed employ-

¹ *New York Times*, 11 May 1945.

² *Congressional Record*, 24 May 1945.

³ Cf. *International Labour Review*, Vol. XLVIII, No. 2, Aug. 1943, p. 247.

⁴ Second Report of the Director of War Mobilization and Reconversion.

⁵ *New York Times*, 21 Mar. 1945.

ment or annual wages are assured to approximately 42,500 workers out of 8,000,000 covered by the agreements analysed. Most of the 42,500 workers (30,000) were employed in the service and distributive industries, and only a few (12,500) in manufacturing companies of considerable size. Of the agreements in force, the report states:

Very few of the agreements currently in force contain a guarantee of employment, and most of those which are in effect are limited in scope. Some restrict the guarantees to particular groups of workers; some provide less than a year's guaranteed employment; some permit the employer to cancel or reduce the guarantee under specified circumstances. None of them provides guarantees of employment for prolonged periods of time, since they are necessarily limited to the duration of the contracts, most of which are in effect for only one year.

Limited as they are, the existing employment guarantee provisions in union agreements represent a partial fulfilment of the workers' quest for job security; they may also indicate the beginning of a more general adoption of plans which will provide some measure of security to an increasing number of workers.¹

Progress towards Fair Employment Practices.

A steady widening of interest in the prevention of racial employment discrimination is shown by the passage in several States of legislation designed to eliminate such discrimination, by the multiplication of both Federal and State legislative proposals on the subject, and by the programmes of organised labour and employers.

In *New York State* a law against discrimination was approved on 12 March 1945. Its purpose is to eliminate policies of discrimination based on race, creed, colour or national origin; and machinery is set up under the law to accomplish this purpose. Several other States have passed less comprehensive anti-discrimination legislation or taken administrative action to combat unfair employment practices. In the Federal House of Representatives, 13 anti-discrimination Bills have been introduced, and one of them has been reported on favourably by the Committee which considered it. The Senate has held hearings on two Bills.

The American Federation of Labor and the Congress of Industrial Organizations have both adopted programmes providing against discrimination in employment, and the C.I.O. set up, in the autumn of 1942, a Committee to Abolish Racial Discrimination. The National Industrial Conference Board, in a 1941 survey, stated that many companies had introduced an "extremely intelligent programme in achieving the integration of the Negro in the face of difficult opposition".

The Negro's advance in job opportunities is also indicated by the rising ratio of satisfactory settlements of discrimination cases made by the Committee on Fair Employment Practices and by the great increase in the number of Negroes employed by the Federal Government. Almost one eighth of all Federal Government employees were Negroes in March 1944. Much of this gain has been in war employment, however, and fewer Negroes than whites have permanent civil service status, a fact which, as the Committee on Fair Employment Practices pointed out, means that they will be at a definite disadvantage in the transition period.²

EMPLOYMENT OF DISABLED PERSONS IN THE UNITED STATES

The Government of the United States is giving increasing attention to methods of ensuring full employment opportunities for disabled persons in the post-war period. The Employment Service "selective placement programme" has been expanded, and studies are being made by various agencies, the Civil Service Commission and Bureau of Labor Statistics in particular, to provide a factual basis for a sound policy to govern the reintegration of the disabled into economic life. The most recent developments in this field are summarised below.

¹ *Monthly Labor Review*, Apr. 1945, p. 707.

² *Idem*, May 1945, p. 1003. New York, Acts of 1945, Ch. 118: Law against Discrimination of 12 Mar. 1945.

Selective Placement.

Under the selective placement programme of the Employment Service of the War Manpower Commission¹, local offices made nearly 300,000 placements of handicapped workers during 1944, a gain of almost 50 per cent. over 1943. The growing effectiveness of the programme of selective placement of these workers (based on analysis of the requirements of the job and the capacities of the worker) is due in large part to the increasing co-operation and support of employers. Employer institutes on selective placement, consisting of groups of employers, representatives of personnel and medical departments of industrial establishments, and shop foremen, have been held in various parts of the country to educate employers in the methods of employing handicapped workers so that their physical handicap shall not be a vocational handicap, and to demonstrate to them how effectively different jobs can be performed by disabled persons. In addition, other Government and private agencies continue to lend support to the programme of the Employment Service. Emphasis is laid on full co-operation between Government and community agencies, industry and trade unions, in taking specific steps to ensure that consideration of a disabled person for employment shall be on the basis of what he can do and not what he cannot do.²

Job Performance of Disabled Persons.

An article published in two recent numbers of the journal of the American Medical Association reports the results of a comparative study of the job performance of able-bodied and of disabled workers made in 43 industrial establishments of the War and Navy Departments by the U.S. Civil Service Commission.³

Medical officers of the Commission studied the job performance of 2,858 physically impaired workers and 5,523 able-bodied workers in respect of such factors as turnover, accident rate, productivity, and efficiency. The results of the study are expected to be of special value in helping to fit wounded veterans into suitable jobs.

In the Government plants studied, the first step was to obtain a list of impaired workers. Only those with serious physical defects (and defects most likely to be encountered among disabled workers seeking employment) were considered. In selecting able-bodied workers for comparison, those employed on the same jobs and under the same supervisors were examined and from one to three of these were chosen to be matched with a physically impaired worker according to sex, age (within ten years unless over 50, in which case within five years), length of experience on the job, and salary. In addition to individual reports on each factor being compared, an over-all sectional report was made. The reports were obtained through the co-operation of personnel officers, safety officers (all the plants had such officers), and medical officers (80 per cent. had full-time medical officers, and 20 per cent. part-time officers). The median age of both the able-bodied and the physically impaired was 39.9 years; 2,380 disabled men were matched against 4,427 able-bodied men, and 478 disabled women against 948 able-bodied women. Slightly more than 40 per cent. of both groups were in the aircraft industry, more than 25 per cent. of both groups in ordnance work, and 17 per cent. of the disabled and 22 per cent. of the non-disabled in shipbuilding and repairing, the remainder being in miscellaneous industries and administrative activities. Occupationally, the heaviest distribution in both groups was among craftsmen, labourers, and clerical work. The length of job experience was comparable, but with a somewhat higher percentage of the able-bodied with experience on the job of two years or more.

The results of the study were as follows:

(1) The average accident frequency rate for the physically impaired was found to be higher than the average frequency rate for the able-bodied. An excessive number of accidents in certain physical defect classes contributed heavily to the accident frequency rate of the impaired group. The physically impaired experienced proportionately less severe accidents than the able-bodied. There is evidence that a psychological element relating to some types of physical impairment plays an important role in causing significant variations in the fre-

¹ Cf. *International Labour Review*, Vol. L, No. 5, Nov. 1944, p. 645.

² WAR MANPOWER COMMISSION: Press Release, 22 Feb. 1945; *Monthly Labor Review*, May 1945, p. 1008. U.S. Labor Press Service, 30 Apr. 1945.

³ *Journal of the American Medical Association*, 7 and 14 Apr. 1945: "Physical Impairment and Job Performance", by V. K. HARVEY and E. P. LUONGO.

quency rates for the several classes of physical defects found among the impaired workers covered by the study. This psychological element also exists among the able-bodied, but among workers with certain types of physical defects it is more significant from the standpoint of preventing further impairment by second injuries and determining a safe threshold for the absorption of physically impaired workers into certain types of industries without raising the over-all accident and severity rates or production costs of those industries. The psychological element in accident proneness cannot be measured or altered either by ordinary interview or by matching the physical capacities or other qualifications of the worker to the physical and other demands of the job. It can to some extent be detected before employment, both in the able-bodied and in the physically impaired, by means of tests which partially measure certain psychological functions involved in industrial proficiency and accident proneness.

(2) The productivity, both in quantity and in quality, and the efficiency ratings of the physically impaired were found to compare favourably with those of the able-bodied.

(3) The findings on increased short-term absenteeism on account of sickness among the physically impaired showed some correlation with the accident experience of this group, and suggest that those workers who most often report minor sickness may be less resistant to fatigue and more likely to incur accidents.

(4) A much lower rate of turnover was found among the physically impaired than among the able-bodied, indicating that the impaired are superior from the standpoint of employment stability and that no large number of impaired workers during a twelve-month period were discharged because of failure of skill, failure to meet physical demands, or other causes.

(5) The percentage of job changes in the employment of impaired workers was relatively too low to be consistent with obtaining optimum performance from such workers. This low percentage may be an expression of the pressure of war work and the urgency of getting persons on the job with a minimum of delay in order to meet production deadlines.

(6) The percentage of the physically impaired who received special consideration with regard to transportation, lunch and rest periods, hours of work and methods of remuneration, special equipment, or in time reporting, was found to be low.

(7) The impaired as well as the able-bodied showed a substantial increase in earnings at the time of the survey over their earnings at the time of initial employment in their jobs.

It is stated in the article that the Commission will continue to support the policy of selective and judicious placement of the physically impaired, including disabled veterans, with further emphasis on selective placement from the standpoint of the special interviewing and testing of impaired workers, especially with regard to applicants for employment in Government industry, and it is suggested that the special tests may well be considered in connection with able-bodied workers from the standpoint of over-all safety promotion. Greater emphasis will be placed on close working relations with rehabilitation agencies to ensure adequate procedures for employment preparation and reassignment, and on job analysis to determine the physical demands of different positions. The studies of job performance will be continued, either complete or by sampling, and will be used as guides in future placements. The Commission will also continue to stress the need for, and, within the limits of its authority, to aid in the development of, adequate health and safety programmes for federal employees, so that disabled veterans and other impaired workers may be judiciously placed in positions where they can work proficiently and safely.

National Rehabilitation Week.

By official proclamation of the President, the week beginning 2 June was designated as "National Rehabilitation Week", with a view to encouraging broad public support for programmes to ensure rehabilitation, retraining, and employment opportunities for handicapped persons. The date marks the 25th anniversary of the national vocational rehabilitation programme, extended and improved by legislation passed in 1943.¹

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 648.

With the attention of the nation rightly focused on the welfare of men and women returning from service and in the armed forces, the proclamation stated, we must not let our interest lag in discharging our obligations to the increasing thousands among our civilian population who through accident, disease or congenital conditions, are unable to hold a place in the ranks of the American working force.¹

In connection with National Rehabilitation Week, rehabilitation clinics were held throughout the country by the Office of Vocational Rehabilitation, their chief purpose being to locate the physically and mentally handicapped and to take preliminary steps to restore them to employability.²

Employment of Blind Workers.

Two recent Bills concerning the employment of blind workers have been brought before the Congress. One proposes to amend civil service legislation to provide that no person shall be discriminated against because of total or partial blindness in examination, appointment, reappointment, reinstatement, re-employment, promotion, transfer, demotion, removal or retirement, unless normal eyesight is absolutely indispensable in the performance of the physical acts of the position. The other would encourage and promote the employment of blind persons in public service and private enterprise by establishing in the Employment Service a Division of Blind Placement Agents charged with a variety of duties, all aimed at stimulating the employment of blind persons.³

RE-EMPLOYMENT OF EX-SERVICE MEN IN AUSTRALIA

A Re-establishment and Employment Bill was introduced in the House of Representatives of the Commonwealth of Australia in March 1945. The purpose of the Bill was explained by the Minister for Post-War Reconstruction when submitting it for the consideration of Parliament. This statement is summarised briefly below; the provisions of the Bill will be analysed in more detail when they have been given final legislative form.

Purpose, Scope, and General Character of the Bill.

The purpose of the Bill is to set out the Government's policy with regard to the re-employment of ex-service men and to complete the charter for their re-establishment in civil life already initiated by other legislation.⁴

The entire legislation of the Government falls into two main categories—long-continuing benefits, such as medical care in all its forms, dwellings and land holdings, and short-term aids to ex-service men and women in the transition period.

The Re-establishment and Employment Bill is designed to meet the transitional problems, especially those of re-employment in suitable peacetime activities. Parts of the Government's programme to meet these problems have already been formulated; the present Bill incorporates those which should be continued, such as the provisions relating to reinstatement in civil employment and apprenticeship. Other parts are new, such as those concerning the proposed employment service and disabled workers.

The Bill is intended primarily for service personnel, but is so drafted as to permit its extension to some non-service groups in cases where it is reasonable and practical to utilise for both groups the facilities to be set up. The benefits provided under the Bill are granted in general, but subject to specific limitations, to persons living in Australia who served with the Australian or British Commonwealth forces for a minimum period of six months.

Ultimate Objectives of Government Policy.

The Minister for Post-War Reconstruction reiterated the conviction of the Government that special provisions for ex-service personnel had to be fitted into

¹ *New York Times*, 8 May 1945.

² *U.S. Labor Press Service*, 21 May 1945.

³ 79th Congress, First Session, Senate Bill 987 and House Bill 3192.

⁴ Cf. *International Labour Review*, Vol. XLVIII, No. 1, July 1943, p. 85; No. 2, Aug. 1943, p. 237; Vol. XLIX, No. 2, Feb. 1944, p. 222.

general post-war reconstruction policy and, in fact, depended for their success on the achievement of the general post-war objectives of the Government.

First among the Government's aims, according to the Minister, is the maintenance of a high and stable level of employment, and, therefore, the formulation of measures to ensure that "at any time, more potential jobs exist than the number of people seeking jobs, and that as far as possible, these jobs are of the right kind and exist in the right places". Full employment, he added, is complementary to the planned organisation and use of resources to achieve high and rising standards of living, social security, rapid development of national resources and adequate political and military defence. The Government's proposals in these fields are incorporated in a separate White Paper on *Employment Policy* (issued in June 1945).

Ex-Service Men's Particular Problems.

Nevertheless, service men and women will have, because of their service, special problems of readjustment to civil life. Well over 900,000 men and women have served with the forces. Some have already been demobilised, for medical and other reasons, but at the end of hostilities, about 500,000 men and 40,000 women may still remain to be demobilised. It is a reasonable assumption, according to the Minister, that the wartime forces as a whole will be demobilised within twelve or eighteen months after the end of hostilities. These men and women will be faced with some particular problems, and measures are needed to ensure that they will be re-established in civil life satisfactorily. The Government's proposals are outlined below.

Reinstatement in civil employment. The proposed scheme for reinstatement, as incorporated in the new Bill, corrects rigidities and certain impractical provisions of the old scheme, disclosed by experience, and tends to strengthen the rights of the service men. Procedure is made more specific and employers' obligations are clarified.

Apprenticeship. The existing provisions in regard to reinstatement in apprenticeship, and the transfer, suspension and modification of apprenticeship contracts interrupted or disturbed by the war, as set forth in the Regulations in force (and amendments thereto), would be given legislative expression in the new Bill.

Preference for service men in employment. The principle of preference according to services rendered to the nation and disabilities incurred, and to the relevant facts of the case, is endorsed in the Bill. The preference question has aroused wide controversy in Australia, of which the Government had to take account, and the Minister stated that these parts of the Bill, besides in all likelihood proving the most controversial, would also present the most stubborn difficulties of application and enforcement.

The Bill would incorporate a comprehensive preference in employment, both public and private, available for seven years after the end of the war, to service men of both wars (and a person with comparable service may apply to a board for registration as a person entitled to preference).

Training. The scope and pattern of the Commonwealth Reconstruction Training Scheme have been defined and the machinery for its operation has been functioning successfully since February 1944; the Bill will not affect this structure. Over 1,250 veterans have undertaken full-time training and 3,000 more are in part-time training; more than 31,000 members of the forces are taking pre-discharge training.

Industrial training, the importance of which was emphasised by the Minister, is now given by two methods. First, training is given in technical schools until the trainee reaches a standard of proficiency of not less than 40 per cent. of the minimum wage payable by award in the trade for which he is training (as assessed by representative industrial committees set up under the scheme), the period of training varying as a rule from three to twelve months and according to the qualities of the trainees. Secondly, training (largely for callings in which training is in small demand) is given in industrial establishments approved by the industrial committees up to the same proficiency standard. In both cases, the Commonwealth pays the full cost and also pays allowances to the trainees. Once the 40 per cent. proficiency standard is reached, the trainee is placed in employment (not necessarily in the plant where he received training, if he received in-plant

training) at full award rates by the Man Power Directorate, and the Commonwealth Government pays the employer a subsidy representing the difference between the award rate and the proficiency of the trainee (which is calculated at regular intervals).

Progress has been made in obtaining the facilities needed for the expanded technical training programme, but:

If Commonwealth training commitments are to be met, it is essential that a large technical school building programme be undertaken as early as possible, especially in those centres where it has been found, after exhaustive surveys, that leased or transferred buildings will not be available.

Provision is also made for university and rural training and for the training, on a large scale, of qualified tradesmen as instructors of ex-service men's classes.

A Commonwealth employment service. Under the Bill, the Government, in co-operation with the States, plans to set up a widely decentralised employment service, primarily to provide facilities to aid service men to find suitable employment and to be of assistance for civilian placement as well. The service will also facilitate the administration of the Unemployment and Sickness Benefit Act and of the scheme of re-employment allowances for service men who are unemployed within twelve months of their discharge.

The Minister of Post-War Reconstruction particularly stressed the importance of an efficient employment service, stating:

The significance of effective labour placement machinery for the formulation and organisation of long-term full employment policies after the war and for the promotion of industrial and agricultural efficiency was recognised at the last meeting of the International Labour Organisation. At Philadelphia last year, it was accepted that certain of the Recommendations agreed to then required the existence and development of an effective employment service, and a special Recommendation was made concerning the functions which such a service should perform.

Unfortunately in Australia before the war, only two States, New South Wales and Queensland, could make any claim to an organisation remotely resembling an employment service of the character so well established in Great Britain. After the war, the problems of re-establishing discharged service men and women, and resettling civilian war workers—great numbers of whom have been displaced from their normal jobs or have never worked in normal peacetime occupations—will demand the existence of an employment service of the highest calibre. Its function, in short, will be to find jobs for these people—the right jobs—jobs which will best fit their qualifications and experience.

Careful consideration has been given by the Government to the question whether the Commonwealth should establish and maintain the necessary employment service or leave the function to the States. The question was discussed at the last Premiers' Conference. The Commonwealth has a special responsibility for demobilisation and rehabilitation of ex-service personnel; it also has clear obligations for the re-establishment of war workers and the many other civilians whose normal employment has been materially affected by the war. Because of this, and because also the Commonwealth has assumed domestic and international responsibilities for the achievement and maintenance of a high and stable level of employment—and an efficient placement service is a vital instrument for this purpose—the Commonwealth has decided that it should establish a decentralised Commonwealth-wide Employment Service . . .

The Government has decided that the Employment Service shall be established within the Department of Labour and National Service. It is intended that it shall be developed out of the existing national service office organisation. That organisation must, for the duration of the war, continue to discharge functions under the Man Power Regulations. It is inevitable that the controls which those Regulations sanction must remain in force in one form or another for the duration of the war if the most effective use is to be made of the nation's manpower resources, but it is hoped that even during the war, we shall be able to relax progressively the existing controls.

The Minister pointed out that parts of the proposed employment service organisation already existed, and that the purpose of these provisions of the new Bill would be to co-ordinate and improve the existing machinery, in co-operation with the States, in order "to assist discharged service personnel to obtain employment; to help civilian war and other workers to find employment in the industrial and occupational reshuffle which will be inevitable after the war; and to aid in the placement of ex-service personnel and civilians who will be trained under the Commonwealth Government's training scheme".

The disabled in industry. The Government will make provision under the Bill for special facilities so that voluntarily registered persons who because of disablement, are unfit to work may be made capable of work or ready for pre-vocational training. During this preparation period, the disabled would be paid living allowances for three months, which may be extended to six months. In order to ensure employment for disabled persons who have been retrained or otherwise made employable, employers will be required to employ a specified number of disabled persons or a certain number proportionate to their total labour force; the requirement is designed to overcome the reluctance of those who need to be convinced that disabled persons can do a wide range of work at award rates with satisfaction to all concerned. Disabled service men will be invited to place their names on a voluntary register. Representative advisory committees on the employment of disabled persons will be established.

An interdepartmental report is to be submitted to the Cabinet on the organisation of a common rehabilitation scheme for disabled service personnel and civilians alike.

Other steps in the Government's re-establishment programme include granting service personnel a minimum period of leave after discharge during which they may seek suitable re-establishment, training a house, etc. Modification of the conditions of entry into certain employments is also provided for, so as to secure full employment opportunities for ex-service personnel, including trainees.

Other provisions of the Bill give financial aid to ex-service men or women who wish to be self-employed in business or agriculture. The Government is preparing separate legislation on soldier settlement.

Action will be taken, in co-operation with the States, to provide homes for service men and to allocate among ex-members of the forces a quota of the houses built under Commonwealth-State schemes.

Demobilisation Scheme.

The Minister of Post-War Reconstruction announced that the provisions of the Bill would become completely applicable on general demobilisation. The Government had announced the principles of demobilisation¹, and administrative machinery was being put into motion. In regard to the scheme for demobilisation, he said that broadly it was based on "first in, first out", modified by age and family responsibilities, adding:

The Government had adopted a system under which men and women will be released from the services according to their length of service, their age, and their marital status; that is, the older and married men and those with longer service will be discharged before the younger men and those with shorter service. Exceptions will be made for certain key persons whose discharge is considered essential at the time on occupational grounds, or for training. The first people to be discharged may thus include some who will have most difficulty in readjusting themselves to civilian conditions, and although this may present problems to the employer and the community generally, it is obviously just from the service men's point of view that these individuals should be given the greatest opportunity to adapt themselves to post-war employment conditions.

The Government believes that its demobilisation plan will commend itself to members of the forces, to Parliament, and to the public generally. It is sometimes advocated that the existence of definite jobs to go to should be made the guiding principle in determining priority for discharge. But the Government holds that to do this would cause extreme dissatisfaction among men not fortunate enough actually to have employment to go to or to have

¹ Cf. *International Labour Review*, Vol. L, No. 3, Sept. 1944, p. 369.

been able to arrange for employers to provide it. The system of release according to availability of employment . . . is not a practicable scheme.¹

Administration.

The administration of the new legislation would be entrusted to the several Ministers concerned with the various matters dealt with in the Bill. No separate super-department to deal with the questions affecting ex-service men would be set up. The question of co-ordination between almost all the departments of the Government would therefore be of first importance. The Department of Post-War Reconstruction is finally responsible for seeing that the programme of re-establishment is unified and fully co-ordinated. The operation of the training scheme has shown that co-ordination can be achieved. Somewhat similar machinery would be used to co-ordinate general re-establishment matters. Emphasis would be placed on the central Re-establishment Committee for policy and general co-ordination and on the widely decentralised Employment Service (Rehabilitation Section) for detailed administration.²

VOCATIONAL TRAINING IN CANADA

An expanded vocational training programme designed to meet the needs of returning war veterans and discharged war workers is being set in motion in Canada. The programme will be based on the existing Dominion-provincial agreements on vocational training³ and will make use of all available facilities, including those no longer needed by various branches of the armed forces. A report on progress under the existing programme and recent steps taken to develop and improve the programme are summarised below.

Review of Progress.

The Director of Vocational Training gave the Vocational Training Advisory Council a review of vocational training progress on the occasion of the Council's fifth meeting in Ottawa in March 1945. His statement included the following points:

(1) The Dominion-Provincial Agreements on Youth Training and on War Emergency Training would normally expire on 31 March 1945, but all the provinces had expressed willingness to have both agreements renewed.

(2) In accordance with recommendations at a previous meeting of the Council, arrangements had been completed for exempting from income tax the training allowances made by the Department of Veterans' Affairs.

(3) All the provinces had expressed a willingness to co-operate in the establishment of pre-matriculation classes under the several Departments of Education, for the benefit of veterans, and such classes had been started in the Maritime provinces, Ontario, and the Western provinces. There had already been a substantial enrolment in these classes in Ontario.

(4) The pre-employment classes for industry, except in a few instances, such as those for stenographers in the war departments in Ottawa, and those for butter and cheese makers and egg graders in some of the provinces, had been discontinued.

(5) Approval had been given for the establishment of a total of 151 plant schools, 26 of which were still in operation at the end of January 1945. Several of these were in the textile industry in Quebec, and those in the coal mining areas of Cape Breton were meeting with an increasingly favourable response from both the mine operators and the unions.

(6) The Supervisory Training Programme was expanding rapidly, and favourable results had been reported by many industries. Interest was being shown by many large companies, notably the oil and the railway companies. A beginning had been made in both eastern and western Canada in job safety training. In some provinces it had been difficult to obtain qualified instructors.

¹ It was announced in June 1945 that there would be approximately a 10 per cent. reduction in the forces during the last half of 1945 to meet acute shortage of labour in essential industries (*Australian News Summary*, New York, 1 June 1945).

² Commonwealth of Australia, *Parliamentary Debates, House of Representatives*, 23 Mar. 1945.

³ Cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, p. 90.

(7) Training for the Royal Canadian Air Force had been discontinued, and was being carried on for the Navy and Army on a reduced scale.

(8) It was anticipated that projects under the Youth Training Programme would expand, especially for rural young people. Up to the end of February 1945, 7,585 students had been given assistance under the Student Aid Schedule of the Dominion-Provincial Agreements. Special assistance to first-year students in science and engineering had been discontinued.

(9) Apprenticeship agreements had been completed with all but two of the provinces, and hope was expressed that an agreement would soon be completed with at least one of these. Progress under the agreements had varied in the several provinces.

(10) The number enrolled for rehabilitation training, although comparatively small as yet, was increasing. Commercial training was perhaps unduly popular, and it was felt that counsellors might govern their technique accordingly, in order to avoid overcrowding in that field. A revised edition of the *Bulletin on Vocational Training for Ex-Service Personnel* had been issued, and some 4,000 copies had been distributed to educational and personnel selection officers in the armed services and the Departments of Veterans' Affairs and of Labour.

(11) Training on the job had been going on very satisfactorily. Employers had shown the greatest degree of interest and co-operation.

(12) From the inception of the programme to 31 March 1945, there had been a gross enrolment of 397,256 in the various types of projects sponsored by the Branch, of whom 258,635 were enrolled in industrial training. The total Dominion expenditure for this training up to 31 December 1944, had been approximately \$22,750,000.

The discussion following the presentation of the Director's report revealed among other things, that: (1) the Supervisor of Women's Training, when appointed, would be responsible for the training of all ex-service women under the general supervision of the Director of Training; (2) the training of textile workers was to a large extent confined to power sewing, weaving, spinning and a few other specialised operations; (3) the need was recognised for a closer liaison between occupational counselling in the armed services and that given by the Department of Veterans' Affairs, following discharge; and (4) instruction in the trades should be given by competent teachers.

In April 1945, it was announced that a new type of training would be introduced for "social welfare aids". The training will be given in 3-4 month courses in approved schools of social work.

Orders in Council relating to Training Arrangements.

An Order in Council of 8 March 1945 (P.C. 1648) gives the Minister of Labour further authority to enter into agreements with the provinces for providing financial assistance for the development and carrying on after the war of vocational training on a level equivalent to the secondary school level. The agreement with each province will include a number of specific provisions, mentioned in the Order in Council, which detail the maximum financial assistance that may be given by Dominion grant, and its allocation to the provinces according to the number of young people in the age group 15-19 years, and also provide for respect for provincial jurisdiction in the field of vocational education. The agreements are applicable for a period of ten years commencing with the fiscal year ending 31 March 1946. These arrangements not only virtually extend the agreements which terminated on 31 March 1945 but also make possible an expansion of vocational training facilities throughout the country.

