

## INDUSTRIAL AND LABOUR INFORMATION

### INTERNATIONAL LABOUR ORGANISATION

#### FIRST MEETING OF THE PERMANENT MIGRATION COMMITTEE

The Permanent Migration Committee, which held its first meeting in Montreal from 26 to 31 August 1946, was set up by the Governing Body of the International Labour Office in February 1940. It was established in accordance with a resolution adopted by the Conference of experts on migration for settlement, which was held in Geneva in March 1938. At that time, the overseas migration of workers was encountering many difficulties. In fact these migrations, which had continued on a fairly large scale in the years immediately following the First World War, had ceased entirely during the depression years, and were only slowly beginning again in 1938. For industrial workers the difficulties were due to the fact that countries of immigration, which in 1938 had not completely recovered from the depression, were willing to admit them only in limited numbers. The particular problems arising with respect to migration for industrial employment were placed on the agenda of the 1938 and 1939 sessions of the International Labour Conference. The difficulties which agricultural settlers had to face, as regards migration, were due to other causes which the Conference of experts was called upon to discuss. The Conference recommended, among other measures for the solution of these problems, that the Governing Body of the International Labour Organisation, should set up a Permanent Migration Committee. According to the original decision, the competence of the Committee was limited to problems of migration for settlement, as these alone appeared to call for immediate action.

However, once war had been declared, it was realised that after the war, the manpower problem might be very acute, either because of a labour surplus in certain countries, or because of a shortage in others. It was apparent even then that the migration of workers from one country to another would be one of the essential features of reconstruction, as was pointed out in 1941 at the International Labour Conference held in New York. This opinion was reaffirmed when the Inter-American Demographic Congress held in Mexico in October 1943 recommended that American Governments should include immigration questions in their post-war plans. The Congress did not consider only the resumption of migration for settlement, but also of migration of industrial workers. The

International Labour Conference held in Philadelphia in April-May 1944 recommended to the United Nations that they should encourage the orderly migration of workers, both wage-earners and settlers, in accordance with the economic needs and social conditions prevailing in the various countries. After the upheaval caused by the war, a complete revision of migration problems as a whole appeared to be indispensable. Therefore, the Governing Body, which held a meeting at the time of the Conference, decided to widen the terms of reference of the Committee so as to include all aspects of migration. They also decided that the agenda would comprise the three following items:

- I. Exchange of views on post-war migration prospects;
- II. Forms of international co-operation capable of facilitating an organised resumption of migration movements;
- III. Racial discrimination in connection with migration.

Meanwhile, the Third Conference of American States Members of the I.L.O. (Mexico City, April 1946) adopted a resolution calling attention to two problems in particular; the necessity of supplementing unilateral regulations by bilateral and multilateral agreements, and the lower living standards which may result from the influx of a larger number of immigrants than a country can absorb. The resolution showed that the countries of the New World consider that immigration is necessary for them or, at any rate, desirable after the complete stoppage of several years. This renewal of interest is due to the difficulty experienced by these countries in intensifying their industrialisation and in developing their potential resources without the help of European workers and technicians.

At its 98th Session, held in Montreal in May 1946, the Governing Body, while approving the meeting of the Committee at the above-mentioned date, added two questions to the agenda, namely:

- IV. The technical selection of immigrants;
- V. The resolution concerning migration adopted by the Third Conference of American States Members of the International Labour Organisation.

The Office had prepared a separate report on each of the first four items of the agenda of the Committee. It also submitted to the Committee detailed documentation on immigration regulations in many countries. The Permanent Migration Committee decided to discuss the Mexico City resolution in connection with the second item on the agenda.

#### *Composition.*

When the Committee was set up, it was decided that it would comprise representatives of all the Governments which wished to participate. The fact that twenty-eight different countries expressed the desire to do so is a proof of the interest aroused. These countries were: United States of America, Australia, the Argentine Republic, Belgium, Canada, Chile, Colombia, Denmark, Dominican Republic, Egypt, Ecuador, France, United Kingdom of Great Britain and Northern Ireland, Greece, India, Italy, Mexico, the Netherlands, New Zealand, Panama, Peru, Poland, Portugal, Sweden, Switzerland, Uruguay, Venezuela, Yugoslavia. Canada, the United Kingdom and Yugoslavia were represented at the Committee by observers only. The Committee's membership also included three experts on migration questions appointed by the Governing Body of the International Labour Office: Mr. Joseph P. Chamberlain (United

States) who took the place of Mr. George Warren; Mr. H. Doria de Vasconcellos (Brazil); and Mr. Paul Van Zeeland (Belgium); four advisory members representing: (a) the United Nations (Mr. Perez-Guerrero and Mr. E. Lozada); (b) the United Nations Relief and Rehabilitation Administration (Mr. A. H. Robertson); and (c) the Intergovernmental Committee on Refugees (Miss Martha H. Biehle); and three representatives of the Governing Body (Mr. Amado, Government representative, Brazil; Mr. H. W. Macdonnell, employers' representative, Canada, and Mr. Bengough, workers' representative, Canada). The Committee unanimously elected Mr. Paul Van Zeeland as Chairman, Mr. Wheeler, representative of Australia, as Vice-Chairman and Mr. Chamberlain as Reporter.

#### *Proceedings.*

Mr. Edward Phelan, now Director-General of the International Labour Office, opened the meeting. He pointed out that the Committee, as a part of the International Labour Organisation, is an advisory body which is called upon to tender advice to the Governing Body on all questions which are placed before it. Migration, however, stated Mr. Phelan, is a general problem which has many aspects involving labour conditions, economic and financial questions, and political questions, some of which more appropriately fall within the competence of other international organisations.

#### *Present-Day Migration Prospects.*

Most of the Governments represented considered that migration must be resumed. However, they were not all equally interested in the resumption of migration and their interest was manifested in different ways. Among the countries represented on the Committee, only Greece, Italy, the Netherlands, Switzerland and India can be considered as countries of emigration; Portugal might be added and, as regards migration within the British Commonwealth, the United Kingdom, although the British observer abstained from making any statement, and this country is experiencing a shortage of labour at present. For Greece, Italy and India, emigration requirements are comparatively large and, for the first two countries, urgent.

The Greek Government representative stated that the devastation which his country had undergone rendered emigration more necessary than in the past for raising the standard of living of the population.

The present Government of Italy, according to its representative, favours the resumption of emigration on a large scale as a part of reconstruction as a whole. As a matter of fact, emigration has already begun as a result of agreements made by Italy with Belgium, France, Poland, Switzerland, and Czechoslovakia. In virtue of the agreement with Belgium, 50,000 miners were to go to that country, thus permitting Belgium to send Italy 3 million tons of coal a year. The agreement with France provided for the recruiting of 20,000 Italian emigrants. Since February 1946, 35,000 Italian workers had been granted individual contracts allowing them to be admitted to Switzerland. However, the Italian Government is also considering important overseas emigration to Latin American countries in particular. On their side, some representatives of these countries were most favourably disposed towards Italian immigration.

The Indian representative emphasised the overpopulation of his country, of which the population of 400 million is increasing at the rate of 5 million a year. Emigration would provide one of the solutions of this problem, although it must be understood that Indians do not wish to go where they are not welcome.