A further Order in Council of 8 March 1945 (P.C. 1388) provides for agreements with the provinces, for a term not to exceed three years, to provide vocational training for persons referred by the Employment Service of the Unemployment Insurance Commission. This training is for any person over 16 years of age who may require either full-time or part-time training to obtain employment as a result of the discontinuance or conversion of war industries. It will not interfere with the rehabilitation training of members of the forces; if facilities are overcrowded, preference will be given to ex-service personnel. Moreover, eligibility for training will not be confined to recipients of unemployment insurance benefit; all persons over 16 years of age, from all industries and occupations, are eligible, so long as they are properly referred for training by the Employment Service. The Order in Council stipulates that "training shall be given for those

occupations in which there are the best prospects for immediate employment", and that the Dominion shall pay all cost-of-living allowances provided for trainees during the training period at such rates as are approved by the Governor in Council. Training may be in schools or institutions or in an industrial establishment, either for training beginning workers needed in the plant or other beginning workers not needed by that particular undertaking (arrangements for apprenticeship were made by an Order in Council of 21 January 1944¹). Training in office and commercial work is limited to refresher courses for persons previously employed in such occupations.²

CONTROL OF EMPLOYMENT IN SOUTH AFRICA

Several steps have been taken in the Union of South Africa to meet the continuing shortage of skilled labour and to provide information with respect to unemployed applicants for work.

Restrictions on Engagement.

In January 1945, the Controller of Industrial Man Power prohibited the engagement, without his prior consent, of tool-setters by any employer in the engineering industry, as defined for the purposes of restrictions on engagement.³ It is reported that consideration is being given to the introduction of restrictions on the engagement of workers in the building trade.⁴

Registration for Employment.

A Bill to provide for the compulsory registration for employment of unemployed work-seekers and for the establishment of juvenile affairs boards, known as the Registration for Employment Bill, was introduced in the House of Assembly for its second reading by the Minister of Labour on 14 March 1945.⁵ The provisions of the Bill will be summarised in these pages when the Bill has completed its legislative course.

CONDITIONS OF WORK

RECONVERSION WAGE POLICY IN THE UNITED STATES

The United States National War Labor Board, in a statement of policy issued on 10 May 1945, fixed guides to be used in the establishment of wage schedules in the reconversion period. In general, wartime wage levels are to be maintained on peacetime work; rates for civilian production jobs are not to be changed if the job content remains the same; and rates for non-war production jobs are to be interpolated to form a "balanced wage structure".

The Board has outlined the procedure to be followed in setting wage schedules in three types of situation likely to arise in the reconversion period. In the case of complete reconversion of a plant where some or all of the key jobs following reconversion remain substantially the same in job content as before, the rates for key jobs may not be changed and must be used as guide rates for the estab-

¹ Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 509.

² *Labour Gazette*, Apr. and May 1945.

³ *Union of South Africa Government Gazette*, No. 3437, 12 Jan. 1945 (cf. *International Labour Review*, Vol. L, No. 1, July 1944, p. 92).

⁴ *Ambag* (Johannesburg), Apr. 1945. The annual conference of the South African Trades and Labour Council, meeting from 3 to 6 Apr., unanimously passed a resolution demanding the abolition of the office of Controller of Man Power, on the ground that the office had served its purpose and was now merely causing dissatisfaction among craftsmen.

⁵ Union of South Africa, Registration for Employment Bill.

lishment of wage rates for other jobs in the plant in such a manner as to result in a balanced wage rate structure. This procedure is designed to preserve the general level of wage rates which existed at the plant before reconversion.

In the case of complete reconversion where most of the jobs are substantially changed in job content owing to a sweeping change in the product manufactured, or where civilian production is resumed in plants discontinued during the war, the wage schedule should be fixed at the prevailing level of wages in the industry or area for comparable occupations.

Where only a portion of the plant is reconverted and there is practically no change in the job content of the civilian production jobs, no change in wage rates may be made; if there is a substantial change in practically all jobs, the rates for the jobs on civilian production are to be fixed to provide a properly balanced relationship with the rates for the jobs remaining on war production.

Although reconversion wage schedules established in accordance with this policy may be instituted without the approval of the National War Labor Board, the details must be submitted to a regional board or industry commission before or on the day they are scheduled to go into effect. If the proposed wage structure will furnish the basis for a request for an increase in the price fixed by the Office of Price Administration, it may not become effective without the advance approval of the Board and any necessary action by the Director of Economic Stabilization.

The procedure thus outlined for the review of proposed wage rate structures is designed to ensure conformity with the "guides" enunciated by the new policy, and with the provisions of the Stabilization Act which require the Board to stabilise wages at the level of October 1942 and to prevent wage reductions below the highest level of wages between January and September 1942.

The Board explained in its statement that it had developed this limited programme to facilitate the fastest possible return to civilian production consistent with the maximum production of war materials for the fight against Japan. It emphasised also that a comprehensive programme for wage and price stabilisation will be necessary until the end of the war with Japan.¹

PROTECTION OF MIGRANT WORKERS IN THE UNITED STATES

A NEW JERSEY ACT

The Migrant Labor Act of the State of New Jersey in the United States, effective on 2 April 1945, aims at establishing decent minimum standards of housing, sanitation, safety, and health for migrant workers temporarily resident in the State. The Act was described by the Federal Secretary of Labour as a "Magna Charta for these forgotten families".² Only two other States have similar legislation.

The Act is designed to meet the needs of migrant agricultural workers, and of those who work as section hands on railroads or find other kinds of seasonal employment, and who, moving from one State to another, enjoy almost none of the protection of Federal and State social labour laws. The New Jersey Act sets up a Migrant Labor Board, composed of the State Commissioners of Labor, Institutions and Agencies, and Economic Development, the Secretary of Agriculture, the Superintendent of State Police, the Director of Health and others, including representatives of organised labour and of farmers. The Board makes policies and regulations concerning migrant workers, which will be administered by the Division of Migrant Labor in the Labor Department.

The Act prescribes minimum standards for the construction and maintenance of camps. Workers are assured clean shelters (protected against fire) and beds or bunks meeting prescribed standards as to privacy, cleanliness, air space, and construction. They are afforded facilities for preparing food, safe drinking water, and decent bathing and toilet facilities. Any food offered for sale by the camp operator must meet specified requirements.

¹ NATIONAL WAR LABOR BOARD: Press Release, B-2082, 9 May 1945; *Wage and Hour Reporter*, Vol. 8, No. 20, 14 May 1945, pp. 493-494, 504, 522-523.

² U.S. DEPARTMENT OF LABOR: Press Release, 3 May 1945.

The Division of Migrant Labor inspects the camps and issues certificates of compliance (on request) to those which are satisfactory; those without certificates may not advertise. The Division also advises employers of migrant workers as to methods of improving living conditions; enforces labour laws which should be applicable to migrants as to other workers, co-operates in providing educational facilities for the children of migrants; plans, locates, and constructs experimental State camps for migrant workers, as circumstances permit; and helps to devise ways and means for meeting the various social and welfare problems of migrants.¹

MINIMUM WAGE REGULATION IN GREAT BRITAIN

THE WAGES COUNCILS ACT, 1945

The Wages Councils Act², which was given Royal Assent in Great Britain on 28 March 1945, has three chief purposes. It is designed to bring the Trade Boards Acts of 1909 and 1918³ into line with modern requirements; the existing trade boards will be renamed "wages councils" and their powers will be brought into line with those of analogous bodies established under later legislation, such as the Road Haulage Wages Act, 1938, and the Catering Wages Act, 1943. Additional powers are provided for establishing wages councils where voluntary machinery is inadequate or is likely to become inadequate, and reasonable standards of remuneration are not being, or are not likely to be maintained. Thirdly, the Act continues, with minor modifications, the provisions of Part III of the Conditions of Employment and National Arbitration Order, 1940, for five years.

Part I of the Wages Councils Act provides the Minister of Labour and National Service with power to make an order establishing a wages council if he is of the opinion that there is no adequate voluntary machinery for the effective regulation of the remuneration of any group of workers, and that, having regard to the standard of remuneration among the workers, it is expedient that such a council should be established.

An application for the establishment of a wages council may be made to the Minister either by a joint industrial council or similar body, or jointly by organisations of employers and trade unions, on the grounds that the existing machinery for the settlement of remuneration and conditions of employment is likely to cease to exist or be adequate for that purpose. If the Minister is satisfied that there are sufficient grounds to justify the reference of any application to a commission of enquiry, he must so refer it. He may also initiate an enquiry himself. The commission, which will be appointed *ad hoc* to deal with a particular reference, is to be composed of not more than three independent persons, with not more than two persons each representing employers and workers. Before this Act was passed, the State had no power to intervene to prevent joint machinery from disintegrating, even though it was obvious that, unless action were taken, wage standards would be unduly depressed and intervention would ultimately be necessary.

Where it is considered desirable to co-ordinate the work of two or more councils, the Minister may by order establish a central co-ordinating committee. Both the wages councils and the co-ordinating committee are to be constituted on the same lines as existing trade boards, that is, with not more than three independent persons, and representatives of employers and workers in such equal numbers as the Minister thinks fit. The Minister may by order abolish or vary

¹ State of New Jersey, Laws and Statutes, Ch. 71, P.L. 1945, effective 2 Apr. 1945.

² Wages Councils Act, 1945, 8 & 9 Geo. 6, Ch. 17.

³ These Acts were originally introduced to raise wages in "sweated" trades. For a discussion of their operation, see *International Labour Review*, Vol XXXVIII, No. 4, Oct. 1938, pp. 472-480: "The Working of the British Trade Board System", by Sir Hector HETHERINGTON; see also I.L.O., Studies and Reports, Series D, No. 22: *The Minimum Wage: An International Survey* (Geneva, 1939), pp. 103-142.

the field of operation of a wages council. If a joint application is made for abolition, the Minister must either give effect to the application or refer it to a commission of enquiry.

The new wages councils will have broader terms of reference than the trade boards. Instead of having power to fix merely "minimum rates of wages", they will be able to fix the "statutory minimum remuneration"; the Minister of Labour has explained that "remuneration" includes the fixing of a guaranteed weekly wage, whereas previously, the trade boards had power only to fix a minimum hourly rate.¹ The wages councils will also be able to recommend paid annual holidays beyond the one-week limit provided under the Holidays with Pay Act.

Part III of the Act provides for the continuation for five years, with slight modification, of the provisions of Part III of the Conditions of Employment and National Arbitration Order, 1940.² The chief modification is the substitution of the Industrial Court for the Arbitration Tribunal. Specifically, for the five-year period, employers will be required to observe terms and conditions of employment not less favourable than those established in the districts concerned by virtue of an agreement between employers' organisations and trade unions representative of substantial proportions of employers and workers engaged in the trade or industry in those districts. This obligation will not apply in respect of workers whose wages are regulated by statutory machinery, *i.e.*, under a wages council, or under a board set up under the Agricultural Wages Acts, 1924-40, the Road Haulage Wages Act, 1928, the Catering Wages Act, 1943, or the Education Act, 1944. It will apply, however, to more than 10 million workers whose wages are fixed by voluntary agreement. This part of the Act, the Minister of Labour has explained, means that for five years there will be a complete national fair wages clause in order to maintain stability.³

WAGE REGULATION IN THE CATERING INDUSTRY

Control over remuneration and conditions of work in the catering industry is being extended as a result of the activities of the Catering Wages Commission.⁴ On the basis of recommendations made by the Commission, four wages boards have been established.

A wages board for employees in industrial and staff canteens was the first to be established under the Catering Wages Act.⁵ Since then the Minister of Labour and National Service has made orders establishing a wages board for workers employed either in unlicensed places of refreshment or central catering establishments or by catering contractors, and in staff hostels and canteens for workers in such establishments⁶, for employees in licensed non-residential catering establishments⁷, and for those in licensed residential establishments and licensed restaurants.⁸

MINIMUM WAGE FIXING IN LUXEMBOURG

A Grand Ducal Order of 30 December 1944 set minimum wage rates in Luxembourg and made it compulsory for employers and wage earners to observe them. These rates may not be lowered by individual or collective contract.

According to the preamble, the object of the Order is to provide wage earners with sufficient remuneration to allow them to procure the housing and prime necessities required for maintaining a decent standard of living. The setting of minimum wages will also serve as a starting point for restoring the system of

¹ *Parliamentary Debates, House of Commons*, 16 Jan. 1945, cols. 74-75.

² Cf. I.L.O.: *Legislative Series*, 1941, G.B. 3 (B).

³ *Parliamentary Debates, House of Commons*, 16 Jan. 1945, col. 76. For an account of the "fair wages clause" in Government contracts in Great Britain, see I.L.O., *Studies and Reports, Series No. 23: Labour Conditions in War Contracts* (2nd edition, Montreal, 1943), pp. 19-31.

⁴ Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 529.

⁵ *Idem*, Vol. XL, No. 1, July 1944, p. 100.

⁶ *Statutory Rules and Orders 1944*, No. 1399.

⁷ MINISTRY OF LABOUR AND NATIONAL SERVICE: Press Release, 27 Mar. 1945.

⁸ *Idem*, 6 Mar. 1945.

regulating wages and other conditions of employment by means of collective agreements.

Before the Order was issued it was submitted to careful study by the National Labour Conference, a body which had been set up in November 1944.¹ The Conference finally decided that minimum wage rates should be based on those which had been reached through collective agreements before the war in a representative industry (building), with a 25 per cent. increase on account of the devaluation of the Luxembourg franc, and a 75 per cent. increase on account of the rise in the cost of living.² In other words the Government endeavoured not only to maintain but also to generalise the minimum wage level reached before the war.

The hourly minimum rates for able-bodied workers of 21 years or over were fixed at 9 to 10 francs for unskilled labourers and 10 to 12 francs for other categories. The rates for young workers of under 21 years are percentages of those set for adult workers: young persons aged 16 to 17 years, 50 per cent.; 17 to 18 years, 60 per cent.; 18 to 19 years, 70 per cent.; 19 to 20 years, 80 per cent.; 20 to 21 years, 90 per cent.

The remuneration of salaried employees and wage earners paid on a monthly basis must not be less than 1,750 francs for able-bodied men of 21 years or over. The percentage reductions prescribed for young workers under 21 years will also apply to salaried employees. For equal work done under the same conditions the minimum wage and salary rates set for women are 80 to 90 per cent. those of men.

Workers who, because of physical or mental handicaps or old age, are unable to produce the regular output may however be employed for wages lower than the legal minimum, on the express written authorisation of the labour inspector, who will fix the amount to be paid and the duration of the reduction. In addition, if lower wages appear needed when a new undertaking is being set up, or for maintaining the activity of an undertaking which already exists, the Government may, after consultation with the employers and workers concerned, permit temporary exceptions to the minimum rates.

The enforcement of the provisions of this Order must not lead to dismissals of personnel, to a reduction of benefits in kind, or to a decrease in the actual remuneration received by workers.

Contraventions of these provisions are punishable by imprisonment for eight days to three years or a fine of 51 to 2,000 francs, or both penalties. The imposition of these penalties does not prejudice the worker's right to institute judicial proceedings for recovery of wages due to him.

The new regulations apply to industrial, commercial, and handicraft undertakings, the liberal professions, companies and associations of all kinds, that is generally speaking, to all branches of private enterprise. Later Orders will set minimum rates for workers in domestic service, agriculture, viticulture, and horticulture.³

WAGE AND SALARY INCREASES IN PERU

The wages and salaries of several important groups of workers in Peru were increased during the past year.⁴ In the second half of 1944 the Government took measures to raise the remuneration of salaried employees in private establishments in order to offset increases in living costs, to equalise the salaries of lower paid employees, and to systematise salary increases already granted independently by employers. The wages of workers in the textile industry were increased in March 1945 as the result of an agreement concluded by the Tripartite Committee for the Cotton Weaving Industry, and provision was made for their future adjustment in

¹ Cf. *International Labour Review*, Vol. LI, No. 3, Mar. 1945, p. 354.

² The minimum hourly wage rate of unskilled workers as fixed by national collective agreements in the building industry just before the outbreak of war was 4.40 francs. This rate, increased by 25 per cent. for the devaluation of the Luxembourg franc, amounts to 5.50 francs; the increase of 75 per cent. on account of the rise in the cost-of-living index (Dec. 1944) brings it to 9.625 francs; hence the minimum legal hourly rate for unskilled labour was fixed by the Order at 9 to 10 francs.

³ *Mémorial*, 22 Jan. 1945.

⁴ For an account of earlier minimum wage legislation in Peru, see I.L.O., *Studies and Reports*, Series D, No. 22: *The Minimum Wage: An International Survey* (Geneva, 1939), pp. 178-189.

accordance with movements in the cost-of-living index. Wages in the construction industry were raised by a Decree of 2 March 1945.

Salary Adjustments.

A Decree of 20 July 1944 fixed minimum salaries for employees of private establishments in the metropolitan areas of Lima and Callao at the following rates: 100 soles monthly for male workers over the age of 18 years, and 75 soles monthly for female workers over the age of 18.¹

The Decree provided also for the establishment of a tripartite committee to study the adjustment of salaries paid to private employees who were not covered by the foregoing minima. Upon the recommendation of this committee, a Decree of 14 October extended minimum salaries to certain provinces, but the rates set are lower than those for Lima and Callao, and range from 70 to 90 soles monthly for male employees and from 50 to 70 soles monthly for female employees.²

A second Decree of the same date provided for increases in the salaries of private employees throughout the Republic, effective on 16 October 1944. The increases were on a sliding scale, ranging from 35 per cent. for all salaries under 100 soles monthly to 15 per cent. for all salaries over 400 soles monthly, on all salary schedules in effect in January 1942.³

The percentage increases provided under the foregoing Decree were provisional and have since been replaced by scales of increases at fixed rates for various levels of remuneration. A Decree of 27 November 1944⁴ repealed the percentage increases as far as the provinces of Lima and Callao were concerned, and a Decree of 31 March 1945 repealed them for the rest of the country.⁵ The new scales of increases, specified in schedules attached to the Decrees, are graded according to the length of service of the employees, and those who entered employment before 1941 are eligible for the largest amounts.

Wage Increases for Textile Workers.

A Tripartite Committee for the Cotton Weaving Industry was appointed at the end of December 1944 to find a solution to the demands of workers in the industry. It concluded its work in March 1945 by the adoption of an agreement concerning wages and working conditions in the cotton industry. It was agreed that there should be an increase of 15 per cent. on the wages in effect in 1940. In future there will be an adjustment of 5 per cent. in wages for each change of 9 points in the cost-of-living index calculated by the Central Reserve Bank of Peru.⁶

A later Decree extended the foregoing provisions to certain other branches of the textile industry.⁷

Minimum Wages for Construction Workers.

The wages for workers employed by the day in the construction industry were fixed at not less than the following rates by a Decree of 2 March 1945: skilled workers, 7.00 soles; skilled workers' assistants, 5.40 soles; labourers, 4.20 soles.⁸

HOLIDAYS WITH PAY IN ARGENTINA

Under Legislative Decree No. 1,740 of 24 January 1945, holidays with pay are to be granted to all employed persons in Argentina except domestic servants and employees of national, provincial, and municipal authorities. The Decree, which stipulates that its provisions shall not affect any legal regulations or agreements providing greater benefits to employees, is summarised below.

Persons employed for less than five years, irrespective of changes of employer, are entitled to ten days' holiday with pay each year, and those who have been

¹ *El Empleado*, May, June, and July 1944.

² *El Peruano*, 16 Oct. 1944.

³ *Ibid.*

⁴ *Idem*, 29 Nov. 1944.

⁵ *Idem*, 5 Apr. 1945.

⁶ Communication from the I.L.O. Correspondent, Lima.

⁷ *El Peruano*, 5 Apr. and 10 May 1945.

⁸ *Idem*, 16 Mar. 1945.

employed for more than five years to fifteen days' holiday. To qualify for a holiday, a person must be employed for at least half the working days in a year. An employee who fulfils this qualifying condition and leaves his employment without having received a holiday will be entitled to cash compensation for that part of the holiday proportionate to the fraction of the year during which he was employed. The payment for holidays is to be based on the wages earned in a normal working day in the case of persons employed by the hour or on a piece work basis. In the case of salaried employees, the daily value of the holiday payment is to be one thirtieth of the monthly salary. Payments in kind and the average of commissions earned during the preceding six months are to be taken into account in computing holiday pay.

The Secretariat of Labour and Welfare is responsible for the enforcement of the Decree. Contraventions are punishable by fines of 20 to 200 pesos for each employed person in respect of whom violations are committed.¹

INCREASED PAY FOR INDIAN SEAMEN IN BRITISH SHIPS

Increases in pay have been secured by Indian seamen as a result of an agreement reached at the end of 1944 after lengthy negotiations between the British companies employing Indian seamen, the Indian Seamen's Unions, and the Commerce Member of the Government of India.

By the new agreement, the existing war risk money is increased by 200 per cent., subject to a maximum increase of 66 rupees for any rating. One half of the increase is to be held as a post-war credit, under a scheme to be operated by the Government of India. The increase applies to all Indian crews on articles on 1 January 1944, or on articles since that date.

A seaman on a basic wage of 50 rupees monthly (pre-war rate, 25 rupees) now receives 75 rupees in war risk money, making a total of 125 rupees monthly; of this sum, 25 rupees is a post-war credit. A deck serang on a basic wage of 120 rupees monthly (pre-war rate, 60 rupees) now receives 126 rupees in war risk money, making a total of 246 rupees monthly, of which 33 rupees is a post-war credit.

The new agreement also provides that a man may, if he wishes, receive upon engagement a first advance of up to a full month's pay, including the total war risk money without deduction of the post-war credit, which will operate only from the second month.²

EXTRA SHORE LEAVE FOR FRENCH SEAMEN

By an Order of the Secretary-General for the French Mercantile Marine, French seamen who have served during the war in the Free French merchant fleet will be entitled to an extra leave, to be taken the first time they are signed off after the publication of the Order, which is dated 5 February 1945.

This leave will amount to a fortnight for each year in which the seaman has been in the service of the Free French forces, and it will be increased by half a day for each month on articles during that period.

In the case of officers and ratings who were in North Africa at the time of the Anglo-American landings, and who have since served on board French ships, their leave has been fixed at 45 days, provided they have been for at least six months on articles.³

¹ *Boletín Oficial*, Vol. LIII, No. 15,110, 2 Feb. 1945, p. 14.

² Communication from the Shipping Federation of Great Britain.

³ INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report*, 26 Feb. 1945.

SOCIAL INSURANCE AND ASSISTANCE

SOCIAL INSURANCE MEASURES IN FRANCE

As previously recorded in these pages, the financial basis for the reorganisation of the old-age and invalidity pension schemes in France was laid down in two Orders of 30 December 1944¹, in consequence of which it became possible to make appreciable improvements in old-age allowances and old-age and invalidity pensions under an Order of 2 February 1945.² On 8 February 1945, the Minister of Labour and Social Security informed the Provisional Consultative Assembly that he was engaged in preparing a comprehensive social security scheme, but that pending its introduction, certain urgent reforms would be made with regard to the fixing of medical fees in sickness insurance, the adoption of a single contribution for all social insurance schemes, and the application of social insurance to Algeria.³ The first of these reforms was effected by an Order of 3 March 1945, described below.

Furthermore, an Order of 5 February 1945 reinstated the Superior Social Insurance Council, and an Order of 15 February 1945 transferred the management of the Alsace and Lorraine Miners' Pension Fund to the General Miners' Pension Fund. Particulars are given below, following an account showing in more detail what the financial difficulties were that the Orders of December 1944 were designed to overcome.⁴

The Financial Position of Social Insurance at the End of 1944.

Under the Vichy Government the social insurance funds fell into a highly precarious situation, due partly to the rise in the cost of benefits and partly to the financial burden resulting from the fact that old-age allowances had been introduced without provision for special resources to finance the scheme. On the other hand, since the Legislative Decree of 28 October 1935⁵, there had been no change in the rate of workers' and employers' contributions.

Sickness and maternity insurance costs. The rise in the cost of these benefits, which was particularly marked after 1941, amounted during the period 1939 to 1943 to 243-345 per cent. for medical services, 246-464 per cent. for surgical services, 200-284 per cent. for dental services, 252-310 per cent. for drugs, and 525-766 per cent. for daily cash allowances.

Rising prices and worsening health conditions account for the increased cost of benefits in kind: the funds doubled their payments under the head of medical fees and at the same time there was an increase in the demand for medical and pharmaceutical services. The cost of cash benefits increased even more steeply because the maximum daily allowance was raised from 25 to 50 francs in 1942 and because the number of days in respect of which benefit was paid increased. The following are some of the principal reasons for this last increase. The Act of 14 March 1941 introducing old-age allowances for wage earners⁶ admitted nearly a million persons over 60 years of age to insurance, such persons being more liable to sickness than young workers while their contributions are lower as a result of their lower wages. The Act of 6 January 1942, which abolished the qualifying period (or previous payment of a minimum number of contributions)⁷, led to a marked increase in the number of beneficiaries. Enemy occupation and restric-

¹ Cf. *International Labour Review*, Vol. LI, No. 6, June 1945: "Economic and Social Policy in France", by C. BETTELHEIM, pp. 736-737.

² *Idem*, Vol. LI, No. 5, May 1945: "Wage Increases in Liberated France", pp. 610-611.

³ *Journal officiel de la République française*, 9 Feb. 1945, p. 49.

⁴ For notes on other recent social insurance measures, see *International Labour Review*, Vol. LI, No. 5, May 1945, p. 647.

⁵ Cf. *Industrial and Labour Information*, Vol. LVI, No. 8, 25 Nov. 1935, p. 295.

⁶ Cf. *International Labour Review*, Vol. XLIII, No. 5, May 1941, p. 606.

⁷ *Idem*, Vol. XLVI, No. 1, July 1942, p. 88.

tions of all kinds had an adverse effect on the health of the population. Finally, and most important of all, widespread and often systematic absenteeism was practised by the workers after compulsory labour had been introduced and as a means of slowing down industrial production which benefited only the occupying authorities. The daily allowances, paid liberally by the funds, greatly encouraged this form of resistance.

In addition to all these difficulties under which the funds operated, new charges were placed upon them as a result of having to create and finance new services to administer the solidarity scheme which came into effect on 1 February 1941. This allowed the funds to pay higher benefits than those legally set and to prolong the duration of medical and other services in the case of prisoners, the unemployed, persons with dependants, victims of war or other disasters, and workers whose earnings were insufficient, and to extend social insurance benefits to the families of all insured persons.

The total expenditure of the sickness and maternity insurance funds increased from 1,435 million francs in 1939 to about 5,000 million francs in 1943 and probably to as much as 6,000 million francs in 1944, while the contributions to these funds increased only from 1,600 million francs in 1939 to 3,600 million francs in 1943.¹ After 1943 the total contributions to the funds did not balance their expenditure. The deficit reached 1,400 million francs in 1943 and an estimated 2,400 million francs in 1944. The deficit for 1943 alone amounted to nearly two thirds of the reserve which had been built up by the funds. The reserves of most of the funds would have been exhausted by the end of 1943 if they had been obliged to meet all their expenses from their own resources. However, during 1943 the regional associations advanced to them every month an amount equal to the sum of their expenses, and so the funds were able to operate without liquidating their assets. But on the other hand the reserves of the regional associations melted away.

A Ministerial Circular was issued on 19 June 1944 to place a check on advances made to the funds. It required them to return immediately any amounts paid them in excess of their due share of contributions, and limited the advances for the last quarter of 1944 to a sum not exceeding the amount they could be certain of receiving in respect of contributions. As a result many of the funds found themselves suddenly confronted with the question whether they would be able to continue to pay benefits.

Old-age insurance costs. The costs of the old-age insurance funds were greatly increased by the application of the above-mentioned Act of 14 March 1941, which not only made a substantial increase in the rates of old-age pensions, but required these funds to finance the new scheme of old-age allowances.

At the end of 1942, out of 1,540,000 persons receiving old-age pensions, 525,000 were members of social insurance funds, 250,000 beneficiaries of the workers' and peasants' pension funds, and 765,000 persons receiving the old-age allowances. During that year the expenditure of the funds was 6,160 million francs, of which only 2,100 million francs went to their members. Since 1941, the social insurance funds have thus been defraying an annual expenditure of 3,000-4,000 million francs which should have been met exclusively by the State. At the end of 1944 it was estimated that the old-age allowances paid to persons who were not insured and were not eligible for workers' and peasants' pensions amounted to 9,500 million francs, of which 3,600 million were taken from the reserves of the General Guarantee Fund, 1,000 million francs from those of the capitalisation funds, and 5,000 million francs from the contributions paid to the social insurance funds. In this way the whole of the annual income of the social insurance funds required for financing old-age pensions as well as the reserves built up by the General Guarantee Fund over a period of ten years were used up to finance the old-age allowances.²

As already mentioned, it was the object of the two Orders of 30 December 1944 to rectify the disastrous financial situation described above.

¹ During the first ten years that the Social Insurance Act was in force the financial position of these insurance funds was on the whole quite satisfactory. The first five-year period ended with a surplus of nearly 2,000 million francs in all the funds together. In the course of the next five-year period a new surplus of 1,000 million francs was built up. Two huge levies were made on these surpluses: one was in 1935, when about 700 million francs was taken to set up a capital reserve for invalidity pensions; the other in 1942, when about 300 million francs were taken for the National Institute of Social Insurance Health Work (cf. *International Labour Review*, Vol. XLVI, No. 5, Nov. 1942, p. 619).

² *Documents de l'Assemblée consultative provisoire*, No. 211, 6 Dec. 1944.

Fixing of Medical Fees in Sickness and Maternity Insurance.

The preamble to the Order of 3 March 1945 points out that the social insurance legislation in force contained no provisions concerning the proportion of the cost of medical services to be met by the insured person, although it defined the responsibilities of the funds in respect of each medical service performed. Under the Legislative Decree of 28 October 1935, the funds must for this purpose take into account the minimum schedule of fees set for the district by the profession, and an agreement concerning the part of the fees to be guaranteed by the fund must be entered into between the fund and the professional association; the insured person was then required to pay 20 per cent. of the guaranteed amount. Thus the funds were not under an obligation to make their local schedule coincide with that of the profession, although it was obviously hoped that they would, so that the insured person would not have to pay more than 20 per cent. of the fees. This hope was not fulfilled, especially not in recent years. Owing to the increasingly critical financial situation of the funds, the rise in medical fees, though moderate in comparison with the general rise in the cost of living, was not followed by a parallel rise in the reimbursement schedules. In some cases even, the divergence was so great that insured persons had some ground for believing that social insurance was not worth having since it did not protect them satisfactorily against the risks they incurred.

It was therefore considered necessary to amend the legislation in force. The object of the Order of 3 March 1945, which amended the Decree of 28 October 1935, is to lay down a method of fixing medical fees in such a way that insured persons will in practice not have to pay more than the 20 per cent. prescribed by the Social Insurance Act, while not infringing the traditional principles of the medical profession. It accordingly provides that the schedule of fees for services to insured persons will be determined in each department by the reconstituted professional associations concerned. The schedule, however, does not come into effect until it has been approved by the Minister of Labour and Social Security, the Minister of Public Health, and the Minister of National Economy. Such approval is deemed to have been given if no objection has been made by any of the three Ministers within two months from the date the schedule was transmitted to them. If approval is refused or if no schedule has been established within one month of the time set, the three Ministers may fix the schedule for the department by decree. Cases of disagreement are referred to the Council of State for final decision.

These departmental schedules are to conform to a scale of professional services drawn up by an Order of the Minister of Public Health and the Minister of Labour and Social Security, which will further specify the method of applying the general scale in the relations between practitioners on the one hand and social insurance organisations and insured persons on the other. The scale may provide for special increases for certain services given under unusual conditions, or by certain categories of practitioners because of their academic qualifications, their scientific standing or their status as specialists, and will determine the conditions under which these increased rates may be paid.

The part of medical fees and other expenses guaranteed by the funds is 80 per cent. of the scheduled rates, but the insured person's share may be reduced or abolished in the cases specified in an Order of the Minister of Labour and Social Security.

The object of this reform is to reconcile the legitimate interests of medical practitioners and of social insurance institutions. It does not change the basic principles of free choice of practitioner and direct agreement between doctor and patient for the fixing of fees, but only aims at eliminating abuses which may arise in the application of these principles. It therefore provides also for the setting up of joint committees, composed in equal numbers of representatives of practitioners and of social insurance institutions, whose duty it will be to consider, on the request of an insured person or a social insurance service or institution, and in the light of conditions in the department or region, the reasons for any observed departure from the schedule. The practitioners will be given an opportunity to state their reasons for charging a higher fee, such as the financial position of the insured person, the importance of the services rendered, or the reputation of the doctor.

As regards the cost of hospital treatment, the Order provides that the proportion to be met by the funds may not be less than a rate fixed by an Order of the Minister of Labour and Social Security issued after consultation with the Minister of Public Health.

In maternity insurance the new Order provides that the schedules for fees and subsidiary charges to be paid to doctors and other medical workers by insured persons shall be fixed in the manner described above. An insured person or the wife of an insured person receives, in addition to the reimbursement of such fees, cash benefits to cover expenses of pregnancy, childbirth, or its consequences, which are not dealt with above. These benefits are fixed according to the fund's schedule and may include special benefits in the event of hospitalisation. Beneficiaries do not pay any part of the benefits mentioned in this paragraph and they have full freedom to choose their own doctor.

Detailed regulations for the administration of the Order, in particular, of the provisions concerning the procedure for approving or fixing schedules, will be issued later.¹

Re-establishment of Councils and Committees under Social Insurance Legislation.

A Legislative Decree of 4 October 1939 had suspended the Superior Social Insurance Council for the duration of the war and transferred its powers to a smaller Superior Committee of Social Insurance, whose activities were later suspended by a Decree of 12 September 1940. The result was that the administrative authorities lost contact with the representatives of insured persons and, in general, with all the bodies engaged in the day-by-day administration of social insurance. In view of the serious difficulties so caused, the Government decided, by an Order of 5 February 1945, to re-establish the Superior Social Insurance Council and to make the temporary changes in its composition called for in the circumstances. The Order also maintained in being the special committee set up by the Act of 9 November 1940 to settle cases of appeal against decisions of the regional invalidity technical committees. For this purpose the necessary amendments were made to the Legislative Decree of 28 October 1935.²

The Alsace and Lorraine Miners' Autonomous Pension Fund.

The miners of Alsace and Lorraine are covered by a special pension scheme administered by the Alsace and Lorraine Miners' Pension Fund. The benefits granted by this organisation are not equal to those paid to miners in other departments of France. Before the present war this disparity caused serious difficulties, which were accentuated during the enemy occupation of Alsace and Lorraine. Pending a general reform of miners' pensions, which would facilitate the integration of the Alsace and Lorraine scheme, and in view of the difficulty of reviving the activities of the Alsace and Lorraine Fund, an Order of 15 February 1945 transferred the management of this Fund provisionally to the Autonomous Miners' Pension Fund.³

EXTENSION OF FAMILY BENEFITS TO ALL FRENCH SEAMEN

As a result of numerous representations by the French Seamen's Union the benefit of allotment notes and family allowances, from which the Vichy régime had excluded the families of seamen working for the Allies, has now been restored to them.

The decision of the mercantile marine authorities is retroactive, so that those who did not receive any allotment of allowance during the period from 1940 to 1944 are entitled to payment of the full arrears. In order to avoid undue delay, lump sums have been paid out, pending final settlement, of 3,000 francs for the wife or each parent and 1,000 francs for each child dependent on the seaman.⁴

UNEMPLOYMENT INSURANCE IN GREECE

By an Act of 13 February 1945 an Unemployment Insurance Fund, financed by employers and by the State, has recently been set up for wage earning and salaried employees in industrial under-

¹ *Journal officiel de la République française*, 4 Mar. 1945, p. 1132.

² *Idem*, 6 Feb. 1945, p. 546.

³ *Idem*, 20 Feb. 1945, p. 875.

⁴ INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report*, 12 Mar. 1945.

takings in the province of Attica in Greece. The scheme may be extended by the Minister of Labour, on the recommendation of the governing body of the Fund, to persons in other districts and to additional categories of employees.

Scope.

Compulsory insurance against unemployment is provided for all workers of the province of Attica who, on the date of publication of the Act, were employed in industrial undertakings registered by the Chamber of Commerce and Industry or specified by the governing body of the Fund or who, after that date, have performed 270 days of work in such undertakings. It also covers persons not bound by an employment contract on 13 February 1945 but who had been employed in an industrial undertaking for 270 days between 1 January 1940 and 13 February 1945, provided they apply to the Fund within a specified period, which is not to exceed 90 days after the latter date. A special application must also be made in the case of reservists who have seen active service. Persons insured against unemployment by other social insurance organisations are excluded from the scheme.

Administration.

The Fund is under the supervision of the Minister of Labour and is administered by a governing body of six members appointed by the Minister for two-year terms, namely: an expert in labour questions, who acts as chairman; two representatives of workers and salaried employees, designated by the Greek General Labour Conference; two representatives of the employers, designated by the Greek Employers' Association; and an official of the Ministry of Finance. A Government Commissioner is appointed by the Minister of Labour to supervise the enforcement of the rules and regulations of the Fund. He attends the meetings of the governing body but has no right to vote. A Director, appointed from the officials of the Fund, decides on the payment of unemployment benefit under the Act. There is a right of appeal to the governing body in cases of dispute.

Financial Resources.

Employers in industrial undertakings contribute at the rate of 10 per cent. (or such lower rate as may be fixed by the Minister of Labour) of their payrolls to the Fund. They are also required to make a special contribution when they dismiss supernumerary employees, which is fixed at the rate of one month's salary for salaried employees and 15 days' wages for workers, technicians, and domestic staff; but on the expiration or cancellation of the employment contract of a person engaged through an employment exchange who had previously received assistance from the Fund, the rate is one day's pay for each six days of work, with a maximum of two months' salary for salaried employees and 30 days' wages for workers, technicians, and domestic staff. The State, with the approval of the Ministers of Finance and Labour, makes periodical grants to the Fund.

Engagement and Dismissal of Staff.

All undertakings, including those administered by the State, municipalities and communes, which engage staff for work in the area covered by the provisions of the Act, must apply to the competent employment exchange. In allotting workers, the exchange must see that 50 per cent. of those placed are unemployed persons receiving assistance from the Fund. If the exchange cannot, within five days, find the employees required, the employer may engage staff without its intervention, but he must notify the exchange of any such action.

An employer in an undertaking covered by the Act may dismiss unneeded members of his staff, but if he does so without notice, he must pay compensation to the dismissed person in respect of the period of notice to which the latter was entitled in proportion to his length of service. In any case the employer must pay a contribution to the Fund, as shown above, for each dismissal. He may, however, suspend members of his staff on half-pay for periods of not more than three months in a year. In cases where an industrial undertaking has been destroyed or damaged to such an extent as to prevent the resumption of activities, the Minister of Labour may, on the recommendation of the governing body of the Fund, exempt the employer from the payment of all or part of the contri-

butions to the Fund on account of dismissals. The employer who dismisses an employee must within three days notify the Fund or an employment exchange.

Cash Benefits.

The Fund must either find employment through the agency of the employment exchange for a person involuntarily unemployed who is capable of working or it must pay him unemployment benefit. If an unemployed person engages in independent work, he is no longer eligible for benefit, but if he later becomes involuntarily unemployed he again becomes eligible. A worker who refuses employment suitable to his education, training, physical strength, and family circumstances loses his right to unemployment benefit. A waiting period of five days is required in the case of workers and technicians, and of ten days in that of salaried employees and domestic staff. The rates of benefit for workers and technicians are 40 per cent. of the minimum wage fixed for the category of work in question in the case of persons employed in the undertaking on 13 February 1945, and 30 per cent. in other cases (persons who have completed 270 days of work). Slightly higher benefits are provided for salaried employees and domestic staff. Any pension or assistance, except maternity allowances, received by the unemployed person is deducted from the unemployment benefit to which he is entitled.

When an unemployed person is in receipt of benefit he continues to be insured against sickness, invalidity, old age and death, but is exempt from the payment of contributions in respect of such insurance.¹

PROPOSED AMENDMENTS TO THE UNITED STATES SOCIAL SECURITY ACT

On 24 May 1945, a Bill dealing with health services and facilities, social insurance, and employment services was introduced in the United States Senate by Senators Wagner and Murray and referred to the Committee on Finance. The proposed legislation follows the general lines of the Wagner-Murray-Dingell Bill of 1943.² A notable innovation is the provision to finance the construction, improvement, and enlargement of hospitals and other health facilities from general revenue. The total contribution rate to meet the cost of the extended national social insurance system provided in this Bill is 8 per cent., as compared with 12 per cent. under the 1943 Bill. It is pointed out, however, that the former rate is adequate only in view of special circumstances obtaining at the present time and will provide sufficient funds for a limited period only. A brief summary of the Bill is given below.

Programmes Supported by Federal Aid.

Construction of hospitals and health centres. Provision is made for a ten-year programme of federal grants and loans for the construction, improvement, and enlargement of hospitals and health centres, especially in rural communities. A survey of existing health facilities is first to be made by the States with federal aid. The Federal Government then pays from 25 to 50 per cent. of the cost of a project and may in addition make loans not exceeding 25 per cent. of such cost.

Maternal and child health and welfare services. States providing health and welfare services for mothers and children receive federal grants to cover from 25 to 75 per cent. of the total public funds expended under approved State programmes.

Public assistance. The Federal Government pays from 50 to 75 per cent. of the assistance to needy individuals provided by the States.

Finance. The funds required for the above grants and loans are derived from general revenues. Within the limits noted, these grants vary inversely with the *per capita* income of the States.

¹ *Ephemeris tis Kuverneseos*, 13 Feb. 1945, p. 75.

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

National System of Employment Offices.

A national system of public employment offices is established in the Social Security Board.

Unified Social Insurance System.

Federal medical and hospitalisation insurance. All employed persons (employed and self-employed) and their wives and children are entitled to medical benefits. These may be furnished to non-insured persons, such as beneficiaries of public assistance, if arrangements are made to pay the cost of the service furnished to them. Employees of State and local Governments may be brought into medical insurance by voluntary compacts with the Social Security Board.

Benefits include consultant and specialist services, hospital and similar facilities, laboratory and X-ray services. Provision has been made for the addition, at a future date, of dental and home nursing services. Medical benefit is unlimited in duration, but hospital care is limited to 60 days (with a possible extension to 120 days) in a period of twelve months. There is provision for grants-in-aid to non-profit institutions and agencies engaging in research or in undergraduate or post-graduate professional education.

Members of the medical profession are free to join the system or not. From among those in the community who voluntarily agree to do so, each insured person is entitled to choose his own doctor. The latter is free to accept or reject patients and also to choose the method by which he will be paid from the insurance fund. The Bill contains provisions to ensure that medical care will be of high quality, that personal relations between doctor and patient will be promoted, and that the prevention of disease will be emphasised. Existing service organisations are utilised in providing care. The Surgeon-General of the United States Public Health Service administers the technical and professional aspects of the programme, with the aid of a National Advisory Policy Council, appointed to represent professional and other organisations concerned with medical services, education, hospitals, etc. The Surgeon-General directs the central administration and sees that the programme is adapted to local needs.

Federal unemployment insurance, temporary disability and maternity insurance. All persons employed in industry and commerce, agricultural and domestic workers, seamen, and employees of non-profit institutions are brought within the scope of federal unemployment insurance and of temporary disability insurance. Married women workers are entitled to maternity benefits in cash.

Unemployment benefit is payable after a waiting period of one week at rates varying from \$5 to \$20 per week for single individuals, with a maximum of \$30 for workers with dependants. The maximum duration is 26 weeks in a period of twelve months; this period may be extended to 52 weeks, if the necessary funds are available, but extended benefits may be conditional on attendance at a training course.

Insured workers temporarily disabled through illness or injury are eligible for benefits as under unemployment insurance for a maximum period of 26 weeks.

Weekly benefits as for temporary disability are payable to married women workers for twelve weeks of maternity leave.

Retirement, survivors' and extended disability insurance. The scope of retirement, survivors' and extended disability insurance is broadened to include agricultural and domestic workers and all self-employed persons. Employees of State and local Governments may be brought into insurance by voluntary compacts with the Social Security Board.

The present federal old-age and survivors' insurance system is extended to provide monthly cash benefits where the insured worker is totally disabled for six months or more before he reaches the retirement age. Extended disability benefits are payable at the rate of old-age benefits and include supplements in respect of specified dependants.

Medical and vocational rehabilitation services are provided for disabled persons who may be able to return to gainful work.

The age at which women become eligible for retirement and widows' benefit is reduced from 65 to 60 years.

Upon the death of an insured worker a lump sum death benefit equal to six times his primary old-age benefit is payable.

Under the Bill the maximum insurance benefit, which is at present \$85 a month, is increased to \$120 a month. Similarly, the minimum monthly benefit is

increased from \$10 to \$20 for a single worker and to \$30 for a worker with a dependent wife aged 60 years or over.

Social security for the armed forces. Wage credits of \$160 per month are given to men and women in the armed forces for the period of their military service, so that during this time they and their families are insured for all social insurance benefits without deductions from pay.

Finance. The Bill creates a social insurance trust fund, to which are transferred the assets of the existing federal old-age and survivors' insurance system, into which contributions are deposited directly, and from which benefits under the national insurance system are paid. Appropriations to the trust fund out of general revenues may be authorised whenever Congress deems this to be necessary.

There is a single set of contributions, calculated on wages up to \$3,600 (previously \$3,000) per year, as follows:

Programme	Percentage of wages		
	Employer's contribution	Employee's contribution	Total
Retirement, survivors' and extended disability insurance.....	1.0	1.0	2.0
Medical care and hospitalisation insurance.....	1.5	1.5	3.0
Unemployment insurance.....	1.0	1.0	2.0
Temporary disability insurance.....	0.5	0.5	1.0
Total.....	4.0	4.0	8.0

Contributions in respect of self-employed persons, not insured against unemployment or temporary disability, amount to 5 per cent.

A sum equal to 2 per cent. of disability benefits is set aside from the trust fund to cover rehabilitation services. Dental and nursing benefits when furnished will be financed from general revenue. The cost of insuring members of the armed forces during periods of military service is met by the Federal Government from public funds.

Although contribution rates are decreased, there is no corresponding restriction of benefits. On the contrary these are liberalised. The growth of the unemployment trust fund under existing legislation since the introduction of the 1943 Bill makes it possible to reduce the contribution in respect of unemployment insurance from 4 per cent. to 2 per cent. As Congress has four times frozen the social security contribution at 2 per cent., so that scheduled increases in rate have not taken place, this rate has been adopted in the new Bill to finance retirement, extended disability, and survivors' benefits. Senator Wagner points out that a contribution of 8 per cent. will finance benefits for several years after the end of the war, when it will be necessary to increase the contribution, or to provide a Government subsidy out of general revenues.

Administration. The national social insurance system is to be administered by the Social Security Board, with the assistance of a National Social Security Advisory Council, representing employers, employees, and the general public, to formulate policies on legislation and administration. It is to make recommendations concerning coverage, adequacy of benefits, methods of finance, and incentives to rehabilitation and employment.¹

THE CARE OF CHILDREN IN THE U.S.S.R.

Following the Order of the Presidium of the Supreme Soviet of 8 July 1944 on the increase of State aid to mothers of large families and the protection of motherhood and childhood², the Council of

¹ *Congressional Record*, 79th Congress, 1st Session, Vol. 91, No. 101, pp. 5079-5086.

² Cf. *International Labour Review*, Vol. I, No. 3, Sept. 1944, p. 396.

People's Commissars of the U.S.S.R. issued a special Order on 10 November 1944 on measures to increase the number of children's institutions and to improve the special services for mothers and children.

By the end of 1945¹ the number of beds in urban and rural maternity homes is to reach 91,200, the number of beds in permanent nurseries, 979,900; the number of beds in children's hospitals, 43,700; and in homes for mothers and children, 2,500. The Government has allocated 160 million roubles for the building and reconstruction of nurseries. The number of consultation centres for women and children will also be increased considerably.

During 1945 the homes for children must be prepared to receive 653,100 children, and the kindergartens, 2,119,000 children. A sum of 217 million roubles has been allocated for the reconstruction and building of kindergartens.

By the end of 1945, 40 per cent. of beds in the urban, and 15 per cent. of those in the rural, nurseries must be ready to keep permanently the children of mothers living alone.

Not less than 30 per cent. of all the hosiery, knitted wear, shoes and dresses produced in local industrial undertakings and in the workers' and invalids' productive co-operatives must be earmarked for children.

People's Commissariats and administrations of the Union and the Republics must not only repair the nurseries and kindergartens and supply them with fuel but must also provide for the production of the necessary furniture and crockery. The "workers' supplies organisations" of the undertakings must supply the nurseries with food and provide hot lunches for nursing mothers.

One of the most important points in the Order is that dealing with nutrition. Special standards have been fixed for the nutrition of children in nurseries, homes and kindergartens, and for women in maternity homes.

The People's Commissariat for Trade must give priority to the provision of children's institutions with a good quality of foodstuffs, and the People's Commissariats have requested the regional and local executive committees to provide all the maternity and children's institutions with auxiliary farms before 1 March 1945. The necessary land, implements, cows, and poultry must be earmarked for this purpose.

At the same time a great effort is being made to reconstruct children's institutions in regions devastated by the war. In 1941 the Ukrainian S.S.R. had 1,647 mother and child health centres, 632 milk kitchens, maternity homes with a total of 31,000 beds, 2,700 permanent nurseries with accommodation for 130,100 children, 25,200 seasonal nurseries, etc. By the spring of 1945, 701 children's health centres, 344 milk kitchens, nurseries with 50,300 beds, and 20,700 seasonal nurseries for 721,400 children were restored and functioning. The number of beds in maternity homes reached 8,800.²

CHILD RELIEF AND WELFARE IN CHINA

Information concerning child relief and welfare in China received recently from the I.L.O. Branch Office at Chungking is given below.³

It is reported that in 1944, 703 child relief and welfare organisations in China attended to 219,274 children, an increase of 33 per cent. over the previous year both in the number of organisations and of children cared for. Of the total number of institutions, 7 were operated by the Ministry of Social Affairs and the remaining 696, receiving a Government subsidy of \$70,000,000 (Chinese) in 1945, by philanthropists, religious and educational bodies, and provincial and local authorities.

In addition to these, various emergency relief organisations are helping thousands of refugee children. The Southwest and Northwest branches of the Joint Committee for the Urgent Relief of War-Area Children, for instance, have

¹ *Idem*, Vol. LI, No. 3, Mar. 1945, p. 383.

² *Rabotnitsa*, Jan. 1945; EMBASSY OF THE U.S.S.R., Washington: *Information Bulletin*, 1 May 1945.

³ For an account of the Child Welfare Conference held in Sept. 1944, see *International Labour Review*, Vol. LI, No. 1, Jan. 1945, p. 74.

attended to 5,000 children. The Committee attempts to arrange for the boarding out of children with suitable families, and it is establishing a War-Area Childrens' Station for their care until such arrangements are made.¹

Orphanages.

In Chungking, the Ministry of Social Affairs and the Social Welfare Bureau of the Municipal Government maintain five orphanages accommodating more than 2,000 children, the great majority of whom are girls. One of the orphanages is devoted exclusively to the care of children whose fathers have been killed or disabled on active service. Of the other four, Chungking Orphanage is a nursery and provides for children from the age of three months to two years, and Chungking Experimental Relief Orphanage has kindergarten facilities. At 6 years of age children are transferred to Chungking's First Orphanage where they begin primary school education; from 9 to 12 years they study in Chungking's Second Orphanage. After 12, the most promising children are given further education in the Government middle schools and the others are provided jobs in shops and offices.

On entry into the orphanage each child is given a thorough medical examination, and if unhealthy it is treated in the municipal hospital. Each orphanage is staffed by nurses, nursemaids, teachers, and at least one doctor. The food includes cow's or goat's milk or soya bean milk and cod liver oil. A large number of children get adopted.²

The Child Health Society.

The Child Health Society of China, which sends visiting doctors to various schools in Chungking, found that out of 5,486 primary school children examined in March 1945, only 3.03 per cent. were properly nourished, 59.68 per cent. were undernourished, and 37.29 per cent. were very poorly nourished. Dr. Wang Chi-tai, Director-General of the Society, stated that out of 500 children examined recently at the New Life Model Centre, only 4 or 5 had perfect health. Trachoma, tonsilitis, and short-sightedness are common among them.

The Society, which was founded in 1943, has treated thousands of school children; 5,734 were attended to in January 1945. It also operates a public clinic, which attends to from 30 to 100 patients daily, and organises mothers' clubs to impart a knowledge of child health.³

LIVING CONDITIONS

POST-WAR HOLIDAY FACILITIES IN GREAT BRITAIN

A report has recently been published by the British Ministry of Labour and National Service, giving the results of an enquiry by the Catering Wages Commission⁴ into the effect of war conditions on the hotel and catering services available to the public in Great Britain, and on the measures necessary to meet requirements in the immediate post-war period. The findings of the Commission relating to holiday facilities are summarised below.

In its opening paragraphs the report refers to the very substantial reduction in the amount of accommodation in hotels, boarding houses, and apartment houses that has taken place during the war as a result of bombing, requisitioning by the Government, and shortage of equipment and staff. This reduction will create difficulties after the war, and the difficulties will be intensified if, as seems

¹ CHINA INFORMATION COMMITTEE: *Daily Bulletin*, 27 Feb. 1945.

² *Idem*, 30 Jan. 1945.

³ *National Herald* (Chungking), 13 Apr. 1945.

⁴ Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, p. 529.

certain, the demand for holiday accommodation is greater than Great Britain has ever experienced before. Among the reasons for anticipating an increased demand are higher earnings, a general desire for relaxation and change of surroundings after more than five years of unrelieved war strain, and the large growth in the number of persons entitled to paid holidays. It has been estimated by the Industrial Welfare Society's Committee on Workers' Holidays that in 1937 only about 4 million insured workers were in receipt of holidays with pay, but a conservative estimate of the number of workers so entitled now is 13 million.

The recommendations made by the Commission cover a wide range of subjects, including problems connected with the early restoration to normal use of requisitioned premises, which is considered to be of the utmost importance, compensation for war damage to hotels and boarding houses, and Government financial assistance to local authorities for the provision in holiday resorts of adequate amenities and essential services. The speedy removal of mines and defence works which restrict reasonable access to beaches and promenades is also recommended, and it is suggested that priority should be given for the use of civilian labour for that purpose, and that financial help should be afforded for the restoration of property depreciated or damaged by the erection of works of this kind. Other recommendations relate to difficulties produced by the shortage of equipment and furnishings in both residential and non-residential establishments, due to wartime restriction of supplies, normal deterioration, sales forced upon owners by financial considerations, requisitioning, war damage, and other causes. A great deal of labour will be required for the repair and redecoration of catering establishments before many of them can be put into use, and the report suggests that consideration should be given to the possibility of the allocation of a limited working force to meet urgent requirements.

The report discusses the short-term problem of training for the catering industry, and recommends that existing schemes for training service personnel in catering work before their demobilisation should be extended, and that arrangements should be made to ensure that all persons possessing the necessary qualifications are placed in suitable employment. It also recommends the speedy release, wherever practicable, of hotels or camps suitable for holiday purposes which have been requisitioned by the Government, any necessary work of adaptation to be put in hand without delay.

The pressure on holiday transport services in the immediate post-war period will be heavier than before the war and will steadily increase as holiday facilities extend. In order to spread this pressure over as long a period as possible it is considered to be a matter of urgency that post-war plans should include arrangements for the staggering of holidays, and for ensuring that the change-over from one set of holiday-makers to the next should not be unduly concentrated at the weekends.