As regards European countries other than Greece and Italy, the situation is different. They are experiencing a shortage of labour for their own reconstruction requirements or for orders placed with their industries or with agriculture. The fact that no one was able to leave during the war means that certain countries have persons wishing to emigrate, but the need is not urgent. In Denmark, as the Danish member stated to the Committee, it is the duty of the Emigration Office to find suitable jobs for those who wish to leave the country on account of economic reasons only. In the Netherlands, as was pointed out by the representative of that country, the population, which is now 9 million, is increasing at the rate of 100,000 a year in spite of the great losses suffered during the war. A distinction should be made between agriculture and industry in the Netherlands. There is a labour shortage in industry, especially a shortage of skilled workers, because vocational training came to a standstill during the war, as in most of the countries of Europe. The same state of affairs exists in agriculture

as regards wage earners. However, it is difficult for the number of farmers to be increased, as farms are not large enough to be divided up any further without economic loss. Thus, the children of farmers, if they wish to exercise their fathers' occupation, must emigrate to countries where they can acquire land under satisfactory conditions. This problem, however, is not urgent enough for emigration without satisfactory assurance that the desired aim will be attained, namely, the settling of those concerned on their own account. Although Switzerland receives every year thousands of seasonal workers, there are, according to the Government representative, many persons who wish to emigrate. In future this wish might become a necessity, if the labour market, which is at present extremely favourable to workers, were to deteriorate. There are also in Switzerland 60,000 Swiss nationals who formerly lived in Germany, of whom a certain number who have not been able to find employment suited to their vocational aptitudes would like to seek employment in other countries. Finally, out of the 200,000 refugees to whom Switzerland gave hospitality during the war, there remain 20,000, including women and children, who constitute a potential source of emigration.

It is evident that there are at present in Europe, not counting Germany, fewer countries of emigration than before the war. The Polish representative, for example, pointed out that not only is Poland no longer a country of emigration on account of the loss of 6 million inhabitants and the tremendous destruction which took place in 1939, but she is anxious to repatriate nationals who emigrated voluntarily or involuntarily during the war. Some of the surplus workers in some European countries may find employment in others, as exemplified in the agreements entered into by Italy. In Sweden, according to the statement of the Swedish member, the Government set up in July 1946 a committee for the purpose of studying the methods of adapting new investments of capital to the number of workers available and of effecting a better distribution of workers in order to reduce the shortage. During the war, Sweden gave hospitality to refugees who, at certain times, numbered 200,000. There were still approximately 116,000 last July, of whom 47,000 were employed. In France, according to the French member, the time can be foreseen when labour shortage will be a greater menace to national economy than the present shortage of raw material. According to the estimates of the competent services, about one million foreign workers will be needed in the country until 1950. Thus France is becoming once more one of the most important countries of immigration in the world, and will contribute to the development of migration on the European continent, possibly to the detriment of overseas migration.

*The refugee problem.* There are, however, in Europe a great number of potential emigrants among refugees and displaced persons. According to estimates made by UNRRA, their numbers reached the figure of 1,084,000 on 31 March 1946. The great majority of these refugees were nationals of European countries. This figure does not include refugees from former upheavals — 212,000 Spanish Republicans, 110,000 refugees, mostly Jews, from Germany, Austria and the Sudeten area, 150,000 Russian refugees, 100,000 Armenian refugees, 1,000 Assyrian refugees, 5,000 refugees from the Saar.

The Permanent Migration Committee was not called upon to study the problem of refugees, which is under the Intergovernmental Committee as regards their resettlement and under UNRRA as regards maintenance. Moreover, the Assembly of the United Nations has approved the setting up of a new organisation to deal with assistance to refugees and their re-emigration. In the meantime it was pointed out to the Committee by the UNRRA representative, that this organisation, which is now being dissolved, had carried out intensive propaganda in refugee camps to persuade refugees to return to their native land. The British and American military authorities had agreed to give those who returned voluntarily to their own country provisions for three months for themselves and their families; the French authorities were studying the possibility of doing this also. By this measure UNRRA hoped that the resettlement problem would be solved for a great number of refugees. The fact remains that there are still several hundred thousand persons who cannot be repatriated. However, as pointed out by the representative of the Intergovernmental Committee, it is not to be expected that a problem of this magnitude can be solved for a long time to come, considering the disproportion between the number of refugees and the capacity of the countries of immigration to absorb them. For example, according to existing laws, the United States could receive only an average of 3,900 a month, a figure which has not been reached so far. It would be possible to ac-



celerate this movement, according to the statement of the representative of the U.S.A., if the present administration were authorised to utilise for the admission of refugees the annual surplus of the various national quotas. In any case, the re-emigration of so great a number of displaced persons raises many problems of information, selection, transportation, etc., which, from the technical point of view, are the same as the problems of normal migration, as the Committee recognised. Until the new organisation is set up, the Intergovernmental Committee was authorised to negotiate the conditions of their settlement with the Governments willing to accept them. For this purpose missions have been sent to certain Latin American countries.

*Prospects in non-European countries.* The statements made at the meeting of the Committee showed that many countries are prepared in principle to receive immigrants. Several of them are willing to admit refugees and displaced persons. The population of Australia, said the Australian member, is slightly over 7 million and the Government is considering increasing it by about 2 per cent. a year. As the excess of births over deaths is 70,000 a year, immigration must supply a further 70,000 if this objective is to be attained; the majority must be British subjects, but not the total number. The New Zealand member explained that the future immigration policy of his Government had not been defined, as the Government was waiting for the presentation of a report of a Parliamentary Committee on Population.<sup>1</sup> The Argentine immigration law dates from 1876 and, according to the Argentine member, it may be necessary to amend it if the country is to resume her traditional role as one of the most hospitable countries, as she intends to do. As in New Zealand, an *ad hoc* committee is studying the question. Brazil, which is experiencing an acute labour shortage, is willing to receive immigrants at once, whether they are workers or refugees, and negotiations are on foot with this end in view. According to the statement of the Government representative of the Governing Body, the immigration policy of Brazil includes action not only by the federal Government but also by the Governments of the States. The Chilean member said that a Bill which is before the Chilean Congress provides for the allocation of 600 million pesos for the admission of several thousand families of skilled workers, fishermen and agriculturists. Other Latin American countries which formerly admitted a comparatively small number of immigrants wish to speed up immigration. The Ecuador representative spoke of the measures which had been taken in his country to encourage immigration and described the opportunities open to immigrants. Peru, according to the Peruvian member, is also open to all immigrants who are capable of contributing to its economic development, that is to say, to industrial workers and agriculturists. The same may be said of Panama, stated the member representing that country. Venezuela, said the Venezuelan delegate, has admitted 6,000 immigrants since 1940. The Venezuelan Government is studying public works programmes which could increase its absorptive capacity and is conducting negotiations with the United States Government in order to obtain the collaboration of that country. The Uruguayan member said that immigrants will be admitted to Uruguay without any restriction except that of health, provided they are not Quislings harmful to democratic American traditions. Although Mexico is not a country of immigration, said the Mexican member, it has admitted many refugees in the past and is ready to admit others, in particular, Spanish republicans. The member from the Dominican Republic, reminded his hearers of the plan for settling in his country European Jews who had been the victims of persecution.