In addition to recommendations, the report contains suggestions for the establishment of a statutory National Corporation for the catering, holiday and tourist services. The functions of the Corporation would include research, assistance in the development of schemes of training in the catering industry, and the promotion of the organisation of staggered holidays. It would also act as a centre of information and advice for the catering, transport and allied industries, and for those interested in the development of the tourist and holiday facilities of Great Britain.¹

No decision has been taken by the Government on the Commission's recommendations, but they will be considered and borne in mind by the Government departments concerned when framing any proposals to which they have relevance.²

¹ MINISTRY OF LABOUR AND NATIONAL SERVICE: *The Rehabilitation of the Catering Industry*. Report to the Minister of Labour and National Service on an Enquiry by the Catering Wages Commission under Section 2 of the Catering Wages Act 1943 (H.M. Stationery Office, London, 1945).

² *Ministry of Labour Gazette*, Mar. 1945.

WORKERS' ORGANISATIONS

THE WORLD TRADE UNION CONFERENCE

COMMUNICATION TO THE CHAIRMAN OF THE UNITED NATIONS CONFERENCE ON INTERNATIONAL ORGANISATION

The Administrative Committee of the World Trade Union Conference (W.T.U.C.)¹ released to the press on 1 May 1945 in Oakland, California, the text of a letter and of a statement addressed to the Chairman of the United Nations Conference on International Organisation (U.N.C.I.O.), Mr. Edward R. Stettinius, and signed by Mr. Sidney Hillman (United States Congress of Industrial Organizations), Sir Walter Citrine (British Trades Union Congress), Mr. Louis Sallant (French General Confederation of Labour), and Mr. Tarasov (U.S.S.R. All-Union Central Council of Trade Unions), which requested official recognition for the Committee in a consultative capacity at the U.N.C.I.O. The main features of the letter and statement, to which the Steering Committee of the U.N.C.I.O. gave a negative reply², are summarised below, followed by a note on the proposals made to the U.N.C.I.O. by the American Federation of Labor.

The World Trade Union Conference, which met in London in February 1945, had directed its Administrative Committee "to make all necessary collective representations, on behalf of the world labour movement, to national Governments and international agencies" and to ensure trade union representation at the coming peace conference and at all preparatory commissions and conferences.

The sacrifices made during the war by the workers represented in the Conference, the Statement asserted, entitled them to a voice in the determination of the historic issues which the U.N.C.I.O. was called upon to decide. The W.T.U.C., would assume responsibility for the mobilisation of workers in the different countries to ensure the success of the International Security Organisation, but to do so effectively, it must be able to assure the workers that their representatives were consulted and their views presented in the framing of the Charter.

The assistance of organised labour would be essential in perfecting international co-operation in the economic sphere to remove the economic causes of war by assuring rising living standards, greater security, and a more abundant life for all peoples. Its assistance would be vital to the work of the Security Council itself, for labour would be called upon to help to enforce, and to bear the major burden of, any economic sanctions invoked against an aggressor nation.

Quoting a decision of the London W.T.U.C., "that provision shall be made for effective trade union representation in the Assembly of the International Organisation and that . . . the trade union movement shall be associated with both the Security Council and the Social and Economic Council", the Statement concluded by asserting that the workers whom the Administrative Committee represented ". . . would find it difficult indeed to understand the refusal of your Conference [the U.N.C.I.O.] to give their representatives an official consultative status, so that their views on these crucial questions might be effectively presented and fully explored".

Proposals to the U.N.C.I.O. from the American Federation of Labor.

Recommendations for amending the Dumbarton Oaks proposals were presented by Mr. William Green, President of the American Federation of Labor, to a formal meeting in San Francisco of the United States delegates to the U.N.C.I.O.

The recommendations, which had been adopted by the Executive Council of the A.F. of L., and were dated 2 May 1945, may be summarised as follows.

¹ Cf. *International Labour Review*, Vol. LI, No. 5, May 1945, p. 665.

² *C.I.O. News*, 14 May 1945.

The United Nations should adopt an international Bill of Rights guaranteeing the basic freedoms, such as freedom of belief and worship, freedom of speech and of the press, freedom of association and of assembly. The principles of the Atlantic Charter should be incorporated as a preamble to the forthcoming San Francisco Pact. The principles of national justice formulated by the Pan-American Juridical Commission should be included among the principles to be proclaimed by the San Francisco Conference. The provisions regarding the General Assembly of the new world security organisation should be amended to ensure that each nation accords representation to labour, industry, and agriculture, as well as to Governments. The Social and Economic Council should also include labour, business, and farm representatives. The International Labour Organisation should be "included definitely as an agent of the United Nations organisation" and the Philadelphia Charter¹ should "be substituted for the present preamble to the I.L.O. Constitution". The Act of Chapultepec² should be reaffirmed and accepted by the San Francisco Conference.³

PROPOSED WORLD FEDERATION OF TRADE UNIONS

The thirteen members of the Administrative Committee of the World Trade Union Conference, who met in Washington, D.C., and Oakland, Cal., during April and May 1945, announced on 5 May 1945 that they had reached unanimous agreement on the complete text of a draft constitution for a World Federation of Trade Unions. The Committee had been requested to prepare such a draft by the London meeting of the W.T.U.C. in February 1945.⁴ The draft will be submitted for final consideration and ratification to the forthcoming meeting of the W.T.U.C. in Paris, which the Administrative Committee decided shall be held on 25 September 1945.

The following is a brief summary of the main provisions of the draft constitution.

The World Federation of Trade Unions (W.F.T.U.) proclaims its prime purposes to be to organise and unite the trade unions of the world, irrespective of race, nationality, religion or political opinion, to assist the workers wherever necessary in countries socially or industrially less developed, to set up their trade unions, and to represent the interests of world labour in all international agencies concerned with the problems of world organisation. It defines as one of its main objects the prevention of aggression, the maintenance of peace, and the industrial development and full utilisation of the resources of undeveloped countries.

Composition.

The draft provides that as a general rule membership shall be confined to a single trade union centre for each country, but in exceptional circumstances, "more than one national trade union centre or individual national trade union organisation may be granted the right of affiliation".

Structure and Officers.

The structure of the W.F.T.U. will consist of: the World Trade Union Congress, to be its sovereign authority and to meet every two years; the General Council, to be elected by the World Congress, to be representative of all the affiliated organisations, and to meet annually; the Executive Committee, to be elected by the World Congress and to consist of seventeen members, distributed according to a scheme allocating three to the U.S.S.R., two to Great Britain, two to the United States, two to France, three to the rest of Europe, one to China, two to Latin America, one to the Pacific area, and one to Africa; the Bureau of Manage-

¹ Cf. *International Labour Review*, Vol. I, No. 1, July 1944: "The Twenty-Sixth Session of the International Labour Conference, Philadelphia, April-May 1944", pp. 37-39.

² *Idem*, Vol. LI, No. 5, May 1945: "The Inter-American Conference on Problems of War and Peace", by R. PAULA LOPES, pp. 573-574.

³ *American Federation of Labor Weekly News Service*, 8 May 1945.

⁴ Cf. *International Labour Review*, Vol. LI, No. 5, May 1945, p. 672.

ment, to consist of a Chairman and four Vice-Chairmen elected by the Executive Committee, and a General Secretary.

Voting Rights and Affiliation Fees.

For the purpose of fixing the voting rights and affiliation fees of organisations represented in the Congress and the General Council, the organisations are divided into four groups according to membership, as follows: those not exceeding 5 million; those with over 5 million but under 10 million; those with over 10 million but under 15 million; and those with over 15 million members. The first group will have one vote per 50,000 members; the second, one vote for each additional 100,000 members; the third, one vote for each additional 200,000 members; and the fourth, one vote for each additional 400,000 members.

The funds will be provided by means of affiliation fees, reckoned in English pounds sterling and fixed at the following annual rates per 1,000 members: £4 for the first group; £2 for the second; £1 for the third; and 10s. for the fourth.

Headquarters.

The headquarters of the World Federation of Trade Unions will be in Paris.

National Autonomy.

The autonomy of the trade union movement of each country is guaranteed by a specific article of the draft constitution.¹

THE AMERICAN FEDERATION OF LABOR AND THE
WORLD TRADE UNION CONFERENCE

Mr. William Green, President of the American Federation of Labor, made public in San Francisco at the beginning of May 1945, the statement adopted by the Executive Council by which the A.F. of L. refused to ally itself with the World Trade Union Conference.

The statement warned that the sponsors of the W.T.U.C., sought "to destroy the International Federation of Trade Unions and to undermine the International Labour Organisation", and had given "aid and comfort" to the enemy before the German invasion of Russia. It asserted that the A.F. of L. refused to identify itself with a world trade union movement "inspired by a political philosophy which is designed to subjugate man and property to the will of the State", and that the W.T.U.C. was composed of an "irreconcilable grouping of organisations, rival in character . . . and in conflict with each other in the home field and in hopeless disagreement on international lines". The statement called upon the International Federation of Trade Unions to convene at an early date a world trade union conference, to be held in Canada or in the United States. In conclusion, it expressed the hope that the British Trades Union Congress and the free trade unions of other nations would maintain the close ties of brotherhood and common purpose which had marked the relations between free organised labour of the world for so many years.²

THE FRENCH GENERAL CONFEDERATION OF LABOUR
DURING AND AFTER THE OCCUPATION

The following survey of the activities of the French General Confederation of Labour during the period of German occupation and the first few months of liberation is based on various documents supplied by the Confederation. No attempt is made to separate the two periods, as the Confederation passed almost without a break from underground to open activity, thus retaining its links with the past while at the same time reasserting its position in the life of France and in international affairs.

¹ WORLD TRADE UNION CONFERENCE, Administrative Committee: Press Release, 5 May 1945.

² *American Federation of Labor Weekly New Service*, 8 May 1945.

An account of the meeting of the National General Council of the Confederation held at the end of March 1945 will be given in a forthcoming issue of the *Review*.

Resumption of Open Activities.

The Act of 16 August 1940, introducing a provisional system of industrial organisation, gave the Government power to dissolve national organisations of employers and workers. In virtue of these powers, the executive and administrative organs of the Confederation were dissolved by a Decree of 9 November 1940.¹ The national federations and departmental unions, however, continued legally to exist. Ten days after the promulgation of the Act, militant members of the Executive and Administrative Committees were able to meet and decided not to bow to the decision of the Vichy authorities. This was the first step taken by the Confederation towards resistance, which was later organised and developed, particularly in 1943 and 1944, in the form of clandestine activities by workers and militants, who organised strikes, opposed labour conscription, delayed war production, impeded enemy transport, sabotaged the application of the Labour Charter², organised armed resistance, arranged supplies by parachute, etc.

In May 1941 trade union unity³, which had collapsed at the outbreak of war, was restored by what is known as the "Perreux Agreement". This was concluded verbally and was never drawn up in writing, but the main points were:

(1) The Confederation was reunited on the basis of the status of September 1939;

(2) The first step was unity in the Executive, which was to consist of three representatives of the extreme left-wing trend of thought and five of the other. Duly elected members of the Executive who had given up, left France or had been prevented from attending would be replaced by others elected by comrades of the same group;

(3) Unity was to be achieved along exactly the same lines in the departmental unions and federations, the two trends of thought being represented in the same proportions as in September 1939.

The Confederation then developed an intensive clandestine activity, often under cover of the legal activities of the federations and unions, which were allowed to continue in existence. In April 1944 the Executive issued the following rules for the guidance of the affiliated organisations:

In order to ensure the fullest success for the activities of the trade union movement, the Executive Committee of the Confederation points out that, although circumstances necessitate two types of activity (legal and clandestine), there is only one trade union movement of the Confederation, which, in view of the difficulties of the situation, has legal and clandestine agencies for carrying on the tasks of the working class movement in time of war.

At every level there must be only one administrative authority, with power to take decisions on both types of activities, and these decisions are binding on all concerned. This authority is the Executive Committee, reconstituted in that spirit of unity which animated the elections of the administrative bodies in office in 1939. According to circumstances, this Executive Committee may be legal or illegal.

The trade union movement must continue to work in accordance with the rules of democracy. The responsible militant leaders must find their authority in the confidence placed in them by union members. The best way of ensuring democracy in the movement and a normal life for the organisation is by holding general meetings. This must be achieved by bringing constant pressure to bear on the public authorities to remove the restrictions on such meetings.

¹ Cf. *International Labour Review*, Vol. XLIII, No. 4, Apr. 1941, p. 418.

² *Idem*, Vol. XLV, No. 3, Mar. 1942, pp. 269-285: "The French Labour Charter".

³ Unity between the General Confederation of Labour (C.G.T.) and the left-wing (Communist) Unitary General Confederation of Labour (C.G.T.U.) was effected at a Congress held in Mar. 1936, when the two organisations amalgamated to form a single Confederation (cf. *Industrial and Labour Information*, Vol. LVII, No. 12, 23 Mar. 1936, p. 328).

During the period of clandestine activity the Executive, in order to facilitate trade union reorganisation, decided to set up regional delegations to ensure close and rapid contact with provincial areas. There were eighteen of these delegations.

As soon as Paris was liberated, the Executive Committee of the Confederation resumed its normal legal activities, as was provided for by the Order of 27 July 1944 restoring freedom of association.¹ The post of secretary-general was left open pending the return of Mr. Léon Jouhaux. In accordance with the Perreux Agreement, the Executive consisted at that time of five representatives of the old pre-1936 C.G.T. (Messrs. Buisson, Bothereau, Neumeyer, Gazier, and Saillant) and three representatives of the old C.G.T.U. (Messrs. Frachon, Racamond, and Raynaud). All the unions and federations resumed their place in the Confederation in the same way as before the war, and their executive bodies were re-established on the lines of the Perreux Agreement. When any difficulty arose on personal grounds or because of political tendencies, the Executive of the Confederation intervened, and, where necessary, urgent measures were taken to purge the unions of undesirable elements, although as a rule such persons voluntarily withdrew from posts of authority. The measures thus taken were later confirmed by the special national committee for the purge. At the beginning of December 1944 the Confederation announced that it had four million members.

Freedom of Association.

One of the main underground activities of the Confederation consisted in opposing the Labour Charter and hindering its operation, more especially the formation of unitary organisations. The following is a summary of part of the instructions issued on this subject by the Executive in May 1944:

The Executive Committee of the Confederation, being firmly opposed to the reactionary substance of the Labour Charter and to the spirit of patronage underlying it, which reflect the desire of the employers to reverse the reforms of 1936, asserts once again that this Charter is intended to muzzle and destroy the real trade union movement, which reflects the will of the workers.

It has noted the general spirit of disapproval and the active opposition of the workers to its enforcement. The effectiveness of this opposition is recognised and publicly admitted even by the advocates of the Charter. Trade unionists must persist in their opposition and develop it. The publication in the *Journal officiel* of lists of unitary associations must not blind us to the fact that these unions exist only on paper.

The creation of works social committees has given the employers and the supporters of Vichy a splendid opportunity for introducing an anti-trade union spirit of patronage in industry. The workers in every undertaking must continue their efforts to transform the social committees into permanent delegations of the works unions, working under their supervision.

As an immediate step, there must be increased resistance by the workers to the more rapid establishment of unitary associations. Trade unionists who remain faithful to the Confederation are urged to delay the establishment of such associations and to hamper their activities whenever they are set up.

It may be recalled that the Order of 27 July 1944 restoring freedom of association repealed the Act of 4 October 1941 establishing the Labour Charter. It also granted the General Confederation of Labour a dominant part in the re-establishment of trade unions (the National Re-establishment Board and the departmental boards contain, each, five representatives of the Confederation and two of the French Confederation of Christian Trade Unions), and it provided for the restoration of their property to the two Confederations in question.²

The Trade Union Purge.

The National Re-establishment Board and the departmental boards just mentioned had power to impose penalties (exclusion from office and loss of trade union rights) on trade unionists who had worked for the enemy, assisted in the deportation of workers or participated in the suppression of freedom of association. Certain leaders were excluded for life from holding office or being members of any trade union, including Messrs. René Belin, Froideval, Georges Du-

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

² *Ibid*

moulin, Pierre Vigne, René Bard, Gabriel Lafaye, Savoie, Roy, Milan, Gaston Priem, Louis Bertin, Kléber, Legay, Zoretti, Lefranc, etc.

Relations with the Resistance Movement.

During the occupation the Confederation formed part of the National Resistance Front. On 23 May 1944, when the resistance forces united and set up the National Resistance Council, the Confederation was represented, and three months later it had a permanent seat on the Council. In September one of the secretaries of the Confederation, Mr. Louis Saillant, was appointed President of the Council, and since the liberation another member of the Confederation, Mr. B. Frachon, has also been elected to the Council.

After liberation the Executive of the Confederation, in order to preserve the cohesion of the trade union forces affiliated to it, reminded the departmental unions that the Confederation was in itself an agency of the resistance movement and, as such, was represented on the National Resistance Council just as the unions were represented on the departmental liberation committees. It therefore asked them not to join any other resistance groups, as such affiliation would create confusion within the Confederation and endanger its unity.

Relations with the Authorities.

As soon as the Provisional Consultative Assembly was set up in Algiers, the Confederation was represented in it by four workers. This representation was increased to twelve in the new Assembly which has met in Paris since early September 1944. In addition, Mr. Saillant and Mr. Frachon have seats in the Assembly as representatives of the National Resistance Council. A member of the Executive of the Confederation, Mr. Georges Buisson, was elected Vice-President of the Assembly. The Executive of the Confederation does not consider that the presence of its representatives in the Assembly involves any departure from the rule of trade union independence: it is a form of active participation in the struggle of free trade unionism against oppression and is in line with all the previous policy and decisions of the Confederation.

Relations with the Employers.

The Confederation is considering the possibility of renewing its contacts with the employers' organisations as soon as they have been purged of undesirable elements in the same way as the workers' unions have been. In this connection the Chairman of the National Re-establishment Board for employers' organisations requested the unions affiliated to the Confederation (and those affiliated to the Confederation of Christian Trade Unions) to communicate to the Board any information they might have or any comments they might wish to make on employers in their trade or branch of industry who had been guilty of collaboration in production for the enemy, in the deportation of workers or in the destruction of freedom of association. Only such information as was supported by evidence or could easily be proved was accepted.

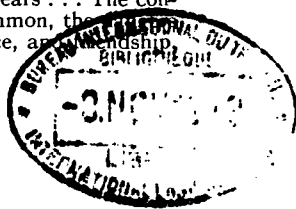
Relations with the Christian Trade Unions.

From 1940 onwards the Confederation and the French Confederation of Christian Trade Unions had a common aim—to resist Vichy and the occupying powers. Contact was soon established in the resistance movement between leaders of the two Confederations (which had been dissolved) and an agreement was soon reached. Mr. Gaston Tessier, Secretary-General of the Confederation of Christian Trade Unions, at a meeting of its National Council in Paris on 3 and 4 December 1944, described the relationship of the two bodies in the underground movement as follows:

In the underground movement and for purposes of resistance, numerous links were established between leaders of the two Confederations both in the occupied and in the unoccupied zones. As early as autumn 1940 a committee for economic and trade union study was set up in Paris with the co-operation of leaders of both organisations. In November it published its first circular, which clearly revealed the trend of French trade union thought. Similar statements of policy were issued on 1 May of subsequent years . . . The contacts made during this period, the tasks undertaken in common, the shared—all served to strengthen mutual esteem, confidence, and

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In the spring and summer of 1943 meetings of a general character were held in Paris and in Toulouse, which led to the formation of a joint committee of the two organisations. At the end of 1944 that committee took the responsibility of declaring a general strike, which was in the nature of a revolt that greatly helped the patriotic uprising of the country.

We hoped that this committee would take organic shape so as to embrace similar agreements reached on various levels. In mid-September, however, our colleagues of the General Confederation of Labour placed before us the alternative: either complete union or else the restriction of joint action to occasional discussions.

It was on 19 September 1944 that the Executive of the General Confederation of Labour sent a letter to the Confederation of Christian Trade Unions expressing the view that the time had come to achieve unity in the trade union movement. The letter stated that unity was ardently desired by all the workers. The co-existence in certain branches of industry and trade of separate and sometimes competing trade union organisations weakened the workers' forces. It would have still more serious disadvantages when the unions were called upon to play a part in the management and supervision of undertakings. The Executive formally proposed that negotiations should be opened on the possibilities of amalgamation in a form which would give both groups, at every level of organisation, a place proportionate to their actual influence.

The Executive of the Confederation of Christian Trade Unions replied that it had no power to study the problem of trade union unity in the sense of an organic amalgamation which would involve the disappearance of the movement it represented. The Executive appointed in May 1939 was still dealing with current administrative questions, but it could not with a clear conscience enter into negotiations which might lead to the dissolution of the Confederation. It also felt that they must await the return of those members who were prisoners of war or had been deported to Germany. The Confederation of Christian Trade Unions believed that regular meetings for the joint discussion of problems affecting both organisations would be fruitful and was, at the present stage, preferable to amalgamation.

In a further letter the General Confederation of Labour made it clear that in proposing organic amalgamation it had not intended that one organisation should be absorbed by the other and lose its identity but that both should be united in a larger body. In the meantime the Confederation agreed that, at the suggestion of either organisation, meetings should be held for the discussion of a definite agenda agreed to by both, so as to ensure fuller co-ordination in the task of defending the workers' interests.

Summing up the reasons for the decision of the Confederation of Christian Trade Unions, Mr. Tessier said:

We believe firmly in practically unlimited freedom of association, subject only to respect for public order and interest. Our doctrine is Christian morality applied to social relationships, and especially to occupational problems. Our friends of the General Confederation of Labour have another theory: the socialism of Marx or Proudhon—in any case, a doctrine deeply imbued with materialism. We respect their convictions, and we ask them to recognise ours.

Meanwhile an agreement has been reached between the two Confederations on the early appointment of shop stewards in undertakings and of workers' representatives on works committees.¹ The two Executives issued at the same time identically worded statements recommending that their affiliated unions should arrange to draw up a joint list of nominations for these posts, the number of delegates nominated from each organisation being proportionate to its strength in the undertaking concerned.

Demands of the Confederation.

On 10 August 1944 the Executive of the General Confederation of Labour sent to the organisations affiliated to the National Resistance Council a note of the demands it was making on behalf of the working class. The main points were:

- (1) A substantial rise in wages to bring them into line with the cost of living. Wages should comprise two parts: a basic living wage fixed in terms of the cost of

¹ Cf. *International Labour Review*, Vol. LI, No. 6, June 1945, p. 770.

living and the requirements for a reasonable standard of life, and an occupational supplement based on skill and output. Family allowances constitute a social supplement proportionate to the worker's family responsibilities.

(2) Retention of the 1936 social legislation, more particularly the principle of the 40-hour week, the system of shop stewards, and provision for collective agreements. The Confederation declared that it remained faithful to the 40-hour week. It had not been possible to retain this in force because of sabotage by opponents of the principle and because it was not adopted internationally, but it nevertheless marked an important step towards bringing social progress into line with technical progress. The post-war situation would be such that exceptions would be necessary for some industries, but the principle should remain established in the legislation so as to show that France was determined to apply it strictly as soon as possible and to urge its universal adoption.

(3) The principle of economic power for the workers. Whatever may be the form of economic organisation in the future, the distribution of industries, the form of management or the degree and method of State intervention in economic life, the workers should, through their trade unions, have the right to take part in the work of all industrial councils, whether national or for a specific industry or undertaking, nationalised or not.

(4) A return to free trade unionism. This implies the total abolition of the Labour Charter, the restoration of all the rights and privileges of the former organisations and the return of their property. The Confederation stated that it realised the apparent difficulty of fitting free trade unionism—which probably involves the existence of more than one confederation—into an economic system in which the trade unions would play an active part. The problem could be solved, however, by means of inter-union committees at different levels, the members being appointed by the existing representative organisations. In other words, if freedom of choice for the workers led to the coexistence of two or more trade union organisations and these were to exist democratically in the economic system of the future, there must be sufficient discipline to ensure united representation of these different organisations by a single body. This, it was thought, could be achieved by agreement between the old-established organisations, of which at present there are only two—the General Confederation of Labour and the Confederation of Christian Trade Unions. If State intervention should ultimately prove necessary, it would be merely to determine the representative character of any organisation in the light of its independence, age, stability and activities.

Work for Prisoners and Deportees.

The Confederation is taking a lively interest in the problems of prisoners of war, civilian internees, and deported workers. It is devoting special attention to their present situation, repatriation measures, relief work during and after their return, and assistance to families pending their return.

International Activities.

As soon as the Confederation had resumed its place in national life it set about regaining contact with the trade unions of the principal Allied countries and with the International Federation of Trade Unions.

The General Council of the British Trades Union Congress appointed a delegation to visit France as soon as possible after the Allied landing, mainly in order to meet representatives of the General Confederation of Labour and restore the traditional bonds of friendship and mutual assistance. When this intention was communicated to the Confederation, it expressed its earnest desire to have close co-operation with the British workers through their unions, so as to build up an active and truly world-wide international trade union movement.

At the end of September, when Paris and a large part of France had been liberated, the Confederation sent messages to the workers' organisations of the U.S.S.R. and the United States, thanking them for their share in the work of liberation and the downfall of Hitlerism and expressing the hope that friendly relations would be established and maintained with the unions of those two countries.

On 30 September Sir Walter Citrine and Mr. W. Schevenels, President and Secretary respectively of the International Federation of Trade Unions, visited the General Confederation of Labour and handed over a sum of 400,000 francs, which was used largely for helping the families of those who had suffered for their

underground activities. They also had an interview with representatives of the Confederation of Christian Trade Unions.

At the British Trades Union Congress held at Blackpool from 16 to 20 October 1944, the General Confederation of Labour once again took its place in the international trade union movement, having been invited by the General Council to send representatives. Mr. Louis Saillant reported that he received an enthusiastic and sympathetic welcome at the Congress.

In pursuance of a decision of the Blackpool Congress, a meeting of representatives of the British trade unions and of the Confederation was held in November 1944 in Paris—the first effective resumption of the relationships which had been broken in June 1940. The first official meeting of the Franco-British Trade Union Committee was held in London on 29 and 30 January 1945 and discussed military problems, post-war reconstruction, and the strengthening of the bonds between the British and French unions. Further meetings will be held in Paris and London alternately.

As a result of the meeting in Blackpool between Mr. Saillant and the Soviet delegation, a delegation of Russian trade unionists was invited to Paris by the Confederation and arrived on 27 December. The delegation visited a number of factories in Paris and in most of the chief industrial centres of France. At a meeting on 28 December it was unanimously decided that the chief task of the French and Soviet trade union organisations was to support more strongly than ever the efforts of their Governments in the struggle against Hitler's Germany in the spirit of the Franco-Russian treaty of alliance and mutual aid of 10 December 1944. To this end a proposal by the Confederation to set up a Franco-Soviet Trade Union Committee was discussed. The committee was established in the second half of January, when a delegation from the Confederation, headed by Mr. Saillant and Mr. Frachon, visited Moscow.¹

In December 1944 the Executive of the Confederation sent greetings to the Confederation of Latin American Workers on the occasion of its Cali Congress.²

FIRST NATIONAL CONFERENCE OF FRENCH SEAMEN AFTER THE LIBERATION

A conference of delegates of seamen from all liberation ports of France, as well as representatives of French seamen in Great Britain and North Africa, convened by the National Federation of French Seamen's Unions, was held in Paris on 27 and 28 December 1944. This meeting—the first of its kind—after hearing a report from the General Secretary on the activities of the Federation since the liberation, discussed a number of internal questions connected with the smooth functioning of the Federation and a number of general questions.

In a resolution adopted unanimously, the meeting expressed its confidence in the leaders of the General Confederation of Labour, assuring them of the support of seamen in the heavy tasks they have to perform. It ratified the decisions so far taken by the Executive of the Confederation, and requested it to take the necessary measures for the realisation of the demands adopted by the conference, as regards the purge, full employment for seamen, cancellation of all objectionable Vichy decisions, old-age pensions for seamen, and nationalisation of the shipping industry.³

THE VATICAN AND ITALIAN TRADE UNION UNITY

On the occasion of the Congress of the Italian Christian Workers' Association held in Rome in March 1945, His Holiness the Pope gave an address in which he approved the unity achieved in the

¹ Cf. *International Labour Review*, Vol. LI, No. 6, June 1945, p. 801.

² *Idem*, Vol. LI, No. 2, Feb. 1945, p. 236.

³ INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Press Report*, No. 3, 12 Feb. 1945.

Italian General Confederation of Labour at Naples¹, and expressed the hope that the good will manifested there would be stable and fruitful and that the participation of Catholic workers in the Confederation would bring about the results desired by all Italian workers. The meeting was attended by 2,000 Roman workers and 200 delegates from liberated Italy.²

It may be recalled that the three important political tendencies—Christian Democrat, Socialist, and Communist—are now represented in the Italian General Confederation of Labour, which held its first congress in Naples at the beginning of this year.

THE TRADE UNION MOVEMENT IN THE NETHERLANDS

At a meeting held in the occupied part of the Netherlands, not long before the liberation of the country, accredited spokesmen of underground groups associated with the three principal trade union federations adopted an agreement for permanent "co-operation between all organs of the workers' movement".

The Netherlands "Free" (Social Democratic) Federation of Trade Unions, affiliated with the International Federation of Trade Unions, was in 1940 the largest of the Dutch trade union centres, with a membership of 322,300. The Catholic Trade Union Centre had 206,000 members, and the Protestant 120,300.

According to the agreement, the three trade union centres "consider that permanent co-operation between the centres and between their constituent bodies is desirable", and they approve the arrangements, described below, as the basis of their activities for the promotion of the workers' general interests in the social, economic, and health fields, carried on with due respect for each centre's principles and independence. For the purpose of such co-operation joint machinery of a fourfold structure has been set up, consisting of: a Joint Council of the Trade Union Centres, to which each centre delegates its president and one other member of its executive; industrial trade union councils, for particular industries, comprising representatives of the trade unions for the industry; local contact councils, comprising representatives of local trades councils; and local industrial trade union councils, comprising representatives of the local trade unions for a particular industry.

The Joint Council of the Trade Union Centres.

This body is to meet at least once a fortnight and its decisions will be taken by a two-thirds majority of the voting members, who will number four—one from the Catholic Centre, one from the Protestant, and two from the "Free" Centre. It is provided that "if the representatives of a centre declare that any of the items placed on the agenda involve for them matters of principle, such questions shall be deleted from the agenda if no agreement can be reached by discussion. The decisions of the Joint Council are binding on the trade union centres." The President of the Netherlands Federation of Trade Unions will probably be appointed chairman of the Joint Council, the President of the Catholic Centre secretary, and the President of the Protestant Centre vice-chairman. The Joint Council is to have far-reaching powers of co-ordination. Having due regard for the autonomy of the separate centres, it will have power to make representations to all authorities, institutions and organisations in regard to the social, economic, and health interests of the workers, to consult the national and local industrial trade union councils and the local contact councils, and to give to the industrial trade union councils directives regarding their jurisdiction, the rights and obligations of their members, and the conclusion of collective agreements. It will act as arbitrator in case of differences between trade union centres, between industrial trade union councils, between industrial trade union councils and trade union centres, and between local contact councils.

¹ Cf. *International Labour Review*, Vol. LI, No. 6, June 1945, p. 802.

² INTERNATIONAL FEDERATION OF TRADE UNIONS: *Trade Union World* (London), Mar.-Apr. 1945.

The Joint Council is later to come to decisions regarding joint work in the field of health welfare. Also it will consider the possibility of joint activity in combating tuberculosis, establishing holiday homes, sickness funds, etc., as well as that of the joint organisation of savings funds, insurance services, banks, consumers' cooperatives, and a socio-economic information service.

The expenses of the Joint Council are to be divided equally between the three trade union centres.

The Industrial Trade Union Councils.

These are to "represent the industrial interests of all workers in a given branch of industry". The term "workers" is expressly defined to cover all employed persons, whether wage earning, salaried or established staff.

The industrial councils will have power to represent the workers in relation to all competent authorities and employers, with regard to vocational training, labour protection, and industrial hygiene, and to supervise the observance of laws, orders, and collective agreements. All the unions concerned will have an equal number of representatives on the governing bodies of the industrial councils and they will bear an equal share of the expenses. In cases where there are marked differences in membership, however, account may be taken of the fact, subject to the consent of the Joint Council of the Trade Union Centres.

The local industrial trade union councils will appoint shop stewards on behalf of the trade unions. The local councils must abide by the decisions of the trade union council for the industry, and their activities are to be financed by funds raised locally.

The Contact Councils.

These bodies will be active in the local field. One of their functions will be to see that the local trade union movement agrees on joint representation on municipal and other local authorities.

The agreement between the three trade union centres is to run for an unspecified period, and the three parties undertake to give six months' notice of their intention to withdraw. If a trade union centre withdraws from the Joint Council, this will entail the withdrawal of all its constituent unions from the rest of the machinery. The signatories to the Agreement, however, do not anticipate such a development. On the contrary, they emphasise that the fruitful co-operation between the different trade union tendencies during the 'thirties and the joint struggle waged against the German occupation and the Dutch Nazis, as well as the sufferings endured jointly by the Dutch working class, have taught them to esteem one another and to draw the correct conclusions from their experience.¹

VENEZUELAN COMMITTEE FOR TRADE UNION UNITY

In fulfilment of one of the provisions of the Trade Union Unity Agreement made in Cali in December 1944 by Venezuelan delegates to the Second General Congress of the Confederation of Latin American Workers², a Committee for Trade Union Unity was set up in Caracas in February 1945, composed of one delegate from each trade union of the Federal District (about 30 in all).

This Committee in turn appointed an executive of seven trade union officials from the following industries: boot and shoe, transport, wood, tobacco, building, chemical products. The main object of the Committee is to make the necessary preparations for the organisation of regional workers' federations and of a Confederation of Venezuelan Workers. It is hoped that the latter will be set up by a National Workers' Congress to be held in due course.

The Committee is also giving special attention to the problems of the Venezuelan petroleum industry.³

¹ INTERNATIONAL TRANSPORT WORKERS' FEDERATION: *Fascism* (London), No. 1, 11 Jan. 1945.

² Cf. *International Labour Review*, Vol. LI, No. 2, Feb. 1945, p. 239.

³ Communication from the Comité de Unidad Sindical Caracas.

DEMANDS OF THE CONFEDERATION OF CUBAN WORKERS

On the occasion of a First of May demonstration held in Havana under the auspices of the Confederation of Cuban Workers, the Executive Committee of the Confederation submitted to the President of the Republic a statement of demands in the name of the organised labour movement of the country.

The statement declared that the Cuban workers were appearing before the President, not merely for the purpose of setting forth their principal demands, but also to assure him of their wholehearted and respectful support, and to reaffirm their resolve to do all in their power to promote the success of his progressive Government programme and to fight side by side with his Government for the maintenance in Cuba of a democratic system that will eliminate any possibility of Fascism. The demands enumerated in the statement included the following:

Agriculture.

(1) Reorganisation of the sugar industry on an improved technical basis to enable it to compete in post-war markets;

(2) Participation of sugar workers, through their national organisation, in the Cuban Institute for the Stabilisation of the Sugar Industry and in the Quota Control Committee;

(3) Amendment of the Sugar Co-ordination Act now in force so as to increase the share of agricultural workers and small farmers, and to extend this to include a share in regard to all by-products extracted from sugar cane;

(4) Promotion of the compulsory cultivation of secondary crops and a plan for agricultural diversification;

(5) Adoption of an Act to prohibit eviction of farmers and to secure the ownership rights of persons at present holding land;

(6) A general irrigation scheme to counteract the effects of drought and comprising the scientific utilisation of watercourses.

Finance.

(1) Establishment of a National Bank and organisation of a monetary policy;

(2) Studies with a view to the reform of the fiscal system;

(3) Tariff protection for national industry by lowering the import duties on raw materials and raising those on competing manufactured products from abroad.

Labour.

(1) Codification of social legislation;

(2) Extension of the 44-hour week, with pay for 48 hours, to sugar workers;

(3) Adoption by the National Minimum Wage Committee of the proposed standard wage rates submitted by the National Federation of the Textile Industry;

(4) Fixing of a minimum monthly wage of 90 pesos for all railway workers;

(5) Increased compensation under the present Industrial Accidents Act;

(6) Construction of workers' dwellings as provided for in the Constitution;

(7) Abolition of "company stores" at sugar mills to prevent the exploitation of workers, and adoption of severe measures against speculators.

Commerce.

Adoption of a general supply policy guaranteeing to the population an adequate supply of essential goods in daily use, such as meat, milk, soap, rice, fats, vegetables and other similar products.

Other Demands.

(1) Adoption and carrying into effect of the Plan to Eliminate Poverty and Backwardness drawn up by the Confederation of Cuban Workers and submitted to the War Economy Board;

(2) Building up of the national merchant fleet according to preliminary plans drawn up by the Cuban Maritime Committee, shipowners, and seamen;

(3) Immediate carrying out of the studies and other measures needed for the adoption of a plan to develop and strengthen national industries, particularly those which have been started or expanded as a result of the war.¹

MEETING OF THE NATIONAL COUNCIL OF THE CONFEDERATION OF MEXICAN WORKERS

The 26th Session of the National Council of the Confederation of Mexican Workers (C.T.M.) took place in Mexico City during the first week of April 1945. The Council, among other problems, discussed the increase in the cost of living in Mexico and the recrudescence of the anti-labour campaign carried on by certain phalangist and pro-fascist groups and papers in the country.

According to a study prepared by the executive committee of the Confederation and based on official statistics, the cost of living in Mexico has increased by 325 per cent. since 1940. (In this respect a recent bulletin of the Mexican Workers' University pointed out that the above estimate erred on the conservative side since the International Labour Office places Mexico, with India, China, and Brazil, among the countries where the cost of living has risen more than in any other part of the world.) The Council decided to urge the Mexican Treasury Department to receive a delegation from the C.T.M. which would submit concrete proposals for dealing with inflation.²

¹ *Hoy* (Havana), 2 May 1945, p. 3.

² *Mexican Labor News*, 10 Apr. 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 May number for statistics of wage rates and earnings, to appear next in the August issue; and the June number for statistics of unemployment, employment and hours of work, to appear next in the September 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		New-found-land	Argentina	Bolivia	Brazil
					B.L.S. ⁴	N.I.C.B. ⁵				
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- July 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 ²	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 ⁶	114
1937	85	88	91	83	84	88	*	93	170	123
1938	87	90	94	84	82	86	100 ⁶	92	223	128
1939	87	90	94	83	81	84	104 ⁷	93	276	131
1940	95	92	97	87	82	85	—	96	370	136
1941	117	95	102	92	86	89	125 ⁷	98	472	152
1942	116	101	110	96	95	98	140	104	613	170
1943	205 [†]	107	117	97	101	103	149	104	750	188
1944	—	111	121	98	102	104	—	—	800	—
1944: 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	161	101 ^r	792	205
July	234	111	121	98	103	105	162	103	793	213
Aug.	227	111	120	98	103	105	160	—	793	—
Sept.	—	111	120	97	103	105	158	—	793	—
Oct.	—	111	122	98	103	105	159	—	813	216
Nov.	—	111	123	97	103	105	159	—	818	219
Dec.	—	111	123	97	104	106	—	—	818	221
1945: Jan.	—	112	123	97	104	106	161	—	—	—
Feb.	—	113	123	98	104	105	161	—	—	—
Mar.	—	113	—	98	104	105	—	—	—	—
April	—	113	—	—	104	106	—	—	—	—
Food										
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	74	74	*	94	100 ⁶	115
1937	79	83	89	77	79	79	*	96	177	128
1938	82	85	93	77	74	74	100 ⁶	91	219	128
1939	80	84	93	75	72	72	109 ⁷	92	252	130
1940	84	85	96	78	73	73	—	93	311	137
1941	104	88	103	86	80	80	138 ⁷	96	440	148
1942	135	95	113	95	94	94	162 ⁸	105	559	167
1943	—	99	123	97	104	104	174	106	636	194
1944	—	102	128	97	103	103	—	—	717	—
1944: April	196	103	131	98	102	102	183	105	754	211
May	198	104	131	97	102	102	181	106	698	222
June	201	103	131	98	102	102	183	106	700	222
July	211	100	128	98	104	104	186	—	701	226
Aug.	218	99	125	97	104	104	181	—	701	—
Sept.	—	101	126	97	103	103	176	—	701	—
Oct.	226	101	127	98	103	103	177	—	738	235
Nov.	—	100	129	97	103	103	177	—	748	244
Dec.	—	100	129	97	104	104	—	—	749	249
1945: Jan.	—	103	130	97	104	104	—	—	—	—
Feb.	—	105	130	97	103	103	182	—	—	—
Mar.	—	105	—	97	103	103	—	—	—	—
April	—	106	—	—	103	103	—	—	—	—

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.

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

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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
<i>Cost of living</i>										
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	•	138 ^a	116	•	11498
1944	362	172	177	•	310 ^r	•	158	119	•	—
1944: April	350	167	173	•	301	•	153	116	•	32,884 ^b
May	357	170	173	•	309 ^r	•	156	119	•	37,663 ^r
June	356	175	177	•	316	•	159	119	•	44,561
July	356	174	178	•	325	•	161	120	•	46,297
Aug.	367	175	178	•	322	•	163	121	•	47,712
Sept.	385	175	179	•	327 ^r	•	163	122	•	49,135
Oct.	400	176	182	•	330 ^r	•	164	123	•	51,187
Nov.	399	182	185	•	326 ^r	•	164	125	•	53,556
Dec.	378	182	189	•	313 ^r	•	165	124	•	—
1945: Jan.	377	186	190	•	314	•	168	127	•	—
Feb.	379	192	188	•	315	•	170	131	•	—
Mar.	—	200	189	•	316	•	171	132	•	—
April	—	—	193	•	320	•	173	—	•	—
<i>Food</i>										
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	•	•	•	107	•	93	96	89	•
1936	144	•	100	•	114	•	99	95	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 ^a	113	115	11400
1944	391	182	170	172	297	109	178	116	133	—
1944: April	375	178	161	162	288	109	170	109	117	28,111 ^b
May	376	179	163	169	297 ^r	109	177	116	133	33,214 ^r
June	372	187	169	175	306	109	177	116	143	38,381
July	368	187	172	179	317	109	181	117	164	39,791
Aug.	391	189	173	183	313	109	185	120	159	40,581
Sept.	424	188	174	188	317	109	183	123	131	41,631
Oct.	453	189	181	187	320	110	184	124	130	42,684
Nov.	441	194	187	175	313	110	184	123	130	44,992
Dec.	395	196	196	176	296	110	185	122	134	—
1945: Jan.	391	201	197	175	298	—	190	126	131	—
Feb.	395	208	194	175	299	—	194	133	132	—
Mar.	—	219	195	180	300	—	196	137	—	—
April	—	—	202	185	305	—	196	—	—	—

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. ⁵ Prior to 1944, figures of the Bureau of Statistics of the Ministry of Social Affairs; since 1944, those of the Bureau of Enquiries into Special Economic Conditions, of Central Kuomintang Headquarters.

(Base: 1929 = 100)

Country	ASIA (contd.)								
	India		Nether-lands Indies	Indo-China	Iran	Japan		Palestine	
	Bom-bay	Ahmed-abad	Bata-via	Saigon	N.B. ²	I.C. ³	B.J. ⁴	O.S. ⁵	J.A. ¹²
Town or no. of localities	Bom-bay	Ahmed-abad	Bata-via	Saigon	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	•	•	88	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	194
1943	230	212	—	—	908	—	158	196	232
1944	238	218	—	—	—	—	—	204	—
1944: April	231	209	•	•	1108	—	173	198	234
May	235	209	•	—	1124	—	174	197	232
June	236	212 ^r	•	•	1122	—	174	201	230
July	241	218	•	•	1100	—	176	206 ^r	232
Aug.	250	229	•	—	1121	—	177	215	241
Sept.	239	227	•	•	1095	—	185	210	243
Oct.	239	228	•	•	—	—	—	209	247
Nov.	242	220	•	—	—	—	—	209	246
Dec.	247	218	•	•	—	—	—	212	—
1945: Jan.	—	—	•	•	—	—	—	214	—
Feb.	—	—	•	—	—	—	—	213	—
Mar.	—	—	•	•	—	—	—	217	—
Apr.	—	—	•	•	—	—	—	—	—
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	263	—	—	•	—	—	—	286 244	—
1944: April	247	—	•	•	1157	—	152	272 234	281
May	252	205	•	—	1155	—	153	265 234	276
June	261	207	•	•	1133	—	—	276 238	272
July	270	218	•	•	1117	—	—	288 248	275
Aug.	287	235	•	—	1120	—	—	315 260	292
Sept.	270	242	•	•	1072	—	—	298 251	295
Oct.	271	245	•	•	—	—	—	295 246	303
Nov.	277	227	•	•	—	—	—	293 249	302
Dec.	270	—	•	•	—	—	—	304 250	—
1945: Jan.	—	—	•	•	—	—	—	308 250	—
Feb.	—	—	•	—	—	—	—	—	—
Mar.	—	—	•	•	—	—	—	—	—
Apr.	—	—	•	•	—	—	—	—	—

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.

(Base: 1929 = 100)

Country	EUROPE								
	Germany ¹	Belgium	Bulgaria	Denmark	Spain	Estonia	Finland	France	Gr. Britain & N. Ireland
Town or no. of localities	72	59	12-67 ²	Whole country	50	Tallinn	36 ³	45 dep.	24-509
Original base (= 100)	1913-1914	1921	1914	1935	June 1936	1913	1935	1930	July 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
1929	100	100	100	100	*	100	100	*	100
1930	96	104	92	95	*	89	92	100	96
1931	88	93	80	90	*	86	85	97	90
1932	78	84	74	89	*	80	84	91	88
1933	77	83	68	92	*	75	82	87	85
1934	79	79	64	95	*	74	80	83	86
1935	80	80	60	99	*	75	81	78	87
1936	81	85	57	100	100	84	81	86	90
1937	81	92	58	104	*	89	86	102	94
1938	82	94	60	105	*	93	87	117	95
1939	82	93	62 ²	108	154 ⁴	95	90	—	96
1940	84	—	69	134	178	—	107	—	113
1941	86	—	83	154	232	*	126	—	121
1942	89	—	110	159	247	*	149	—	122
1943	90	—	—	162	246	*	169	—	121
1944	92	—	—	164	—	*	178	—	122
1944: April	91	—	—	*	258	*	177	*	122
May	92	—	—	*	257	*	177	—	122
June	92	—	—	164	255	*	177	*	123
July	95	—	—	*	256	*	178	*	123
Aug.	94	—	—	*	258	*	179	—	123
Sept.	92	—	—	165	258r	*	179	*	123
Oct.	91	—	—	*	260	*	180	*	123
Nov.	91	—	—	*	—	*	180	*	123
Dec.	92	—	—	165	—	*	180	*	123
1945: Jan.	—	—	—	*	—	*	181	*	123
Feb.	—	—	—	*	—	*	181	—	123
Mar.	—	—	—	*	—	*	—	*	123
April	—	—	—	*	—	*	—	*	—
Food									
1929	100	100	100	100	*	100	100	*	100
1930	94	96	82	92	*	82	86	100	94
1931	84	81	64	82	*	71	77	97	85
1932	74	69	59	79	*	64	80	89	82
1933	73	69	56	81	*	61	80	84	78
1934	76	65	56	87	*	60	78	79	79
1935	77	67	55	93	*	62	81	72	81
1936	79	73	56	94	100	71	80	82	84
1937	79	80	59	97	*	76	87	99	90
1938	78	82	63	100	*	80	88	113	91
1939	79	80	65 ⁵	102	178 ⁴	82	91	—	92
1940	83	—	73	125	215	*	112	—	107
1941	83	—	92	152	300	*	131	—	109
1942	85	—	129	157	318	*	153	—	105
1943	86	—	—	155	310	*	172	—	108
1944	89	—	—	156	—	*	173	—	109
1944: April	89	—	—	*	327	*	174	*	109
May	88	—	—	*	324	*	174	—	109
June	89	—	—	156	319	*	174	*	110
July	94	—	—	*	321	*	174	*	110
Aug.	92	—	—	*	321r	*	174	—	110
Sept.	88	—	—	158	322r	*	174	*	109
Oct.	87	—	—	*	325	*	174	*	109
Nov.	88	—	—	*	—	*	173	—	109
Dec.	88	—	—	157	—	*	174	*	109
1945: Jan.	89	—	—	*	—	*	174	*	109
Feb.	—	—	—	*	—	*	174	*	109
Mar.	—	—	—	*	—	*	—	*	109
April	—	—	—	*	—	*	—	*	—

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>)									
	Hun- gary	Ireland	Iceland	Italy	Latvia	Lithu- ania	Luxem- bourg	Norway	Nether- lands	Poland
Town or no. of localities	Buda- pest	120	Rey- kjavik	50	Riga	104	9	31	Amster- dam	War- saw
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-s	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	269	*	*	*	*	157	—	*
1944: April	—	*	270	*	*	*	*	157	—	*
May	—	166	268	*	*	*	*	157	—	*
June	—	*	266	*	*	*	*	158	—	*
July	—	*	266	*	*	*	*	158	—	*
Aug.	—	168	272	*	*	*	*	158	—	*
Sept.	—	*	271	*	*	*	*	158	—	*
Oct.	—	*	271	*	*	*	*	157	—	*
Nov.	—	168	273	*	*	*	*	157	—	*
Dec.	—	*	274	*	*	*	*	157	—	*
1945: Jan.	—	*	274	*	*	*	*	—	—	*
Feb.	—	168	274	*	*	*	*	—	—	*
Mar.	—	*	274	*	*	*	*	—	—	*
Apr.	—	*	274	*	*	*	*	—	—	*
<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	88	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	68	46	66	84	76	54
1935	66	83	*	72	66	38	65	87	73	51
1936	70	87	*	77	68	41	66	91	74	50
1937	76	92	*	85	74	48	71	100	78	56
1938	77	94	*	92	78	48	74	104	80	54
1939	75	96	100	96	80	49	74	106	80	*
1940	85	108	141	113	*	*	*	127	—	*
1941	106	119	194	136	*	*	*	152	—	*
1942	123	132	274	172 ¹	*	*	*	158	—	*
1943	155	146	328	*	*	*	*	160	—	*
1944	—	155	335	*	*	*	*	161	—	*
1944: April	—	*	338	*	*	*	*	161	—	*
May	—	151	331	*	*	*	*	161	—	*
June	—	*	329	*	*	*	*	162	—	*
July	—	*	329	*	*	*	*	162	—	*
Aug.	—	156	342	*	*	*	*	162	—	*
Sept.	—	*	341	*	*	*	*	161	—	*
Oct.	—	*	341	*	*	*	*	161	—	*
Nov.	—	156	341	*	*	*	*	161	—	*
Dec.	—	*	341	*	*	*	*	161	—	*
1945: Jan.	—	*	340	*	*	*	*	—	—	*
Feb.	—	156	340	*	*	*	*	—	—	*
Mar.	—	*	337	*	*	*	*	—	—	*
Apr.	—	*	337	*	*	*	*	—	—	*

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. ³	C.L. ⁵		
Town or no. of localities	Whole country	Bucha- rest	49	34	Prague	Istambul	Bel- grade	3 (Croat. & 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 ⁹	131	108	*	93	—	126	98	107
1942	117	—	141	120	*	149	—	—	106	110
1943	132	—	142 ⁵	126	*	203	—	—	110	113 ¹¹
1944	—	—	143	129	*	—	—	—	109	113 ¹¹
1944: April	134	—	*	129	*	215	—	—	*	*
May	135	—	*	129	*	214	—	—	109 ¹¹	*
June	136	—	142	129	*	213	—	—	—	113 ¹¹
July	136	—	*	130	*	215	—	—	*	*
Aug.	136	—	*	129	*	214	—	—	110 ¹¹	*
Sept.	137	—	143	129	*	214	—	—	—	113 ¹¹
Oct.	138	—	*	129	*	215	—	—	*	*
Nov.	139	—	*	129	*	213	—	—	109 ¹¹	*
Dec.	—	—	143	129	*	—	—	—	*	113 ¹¹
1945: Jan.	—	—	*	130	*	—	—	—	*	*
Feb.	—	—	*	128	*	—	—	—	—	*
Mar.	—	—	142	130	*	—	—	—	*	—
April	—	—	*	130	*	—	—	—	*	*
Food										
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 ¹²	139	112	131	95	—	148	91	109
1942	117	—	140	128	162	182	—	—	99	111
1943	132	—	138	135	195	268	—	—	99	*
1944	—	—	137	138	—	—	—	—	98	*
1944: 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	—	257	—	—	99	*
Oct.	138	—	137	138	—	259	—	—	98	*
Nov.	139	—	137	138	—	256	—	—	98	*
Dec.	—	—	135	138	—	—	—	—	98	*
1945: Jan.	—	—	135	138	—	—	—	—	—	*
Feb.	—	—	136	138	—	—	—	—	—	*
Mar.	—	—	136	138	—	—	—	—	—	*
April	—	—	—	—	—	—	—	—	—	*

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.

Wages and Normal Hours of Work

of Adult Males in Certain Occupations in

Various Countries in October 1943

In continuation of previous enquiries¹, the International Labour Office undertook an enquiry into wages and normal hours of work in certain occupations in various towns in October 1943. The results are given in table I (Wages) and table II (Normal Hours of Work).

The present enquiry, like the preceding ones, is based on information compiled by the competent statistical services (national or municipal) in the various countries by means of a standard form; the occupations covered, 30 in number, remain the same. The enquiry covers 65 towns in 17 countries, as compared with that of 1942, which covered 55 towns in 19 countries.

The scope of the enquiry, as compared with pre-war years, has undergone substantial change, since in the present circumstances it has not been possible to obtain information for several of the European countries, while, on the other hand, data have been added for many Latin American countries. In some cases, figures have been included which give averages for a group of towns instead of for each town, or which refer to a date other than October 1943; they have been included in the tables so as to give at least an approximate measure of comparison for these countries.

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

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

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

¹ Cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, pp. 564-578: "Wages and Normal Hours of Work of Adult Males in Certain Occupations in Various Countries in October 1942".

² For the essential distinctions between wage rates and earnings, *idem*, Vol. LI, No. 1, Jan. 1945, pp. 121-124.

³ For the available statistics on this subject, *idem*, Vol. LI, No. 3, Mar. 1945, pp. 410-412; see also *Year Book of Labour Statistics*, 1943-44, tables IX and XI.

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

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

For comparisons of purchasing power, account must be taken of the differences in the cost of living between the towns and countries considered. This very difficult question has for several years been the subject of renewed enquiry by the International Labour Office, which has published a report on *International Comparisons of Food Costs*.³ Indices of international comparisons of food costs for October 1938 for 25 countries were published in the *Year Book of Labour Statistics*, 1941, and for October 1942 and 1943 for 17 countries in the *Year Book of Labour Statistics*, 1943-44. Data on rents⁴ and other items of expenditure, however, are needed for any adequate comparison of costs of living, and any attempt, therefore, to make precise and detailed comparisons is rendered particularly difficult by the lack of appropriate data for the different countries.

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

² *Year Book of Labour Statistics*, 1943-44: Appendix: table 4.