Egypt, on the contrary, which during the war gave hospitality to hundreds of thousands of persons, would not be able, said the Egyptian representative, to admit other immigrants in the near future.

*Obstacles to the resumption of migration.* The resumption of migration presents difficulties, however, principally in the matter of transport from one continent to another. It was pointed out, in particular by the representatives of Australia and of New Zealand, that even if the available tonnage were sufficient for large-scale movements, their countries would wish to use it for repatriating their armed forces or their nationals who have been forced by the war to remain in foreign countries. Moreover, migrations cannot be organised on a proper basis if the influx of immigrants into a country is not in exact proportion to the capacity of the labour market to absorb them, as was stated by the Committee in one of

<sup>1</sup> See below, p. 137 for a summary of the report of the New Zealand Select Committee on Population.

its resolutions. Certain countries of immigration which took part in the war consider that they are unable to estimate this capacity of absorption until the demobilised forces, and workers formerly engaged in the production of armaments, are once more incorporated into civil life. It must also be remembered that almost everywhere the war has caused a housing shortage which migration would only accentuate. Transportation and housing difficulties, although they are temporary and differ from one country to another, are so important that they were mentioned by the Committee in the resolution on the first item on the agenda as subjects which should be dealt with by close international collaboration between the countries concerned.

*Forms of International Co-operation Capable of Facilitating Resumption of Migration Movements.*

In addition to the above-mentioned difficulties, which are of a temporary nature, it will be very difficult to resume migration on a large scale until harmony has been established between what the Chairman called the four interests concerned — that of the migrant himself; that of the country of emigration; that of the country of immigration; and that of world society. The harmonising of these interests would be more easily attained if the different aspects of the problem were considered separately: recruitment, selection, transportation, settlement, conditions of work, equality of treatment, etc., in order to obtain on each question the collaboration of the States concerned. For this purpose the Office report on the second item on the agenda contained a practically complete list of all these questions with a summary of the results obtained in the past by international action. The Committee, however, considered only a smaller number of points.

*Model agreement for bilateral co-operation.* The Committee recognised the fact that the solution of many technical problems might be reached by bilateral agreements between the States directly concerned. For this purpose it recommended that the Office should study "the question of a model agreement for the use of Governments in negotiating Conventions and agreements regarding migration". The Office is asked, not only to draw up, after the usual consultations with Governments, the list of points which it would be desirable to include in a model agreement for the guidance of Governments; it is also asked to study methods of collaboration between the States concerned or, in other words, the machinery necessary for ensuring the enforcement of the agreement, such as bilateral technical committees which are utilised between European countries. The question will then be placed on the agenda of the second session of the Committee with a view to consideration, subsequently, by the International Labour Conference.

*Revision of the Convention on Migration for Employment.* This question is closely connected with another question which was studied by the Committee, namely, that of the revision of the international Convention of 1939 concerning migrant workers, and also of the two related Recommendations. The Convention deals with certain general principles which the States who ratify pledge themselves to observe concerning information and assistance to migrant workers, the regulation of recruitment, the introduction and placing of workers and also equality of treatment for foreign workers and nationals. The first Recommendation concerns mainly the methods of applying these principles by national laws and regulations. The second Recommendation, which is addressed to States between which the volume of migration is fairly considerable or between which collective migration takes place, invites these States to conclude bilateral or plurilateral agreements in order to ensure a better application of the provisions of the Convention and of the first Recommendation.

Whatever the value of the Convention may be, it has not yet been ratified by any State, although certain States have used it as a basis for regulating migration movements between themselves. Certain delegates, in particular the Swiss representative and the Brazilian expert member, stated that ratification is unlikely until some of its provisions have been revised. Consequently, the Committee recommended that the Governing Body should consult the Governments on the advisability of revising the Convention and place this question on the agenda of the next meeting of the Committee, with a view to it being considered by an early session of the Conference.

*The financing of migration.* To an even greater degree than before the war, the financing of migration is a difficult problem. The absorptive capacity of several countries willing to admit immigrants, especially in Latin America, would be greatly increased if the development of their resources could be speeded up. The transportation of a large number of workers from one continent to another, or to the interior of any continent, their reception, and in some cases their vocational training, require a considerable outlay of money. Still greater sums are needed in the case of settlers placed on land which must be bought and made ready for use at high cost and which brings in returns only after a number of years. It was pointed out by several delegates, in particular by the Venezuelan representative, that they considered the financing of migration as an essential point. Although for India, formerly a debtor country and now a creditor country, the problem does not exist, it is an acute one for most of the others. On account of the lack of foreign exchange the Netherlands, for example, cannot finance without help the transfer to foreign countries of the settlers whose expatriation the Government is considering. Italy is in the same situation.

When both countries concerned — the country of emigration and that of immigration — are poor in capital, the cost of migration would have to be borne by another State. As migrations are, as the Chairman stated, a concern of the international community as a whole, the international community should contribute to their financing. The Committee adopted this point of view and in the resolution on the second item on the agenda recommended that, when the co-operation of the two countries directly concerned is inadequate for solving the problem of financing, it should be referred to the International Bank for Reconstruction and Development. As migrations should not be considered an end in themselves, the Committee considered that their financing should be included in the general financing of economic development, of which they merely constitute one aspect. Inversely, states the resolution, it would be desirable, when projects of economic development are considered, to take into account the extent to which such projects contribute to the solution of migration problems.

*Machinery for international co-ordination of migration.* When discussing the second item on the agenda, the Committee took up the question of establishing an international migration institute. Although the establishment of such an institute has never formed the subject of an authoritative decision, the suggestion has often been made and, in general terms, the Chairman recommended the idea to the Committee. He stressed the necessity for co-ordinating the activities of the United Nations and of the various specialised agencies which are now dealing with different aspects of migration. The Committee refrained from requesting the setting up of a new organisation, a question which is more within the competence of the United Nations, but recognised that a co-ordinating body would have important activities to exercise which, according to the resolution adopted, may be considered under four headings: (a) the collection of information from Governments and other sources on all the factors which affect migration in the country of emigration or immigration; (b) the sending of study missions at the request of the Governments concerned with a view to investigating on the spot settlement conditions and migration schemes; (c) the placing at the disposal of the Governments of qualified experts and the giving of opinions and advice for formulating migration schemes; (d) co-operating with Governments and with the international organisations concerned in promoting and financing migration in relation to industrial or agricultural development schemes. In other words, the question is to ensure co-ordination, at the international level, of responsibilities in respect of migration which are at present divided among various institutions, including the International Labour Organisation. However, according to the terms of the resolution, this co-ordination could be ensured either by a central co-ordinating body or otherwise, and the best methods should be studied by the Governing Body in co-operation with the Economic and Social Council of the United Nations. The resolution adds that, whatever decisions may be taken concerning this question, the International Labour Organisation should continue to be responsible for all migration matters falling within its competence.