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

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

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943

Industry and occupation (with code letter) (a)	AFRICA		AMERICA		
	UNION OF SOUTH AFRICA ¹		CANADA ⁷		
	Cape Town	Johannesburg	Halifax	Montreal	Ottawa
	Rates		Rates ⁸		
	s. d.	s. d.	\$ (Can.)	\$ (Can.)	\$ (Can.)
C. Mechanical engineering:					
1. Fitters and turners	3 3 ²	3 3 ²	0.65 — 0.95	0.67 — 1.00	0.62 — 0.90
2. Iron moulders	3 3 ²	3 3 ²	0.80 — 0.95	0.69 — 0.97	0.52 — 0.75
3. Patternmakers	3 3 ²	3 3 ²	0.82 — 1.15	0.80 — 1.05	0.61 — 0.87
4. Labourers (unsk.)	0 9 ²	0 6.25 ²	0.54 — 0.60	0.45 — 0.60	0.46 — 0.58
E. Building:					
5. Bricklayers and masons	3 2 ² ¹	3 6 ² ¹	1.15	1.05	1.15
6. Structural iron workers	*	*	0.80 — 0.95	1.00	0.97 — 1.05
7. Concrete workers	*	*	0.55 — 0.65 ⁹	0.75 ⁹	0.62 — 0.65 ⁹
8. Carpenters and joiners	3 2 ²	3 6 ²	0.85	0.95	0.95
9. Painters	2 6 ²	3 4 ²	0.80	0.85	0.85
10. Plumbers	3 2 ²	3 6 ²	1.025	1.00	1.06 — 1.10
11. Electrical fitters	3 2 ²	3 6 ²	1.05	1.00	0.95
12. Labourers (unsk.)	0 9.5 ²	0 7 ²	0.50 — 0.55	0.60	0.55
F. Furniture making:					
13. Cabinet makers	2 10.57 ²	2 10.57 ²	*	0.52 — 0.72	*
14. Upholsterers	2 10.57 ²	2 10.57 ²	*	0.65 — 0.87 ¹²	*
15. French polishers	2 10.57 ²	2 10.57 ²	*	*	*
G. Printing and bookbinding:					
16. Hand compositors	Book and job 3 4.17 ²	3 9.39 ²	0.72 — 0.88	0.84 — 0.93	0.75 — 1.00
17. Machine compositors		4 5.44 ²	0.72 — 0.88	0.84 — 0.93	0.75 — 1.00
18. Machine minders		3 9.39 ²	0.68 — 0.87	0.84 — 0.93	0.65 — 0.85
19. Bookbinders		3 9.39 ²	0.74	0.84	0.73 — 0.85
20. Labourers (unsk.)	0 9.39 ²	0 9.39 ²	*	*	*
L. Food industry:					
21. Bakers	1 11.00 ²	2 7.30 ²	0.44 — 0.55	0.43 — 0.57	0.43 — 0.59
M. Electric power distributions:					
22. Electrical fitters	3 2.00 ²	3 3.00 ²	0.88	0.75 — 0.85	0.73 — 0.83
23. Labourers (unsk.)	*	*	0.49	0.45 — 0.52	0.52
N. Transport:					
Trams and buses:					
24. Drivers	2 1.00 ²	2 7.00 ² ¹⁰	.081 ¹⁰	0.65 ¹³	0.68 ¹⁴
25. Conductors	1 11.00 ²			0.65 ¹³	
Cartage:					
26. Motor drivers	1 10.61 ²	1 9.72 ²	0.46	0.42 — 0.57	0.40 — 0.50
27. Horse drivers (1 horse)	*	*	*	*	*
Railways:					
28. Goods porters	*	*	0.66	0.66	0.66
29. Permanent way labourers	*	*	0.59	0.59	0.59
Q. Local authorities:					
30. Labourers (unsk.)	*	*	0.50 ¹¹	0.45 — 0.50	0.55 ¹¹

(a) For the methods of compilation of these statistics, see notes on page 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Data for Sept. 1943. ² Excluding cost-of-living bonus. ³ Bricklayers only. ⁴ Night work remunerated at 10 per cent. above weekly rate. ⁵ Bread baker (tablehand); biscuit baker: Cape Town, 2s. 2.09d.e; Johannesburg, 2s. 3.39d.e. ⁶ Bus conductors: 2s. 3.5d.be. ⁷ Data for Nov. 1943. ⁸ Wage rates include cost-of-living bonus, ordered by National War Labour Board, effective 15 Nov. 1943. Figures represent predominant rates or ranges of rates. ⁹ Mixer operators. ¹⁰ One-man tram operators only employed. ¹¹ Married workers; single workers: Halifax, 0.48; Ottawa, 0.525; Toronto, 0.675; Winnipeg, 0.47. ¹² Earnings: Montreal, 0.82-1.00; Toronto, 0.92-1.05; Vancouver, 0.94-1.02. ¹³ One-man tram operators and bus drivers: Montreal, 0.70; Toronto, 0.80; Vancouver, 0.78; Winnipeg, 0.80. ¹⁴ One-man tram operators and bus drivers only employed.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>cont.</i>)					
	CANADA ¹ (<i>cont.</i>)			UNITED STATES		
	Toronto	Vancouver	Winnipeg	Baltimore	Boston	Chicago
	Rates ²			Rates		
	\$ (Can.)	\$ (Can.)	\$ (Can.)	\$	\$	\$
C. Mechanical engineering:						
1. Fitters and turners	0.67 — 1.00	0.92 — 1.00	0.60 — 0.89	•	•	•
2. Iron moulders	0.73 — 1.06	1.00	0.69 — 0.93	•	•	•
3. Patternmakers	0.85 — 1.05	1.00 — 1.05	0.70 — 0.95	•	•	•
4. Labourers (unsk.)	0.50 — 0.60	0.60	0.42 — 0.60	•	•	•
E. Building:						
5. Bricklayers and masons	1.175	1.34	1.20	1.750	1.625	1.750
6. Structural iron workers	0.95 — 1.05	1.225	0.95	1.800	1.650	1.760
7. Concrete workers	0.65 — 0.70 ³	0.70 ³	0.55 ³	1.500 ^b	1.625 ^b	1.700 ^b
8. Carpenters and joiners	1.05	1.12	1.00	1.375	1.500	1.700
9. Painters	0.96	0.97	0.85	1.250	1.375	1.725
10. Plumbers	1.16	1.195	1.10	1.650	1.650	1.700
11. Electrical fitters	1.15 — 1.17	1.095 — 1.24	1.00 — 1.05	1.650 ^b	1.650 ^b	1.700 ^b
12. Labourers (unsk.)	0.62	0.60 — 0.75	0.50 — 0.55	0.750	1.000	1.100
F. Furniture making:						
13. Cabinet makers	0.62 — 0.78	0.62 — 0.72	0.49 — 0.72	•	•	•
14. Upholsterers	0.72 — 0.92 ⁴	0.82 — 0.92 ⁴	0.58 — 1.00	•	•	•
15. French polishers	•	•	•	•	•	•
G. Printing and bookbinding:						
16. Hand compositors	Book and job	0.79 — 0.95	1.01 — 1.11	0.80 — 0.97	1.150	1.175
17. Machine compositors						
18. Machine minders						
19. Bookbinders						
20. Labourers (unsk.)	0.72 — 0.96	0.95 — 1.02	0.69 — 0.90	1.150	1.215 ^b	1.485
	0.77 — 0.91	1.01 — 1.11	0.82 — 0.90	1.000	1.175	1.189
L. Food industry:						
21. Bakers	0.43 — 0.64	0.65 — 0.82	0.50 — 0.58	0.626 ^c	0.708 ^c	0.795 ^c
M. Electric power distribution:						
22. Electrical fitters	0.87 — 1.07	1.065	0.83 — 1.09	•	•	•
23. Labourers (unsk.)	0.67 — 0.72	0.625	0.49 — 0.60	•	•	•
N. Transport:						
Trams and buses:						
24. Drivers	0.75 ⁵	0.72 ⁵	0.75 ⁵	•	0.874 ^c	0.940 ^c
25. Conductors	0.75 ⁵	0.72 ⁵	0.75 ⁵	•	0.874 ^c	0.940 ^c
Cartage:						
26. Motor drivers	0.48 — 0.65	0.63 — 0.74	0.46 — 0.58	0.811 ^c	0.913 ^c	0.950 ^c
27. Horse drivers (1 horse)	•	•	•	•	•	•
Railways:						
28. Goods porters	0.66	0.66	0.66	•	•	•
29. Permanent way labourers	0.59	0.59	0.59	•	•	•
Q. Local authorities:						
30. Labourers (unsk.)	0.70 ⁶	0.71	0.49 ⁶	•	•	•

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Data for Nov. 1943. ² Wage rates include cost-of-living bonus, ordered by National War Labour Board, effective 15 Nov. 1943. Figures represent predominant rates or ranges of rates. ³ Mixer operators. ⁴ Earnings: Montreal, 0.82-1.00; Toronto, 0.92-1.05; Vancouver, 0.94-1.02. ⁵ One-man tram operators and bus drivers: Montreal, 0.70; Toronto, 0.80; Vancouver, 0.78; Winnipeg, 0.80. ⁶ Married workers; single workers: Halifax, 0.48; Ottawa, 0.525; Toronto, 0.675; Winnipeg, 0.47.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>cont.</i>)						
	UNITED STATES (<i>cond.</i>)						
	Denver	Los Angeles	New Orleans	New York	Philadelphia	St Louis	San Francisco
	Rates						
C. <i>Mechanical engineering:</i>	\$	\$	\$	\$	\$	\$	\$
1. Fitters and turners	*	*	*	*	*	*	*
2. Iron moulders	*	*	*	*	*	*	*
3. Patternmakers	*	*	*	*	*	*	*
4. Labourers (unsk.)	*	*	*	*	*	*	*
E. <i>Building:</i>							
5. Bricklayers and masons	1.650	1.500	1.500	2.000	1.900	1.750	1.875
6. Structural iron workers	1.500	1.625	1.500	2.000	1.900	1.750	1.750
7. Concrete workers	1.500 ^b	1.500 ^b	1.375 ^b	1.850 ^b	1.500 ^b	1.575 ^b	1.500 ^b
8. Carpenters and joiners	1.500	1.350	1.250	1.850	1.500	1.500	1.500
9. Painters	1.430	1.250	1.125	1.714	1.500	1.500	1.500
10. Plumbers	1.500	1.500	1.500	2.000	1.750	1.625	1.700
11. Electrical fitters	1.500 ^b	1.700 ^b	1.500 ^b	2.000 ^b	1.875 ^b	1.750 ^b	1.700 ^b
12. Labourers (unsk.)	0.800	0.875	0.650	1.031	0.825	0.950	0.950
F. <i>Furniture making:</i>							
13. Cabinet makers	*	*	*	*	*	*	*
14. Upholsters	*	*	*	*	*	*	*
15. French polishers	*	*	*	*	*	*	*
G. <i>Printing and bookbinding:</i>							
16. Hand compositors	Book and job	1.175	1.285	1.125	1.510	1.250	1.363
17. Machine compositors		1.175	1.285	1.125	1.510	1.250	1.363
18. Machine minders		1.250	1.285	1.150	1.510 ^b	1.350	1.426
19. Bookbinders		1.075	1.200	1.000	1.268	1.201	1.356
20. Labourers (unsk.)		*	*	*	*	*	*
L. <i>Food industry:</i>							
21. Bakers	0.985 ^c	0.911 ^c	0.709 ^c	0.818 ^c	0.773 ^c	0.834 ^c	1.024 ^c
M. <i>Electric power distribution:</i>							
22. Electrical fitters	*	*	*	*	*	*	*
23. Labourers (unsk.)	*	*	*	*	*	*	*
N. <i>Transport:</i>							
Trams and buses:							
24. Drivers	0.850	0.793 ^c	0.729 ^c	1.068 ^{b c}	0.862 ^c	0.880	0.829 ^c
25. Conductors	0.850	0.793 ^c	0.729 ^c	0.784 ^{b c}	0.862 ^c	0.880	0.829 ^c
Cartage:							
26. Motor drivers	0.817 ^c	1.049 ^c	0.628 ^c	1.166 ^c	0.897 ^c	0.821 ^c	1.017 ^c
27. Horse drivers (1 horse)	*	*	*	*	*	*	*
Railways:							
28. Goods porters	*	*	*	*	*	*	*
29. Permanent way labourers	*	*	*	*	*	*	*
Q. <i>Local authorities:</i>							
30. Labourers (unsk.)	*	*	*	*	*	*	*

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>cont.</i>)									
	ARGENTINA					BRAZIL				
	Buenos Aires	Córdoba	La Plata	Santa Fe	Belem	Belo Horizonte	Curitiba	Fortaleza	Niteroi	
	Rates					Rates				
	Pesos	Pesos	Pesos	Pesos	Cruzeiros	Cruzeiros	Cruzeiros	Cruzeiros	Cruzeiros	
C. <i>Mechanical engineering:</i>										
1. Fitters and turners	1.062	1.000	1.000	1.000	2.25	2.00	2.90	1.87	2.70	
2. Iron moulders	1.030	0.700	0.900	0.940	2.25	1.60	2.35	1.87	2.70	
3. Patternmakers	1.050	*	*	0.870	2.25	2.10	2.42	1.87	3.10	
4. Labourers (unsk.)	0.725	0.420	0.580	0.580	1.05	1.20	1.50	1.00	1.30	
E. <i>Building:</i>										
5. Bricklayers and masons	1.031	0.860	1.030	0.950	2.25	1.70	1.85	1.50	2.50	
6. Structural iron workers	1.031	*	1.040	1.000	1.90	1.60	2.25	1.50	4.40	
7. Concrete workers	1.031	0.650	1.040	0.920	1.90	*	2.00	0.90	2.80	
8. Carpenters and joiners	1.031	1.000	1.040	0.950	1.90	1.70	2.00	1.50	2.70	
9. Painters	0.950	0.630	0.950	0.910	2.00	1.60	1.80	1.50	2.70	
10. Plumbers	1.150	0.630	0.960	1.020	1.90	1.50	*	1.50	2.00	
11. Electrical fitters	1.031	0.750	0.850	0.860	2.25	1.90	*	1.50	2.70	
12. Labourers (unsk.)	0.688	0.500	0.690	0.660	1.30	2.20	1.25	0.90	1.30	
F. <i>Furniture making:</i>										
13. Cabinet makers	1.042	0.940	0.850	0.830	2.50	2.20	1.80	1.87	3.10	
14. Upholsterers	1.070	0.940	0.880	0.780	2.00	1.40	2.00	3.75	3.10	
15. French polishers	0.968	0.940	0.810	0.850	1.75	1.70	1.70	1.50	2.30	
G. <i>Printing and bookbinding:</i>										
16. Hand compositors	1.500	0.850	0.750	1.320	2.20	1.90	2.00	1.50	1.50	
17. Machine compositors										
18. Machine minders	2.120	0.650	1.190	1.850	5.25	4.40	2.38	3.00	4.00	
19. Bookbinders	1.390	0.700	0.870	1.160	1.10	1.30	2.19	1.05	1.50	
20. Labourers (unsk.)	1.290	1.100	0.910	1.050	—	2.30	3.13	1.50	2.00	
	0.800	0.300	0.750	0.590	1.00	1.10	1.29	1.05	*	
L. <i>Food industry:</i>										
21. Bakers	1.070	0.820	0.800	0.730	1.00	1.20	1.73	*	2.10	
M. <i>Electric power distribution:</i>										
22. Electrical fitters	0.944	0.720	1.000	1.030	3.50	3.40	2.00	8.33	5.00	
23. Labourers (unsk.)	0.759	0.500	0.680	0.600	1.25	1.40	1.10	1.25	1.30	
N. <i>Transport:</i>										
Trams and buses:										
24. Drivers	0.907c	0.710c	0.710c	0.760c	0.80	1.30	2.09	1.30	3.00	
25. Conductors	0.834c	0.660c	0.570c	0.730c	1.50	0.90	0.94	0.82	1.70	
Cartage:										
26. Motor drivers	0.980	0.580	0.680	0.620	3.00	1.70	*	1.50	2.40	
27. Horse drivers (1 horse)	*	*	*	*	1.50	*	*	1.50	1.50	
Railways:										
28. Goods porters	*	*	*	*	1.00	1.20	1.25	1.00	2.00	
29. Permanent way labourers	*	*	*	*	0.85	1.20	2.00	1.00	1.50	
Q. <i>Local authorities:</i>										
30. Labourers (unsk.)	0.882	0.500	0.600	0.600	1.25	1.20	1.15	*	1.50	

(a) For the methods of compilation of these statistics, see notes on p. 132.

(b) Supplementary definition for this occupation given in the notes on methods.

(c) Average of two or more figures.

(d) Average of figures for the two occupations indicated.

(e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>cont.</i>)								
	BRAZIL (<i>cont.</i>)					MEXICO			
	Porto Alegre	Recife	Rio de Janeiro	Salvador	São Paulo	Federal District	Guadalajara	Monterrey	Puebla
	Rates					Earnings			
	Cruzeiros	Cruzeiros	Cruzeiros	Cruzeiros	Cruzeiros	Pesos	Pesos	Pesos	Pesos
C. <i>Mechanical engineering:</i>									
1. Fitters and turners	2.80	2.37	2.97	1.85	2.50 — 3.50	0.77	0.53	0.84	0.51
2. Iron moulders	2.50	*	2.94	1.50	2.50 — 3.00	0.51	0.63	0.93	0.60
3. Patternmakers	2.50	*	3.50	1.60	2.80 — 3.50	*	*	*	*
4. Labourers (unsk.)	1.50	0.75	1.70	1.30	1.80 — 2.00	0.60	0.27	0.25	0.37
E. <i>Building:</i>									
5. Bricklayers and masons	2.40	2.20	2.25	1.85	2.50	0.54	0.43	0.61	0.38
6. Structural iron workers	2.30	2.20	2.70	1.60	4.00	0.45	0.43	*	0.38
7. Concrete workers	2.40	*	2.20	1.85	2.00	*	*	*	*
8. Carpenters and joiners	2.50	2.50	2.73	1.60	3.00	0.51	*	0.58	*
9. Painters	2.40	2.20	2.50	1.60	2.00	0.49	*	*	*
10. Plumbers	2.20	2.20	2.84	1.60	4.00	0.66	*	*	*
11. Electrical fitters	2.30	*	2.88	1.60	3.50	*	*	*	*
12. Labourers (unsk.)	1.50	1.05	1.54	1.00	1.50	0.29	0.29	0.38	*
F. <i>Furniture making:</i>									
13. Cabinet makers	2.50	2.50	3.00	1.30	3.20 — 3.80	0.60	*	0.69	*
14. Upholsterers	2.50	1.75	3.39	1.30	2.50 — 4.00	0.72	0.42	0.52	*
15. French polishers	2.00	1.50	2.58	1.30	2.50 — 3.50	0.58	*	0.47	*
G. <i>Printing and bookbinding:</i>									
16. Hand compositors	2.10	1.50	2.23	1.30	*	1.25	0.56	0.65	0.61
17. Machine compositors	2.70	2.50	3.33	3.50	*	3.21b	0.85b	1.61b	0.63b
18. Machine minders	4.00	*	2.15	*	*	1.67b	0.57b	0.84b	0.59b
19. Bookbinders	2.50	3.00	6.20	2.05	*	0.97	0.52	0.66	1.05
20. Labourers (unsk.)	1.65	1.25	1.29	1.30	*	0.56	*	0.36	0.38
L. <i>Food industry:</i>									
21. Bakers	1.60	1.30	1.76	1.50	*	1.23	0.75	0.88	0.69
M. <i>Electric power distribution</i>									
22. Electrical fitters	2.20	4.60	2.61	1.85	*	1.60	1.12	1.80	1.52
23. Labourers (unsk.)	1.40	0.94	1.64	1.30	*	0.77	0.65	1.18	0.68
N. <i>Transport:</i>									
Trams and buses:									
24. Drivers	1.40	1.20	1.80	0.95	*	1.13	0.66	0.87	0.68
25. Conductors	1.00	1.10	1.80	0.95	*	0.64	0.41	0.31	0.37
Cartage:									
26. Motor drivers	1.90	2.20	3.35	2.25	*	0.58	*	0.71	0.75
27. Horse drivers (1 horse)	1.30	*	2.00	*	*	*	*	*	*
Railways:									
28. Goods porters	1.90	*	1.60	0.75	*	0.44	0.44	0.44	0.44
29. Permanent way labourers	1.50	1.00	1.60	0.75	*	0.43	0.43	0.43	0.43
Q. <i>Local authorities:</i>									
30. Labourers (unsk.)	1.20	0.75	3.38	0.80	*	0.41	0.26	0.31	0.25

(a) For the methods of compilation of these statistics, see notes on p. 132.

(b) Supplementary definition for this occupation given in the notes on methods.

(c) Average of two or more figures.

(d) Average of figures for the two occupations indicated.

(e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>concl.</i>)						EUROPE	
	MEXICO (<i>cond.</i>)	PERU	VENEZUELA				DENMARK	FINLAND
	Torreón	Lima	Caracas	Barqui- simeto	Mara- caibo	Valencia	Copen- hagen	Helsinki
	Earnings	Rates	Rates				Rates	Rates
	Pesos	Soles	Bolivares	Bolivares	Bolivares	Bolivares	Kr.	F.Mk.
C. Mechanical engineering:								
1. Fitters and turners	0.85	0.82	1.875	0.875	1.560	1.250	2.38	19.30 ^s
2. Iron moulders	*	0.89	1.500	1.500	1.500	*	2.60	*
3. Patternmakers	*	0.66	1.750	*	1.500	*	2.39	*
4. Labourers (unsk.)	0.45	0.44	0.500	0.375	1.000	0.625	1.99	*
E. Building:								
5. Bricklayers and masons	0.62	0.75	1.500	1.125	1.150	1.125	2.98	18.60
6. Structural iron workers	*	*	1.700	*	1.500	1.500	*	*
7. Concrete workers	*	0.44	0.750	*	2.000	0.625	*	18.10 ^c
8. Carpenters and joiners	0.52	0.67	1.750	0.875	1.810	1.250	3.00	18.40 ^c
9. Painters	0.43	*	1.500	1.000	2.000	1.125	2.53	19.90
10. Plumbers	0.63	*	1.250	*	0.875	0.930	2.36	19.30
11. Electrical fitters	*	*	1.875	0.750	2.000	0.875	2.27	*
12. Labourers (unsk.)	0.38	0.44	0.500	0.375	0.750	0.375	2.38	14.85 ^c
F. Furniture making:								
13. Cabinet makers	*	0.72	1.750	2.000	3.125	1.500	2.24	*
14. Upholsterers	*	0.52	1.310	1.250	1.000	1.000	2.47	*
15. French polishers	*	0.49	0.750	0.375	0.625	0.475	*	*
G. Printing and bookbinding:								
16. Hand compositors	Book and job	0.62	1.250	1.250	1.875	1.000	2.32	*
17. Machine compositors		1.15 ^b	2.500	*	*	0.875	2.44	*
18. Machine minders		0.73 ^b	1.500	*	*	*	2.47	*
19. Bookbinders		0.61	0.51	0.750	1.875	0.875	2.47	*
20. Labourers (unsk.)		0.39	0.52	0.500	0.375	0.625	1.93	*
L. Food industry:								
21. Bakers	0.80	0.90 ¹	2.050	1.125	1.750	2.000	2.08	*
M. Electric power distribution:								
22. Electrical fitters	2.54	0.76	1.250	1.125	1.875	1.125	*	19.15 ^c
23. Labourers (unsk.)	1.11	0.50	0.750	0.375	1.000	0.750	*	14.50
N. Transport:								
Trams and buses:								
24. Drivers	0.56	0.94 ²	1.350 ⁴	1.250	1.000	0.905 ⁴	*	*
25. Conductors	0.56	0.69 ³	0.950 ⁴	0.500	0.625	0.710 ⁷	*	*
Cartage:								
26. Motor drivers	*	*	1.560	1.000	1.250	1.560	2.02	18.40
27. Horse drivers (1 horse)	*	*	1.060	0.375	0.750	0.625	1.85	16.70
Railways:								
28. Goods porters	0.44	0.44	0.500	0.500	*	0.500	*	*
29. Permanent way labourers	0.43	*	0.780	0.600	*	0.500	*	14.30 ⁸
Q. Local authorities:								
30. Labourers (unsk.)	0.33	0.47	0.625	0.625	0.625	0.625	*	14.85 ^c

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Minimum daily wage for night bakers; day bakers: 0.75; night operators: 0.93; day operators: 0.73; night tablemen: 0.81; day tablemen: 0.63. ² Interurban bus drivers; urban bus drivers: 0.87; interurban tramway operators: 0.80; urban tramway operators: 0.75. ³ Interurban bus conductors; urban bus conductors: 0.63; interurban tramway conductors: 0.80; urban tramway conductors: 0.75. ⁴ Tram drivers only; bus drivers: 1.375. ⁵ Tram conductors only; bus conductors: 0.625. ⁶ Tram drivers only; bus drivers: 1.250. ⁷ Tram conductors only; bus conductors: 0.690. ⁸ Minimum rates.

⁹ Employed by the State.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	EUROPE (cont.)							
	GREAT BRITAIN							
	Birmingham	Bristol	Glasgow	Leeds	London	Manchester	Newcastle-on-Tyne	
	Rates							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
C. Mechanical engineering:								
1. Fitters and turners	1 10.3e	1 10.3e	1 10.6ce	1 10.1e	1 11.6e	1 10.3e	1 10.3e	
2. Iron moulders	1 10.8e	1 10.8e	2 0.1e	1 11.3e	2 0.1e	1 11.5e	1 11.1e	
3. Patternmakers	2 1.1e	2 1.1e	2 1.4e	2 0.8e	2 2.7e	2 1.1e	2 1.1e	
4. Labourers (unsk.)	1 6.3e	1 6.3e	1 6.6ce	1 6.4e	1 7.1e	1 6.3e	1 6.5ce	
E. Building:								
5. Bricklayers and masons	2 0 ¹	2 0	2 1.0 ⁴	2 0	2 1.5	2 0	2 0	
6. Structural iron workers	1 11.8	1 11.8	1 11.8	1 11.8	2 0.8	1 11.8	1 11.8	
7. Concrete workers	1 8.0 ¹	1 8.0	1 8.0	1 8.0	1 9.0	1 8.4c	1 8.0	
8. Carpenters and joiners	2 0 ^{1 2}	2 0 ²	2 0.5	2 0 ²	2 1.5 ²	2 0 ²	2 0 ²	
9. Painters	2 0 ¹	2 0	2 0.5	2 0	2 1.5	2 0	2 0	
10. Plumbers	2 0 ^{1 2}	2 0 ²	2 0.5	2 0 ²	2 1.5 ²	2 0 ²	2 0 ²	
11. Electrical fitters	2 0.3	2 0.3	1 11.5	2 0.3	2 3.3	2 0.3	2 0.3	
12. Labourers (unsk.)	1 7.0 ¹	1 7.0	1 7.0	1 7.0	1 8.0	1 7.0	1 7.0	
F. Furniture making:								
13. Cabinet makers	1 11.5	1 11.0	2 0	2 0	2 1.5	2 0	2 0	
14. Upholsterers	1 11.5	1 11.0	2 0	2 0	2 1.5	2 0	2 0	
15. French polishers	1 11.5	1 11.0	2 0	2 0	2 1.0	2 0	2 0	
G. Printing and bookbinding:								
16. Hand compositors	Book and job	1 10.9e	1 10.9e	1 11.3e	1 10.9e	2 2.4e	1 11.3e	1 10.9e
17. Machine compositors		2 1.1e	2 1.1e	2 1.0e	2 1.1e	2 4.3e	2 1.6e	2 1.1e
18. Machine minders		2 1.2ce	2 1.2ce	*	2 1.2ce	2 6.6ce	2 1.6ce	2 1.2ce
19. Bookbinders		1 10.9e	1 10.9e	1 11.3e	1 10.9e	2 0e	1 11.3e	1 10.9e
20. Labourers (unsk.)		1 5.7e	1 5.7e	1 6.3e	1 5.7e	1 9.6e	1 6.0e	1 5.7e
L. Food Industry:								
21. Bakers	1 9.0e	1 8.3e	*	1 7.9e	1 8.0e	1 6.7e	1 7.9e	
M. Electric power distribution:								
22. Electrical fitters	2 0.3c	2 0.3	2 0.5	2 0.3	2 5.0	2 0.6	2 0.9	
23. Labourers (unsk.)	1 7.5	1 8.7	1 7.7	1 8.5	1 10.8	1 8.4	1 8.4	
N. Transport:								
Trams and buses:								
24. Drivers	1 9.8bce	*	1 9.6bce	1 9.5bce	2 0.8bce	1 9.1bce	1 8.9bce	
25. Conductors	1 9.0bce	*	1 9.6bce	1 8.2bce	2 2.4bce	1 8.7bce	1 8.9bce	
Cartage:								
26. Motor drivers	1 8.1ce ^{3 4}	1 8.1ce ^{3 4}	1 8.1ce ^{3 4}	1 8.1ce ^{3 4}	1 10.1ce ³	1 8.1ce ^{3 4}	1 8.1ce ³	
27. Horse drivers (1 horse)	1 6.1e ⁶	1 6.1e ⁶	1 7.5e ⁶	1 7.0e ⁷	1 6.9ce ⁹	1 6.4e ⁵	1 7.0e ⁷	
Railways:								
28. Goods porters	1 6.3e	1 6.3e	1 6.3e	1 6.3e	1 6.8e	1 6.3e	1 6.3e	
29. Permanent way labourers	1 6.3e	1 6.3e	1 6.3e	1 6.3e	1 7.0ce	1 6.3e	1 6.3e	
Q. Local authorities:								
30. Labourers (unsk.)	1 6.8e	1 7.3e	1 6.6e	1 6.0	1 8.8e	1 6.4e	1 6.5	

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Plus an allowance of 2d. per working day, on account of travelling conditions, to all men employed within the municipal boundary. ² Plus a tool allowance of 2d. per day. ³ For drivers of vehicles with a capacity of 2-3½ tons only; for drivers of vehicles with a capacity of 3½-12 tons; 1s. 8.8d.; for drivers of vehicles with a capacity of over 12 tons: 1s. 10d. ⁴ Rates do not apply to railway companies; for drivers of petrol and steam vehicles of up to 10 cwts. employed by railway companies: 1s. 7.5d. ⁵ For carters employed by railway companies: 1s. 7d. ⁶ Rates apply to bricklayers only; masons: 2s. 0.5d. ⁷ Rates apply to carters employed by railway companies only. ⁸ Rates apply to drivers of petrol vehicles with a carrying capacity of 2-5 tons; for drivers of vehicles with a capacity of over 5 tons: 1s. 11.1d. ⁹ For carters employed by railway companies: 1s. 7.8d.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (cont.)