*The assimilation of immigrants and equality of treatment.* When dealing with the second item on the agenda, the Committee discussed other principles which affect the resumption of migration. The representative of the United States, supported by the Mexican delegate, stressed the importance of temporary migrations similar to those which took place between the United States and Mexico

during the war in order to solve the manpower problem in agriculture and the railways of the United States. On their suggestion, the Committee suggested that "the International Labour Office should continue and expand its studies and its assistance to Governments in respect of the recruitment of persons for temporary migration for employment, and in particular should study the question of guaranteeing a reasonable amount of paid employment to such persons in the immigration country".

Another point to which the immigration countries attached the greatest importance was that immigrants should be prepared to become nationals. The assimilation of immigrants is an essential matter, in the eyes not only of the Governments, but also of the people of the immigration countries, as was pointed out by the workers' representative of the Governing Body, speaking in the name of the Canadian workers' organisations. The emigration countries also supported this point of view. They recognised, as the Swiss representative stated, that emigrants should be prepared with a view to facilitating this final stage of migration. However, they also urged, with the support of the New Zealand representative, that the immigration country should take an active part in helping immigrants to adapt themselves to the economic and social conditions of the country and eventually to become citizens. As a matter of fact, in some countries citizenship is difficult to obtain. In supporting this twofold proposal — that permanent immigrants should become citizens of the immigration country and that the latter should help them in this task — the Committee had in mind not only the legal difficulties which make naturalisation difficult, but also the economic and social aspect of the question. Assimilation calls for a changed psychology and new habits in the immigrant. But the immigrant must also have the assurance, as the resolution of the Committee points out, that he will receive, in respect of conditions of work, the same treatment as nationals. Various international labour Conventions contain provisions for equality of treatment. There is, however, as was pointed out at the Mexico City Conference, another side to this question which will be dealt with later in connection with racial discrimination — immigrants should not accept inferior conditions of work, resulting in a lower standard of living for the nationals of the immigration country. In this field the Committee merely suggested that the Office should continue to study the best methods of preventing such a state of affairs; the fixing of a minimum wage or the adoption of other labour and social standards for incorporation into international agreements concerning migration.

#### *Racial Discrimination in Connection with Migration.*

It was shown by the discussions of the Committee that the question of racial discrimination is, to a certain extent, connected with equality of treatment and assimilation. The factual report which was submitted by the Office on this point showed that there are two kinds of racial discrimination, that which consists in refusing admission to immigrants of certain races, even though they meet the other legal conditions required for admission, and that which consists in according less favourable treatment to these immigrants when they have been accepted. This less favourable treatment is almost never due to legal provisions; it is generally the result of the attitude of the nationals of the immigration country towards immigrants. For this reason they live more or less in a state of segregation and are excluded either from various organisations and associations or from jobs which they are capable of filling. During the last few years, several examples of discrimination of the first type have been abolished, for instance those which certain Latin American countries applied to the Chinese<sup>1</sup> and which the United States applied to the Chinese, Indians and Filipinos. In the United States, persons of the above-mentioned nationalities are now admitted without any restrictions except those of the quota system which is applicable to immigrants of all nationalities.<sup>2</sup>

Either because of these restrictions to admission, or because people refuse to emigrate if they know they will receive differential treatment, racial discrimination checks the flow of migration which might otherwise be considerable. In the opinion of the Indian delegate, it constitutes a psychological danger in as much as it affronts the pride of a people, which is not conducive to peace; it creates dangers of an economic and demographic nature on account of the disproportion between underpopulated and overpopulated territories and is thus a deterrent

<sup>1</sup> Cf. *International Labour Review*, Vol. LI, No. 3, Mar. 1945, p. 374.

<sup>2</sup> *Idem*, Vol. XLIX, No. 2, Feb. 1944, p. 240 and Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 221.



to the full exploitation of natural resources. Like the Indian delegate, the Mexican representative recognised that the problem is due to prejudices which will take a long time to disappear. Both speakers paid a tribute to the efforts made in this direction by the Government of the United States. The delegate of the United States declared that his Government would continue its efforts to translate into practice the equal rights and equal treatment provided for in national legislation.

Representatives of the immigration countries and in particular those of Latin American countries, in whose history, as the Government representative of the Governing Body pointed out, the mixture of races has played an important part, were unanimous in affirming the principle of equality of treatment, whatever may be the race of the immigrants. Some of these representatives, however, stressed the fact that Governments have the right to choose immigrants who are most likely to be assimilated and to adapt themselves to existing conditions. In virtue of this right, they may consider it necessary to refuse immigrants from certain ethnic groups, not for arbitrary reasons, but because they wish to conserve demographic unity as well as the standard of living of their own population. This point of view was upheld in particular by the Argentine delegate, the Australian delegate and the New Zealand representative. The Committee took their remarks into consideration in framing the resolution which was adopted on this item on the agenda. The Committee was unanimous that practices based upon racial discrimination "are to be condemned" as contrary to the principles contained in the Declaration of Philadelphia and affirmed by the Chapultepec Conference and by the Third Conference of American States Members of the I.L.O. It considered, however, that certain aspects of the question, such as that of education which was emphasised by the Panama delegate, are not within its competence but rather within that of the United Nations and in particular of the Commission on Human Rights. As regards discriminatory practices in connection with migrations, the Committee reached the conclusion that such practices "can be more easily overcome if a broader and longer view is taken on the problem and more particularly if all possible encouragement and assistance are given for the progressive adaptation of immigrants to their new environment".

The Brazilian expert member raised another question which relates racial discrimination with the migration problem in general, although it is not within the competence of the Committee. The treatment of indigenous persons in dependent territories which compete in world markets with independent States, which produce tropical goods hampers the economic development of these States, thus reducing their capacity to admit immigrants. Representatives of other Latin American countries, among them the Chilean delegate and the representative of Mexico pointed out that discrimination is practised against the nationals of immigration countries by the foreign undertakings established there.

#### *The Technical Selection of Migrants.*

The adaptation of the immigrant to his new surroundings, which had already been discussed in a general way by the Committee, was discussed anew from a more practical standpoint in connection with the technical selection of migrants. The purpose of selection is to ensure that the emigrant has the required qualifications, not only for succeeding in his occupation but for cheerfully accepting his future life in the immigration country. His failure may affect not only himself, but also the countries of origin and reception. During the period between the two World Wars, bilateral methods of selection for industrial and agricultural workers were applied and greatly improved by certain European countries for continental migrations. With the exception of measures taken within the British Commonwealth, this statement does not apply to overseas migration, which except in a few cases, has so far taken place either freely or under unilateral regulations. Immigration laws in force in most countries provide for the exclusion of certain groups of persons — which is in itself a form of selection — but they do not include rules to ensure the recruitment of those who could most easily be adapted to the national environment. Yet such rules will become more and more necessary as migration is organised.

The report which the Office submitted to the Committee in addition to suggesting the need for selection, examined two related problems, namely, the organisation of the selection of migrants and their vocational training. When recruitment is carried out on a large scale, difficulties generally arise unless such training is given.

All the speakers who dealt with this subject stressed the importance of the technical selection and especially of the vocational training of migrants. They also stressed the fact that the establishment of criteria of selection should be used, as states the resolution adopted by the Conference, not for the purpose of restricting migration but on the contrary of "helping the immigrant to adapt himself to the conditions in the country of immigration". This adaptation depends, clearly, on the measures taken by the country of immigration for migrants on their arrival, as was stated by the representative of the Intergovernmental Committee on Refugees. But it also depends on the characteristics of the immigrants and, in particular on: (a) their physical condition, especially when they originate from countries where climatic conditions differ considerably from conditions in the immigration country; (b) their psychological characteristics; (c) their age and the composition of their family, particularly in the case of migrants for agriculture; (d) their occupational qualifications, whether agricultural or industrial. The resolution suggests that immigration countries should, in the light of past experience, establish criteria for the technical selection of migrants covering these four categories of characteristics.

The establishment of criteria constitutes only the first step in the organisation of selection. The emigration country must have precise information concerning conditions prevailing in the immigration country and in particular in the occupation for which the workers are recruited. Close international co-operation is necessary for this purpose; although the principle has been recognised, it has not generally been applied in a manner entirely satisfactory from the technical point of view. The Swiss delegate, told the Committee that the authorities of emigration countries are importuned by requests for information from workers who wish to emigrate, and find it extremely difficult to give them any satisfaction, even when they apply to the diplomatic or consular services of the immigration countries. For this reason the Committee urged that the services responsible for migration in the two countries concerned should co-operate either directly or through international agencies.

Adopting a principle already contained in an international Recommendation of 1939, the Committee considered that selection should be effected in the emigration country. "Selection should, whenever possible, be undertaken by public services; settlers should in appropriate cases be selected by qualified agents of settlement organisations, in agreement with the competent migration services of the immigration and emigration countries".

As regards vocational training, some members of the Committee considered that it should be given to migrants in the immigration country. The Committee did not adopt this view and suggested that training courses should be organised both in emigration and immigration countries, for two reasons. In the first place, it is desirable that the emigrant, before leaving his country, should be given some general information as to conditions in the country to which he is going, including, as stated in the resolution, the language, economic and social conditions and naturalisation regulations. The other reason is that some emigration countries have already acquired experience in training their own emigrants, as was pointed out by the Netherlands member. This is not the case for all countries, though a few countries such as the United States have at their disposal excellent facilities for training both their own workers and immigrants. The same may be said of France, whose Government intends to set up 750 centres to accelerate vocational training, of which 120, according to the French delegate, were already in operation in August 1946 and 100 more would be in operation at the end of the year. Foreign workers are sent to these centres, if necessary, as they arrive. The Committee considered that the vocational training of migrants could be given either, as in France, in courses for all workers, or in courses especially organised for them. If it should be necessary to divide this work, the migrants might receive preliminary preparation of a general nature in their own country and more complete training in the immigration country. In both cases it is desirable that the two countries concerned should co-operate in drawing up the programmes. The Committee did not recommend the establishment of international training centres although aware of what UNRRA has accomplished in this field. The Committee were of the opinion that the best preparation for land settlers is to be employed as wage earners in the immigration country before they settle on their own account, provided they receive the same wages as the nationals of the country.

Finally, the Committee invited the Governing Body to place on the agenda of an early session of the International Labour Conference the question of the

technical selection of migrants and provisions for their training. They also suggested that the Governing Body should study the possibility of centralising available documentation on the training of migrants. Such documentation should include films, as suggested by the representative of the United Nations.

#### Conclusion.

The above summarises the deliberations of the first session of the Permanent Migration Committee and in particular the suggestions contained in the four resolutions adopted on the four items on the agenda. The resolution on the second item contains other decisions concerning the present and future activities of the International Labour Office. While approving the programme of international action submitted by the Office in order to facilitate the resumption of normal migratory movements, the Committee invited the Office to "collaborate with the Secretariat of the United Nations, the Intergovernmental Committee on Refugees and the proposed International Refugees Organisation with a view to providing information about migration policies and otherwise assisting in the work of resettlement of refugees and displaced persons". In a more general way, it considered that the Office should develop migration work, "to meet post-war needs".

As a consequence of the work of the Committee, the International Labour Conference may be requested to revise the 1939 Convention concerning migrant workers and also the two Recommendations on the same subject. If the Governing Body approves, the question of a model agreement concerning migration and also the problem of the technical selection and vocational training of migrants will be discussed by the Conference. Apart from the important results achieved in the technical field, the Committee has taken a step forward in the international regulation of migratory movements. In the words of the Chairman, "the work is certainly far from complete, as it is a far cry from issuing a statement of general principles to putting them into practical operation. But the very fact that a group of persons can come together from distant corners of the earth and reach agreement on a series of principles is a contribution in the long run to putting these ideas into effect. The service rendered by the Committee towards solving migration questions will some day directly affect the daily lives of men and women and bring them assistance."

At the 100th Session held in Montreal in October 1946, the report and the resolutions of the Committee were laid before the Governing Body.<sup>1</sup>

#### SEAFARERS AND THE I.L.O.

##### CONFERENCE OF THE INTERNATIONAL TRANSPORT WORKERS' FEDERATION AND THE INTERNATIONAL MERCANTILE MARINE OFFICERS' ASSOCIATION

The last of a series of International Seafarers' Conferences held by the International Transport Workers' Federation and the International Mercantile Marine Officers' Association met in London from 28 to 30 October 1946. By virtue of a decision taken in May 1946 the I.M.M.O.A. has ceased to exist as an industrial organisation and the recent Conference marked the merging of the two organisations. It was attended by 46 officers' and seamen's representatives from 15 countries and was presided over by Mr. C. Jarman, General Secretary of the National Union of Seamen and Chairman of the Seafarers' Section of the I.T.F., with Mr. D. S. Tennant, Acting Secretary of the I.M.M.O.A., as Vice-Chairman.

#### Discussion of Results of Seattle Conference.

The main purpose of the Conference was to review the results of the 28th (Maritime) Session of the International Labour Conference held in Seattle in June 1946<sup>2</sup> and to consider what action could be taken by the I.T.F. to secure ratification and implementation of the various instruments adopted. Each Con-

<sup>1</sup> For the decisions of the Governing Body on this report, see *International Labour Review*, Vol. LIV, Nos. 5-6, Nov.-Dec. 1946, p. 360.

<sup>2</sup> For an account of this session of the Conference, see *idem* Nos. 1-2, July-Aug. 1946, pp. 1-28.

vention and Recommendation and the more important resolutions were debated as separate items on the agenda.

Mr. J. Schuil, Chief of the Workers' Relations Service of the I.L.O., who addressed the Conference in his capacity as a guest, congratulated the seafarers on the results of the Seattle Conference and said that the I.L.O. had not finished with the problems of seafaring workers. At the instigation of the I.T.F., the I.L.O. was now engaged in drawing up minimum standards for fishermen on the lines of those adopted for seafarers. It was a big job but would be of the greatest value.

The International Seafarers' Conference, while realising that the provisions of many of the Conventions and Recommendations adopted often fell short of the demands formulated in the International Seafarers' Charter, was in general satisfied with the achievements of the seafarers' group at Seattle. It was pointed out that when the Charter was drawn up its authors did not expect all its provisions to be realised through the medium of international labour Conventions. The Convention on Wages, Hours and Manning had tended to overshadow the other work of the Seattle Conference but it was felt that a solid basis had been laid all round, and that if backward countries could be raised to the standards laid down and if progressive countries could advance beyond them, the purpose would have been achieved.