Industry and occupation (with code letter) (a)	EUROPE (cont.)							
	IRELAND ¹			PORTUGAL ⁴	SWEDEN			
	Cork	Dublin	Dundalk		Göteborg		Malmö	
	Rates			Rates	Rates ¹⁴	Earnings ¹⁵	Rates ¹⁴	Earnings ¹⁵
	s. d.	s. d.	s. d.	Escudos	Kr.	Kr.	Kr.	Kr.
C. Mechanical engineering:								
1. Fitters and turners	2 3.06e	2 0.13e	1 9.64e	3.88 ⁷	1.24 ¹⁰	2.07	1.20 ¹⁰	2.01
2. Iron moulders	2 3.06e	2 0.13e	1 10.06	3.13 ⁷	1.24 ¹⁰	2.17	1.20 ¹⁰	2.00
3. Patternmakers	2 3.06e	2 0.89e	1 10.40e	3.88 ⁷	1.24 ¹⁰	2.15	1.20 ¹⁰	1.96
4. Labourers (unsk.)	1 5.49e	1 5.05e ⁷	1 3.32e	3.25 ⁷	1.11 ¹⁰	1.84	1.07 ¹⁰	1.66
E. Building:								
5. Bricklayers and masons	2 1.50	2 3.25	1 11.25	3.13 ⁷	1.86 ⁷	2.43	1.73 ⁷	2.20
6. Structural iron workers	1 8.00	2 0.75	*	*	1.87 ¹⁰	2.33	1.64 ¹⁰	1.89
7. Concrete workers	1 7.00	1 8.75	1 3.75	*	1.72 ⁷	2.65	1.60 ⁷	1.80
8. Carpenters and joiners	2 1.50	2 2.75 ³	1 11.25	3.30 ⁷ 8	1.86 ⁷	2.23	1.73 ⁷	2.18
9. Painters	2 1.50	2 2.25	1 11.25	2.75 ⁷ 8	2.13 ⁷	2.50	1.91 ⁷	2.49
10. Plumbers	2 1.00	2 4.00	1 11.25	2.80 ⁷	1.86 ⁷	2.20	1.73 ⁷	1.99
11. Electrical fitters	2 3.04e	2 3.18e	2 2.50	4.00 ⁹ 10	1.87 ⁷	2.07	1.78 ⁷	2.07
12. Labourers (unsk.)	1 7.00	1 8.75	1 3.75	2.00 ⁷	1.72 ⁷	1.90	1.60 ⁷	1.81
F. Furniture making:								
13. Cabinet makers	1 11.78e	2 1.18e ³	1 7.00	5.00 ⁷	1.71 ¹⁰	1.82	1.47 ¹⁰	1.57
14. Upholsterers	1 11.78e	2 2.18e	1 7.00	4.63 ⁷	1.88 ¹⁰	2.13	1.71 ¹⁰	1.97
15. French polishers	1 11.78e	2 2.18e	1 8.00	4.20 ⁷	1.71 ¹⁰	1.82	1.47 ¹⁰	1.57
G. Printing and bookbinding:								
16. Hand compositors } Book and job	2 2.80e	2 2.67e	1 11.20e	3.44 ¹⁰	1.85 ¹⁰	2.17	1.77 ¹⁰	2.02
17. Machine compositors }	2 4.80e	2 4.00e	1 11.20e	4.63 ¹⁰	2.00 ¹⁰	2.36	1.90 ¹⁰	2.16
18. Machine minders	2 2.80e	1 11.47ce	1 11.20e	3.44 ¹⁰	1.85 ¹⁰	2.18	1.77 ¹⁰	2.02
19. Bookbinders	2 2.80e	2 2.67e	2 0.27e	3.75 ¹⁰	1.81 ¹⁰	1.99	1.73 ¹⁰	1.91
20. Labourers (unsk.)	1 6.53e	1 5.47e	1 6.93e	2.25 ¹⁰	1.78 ¹⁰	1.99	1.71 ¹⁰	1.90
L. Food industry:								
21. Bakers	(102 0) ²	2 1.48e ⁴	1 9.32e ⁶	2.08 ¹⁰ 11	1.87 ⁷	1.96	2.13 ⁷	2.40
M. Electric power distribution:								
22. Electrical fitters	2 3.04e	2 3.18e	2 6.75ce	2.90 ¹² 12	1.83 ⁷	2.48	*	2.10
23. Labourers (unsk.)	1 5.54e	1 7.36e	1 4.50	2.00 ⁷	1.68 ⁷	2.10	1.59 ⁷	1.78
N. Transport:								
Trams and buses:								
24. Drivers	1 9.09bce	1 8.19ce	1 6.00be	3.80e ⁷	*	2.23	*	2.08
25. Conductors	1 4.88bce	1 4.00ce	1 2.00be	3.80e ⁷	*	2.23	*	2.08
Cartage:								
26. Motor drivers	1 6.75e	1 7.13ce	1 5.75ce	2.81 ¹⁰ 11	1.79 ⁷	1.91	1.50 ⁷	1.63
27. Horse drivers (1 horse)	1 4.75e	1 5.75ce	1 4.60e	*	1.60 ⁷	1.65	1.50 ⁷	1.64
Railways:								
28. Goods porters	1 2.67e	1 2.96ce	1 1.88e	1.97 ⁷	*	1.99b	*	1.95b
29. Permanent way labourers	1 2.10e	1 2.55ce	1 2.88e	2.18 ⁷	1.67b ⁷	2.00b	1.56b ⁷	2.03b
Q. Local authorities:								
30. Labourers (unsk.)	1 5.87e	1 6.82e	1 3.40e	2.00 ⁷	1.68 ⁷	2.24	1.59 ⁷	1.81

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹ Data for Nov. 1943. ² Rate per week for tablehands; rate for ovenmen: 106s. ³ Plus 6d. per day tool allowance. ⁴ Tablehands; ovenmen: 2s. 4.85d. ⁵ Tablehands; ovenmen: 1s. 11.49d. ⁶ Data for Dec. 1943. ⁷ Average rates. ⁸ Carpenters; joiners: 3.50. ⁹ First class electrical fitters; second class: 3.25. ¹⁰ Minimum rates. ¹¹ Table-hands; ovenmen: 2.20. Each worker receives in addition 1 kg. of bread per day. ¹² First class electrical fitters; second class: 2.60. ¹³ Truck drivers; auto-car drivers: 3.13. ¹⁴ Cost-of-living bonus included. ¹⁵ Averages for 1943.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	EUROPE (<i>cont.</i>)				
	SWEDEN (<i>concl.</i>)		SWITZERLAND		
	Stockholm		Basle	Berne	Geneva
	Rates ¹	Earnings ⁴	Rates		
	Kr.	Kr.	Fr.	Fr.	Fr.
C. Mechanical Engineering:					
1. Fitters and turners	1.34 ²	2.40	2.17 ⁶	2.13 ⁶	1.96 ⁶
2. Iron moulders	1.32 ²	2.40	*	*	*
3. Patternmakers	1.34 ²	2.37	*	*	*
4. Labourers (unsk.)	1.22 ²	1.90	*	*	*
E. Building:					
5. Bricklayers and masons	2.06 ²	3.30	2.16 ²	2.16 ²	2.10 ²
6. Structural iron workers	1.98 ²	2.53	*	*	*
7. Concrete workers	1.91 ²	3.40	*	*	*
8. Carpenters and joiners	2.06 ²	3.30	2.16 ²	2.18 ²	2.35 ²
9. Painters	2.17 ²	3.30	2.26 ²	2.22 ²	2.23 ²
10. Plumbers	2.05 ²	2.45	*	*	*
11. Electrical fitters	2.06 ²	2.36	*	*	*
12. Labourers (unsk.)	1.91 ²	2.25	1.82 ²	1.82 ²	1.75 ²
F. Furniture making:					
13. Cabinet makers	1.84 ²	1.95	2.15 ²	2.21 ²	2.25 ²
14. Upholsterers	1.88 ²	2.13	2.16 ²	2.14 ²	2.23 ²
15. French polishers	1.84 ²	1.95	*	*	*
G. Printing and bookbinding:					
16. Hand compositors	1.93 ²	2.35	2.25 ^{6de}	2.43 ^{6de}	2.36 ^{6de}
17. Machine compositors					
18. Machine minders	1.93 ²	2.32	2.51 ^{6e}	2.67 ^{6e}	2.53 ^{6e}
19. Bookbinders	1.87 ²	2.10	2.05 ^{6e}	2.13 ^{6e}	2.06 ^{6e}
20. Labourers (unsk.)	1.86 ²	2.10	1.36 ^{6e}	1.46 ^{6e}	1.35 ^{6e}
L. Food industry:					
21. Bakers	1.95 ²	2.13	2.50 — 2.62 ^{6g}	2.16 — 2.41 ^{6g}	2.40 ^{6h}
M. Electric power distribution:					
22. Electrical fitters	1.98 ²	2.59	2.28 — 2.71 ^{6g}	2.50 — 3.31 ^{6g}	1.93 — 2.57 ^{6g}
23. Labourers (unsk.)	1.86 ²	2.62	2.09 — 2.42 ^{6g}	2.34 — 3.04 ^{6g}	1.85 — 2.33 ^{6g}
N. Transport:					
Trams and buses:					
24. Drivers	*	2.57	2.38 — 2.81 ^{6g}	*	2.13 — 2.73 ^{6g}
25. Conductors	*	2.57			
Cartage:					
26. Motor drivers	1.91 ²	2.10	1.84 ⁶	1.83 ⁶	1.59 — 1.63 ^{6g}
27. Horse drivers (1 horse)	1.79 ²	1.97	1.65 ⁶	1.69 ⁶	1.50 ⁶
Railways:					
28. Goods porters	*	2.06 ⁶	1.58 — 2.01 ^{6g}	1.73 — 2.16 ^{6g}	1.63 — 2.06 ^{6g}
29. Permanent way labourers	1.71 ⁶	2.21 ⁶			
Q. Local authorities:					
30. Labourers (unsk.)	1.82 ²	2.69	*	*	*

(a) For the methods of compilation of these statistics, see notes on p. 132.
 (c) Average of two or more figures.

(b) Supplementary definition for this occupation given in the notes on methods.
 (d) Average of figures for the two occupations indicated.

(e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.
 (f) Minimum rates. (g) Average rates. (h) Averages for 1943. (i) Rate for married man with two children. (j) Calculated on the basis of weekly or monthly rates, divided by normal hours of work. (k) Cost-of-living bonus of 4 fr. per week to be added. (l) Cost-of-living bonus of 3 fr. per week to be added. (m) Minimum and maximum rates, generally fixed by collective agreement. (n) Cost-of-living bonus (250 fr. plus 10 fr. per child under 18 months) not included. (o) Autumn allowance of 110 fr. per month included. (p) Collective labour bonus of 40-75 fr. per month to be added.

TABLE I. HOURLY WAGES OF ADULT MALE WORKERS IN 30 OCCUPATIONS
IN OCTOBER 1943 (*concl.*)

Industry and occupation (with code letter) (a)	EUROPE (<i>concl.</i>)		OCEANIA		
	SWITZERLAND (<i>concl.</i>)		AUSTRALIA		NEW ZEALAND
	Lausanne	Zurich	Melbourne	Sydney	Wellington
	Rates		Rates		Rates
	Fr.	Fr.	s. d.	s. d.	s. d.
C. <i>Mechanical engineering:</i>					
1. Fitters and turners	1.88 ^{b1}	2.13 ^{b1}	3 0.82	3 1.09	3 0.15
2. Iron moulders	*	*	2 9.95 ^c	2 10.23 ^c	3 0.15
3. Patternmakers	*	*	3 3.00	3 3.27	3 2.25
4. Labourers (unsk.)	*	*	2 5.05 ^c	2 5.32 ^c	2 7.43
E. <i>Building:</i>					
5. Bricklayers and masons	2.04 ^{b2}	2.16 ^{b2}	3 4.86	3 3.41	3 1.73
6. Structural iron workers	*	*	2 10.91	2 11.18	3 0.15
7. Concrete workers	*	*	2 5.45	2 5.73	2 8.48
8. Carpenters and joiners	2.04 ^{b2}	2.18 ^{b2}	3 2.73	3 3.41	3 0.95
9. Painters	2.06 ²	2.15 ²	3 0.41	3 1.50	3 0.15
10. Plumbers	*	*	3 4.32	3 3.50	3 0.68
11. Electrical fitters	*	*	3 0.82	3 1.09	3 0.23
12. Labourers (unsk.)	1.74 ²	1.82 ²	2 5.45	2 5.73	2 6.88
F. <i>Furniture making:</i>					
13. Cabinet makers	1.95 ²	2.32 ²	3 0	3 0.55	3 0.15
14. Upholsters	1.95 ²	2.32 ²	3 0	3 0.55	3 0.15
15. French polishers	*	*	3 0	3 0.55	3 0.15
G. <i>Printing and bookbinding:</i>					
16. Hand compositors	2.36 ^{bde1 2}	2.43 ^{bde1 2}	3 0.95 ^d	3 0.95 ^d	2 11.38
17. Machine compositors			*	*	3 1.73
18. Machine minders					
19. Bookbinders	2.53 ^{be1 2}	2.67 ^{be1 2}	3 0.95	3 0.95	2 11.38
20. Labourers (unsk.)	2.06 ^{b1 2 4 5}	2.12 ^{b1 5}	3 0.95	3 0.95	2 11.38
	1.35 ^{b1 2 4 6}	1.43 ^{b1 6}	2 3.55	2 3.55	2 4.13
L. <i>Food industry:</i>					
21. Bakers	1.63 — 1.81 ^{1 4 7}	2.34 — 2.53 ^{1 4 7}	3 4.50	2 3.55	2 10.30
M. <i>Electric power distribution:</i>					
22. Electrical fitters	2.01 — 2.28 ^{b1 4 7}	2.23 — 2.90 ^{b1 4 7}	3 0.82	3 1.09	2 11.63
23. Labourers (unsk.)	1.86 — 2.12 ^{b1 4 7}	2.07 — 2.52 ^{b1 4 7}	2 5.45	2 5.73	2 6.88
N. <i>Transport:</i>					
Trams and buses:					
24. Drivers	1.80 — 2.32 ^{b1 4 7 8}	2.23 — 2.91 ^{1 4 7}	2 7.91 ^c	2 9.41	2 11.08
25. Conductors			2 7.91 ^c	2 7.50 ^c	2 8.98
Cartage:					
26. Motor drivers	1.65 — 1.84 ^{7 9}	2.23 ^{b4}	2 7.77 ^c	2 9.27 ^c	2 7.59
27. Horse drivers (1 horse)	1.56 — 1.82 ^{7 9}	2.04 ^{b4}	2 5.45	2 6.27	2 6.66
Railways:					
28. Goods porters	1.63 — 2.06 ^{1 4 7 10}	1.68 — 2.11 ^{1 4 7 10}	2 6.41 ^c	2 7.91 ^c	2 7.50
29. Permanent way labourers			2 4.36	2 4.64	2 7.50
Q. <i>Local authorities:</i>					
30. Labourers (unsk.)	*	*	2 5.45	2 5.45	2 7.95

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more figures. (d) Average of figures for the two occupations indicated. (e) Average calculated on the basis of daily or weekly wages, divided by normal hours of work.

¹Rate for married man with two children. ²Average rates. ³Minimum rates. ⁴Calculated on the basis of weekly or monthly rates, divided by normal hours of work. ⁵Cost-of-living bonus of 4 fr. per week to be added. ⁶Cost-of-living bonus of 3 fr. per week to be added. ⁷Minimum and maximum rates, generally fixed by collective agreements. ⁸Special bonus (140 fr. for the period 1 Sept.-31 Dec. 1943) not included. ⁹Rate for married man. ¹⁰Cost-of-living bonus (250 fr. plus 10 fr. per child under 18 months) not included.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943

Industry and occupation (with code letter) (a)	AFRICA	AMERICA					
	UNION OF S. AFRICA	CANADA					
	2 cities ¹ 2	Halifax	Montreal	Ottawa	Toronto	Vancouver	Winnipeg
C. <i>Mechanical engineering:</i>							
1. Fitters and turners	46	44—48	44—60	44—49	44—60	42—48	44—50
2. Iron moulders	46	44	44—58	44—50	40—54	40—44	44—50
3. Patternmakers	46	44—48	44—58	48—50	40—60	44—48	44—50
4. Labourers (unsk.)	46	44—53	44—60	44—50	44—60	42—48	44—50
E. <i>Building:</i>							
5. Bricklayers and masons	44 ³	44	44	44	40	40	44
6. Structural iron workers	*	44	44	44	44	40	44
7. Concrete workers	*	44	44—50	44—50	44—50	40—48	44—48
8. Carpenters and joiners	44	44	44	44	40—44	40	44
9. Painters	44	44	44	44	40	40—44	44
10. Plumbers	44	44	44	40—44	40	40—44	44
11. Electrical fitters	44	44	44	44	44—48	40—44	44
12. Labourers (unsk.)	47 ⁴	44—48	44—50	44—54	40—50	40—44	44—48
F. <i>Furniture making:</i>							
13. Cabinet makers	46	*	47—49.5	*	44—46.5	44	44—49
14. Upholsterers	46	*	40—49	*	40—44	44	44—46
15. French polishers	46	*	*	*	*	*	*
G. <i>Printing and bookbinding:</i>							
16. Hand compositors	Book and job	46 ⁵	44—48	44	44—48	44—48	44
17. Machine compositors		46 ⁵	44—48	44	44—48	44—48	44
18. Machine minders		46 ⁵	44—48	44	44—48	40	44
19. Bookbinders		46 ⁵	44	44	44—48	40—48	44
20. Labourers (unsk.)		46	*	*	*	*	*
L. <i>Food industry:</i>							
21. Bakers	46	54	48—60	56	48—56	48	48—56
M. <i>Electric power distribution:</i>							
22. Electrical fitters	46	44	48	48	40	44	44—48
23. Labourers (unsk.)	*	44	48	48	40	48	44—48
N. <i>Transport:</i>							
Trams and buses:							
24. Drivers	48	48 ^b	54		44	48	42
25. Conductors	48		54	49.5 ^b	44	48	42
Cartage:							
26. Motor drivers	48 ⁶	50—54	48—60	53—60	44—60	44.5—50	48—60
27. Horse drivers (1 horse)	*	*	*	*	*	*	*
Railways:							
28. Goods porters	*	48	48	48	48	48	48
29. Permanent way labourers	*	48	48	48	48	48	48
Q. <i>Local authorities:</i>							
30. Labourers (unsk.)	*	48	44—54	44	44	40	48

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more rates.

¹ Data for Sept. ² Cape Town and Johannesburg. ³ Bricklayers only. ⁴ Cape Town; Johannesburg, 48.

⁵ Day work; night work, 40. ⁶ Cape Town; Johannesburg, 50.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943 (cont.)

Industry and occupation (with code letter) (a)	AMERICA (cont.)									
	UNITED STATES									
	Balti- more	Boston	Chicago	Denver	Los Angeles	New Orleans	New York	Phila- delphia	St. Louis	San Francisco
C. Mechanical engineering:										
1. Fitters and turners	*	*	*	*	*	*	*	*	*	*
2. Iron moulders	*	*	*	*	*	*	*	*	*	*
3. Patternmakers	*	*	*	*	*	*	*	*	*	*
4. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
E. Building:										
5. Bricklayers and masons	40	40	40	40	40	40	35	40	40	40
6. Structural iron workers	40	40	40	40	40	40	40	40	40	40
7. Concrete workers	40b	40b	40b	40b	40b	40b	35b	40b	40b	40b
8. Carpenters and joiners	40	40	40	40	40	40	35	40	40	40
9. Painters	40	40	40	40	40	40	35	40	40	35
10. Plumbers	40	40	40	40	40	40	40	40	40	40
11. Electrical fitters	40b	40b	40b	40b	40b	40b	40b	40b	40b	40b
12. Labourers (unsk.)	40	40	40	40	40	40	40	40	40	40
13. Cabinet makers	*	*	*	*	*	*	*	*	*	*
14. Upholsterers	*	*	*	*	*	*	*	*	*	*
15. French polishers	*	*	*	*	*	*	*	*	*	*
G. Printing and bookbinding:										
16. Hand compositors } Book and 17. Machine } job compositors }	40	40	40	40	40	40	40	40	40	40
18. Machine minders	40	40b	40	40	40	40	40b	40	40	40
19. Bookbinders	40	40	40	40	40	40	40	40	40	40
20. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
L. Food industry:										
21. Bakers	40b	40b	40b	40b	40b ¹	42b	40b	40b	40b	38b
M. Electric power distribution:										
22. Electrical fitters	*	*	*	*	*	*	*	*	*	*
23. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*
N. Transport:										
Trams and buses:										
24. Drivers	*	*	*	*	*	*	*	*	*	*
25. Conductors	*	*	*	*	*	*	*	*	*	*
Cartage:										
26. Motor drivers	45.9c	44.7c	49.2c	47.5c	45.3c	43.9c	43.6c	46.6c	47.9c	46.1c
27. Horse drivers (1 horse)	*	*	*	*	*	*	*	*	*	*
Railways:										
28. Goods porters	*	*	*	*	*	*	*	*	*	*
29. Permanent way labourers	*	*	*	*	*	*	*	*	*	*
Q. Local authorities:										
30. Labourers (unsk.)	*	*	*	*	*	*	*	*	*	*

(a) For the methods of compilation of these statistics, see notes on p. 132.
given in the notes on methods.

(c) Average of two or more rates.

(b) Supplementary definition for this occu-
pation given in the notes on methods.¹ Semi-machine shop, 48.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943 (cont.)

Industry and occupation (with code letter) (a)	AMERICA (cont.)									
	ARGENTINA				BRAZIL					
	Buenos Aires	Cór- doba	La Plata	Santa Fe	Belem	Forta- leza	Porto Alegre	Recife	Rio de Janeiro	São Paulo ²
C. Mechanical engineering:										
1. Fitters and turners	44	44	48	44	48	48	44	48	48	48
2. Iron moulders	44	44	48	44	48	48	48	*	48	48
3. Patternmakers	44	*	*	44	48	48	48	*	48	48
4. Labourers (unsk.)	44	44	48	44	48	48	44	48	48	48
B. Building:										
5. Bricklayers and masons	44	44	44	44	48	48	48	48	48	48
6. Structural iron workers	44	*	44	44	48	48	48	48	48	48
7. Concrete workers	44	44	44	44	48	48	48	*	48	48
8. Carpenters and joiners	44	44	44	44	*	48	48	48	48	48
9. Painters	44	44	44	44	48	48	48	48	48	48
10. Plumbers	40	44	44	44	48	48	48	48	48	48
11. Electrical fitters	44	44	44	44	48	48	48	*	48	48
12. Labourers (unsk.)	44	44	44	44	48	48	48	48	48	48
F. Furniture making:										
13. Cabinet makers	40	*	44	44	48	48	48	48	48	48
14. Upholsterers	40	*	44	44	48	48	48	48	48	48
15. French polishers	40	*	44	44	48	48	48	48	48	48
G. Printing and bookbinding:										
16. Hand compositors	36	44	44	36	48	48	48	48	47.4	48
17. Machine compositors	36	36	44	44	48	48	48	48	46	48
18. Machine binders	44	44	44	44	48	48	48	*	47.5	48
19. Bookbinders	44	44	44	44	*	48	48	48	48	48
20. Labourers (unsk.)	44	44	44	44	48	48	48	48	46.6	48
L. Food industry:										
21. Bakers	42	*	48	46	48	48-50	48	48	47.6	48
M. Electric power distribution:										
22. Electrical fitters	48	44	48	46	48	48	48	48	48	48
23. Labourers (unsk.)	48	44	48	46	48	48	48	48	48	48
N. Transport:										
Trams and buses:										
24. Drivers	48 ¹	48 ¹	48 ¹	46 ¹	48 ¹	48 ¹	48 ¹	57	48	48
25. Conductors	48 ¹	48 ¹	48 ¹	46 ¹	32 ¹	48 ¹	48 ¹	57	48	48
Cartage:										
26. Motor drivers	44	48	48	46	48	48	48	57	48	48
27. Horse drivers (1 horse)	*	*	*	*	48	48	48	*	48	48
Railways:										
28. Goods porters	*	*	*	*	48	48	48	*	60	48
29. Permanent way labourers	*	*	*	*	48	48	48	48	48	48
Q. Local authorities:										
30. Labourers (unsk.)	44	44	44	44	48	48	48	48	42	48

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more rates.

¹ Average for drivers of trams and buses.