The delegates of several countries reported that tripartite committees had been set up by their Governments to study methods of implementing the Seattle decisions.

#### Executive Committee.

As the I.T.F. is now the only international industrial organisation representing seafarers, one of the items on the agenda of the Conference was the establishment of an executive committee within the Seafarers' Section of the I.T.F. to replace the old Ways and Means Committee, which, in addition to serving as an action committee for the realisation of the aims of the International Seafarers' Charter, had also co-ordinated the work of the I.T.F. and I.M.M.O.A. on international questions. One of the first tasks of the new committee will be to investigate the whole question of international shipping policy.

#### Resolutions Adopted.

Various aspects of international shipping were also discussed by the Conference and a number of resolutions were adopted. These are summarised below.

**Resolution on Seattle Conventions.** In this resolution the Conference declares its acceptance of the Conventions adopted at Seattle as a step towards the realisation of the International Seafarers' Charter, and impresses on Governments and shipowners that prompt ratification and enforcement of these Conventions is the minimum concession that seafarers may expect as a practical expression of the tributes paid to their devotion to duty. The resolution affirms that the seafarers will not brook a repetition of the delays of the inter-war period and states that if they do not receive satisfaction they will be obliged to resort to other means to achieve their ends.

**Resolution on Seattle Recommendations.** This resolution calls upon the seafarers' unions of the different countries to bring pressure to bear on their Governments to implement the Recommendations adopted at Seattle and invites the unions to supply the I.T.F. with reports on progress made in this direction.

**Resolution addressed to the Government of India.** In this resolution the Conference calls the attention of the Government of India to the Conventions and Recommendations adopted at various maritime sessions of the International Labour Conference, in particular at Seattle, the enforcement of which would bring material improvements in the conditions of Indian seamen, and strongly urges the Government to give early consideration to the possibility of adopting these. It draws special attention to the Seattle resolution on the recognition of seafarers' organisations, and pledges wholehearted support to Indian seafarers in their efforts to achieve ratification and implementation of Conventions and Recommendations and in all their endeavours to obtain reasonable living and working conditions.

**Resolution on transfers to the Panama register.** This resolution points out that reports have been received of numerous ships being registered under the Panama



flag with a view to evading the social benefits which the seafarers manning such ships would otherwise enjoy. It urges the Government of Panama to ratify the various Conventions and Recommendations adopted by International Labour Conferences and thus ensure that seafarers sailing under the Panama flag shall receive the protection to which they are entitled.

*Resolution on Greek seafarers.* This resolution requests the Executive Committee of the I.T.F. to make strong representations to the Greek Government and to demand recognition of the principle of freedom of association and of collective bargaining between shipowners' and seafarers' organisations, in accordance with the practice already established in all progressive countries and reaffirmed by the Seattle Conference.

*Resolution on safety at sea.* In this resolution the International Seafarers' Conference urges the necessity of a complete revision, in the light of wartime experience, of the Safety of Life at Sea Convention, 1929, and insists on the priority of safety over considerations of expense. It reaffirms the decision of the Seattle Conference calling for the inclusion of shipowners' and seafarers' representatives in the delegations to the forthcoming Diplomatic Conference on this subject and requests the I.L.O. to ensure that the Joint Maritime Commission shall be represented there.

*Resolution on fishermen's affairs.* In this resolution the Conference welcomes the Seattle resolution regarding the future maritime work of the I.L.O. It requests the I.T.F. to convene an International Fishermen's Conference without delay with a view to the adoption of an International Fishermen's Charter, and to set up a subsection of its Seafarers' Section to deal with matters of special interest to fishermen. It also urges fishermen's organisations to intensify their efforts to improve the conditions of employment in the industry.

*Resolution on seamen's welfare in port.* The Conference recognises in this resolution that the question of welfare has been much neglected. It urges all seafarers' unions affiliated to the I.T.F. to request their Governments to undertake welfare work for seamen and to endeavour to forward international co-operation in this field.<sup>1</sup>

## THE UNITED STATES AND THE ORGANISATION

### I.L.O. STANDARDS RECOMMENDED AS BASE FOR STATE LABOUR LAWS

A resolution aiming at "fuller participation by the States in the I.L.O." was passed at the Thirteenth National Conference on Labour Legislation, held in Washington, D.C., from 2 to 4 December 1946. The Conference was convened by the Secretary of Labor, Mr. Schwollenbach, and was attended by representatives of the Departments of Labor of most of the States.

### ADDRESS OF THE ASSISTANT SECRETARY OF LABOR

Addressing the Conference, Mr. Morse, Assistant Secretary of Labor, and a member of the Governing Body of the International Labour Office, referred to the relations of the United States Department of Labor with the I.L.O. and the amendments to the Constitution of the Organisation adopted at the 29th Session of the International Labour Conference (Montreal, 1946) with regard to the ratification and application of international labour Conventions by federal States.

While you are undoubtedly interested in all of these activities of this Department, he said, you will, I know, be most interested in our work in connection with the International Labour Organisation. Several years ago we sought and received your assistance in this work. At the past three International Labour

<sup>1</sup> INTERNATIONAL TRANSPORT WORKERS' FEDERATION: Supplement to Press Report No. 20, 4 Nov. 1946.

Conferences, State labour commissioners have been included in the United States delegation. We have also discussed with you proposed I.L.O. Conventions. We have taken these steps because we realise that you are as interested as we are in the improvement of working conditions and the raising of living standards. And we also recognise that the achievement of our mutual objectives cannot be obtained by unilateral action but is dependent upon mutual co-operation. . .

The United States has been an active participant in the work of the I.L.O. since we joined in 1934, but our record on ratification of Conventions has been quite unsatisfactory. In spite of the fact that our standards in many instances surpass those set by Conventions, we have ratified only five Conventions, all dealing with the maritime industry. One deterrent to American ratification has been the fact that many Conventions are partially or wholly within the competence of the States. Under our Constitution, the States cannot make treaties. And yet the federal Government probably cannot, and certainly would not, enter under its treaty power the domain reserved by the Constitution to the States. Consequently, America cannot effectively ratify and apply most Conventions without the co-operative efforts of the federal and State Governments. . .

To permit more complete participation of federal States in the work of the I.L.O., this problem was carefully considered at Paris in 1945 and at Montreal this year, and an amendment to the I.L.O. Constitution has been proposed. The United States participated fully in the drafting of this amendment. It provides that with respect to Conventions and Recommendations which the federal Government regards as appropriate for federal action, the obligations of the federal State shall be the same as those of non-federal Members of the Organisation. When, however, a Convention deals with matters partially or wholly within the jurisdiction of the constituent States, the proposed amendment would require the federal State to refer the Convention to the appropriate authorities of the various States, to hold periodic consultation with the State authorities, and to report to the Organisation on the extent to which effect is given by each Government to the provisions of the Convention.

In supporting this amendment at the recent Montreal Conference, I said:

In undertaking this obligation, my Government is fully aware of and willing to assume the enormous administrative burden entailed in dealing with 48 State jurisdictions and reporting on their actions. In this connection it is worthy of note that in many instances our States have already surpassed the standards set by I.L.O. Recommendations and Conventions. Never before, however, were we in a position to obtain formal reports on these matters. Consequently, the proposed amendment will make possible more accurate reflection of the United States' real position with respect to the application of Conventions.

From the wholehearted co-operation and enthusiastic participation of State labour commissioners at the last three International Labour Conferences, he continued, we know that we can count upon your assistance in this joint project. And we, on our part, welcome the opportunity of closer collaboration with the States in I.L.O. work.

To make this programme work, we expect to keep you apprised of developments in the I.L.O., to seek your advice on matters within the jurisdiction of the States, and to look for your co-operation in the application of Conventions and Recommendations. As we get this programme under way, we hope to arrange periodic consultations with State Governments, and employers and workers within the States.

In spite of the fact that our State and federal standards are in many instances higher than those embodied in I.L.O. Conventions, we shall still have a formidable task. For in a number of important instances our statutory standards are far below those of the I.L.O. Conventions. In many instances it will, therefore, be necessary for us to bring our statutory standards in line with our actual practice, or even to raise our actual practice. For example, the I.L.O. has long had a Convention prohibiting night work for children under 18 in manufacturing. The same general standard was applied to mercantile establishments at the Montreal Conference. Forty-seven of our States fall below this standard for manufacturing and every one falls below the standard for mercantile establishments.

A requirement that all young persons under 18 should have a medical examination when they enter employment was embodied in a Convention approved at the Montreal Conference. Forty-one States fall below this standard.

One day of rest in seven is certainly a commonly accepted standard in the United States. This was embodied in an I.L.O. Convention in 1933 and has been ratified by 33 countries. Only seven States in the United States have such a standard.

The 8-hour day and 48-hour week is another commonly accepted standard; we would even say 8 and 40 was the accepted standard in the United States. Only 18 States, however, have an 8-hour day and 48-hour week requirement, and these are applicable only to women and minors. . . .

Our practice is better in many instances than our legal protection would indicate, but that is all the more reason why we must bring our standards up to date. It is difficult for the United States to participate in the I.L.O. and not do something to correct these deficiencies in our own labour legislation.

As you can see, there is much for us to do. The road to social progress is neither paved nor straight. To reach our goal will, therefore, require intelligent leadership, sympathetic understanding of the problems involved, and a desire to improve the lot of the working man at home and abroad. I think we have the requisite ability and will to accomplish our objective.<sup>1</sup>

#### TEXT OF THE RESOLUTION

Reproduced below is the text of the resolution adopted by the Conference:

Whereas the Twelfth National Conference on Labor Legislation recognised the importance of the principles set forth in the Constitution of the International Labour Organisation and urged that every effort be made to assist the I.L.O. in carrying out its aims and purposes; and

Whereas it urged delegates to give serious consideration to the labour standards recommended by the I.L.O. and whenever possible to take steps to incorporate into their own practices the principles underlining those standards; and

Whereas the International Labour Conference adopted at its recent meeting in Montreal a new Constitution which, when ratified by the necessary number of countries, will encourage fuller participation by the States of a federal union in the work of the I.L.O. as follows:

(1) In respect of I.L.O. Conventions and Recommendations which the federal Government considers appropriate, wholly or in part, for action by the States, it shall refer them to the appropriate federal and State authorities for the enactment of legislation or other action; and arrange for periodic consultations between federal and State authorities to promote co-ordinated action and give effect to the provisions of these Conventions and Recommendations; and

(2) In respect of each Convention and Recommendation which the federal Government has not ratified or adopted, it shall report to the I.L.O. the law and practice of the Federal and State Governments in the field covered by the document and show the extent to which effect has been given or is proposed to be given to its provisions.

Therefore, be it resolved, that the Thirteenth National Conference on Labor Legislation endorses these provisions of the I.L.O. Constitution, as amended, and commends them to the favourable consideration of the President of the United States and the United States Senate; and

Be it further resolved, that to effect fuller participation by the States in the I.L.O., this Conference urges the United States Department of Labor to bring together a representative group of employers and workers with a committee of State labour commissioners to determine which Conventions are appropriate for submission to the States, to recommend ways and means of securing State action, and to assist the United States Department of Labor in obtaining basic information in connection with the I.L.O. programme.

The Conference directs that copies of this resolution be forwarded to the President of the United States, the President *pro tem.* of the Senate, the Speaker of the House of Representatives, the Secretary of Labor, the Secretary of State, and to the Director-General of the I.L.O.

U.S. DEPARTMENT OF LABOR: Press Release.

#### MEXICO AND THE RECOMMENDATION CONCERNING SEAMEN'S WELFARE IN PORTS (1936)

The Mexican Government has recently informed the I.L.O. of the steps it has taken to give effect to the Recommendation concerning Seamen's Welfare in Ports adopted by the International Labour Conference in 1936.

It will be remembered that the Recommendation in question urged Governments to make arrangements for the institution or development of seamen's hostels of a satisfactory character and furnishing suitable board and lodging at reasonable prices. The Government of Mexico, in virtue of the Presidential Decree of 4 March 1941, has donated two buildings which will be used as seamen's homes. One of these is at Vera Cruz, the other at Mazatlan. These homes are open to all Mexican nationals who can prove that they are performing work on board ship, and rooms are available at reasonable rates.<sup>1</sup>

#### PUBLICATIONS OF THE OFFICE

##### THE ORGANISATION OF LABOUR INSPECTION IN INDUSTRIAL AND COMMERCIAL UNDERTAKINGS

In preparation for the 30th Session of the International Labour Conference, opening at Geneva on 19 June 1947, the Office has recently published under the above title a report on the subject of the fourth item on the agenda. For further particulars, see the "Bibliography" section.<sup>2</sup>

#### OBITUARY

##### WILLIAM ELGER

The International Labour Office records with regret that Mr. William Elger, General Secretary of the Scottish Trades Union Congress, died on 6 November 1946 at the age of 55.

Born in 1891, William Elger became a prominent member of the British Clerical and Administrative Workers' Union (then known as the National Union of Clerks) and of the Edinburgh Trades Council, of which he became President in 1921. He was the General Secretary of the Scottish Trades Union Congress for 24 years, having been appointed in 1922, and in this capacity he was associated with the Scottish Council on Industry and the Scottish Development Council; he played an important part in the formation of the Scottish Council (Development and Industry) which united these two bodies. He was first Chairman of the Scottish Consultative Council of the Factory and Welfare Board of the Ministry of Labour. In 1945 he became Chairman of the Scottish Regional Board for Industry, and in recent years served on many Government committees.

He was keenly interested in the activities of the National Council of Labour Colleges, which he helped to set up and for many years acted as Treasurer of the Scottish Committee. He was also a Director of the Civic Press, which publishes the newspaper, *Forward*.

William Elger's remarkable organising and administrative ability enabled him to play an outstanding part in ensuring maximum productive efficiency in industry during the last war. He worked hard and travelled far, regardless of his personal welfare, and without doubt the sacrifices of the arduous war years contributed to his untimely death.