² Same figures for Belo Horizonte, Curitiba, Niteroi, and Salvador.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	AMERICA (<i>concl.</i>)						
	MEXICO					PERU	VENEZUELA
	Federal District	Guadalajara	Monterrey	Puebla	Torreón	Lima	Caracas ¹
C. <i>Mechanical engineering:</i>							
1. Fitters and turners	47.67	52.24	46.72	48	48.41	48	48
2. Iron moulders	48	43.5	33.33	48	*	48	48
3. Patternmakers	*	*	*	*	*	48	48
4. Labourers (unsk.)	46	47	42.6	48.73	36.09	48	48
E. <i>Building:</i>							
5. Bricklayers and masons	44.4	45.9	38.2	48	44.15	48	48
6. Structural iron workers	46.71	43.77	*	48	*	48	48
7. Concrete workers	*	*	*	*	*	48	48
8. Carpenters and joiners	46.71	*	46.47	*	47.11	48	48
9. Painters	49.67	*	*	*	46.5	48	48
10. Plumbers	48.15	*	*	*	32	48	48
11. Electrical fitters	*	*	*	*	*	48	48
12. Labourers (unsk.)	46.88	45.63	47.28	*	44.26	48	48
F. <i>Furniture making:</i>							
13. Cabinet makers	46.27	*	48	*	*	48	48
14. Upholsterers	46.75	39	47.59	*	*	48	48
15. French polishers	48	*	45.08	*	*	48	48
G. <i>Printing and bookbinding:</i>							
16. Hand compositors	48.87	47.72	49.42	48	55.83	48	48
17. Machine compositors	45.84b	44.13b	48.18b	48b	44.5b	48	48
18. Machine minders	49.1b	46.84b	48.00b	48b	47.6b	48	48
19. Bookbinders	49.71	48	52.32	48	48.25	48	48
20. Labourers (unsk.)	49.5	*	55.47	40	53.42	48	48
L. <i>Food industry:</i>							
21. Bakers	47.76	46.47	43.67	44.5	51.07	48	48
M. <i>Electric power distribution:</i>							
22. Electrical fitters	42.43	33.81	40.69	38.25	40.4	48	48
23. Labourers (unsk.)	44.45	43.38	42.4	40.55	40.78	48	48
N. <i>Transport:</i>							
Trams and buses:							
24. Drivers	42.55	47.23	40.08	45.18	42.05	48	48
25. Conductors	43.5	47.45	48	45.13	36.82	48	48
Cartage:							
26. Motor drivers	46.37	*	48	58	*	48	48
27. Horse drivers (1 horse)	*	*	*	*	*	48	48
Railways:							
28. Goods porters	37.72	37.72	37.72	37.72	37.72	48	48
29. Permanent way labourers	42.24	42.24	42.24	42.24	42.24	48	48
Q. <i>Local authorities:</i>							
30. Labourers (unsk.)	48.12	47.28	42	54.1	48	48	48

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more rates.

¹ Same figures for Barquisimeto, Maracaibo, and Valencia.

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943 (*cont.*)

Industry and occupation (with code letter) (a)	EUROPE							
	FINLAND	GREAT BRITAIN						
	Helsinki	Bir- mingham	Bristol	Glasgow	Leeds	London	Man- chester	New- castle
C. <i>Mechanical engineering:</i>								
1. Fitters and turners	47	47	47	47	47	47	47	47
2. Iron moulders	47	47	47	47	47	47	47	47
3. Patternmakers	47	47	47	47	47	47	47	47
4. Labourers (unsk.)	47	47	47	47	47	47	47	47
E. <i>Building:</i>								
5. Bricklayers and masons	46.5	46.5 ¹	44 ²	44	46.5 ¹	44	46.5 ¹	44
6. Structural iron workers	46.5	47	47	47	47	47	47	47
7. Concrete workers	46.5	48 ³	48 ³	48 ³	48 ³	48 ³	48 ³	48 ³
8. Carpenters and joiners	46.5	46.5 ¹	44 ²	44	46.5 ¹	44	46.5 ¹	44
9. Painters	46.5	46.5 ¹	44 ²	44	46.5 ¹	44	46.5 ¹	44
10. Plumbers	46.5	46.5 ¹	44 ²	44	46.5 ¹	44	46.5 ¹	44
11. Electrical fitters	46.5	47	47 ⁴	44	47	47	47	47
12. Labourers (unsk.)	46.5	46.5 ¹	44 ²	44	46.5 ¹	44	46.5 ¹	44
F. <i>Furniture making:</i>								
13. Cabinet makers	46.5	47	47	47	44	47	46.5 ⁴	44
14. Upholsterers	46.5	47	47	47	44	47	46.5 ⁴	44
15. French polishers	46.5	47	47	47	44	47	46.5 ⁴	44
G. <i>Printing and bookbinding:</i>								
16. Hand compositors	Book and job	*	45	45	45	45	45	45
17. Machine compositors		*	45	45	45	45	45	45
18. Machine minders		*	45	45	45	45	45	45
19. Bookbinders		*	45	45	45	45	45	45
20. Labourers (unsk.)		*	45	45	45	45	45	45
L. <i>Food industry:</i>								
21. Bakers	48	48	48	*	48	48	48	48
M. <i>Electric power distribution:</i>								
22. Electrical fitters	46	47	47	47	47	47	47	47
23. Labourers (unsk.)	46	47	47	47	47	47	47	47
N. <i>Transport:</i>								
Trams and buses:								
24. Drivers	49.5	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b
25. Conductors	49.5	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b	48 ^b
Cartage:								
26. Motor drivers	49.5	48	48	48	48	48	48	48
27. Horse drivers (1 horse)	*	48	48	48	48	48	48	48
Railways:								
28. Goods porters	*	48	48	48	48	48	48	48
29. Permanent way labourers	*	48	48	48	48	48	48	48
Q. <i>Local authorities:</i>								
30. Labourers (unsk.)	46.5	47	47	48	47	47	47	47

(a) For the methods of compilation of these statistics, see notes on p. 132.

(b) Supplementary definition for this occupation given in the notes on methods.

¹ In summer; in winter: 44.² In summer: 49.5; in winter: 44.5; average: 48.³ For 10 weeks in winter: 41.5.

5-day shops: 46.25.

⁴ In

TABLE II. WEEKLY NORMAL HOURS OF WORK IN 30 OCCUPATIONS
IN OCTOBER 1943 (*concl.*)

Industry and occupation (with code letter) (a)	EUROPE (<i>concl.</i>)						OCEANIA	
	IRELAND			POR- TUGAL ¹	SWEDEN	SWITZER- LAND	AUS- TRALIA	NEW ZEALAND
	Cork	Dublin	Dundalk	Lisbon	3 towns ⁵	5 towns ⁷	2 towns ¹¹	Wellington
C. <i>Mechanical engineering:</i>								
1. Fitters and turners	47	47	47	48	48	48 ^b	44	40
2. Iron moulders	47	47	47	48	48	*	44	40
3. Patternmakers	47	47	47	48	48	*	44	40
4. Labourers (unsk.)	47	47	47	48	48	*	44	40
E. <i>Building:</i>								
5. Bricklayers and masons	47	44	47	48	48	50 ⁸	44	40
6. Structural iron workers	47	44	*	48 ²	48	*	44	40
7. Concrete workers	47	44	47	48	48	*	44	40
8. Carpenters and joiners	47	44	47	48	48	49 ⁶	44	40
9. Painters	47	44	47	48	46	48.1 ¹⁰	44	40
10. Plumbers	47	44	47	48	48	48	44	40
11. Electrical fitters	47	44	47	48	48	48	44	40
12. Labourers (unsk.)	47	44	47	48	48	50 ⁸	44	40
F. <i>Furniture making:</i>								
13. Cabinet makers	47	44	44	48	48	48	44	40
14. Upholsterers	47	44	44	48	48	48	44	40
15. French polishers	47	44	44	48	48	*	44	40
G. <i>Printing and bookbinding:</i>								
16. Hand compositors	45	45	45	48	48	48	44	40
17. Machine compositors								
18. Machine minders								
19. Bookbinders								
20. Labourers (unsk.)								
L. <i>Food industry:</i>								
21. Bakers	*	44.5	47	49 ⁵	47.3	48	44	44
M. <i>Electric power distribution:</i>								
22. Electrical fitters	47	44	48	48	48	48	44	40
23. Labourers (unsk.)	47	44	48	48	48	48	44	40
N. <i>Transport:</i>								
Trams and buses:								
24. Drivers	48 ^b	48	48 ^b	48	48	47.7	44	40
25. Conductors	48 ^b	48	48 ^b	48	48	47.7	44	40
Cartage:								
26. Motor drivers	48	48	47	56	48	52.6	44	40
27. Horse drivers (1 horse)	48	*	47	*	48	52.6	44	40
Railways:								
28. Goods porters	48	48	48	48	48 ^b	48	44	40
29. Permanent way labourers	48	48	48	48	48 ^b	48	44	40
Q. <i>Local authorities:</i>								
30. Labourers (unsk.)	47	44	47	48	48	48	44	40

(a) For the methods of compilation of these statistics, see notes on p. 132. (b) Supplementary definition for this occupation given in the notes on methods. (c) Average of two or more rates.

¹ Data for Dec. 1943. ² Data for semi-skilled workers. ³ Data for workers on cylinder presses. ⁴ Data for hand-binders. ⁵ Seven working days per week. ⁶ Göteborg, Malmö, Stockholm. ⁷ Basle, Berne, Geneva, Lausanne, Zurich. ⁸ Summer work. ⁹ Summer work in Zurich, Berne and Basle; Geneva and Lausanne: regular work. ¹⁰ Summer work in Zurich, Berne, Basle and Geneva; Lausanne: regular work. ¹¹ Sydney and Melbourne.

NOTES ON THE METHODS OF COMPILATION OF THE DATA
IN TABLES I AND II*Africa.*

Union of South Africa. *Trams and buses:* workers in their third year of service. *Bus conductors:* in Johannesburg, September 1943, workers under 21 years of age, after two years of service.

America.

Canada. *Tram and bus drivers:* in Halifax, one-man tram operators; in Ottawa, one-man tram operators and bus drivers.

United States. *Concrete workers:* cement finishers. *Electrical fitters* (building): inside wiremen. *Machine compositors:* in Boston, linotype only. *Machine minders:* in Boston, linotype minders; in New York, tending up to 4 machines. *Tram and bus drivers:* in New York, mostly in subway. *Bakers* (hours): for machine shops only.

Mexico. *Machine compositors:* linotype operators. *Machine minders:* mechanics.

Europe.

Great Britain. *Drivers and conductors:* tram and trolley bus only; in Newcastle, tram only.

Ireland. *Tram and bus drivers and conductors:* in Cork and Dundalk, bus employees only.

Sweden. *Goods porters and permanent way labourers:* workers of the State railways.

Switzerland. *Fitters and turners:* workers employed in the central heating industry. *Bricklayers and masons:* masons only. *Carpenters and joiners:* carpenters only. *Painters:* in Basle and Berne, workers in their third year after apprenticeship. *Electrical fitters:* workers in municipal enterprises. *Upholsterers:* in Basle, workers in their fifth year of service after apprenticeship. *Hand and machine compositors and machine minders:* workers in their second year of service after apprenticeship. *Bookbinders:* highly skilled workers. *Labourers:* workers in their third year of service in bookbinding shops. *Motor drivers and horse drivers:* in Basle, workers in their second year of service after apprenticeship, in Berne and Zurich in their third year.

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INTERNATIONAL PUBLICATIONS

The Exploitation of Foreign Labour by Germany. International Labour Office, Studies and Reports, Series C (Employment and Unemployment), No. 25. Montreal, 1945. v+286 pp. Boards: \$2; 7s. 6d.; paper: \$1.50; 6s.

During the second world war, Germany, besides employing millions of foreign workers and prisoners of war inside the country itself, forced millions of other foreigners to work for the German war effort under German control in their own countries or in other German-occupied territories. It is the object of the present report to set forth the available information on this systematic use of foreign labour for the purpose of increasing Germany's productive capacity during the war. In fifteen chapters it describes the extent of this gigantic movement; how it was organised; how recruitment and distribution were undertaken; what the conditions were under which these workers lived and laboured; how it was possible to use this great mass of workers who, from the German point of view, were potentially disloyal; what care was taken of the workers in case of sickness; what conditions they had to fulfil in order to return home; and how their families fared while the breadwinners were away. The final chapter discusses the legacy of the system, and a series of appendices deals with such special points as the organisation of the German-occupied Eastern territories, the exploitation of Jews, food rations, the deportation of Belgian workers in the first world war, etc.

The study was prepared by Mr. John H. E. Fried, of the International Labour Office, who has based it wherever possible on direct German sources, besides using the bulletins of the information offices of Governments of the United Nations and the information directly supplied to the International Labour Office, after the liberation of Belgium, France, and Luxembourg, by the Governments of those countries.

OFFICIAL PUBLICATIONS

CUBA

Informe sobre Legislación Social. Presentado al Hon. Presidente Electo de la República, Dr. Ramón Grau San Martín. By Dr. Carlos AZCÁRATE Y ROSELL. Havana, 1944. 180 pp. (multigraphed).

This study comprises a critical summary of social legislation in force in Cuba with proposals for its improvement and consolidation, and a description of the organisation and budget of the Ministry of Labour with suggestions for fundamental improvements in both.

In the course of his work the author deals with the following subjects: consolidation of social legislation, contracts of employment and apprenticeship contracts, job security and dismissal of workers, profit-sharing schemes, paid holidays, wage rates, preference given to nationals, working conditions of women and young persons, other branches of legislation, labour courts, strikes, lockouts and conciliation procedures, trade unionism, social insurance, unemployment and poverty, housing, education and culture for the people, the Social Reform Institute and similar bodies, the organisation and budget of the Ministry of Labour.

The author believes that the only possible solution to social disorders in a

system such as the Cuban is a series of reforms enforced by law and leading to the establishment of social justice and a constantly rising standard of living for the workers of the country.

MEXICO

Dirección de Acción Social. México en la Postguerra (Primer Ciclo de Conferencias). Departamento del Distrito Federal, Dirección de Acción Social. México, D.F., Biblioteca de la Paz, 1944. 211 pp.

In the spring of 1944, the Social Affairs Directorate of the Department for the Federal District in Mexico organised a series of lectures in which representative personalities of Mexican public life discussed post-war problems. The present volume contains the first six of these lectures and gives a clear picture of the trend of political thought in Mexico. In their analyses and proposals, the authors are unanimous in stressing the need for the co-ordination of progressive domestic and international policies, and for a well-conceived industrialisation of their country, the significance—in view, especially, of the demographic composition of Mexico and the rest of the Americas—of political and racial democracy, and the importance of strengthened international organisation.

NON-OFFICIAL PUBLICATIONS

Charters of the Peace. A Commentary on the Atlantic Charter and the Declarations of Moscow, Cairo and Teheran. By W. ARNOLD-FORSTER. London, Victor Gollancz, 1944. 138 pp.

This commentary on the declaration of the aims of the United Nations was written in the belief that the Atlantic Charter had not been used enough in Great Britain to stimulate democratic discussion of the programme for the peace, and that it had not been used abroad as a psychological weapon for victory. All but two of its ten chapters comment in turn on the eight points of the Atlantic Charter. The ninth chapter urges the necessity of a system of collective security as the foundation without which the chartered peace cannot stand. The last chapter deals with the territorial changes which are likely to emerge as a result of the war. In discussing the Charter itself, points IV and V are given the most detailed analysis, due attention being paid to the international aspects of the problems involved. The author is convinced that U.N.R.R.A. should play an important role in the transition from war to peace. He holds that an economy of abundance requires an International Economic Agreement, formulating broad objectives of economic effort and broad principles to govern that effort; an International Economic Authority, to direct and organise the effort to achieve those objectives; and an Economic Convention, specifying general prohibitions of certain trade practices; with necessary exceptions authorised only by the International Economic Authority. The author believes that the International Labour Organisation will be an indispensable instrument for giving effect to the purposes of point V of the Atlantic Charter.

America's Far Eastern Policy. By T. A. BISSON. Institute of Pacific Relations. New York, The MacMillan Company, 1945. xiii+235 pp.

A short review of the part played by the United States of America in the shaping of the destiny of China, Japan, the Philippines, Southeast Asia, and the Pacific Islands during the past fifty to sixty years, with an appendix containing the principal relevant documents for the period 1937-1943. The most important contribution is contained in the last chapter, on "Aspects of Postwar Policy". On the future of Japan, the author points out that the liberation of that country will inevitably be a hard and arduous task. Japan's industrialists have waxed fat on the inexhaustible and cheap labour drawn from the poverty-stricken farmers. Because the home market is restricted, the industrial magnates and the big landlords have been led by the military clique to take the road of aggression and conquest. "The ideological nexus of this trinity, the spiritual force which knits it together, is supplied by the God-Emperor", who is the greatest landowner, owns large blocks of shares in major industrial concerns, and is the supreme commander-in-chief of the armed forces. After the war, the Imperial institution

should be totally abolished, the land tax greatly reduced, the standard of living of the people increased, and a liberal Government installed. As regards post-war reconstruction in China, success will depend on "how well the new industries are related to the rural districts and geared into the needed reform of agrarian conditions". There should be a political reform, an expansion of educational and health services and transport facilities, etc. "Evidence gained during the war period shows that the Chinese people are not unprepared for these advances, but can make effective use of each opportunity as it opens up to them. Their energies will provide the motive power for accomplishing tasks that might otherwise seem too formidable to be undertaken." In the future development of China, India, and Japan, initiatives from the West will still have great influence, to which the Soviet Union, Australia, and New Zealand will add important new elements. American policy might well be merged in a world programme for the welfare and advancement of the Far East.

Fabian Colonial Essays. Edited by Rita HINDEN. Fabian Colonial Bureau. London, George Allen and Unwin, 1945. 261 pp. 8s. 6d.

This volume includes essays entitled "The Challenge of African Poverty", "The Conditions of Social Policy and its Cost", "Some Problems of Tropical Economy", "Land Hunger in the Colonies", and "The Colonies and World Order". Each essay is a valuable summary of separate problems of dependent territories. The sum total, however, may prove of greater value than an addition of the parts. Left-wing opinion in Great Britain in the past on affairs of the Empire was characterised by indifference or dislike. What now puzzles critics of imperialism outside Britain is the extent to which expert British opinion reflecting the same general attitudes tends to align itself with official policies for colonial development and welfare. The full explanation is not to be found in these essays. For that an examination would be required of the changed economic structure of Britain, since J. A. Hobson could find in empire the counterpart of economic oppression at home. Nevertheless, the essays as a whole, while following no strict party line, provide reasons why the Fabian Colonial Bureau, an affiliate of the Fabian Society, the intellectual spearhead of British socialism, is able to move side by side with British official policies. They also indicate at what points important divergencies occur. An understanding of both of these tendencies is necessary for all who would wish to see established a world agreement on the purposes of government in dependent territories.

Four Colonial Questions: How Should Britain Act? Papers prepared for the Fabian Colonial Bureau by Col. S. GORE-BROWNE, Rita HINDEN, C. W. GREENIDGE, and E. E. DODD. With an Introduction by A. CREECH-JONES, M.P., and maps by J. F. HORRABIN. London, Fabian Publications Ltd., and Victor Gollancz Ltd., 1944. 56 pp. 2s.

The four colonial questions examined in this pamphlet are: (1) amalgamation of the Rhodesias and Nyasaland; (2) closer union in East Africa; (3) the South African Protectorates and the Union of South Africa; and (4) reconstruction in Burma and Malaya. While the complexity of the first three problems is noted, the conclusions reached are fundamentally concerned with an issue which one of the authors states in these terms:

It is impossible for an honest enquirer not to appreciate that in the British Empire, and in British Africa in particular, there are two fundamentally opposite policies. The one loosely called the "Colonial Office policy" envisages the Native, potentially at any rate, as a partner; the other, which is sometimes called the "South African policy", regards him as a servant, and intends that he shall remain a servant for all time. It is beside the point that . . . his material condition may actually be worse under the "Colonial Office policy" than under the other one, the psychological aspect remains.

The fourth paper, on reconstruction in Burma and Malaya, provides a good short account of the problems of these two areas before their occupation and of the alternative policies which might be followed in their reconstruction. A useful feature of the pamphlet is the collection of wartime declarations, applicable to the colonies, which it contains; among these documents is the *Declaration concerning the Aims and Purposes of the International Labour Organisation*, adopted by the International Labour Conference at its Twenty-Sixth Session in Philadelphia, 1944.

British Survey Handbooks. I. Belgium. Edited by John EPPSTEIN.
II. Rumania. Edited by C. KORMOS. British Society of International Understanding. Cambridge, University Press, 1944. xiv+111 pp.; vii+122 pp. Maps.

Peace between the nations presupposes a certain degree of understanding among nations, and such understanding in turn postulates on the part of each country a minimum knowledge of the character and customs of the other country. It is with a view to making this reciprocal knowledge accessible to the largest number in each country that the British Society for International Understanding has undertaken the preparation of a series of handbooks—the British Survey Handbooks—about European countries and their peoples. The first two volumes deal with Belgium and Rumania, and others will appear in due course.

Méthodes d'interventionnisme économique en Iran. By Dr. Peya-miras PARVIZ. Lausanne and Geneva, Payot, 1945. 213 pp. Map. 7 francs.

The author describes in broad outline the rural, industrial, commercial, and monetary policies adopted by the Iranian Government and then deals in detail with the question of agrarian reform, in which the organisation of credit facilities plays a most important part. He recommends the setting up of co-operatives to supply credit in rural areas according to the Raiffeisen system. A special chapter, in which he refers to the publications of the International Labour Office, is devoted to the industrialisation of Iran and to conditions of work in industry. In a lengthy introduction the author states his position regarding the major problems of the present day: economic systems, Government intervention, nationalism, protection, autarky, and the industrialisation of agricultural countries.

China after Seven Years of War. Edited by Hollington K. TONG. New York, The MacMillan Company, 1945. ix+246 pp. Illustrated.

This little book contains twelve articles written by seven authors most of whom are Chinese. It gives a general idea of the life of the Chinese people, especially the peasants, students, teachers, civil servants, industrial workers, women in factories, authors and artists, after seven years of war, and it depicts the hardships created by blockade, inflation, and the shortage of modern armaments and daily necessities under which these people struggle with a firm conviction to defeat the enemy. One article describes China's progress, albeit slow, towards political democracy. The last four articles reveal intimate Sino-American co-operation in the China-Burma-India area. They show that, given adequate training and equipment—as they receive in that area—Chinese soldiers and airmen “are as good as the best you find in America”.

Plan for Indian Labour. By Kanji DWARKADAS. Bombay, Thacker and Co., Ltd., 1945. 12 pp. 8 annas.

A pamphlet drawing attention to the wretched living conditions, particularly housing and sanitation, of the Indian workers, and suggesting measures for improvement.

Industrial Labour and Social Security. By N. G. ABHYANKAR. Bombay, Times of India Press, 1944. xiii+202 pp. 6 rupees; 9s.

A painstaking, clear, and comprehensive survey of industrial labour in India which, in three parts, describes the measure of protection afforded by the existing labour code in the country, examines the proposals and recommendations for providing greater social and economic security, and discusses the place of labour in relation to the vital economic development of India.

Part I gives a summary of the entire labour legislation concerning hours and conditions of employment, industrial disputes, workers' organisations, and welfare measures enacted in British India as well as the leading Indian States up to 1942. The second part is devoted to a critical examination of the proposed measures of reform as regards maximum working hours, the standardisation of wages, the system of recruitment, the settlement of industrial disputes, the recognition of trade unions, the possibility of social insurance legislation, etc., and indicates the direction of future progress. In the third part, the author shows how the

standard of living of the masses can be raised through a comprehensive economic plan designed to secure a net increase in total employment and output through rapid industrialisation, improvement in the methods of agriculture and education.

This is a compact and useful book for anyone interested in Indian labour.

Social Security. Past—Present—Future? By Gerhard HIRSCHFELD. Washington, American Taxpayers Association, 1944. 166 pp. \$1.

The author of this book, who is the Director of the Research Council for Economic Security of the Insurance Economics Society of America, aims at showing not what the present and proposed social security legislation does for the people of the United States, but rather what it may do to them through its effect on the national economy. He claims that the great cost of unemployment compensation payable to every unemployed person having a legal right thereto, irrespective of need, makes it unworkable as a permanent system, and that in the field of health the proper function of the Government is the provision of public health services, leaving medical care in case of sickness to the activities of private groups. There should be a complete re-evaluation of the old-age and survivors' insurance system, including a survey of tax requirements. The author draws upon the experiences in the field of social insurance of Germany, Great Britain, New Zealand, and Russia, which he maintains do not furnish definite proof of the ultimate merit of a compulsory system, but do indicate that the price for a temporary period of security may be high. In conclusion he stresses the point that social security must always be a subordinate of free enterprise.

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

In this pamphlet the author sketches the growth of the United States public debt since the last world war and outlines a fiscal policy designed to promote full employment. He proposes the establishment of a National Planning Board to determine the amount of Government expenditures needed to compensate for insufficient private investment and to plan the amounts, character, and location of public investments. The United States in the post-war period, he maintains, should endeavour to run on a national budget or with a national income of 180,000 million dollars. "Public debts", he argues, "will be productive if they promote needed investments which utilise excess savings. They constitute an essential balance wheel to the economic system made necessary by the failure of private capital to invest total savings." Public debts are thus neither good nor bad in themselves, but must be judged from the standpoint of their social purpose and their effect on the production and distribution of wealth and income and must be correlated with a sound fiscal and economic policy.

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

This report on problems involved in manpower reallocation during the transition period is divided into three main parts. The first deals with the organisation and extent of company employment planning and includes a number of selected company programmes for post-war personnel planning. It urges, however, that there should be co-ordinated planning by Government and industry. The second part outlines transitional period adjustments in the present labour force, and the third deals with the employment and re-employment of war veterans.

The study gains from the fact that it was the outcome of a collective effort in which more than 200 industrialists, trade unionists, and Government officials took part. The analysis is suggestive without attempting to impose a particular view. It shows considerable gaps in advance planning by employers—and by the community, for that matter—to meet the many complex problems of manpower redistribution in the transition to peace.

Books Received¹

NON-OFFICIAL PUBLICATIONS

Rebuilding Britain—A Twenty Year Plan. By Sir Ernest SIMON. London, Victor Gollancz Ltd., 1945. 256 pp. 6s.

Time for Planning. A Social-Economic Theory and Program for the Twentieth Century. By Lewis L. LORWIN. New York, Harper & Brothers, 1945. xxii+273 pp.

Capitalism and Progress. By Anna ROCHESTER. New York, International Publishers, 1945. 111 pp. \$1.25.

Documents on American Foreign Relations, July 1943-June 1944. Edited by Leland M. GOODRICH and Marie J. CARROLL. Boston, World Peace Foundation, 1945. xxx+725 pp. \$3.75.

A Price for Peace. The New Europe and World Markets. By Antonín BASCH. New York, Columbia University Press, 1945. xii+209 pp. \$2.50.

Chile: An Economy in Transition. By P. T. ELLSWORTH. New York, The Macmillan Company, 1945. xi+183 pp.

La Industria Salitrera, su Historia, Legislación y Desarrollo. By José Joaquín PRIETO M. Santiago de Chile, 1945. 94 pp.

El Problema de la Industria Frutícola en Chile. By Alberto BRAVO POBLER. Santiago de Chile, 1944. 87 pp.

World Grain Review & Outlook, 1945. By Helen C. FARNSWORTH and V. P. TIMOSHENKO. California Food Research Institute, Stanford University, 1945. xi+319 pp.

Housing Before the War and After. By M. J. ELSAS. London, Staples Press Limited, 1945. xi+95 pp. 7s. 6d.

Public Health and Welfare Reorganization. By Harry M. CASSIDY. Toronto, The Ryerson Press, 1945. xi+464 pp. Paper, \$3.50; cloth, \$4.50.

Public Medical Care. Principles and Problems. By Franz GOLDMANN. New York, Columbia University Press, 1945. vii+266 pp. \$1.60.

El Trabajo de la Mujer ante el Derecho Social. By Berta VOLOSKY. Santiago de Chile, 1945. 111 pp.

Men at Work. Some Democratic Methods for the Power Age. By Stuart CHASE, in collaboration with Marian Tyler CHASE. New York, Harcourt, Brace and Company, 1945. 146 pp. \$2.

Job Placement Reference with Introduction to the Job Placement Technique. By Keith VAN ALLYN. Los Angeles, National Institute of Vocational Research, Inc., 1945. 361 pp. \$10.

Seasonality of Employment in Ohio. By Viva BOOTHE and Sam ARNOLD. Columbus, Bureau of Business Research, Ohio State University, 1944. xv+247 pp.

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

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EDITORIAL NOTE

In view of the additional work required of the International Labour Office in preparation for the Twenty-seventh Session of the International Labour Conference, the present issue of the *International Labour Review* combines Nos. 2 and 3 of Vol. LII and is dated August-September 1945.

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1945

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