<sup>1</sup> Communication from the Secretariat of Foreign Affairs of Mexico to the I.L.O., dated 8 Oct. 1946.

<sup>2</sup> See below, p. 196.



## SOCIAL AND ECONOMIC POLICY

### AMALGAMATION OF TWO INTERNATIONAL ORGANISATIONS FOR THE PROMOTION OF CHILD WELFARE

At the 22nd Session of the General Council of the Save the Children International Union (Geneva), held on 17-19 September 1946, this body and the International Association for the Promotion of Child Welfare (Brussels) decided to amalgamate and to establish a single organisation to be known as the "International Union for the Promotion of Child Welfare". Geneva is the seat of the new organisation.

The International Union for the Promotion of Child Welfare, taking as its basis the principles of the Declaration of the Rights of the Child<sup>1</sup>, has the following aims:

(a) To make known throughout the world the principles of the Declaration of the Rights of the Child, to raise the level of child welfare and to contribute to the moral and physical development of the child. With this end in view, the Union will study the situation and the needs of children, suggest necessary action, stimulate national efforts and work for their co-ordination, and co-operate with all other international bodies with similar aims;

(b) To collect, for the carrying out of its programme, funds which will be used through the instrumentality of its member organisations or of its General Secretariat.

The programme concerning measures of immediate aid includes in particular the development of information and liaison services and the organisation of special conferences for solving the most urgent problems; as regards the promotion of child welfare, the new organisation is considering the setting up of special committees to study measures of educational, moral, medical, legal and economic character, collect complete documentation and work out proposals for national and international action.<sup>2</sup>

### RESULTS OF THE MEXICAN CAMPAIGN AGAINST ILLITERACY

The provisions of the Mexican Act of 21 August 1944 which established the National Campaign against Illiteracy have already been analysed in these pages.<sup>3</sup> The results attained two years after the promulgation of the Act are summarised below.

According to the 1944 Act, the date fixed for the termination of the campaign was 31 May 1946. The difficult and complex problems involved in teaching millions of illiterates could not, however, be accomplished within the allotted time, and an Act of 8 January 1946 extended the campaign until such date as permanent measures against illiteracy have been taken by the Federal Executive.<sup>4</sup>

On 21 August 1946, on the second anniversary of the original Act, the Secretary of Public Education reviewed the results of the campaign.<sup>5</sup> He stated that, according to the 1940 census, the number of illiterates in the whole country was 9,411,075. Of these 7,161,109 were between 6 and 40 years of age and therefore subject to the provisions of the Act. Of the latter number 1,237,018 were indigenous persons speaking only a native language, and special methods had to be devised for teaching them. Therefore the campaign had to deal, in the first place, with 5,924,091 persons.

The number of illiterates who, on 21 August 1946, had received instruction was 1,440,794. Of these 708,657 had passed the required examination and 732,137 had not yet been examined.

<sup>1</sup> Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 621.

<sup>2</sup> Communication from the International Union for the Promotion of Child Welfare.

<sup>3</sup> *International Labour Review*, Vol. I, No. 6, Dec. 1944, p. 763.

<sup>4</sup> Act to extend the National Campaign against Illiteracy, 8 Jan. 1946.

<sup>5</sup> SECRETARÍA DE EDUCACIÓN PÚBLICA: *Escuelas y Alfabeto*, Sept. 1946.

The best results were obtained in the collective teaching centres of which 69,881 were established between 1 March and 31 December 1945, for the most part in urban or rural schools with afternoon classes for women and young persons and evening classes for men. Other centres were opened in factories, *ejidos* (communal land holdings), barracks and private houses — sometimes in workmen's camps. A collective teaching centre was set up in the penitentiary of the Federal District, where the literate prisoners taught the illiterate.

Most of the teachers were recruited among professional teachers who in some cases were paid by those who did not personally fulfil their teaching obligations under the Act.

Results were not uniform. As a rule, the larger cities did not make as great an effort as the rural areas, partly because there is less contact in cities between those who wish to teach and those who wish to learn and partly because city life leaves less leisure for such tasks. Even in the rural areas results were uneven.

Indigenous illiterates without any knowledge of the Spanish language constituted a problem, as it was necessary to give, for the first time, a written form to their dialects. Accordingly the Institute for the teaching of monolingual indigenous persons (*Instituto de Alfabetización para Indígenas Monolingües*) was founded, and bilingual booklets were prepared for the principal dialects. Instruction is given by specially trained bilingual teachers.

Diplomas of Honour were awarded, on the anniversary of the campaign, to communities which had reduced by ten per cent. or more the number of illiterates between 6 and 40 years of age, without counting the children enrolled in schools.

In order to make the campaign as effective as possible the President of the Republic issued, in November 1945, an Order providing penalties, which include dismissal in cases of contumacy, for Government officials who refuse to take part in the campaign either by teaching themselves or by making a contribution in money to a teaching centre. Penalties were also provided for illiterate Government employees, such as workers on roads, on irrigation projects, etc., who refuse to receive instruction.<sup>1</sup>

## INDUSTRIAL RELATIONS

### STAFF REGULATIONS FOR NATIONALISED INDUSTRIES AND PUBLIC SERVICES IN FRANCE

A Decree of 22 June fixed staff regulations in recently nationalised industries in France, and an Act of 19 October 1946 fixed staff regulations for public servants. Both measures provide for the participation of workers and employees in the administration of the services.

#### STAFF REGULATIONS IN THE GAS AND ELECTRICITY INDUSTRIES

The French Act of 8 April 1946 on the nationalisation of electricity and gas contained provisions for staff regulations in nationalised industries to be fixed by a Decree drawn up in the light of the report of the Minister of Labour and the Minister of Industrial Production, after consultation with the most representative trade unions.<sup>2</sup> This Decree was promulgated on 22 June 1946.

In virtue of the Act of 8 April, the staff now take part, through their representatives, in the management of the industry. The change in their position in the undertaking is legally recognised by the recent Decree.

As they are now an integral part of the undertaking, wage earners have become "statutory agents", whether they are unskilled workers or directors. They are

<sup>1</sup> *El Nacional*, 22 Aug. 1946; 3 July 1945; 10 Nov. 1945.

<sup>2</sup> Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 211.

entitled to important privileges and take an active part in the operation of the undertaking. The staff is represented:

- (1) in matters affecting trade unions: by the most representative national and regional trade union organisations;
- (2) in matters concerning production: by the Superior Advisory Council of the joint committees for production for the industry as a whole, and by joint sub-committees for production, for each service and works;
- (3) in administrative matters: by the Superior National Staff Committee for services and works as a whole and by secondary staff committees for each service and works;
- (4) in social security matters: by the Central Council of Social Work with the collaboration of mutual benefit funds.

Those parts of the Decree concerning the rights and obligations of workers in the electricity and gas industry are analysed below.

#### *Scope of the Decree.*

The Decree applies to the entire staff of the nationalised industries, workers, employees, superintendents, administrative and technical staff (both those actually employed and those on pension) of the equipment, production, transport and distribution services and of the head office.

The staff of undertakings which are not nationalised are fully entitled to the privileges provided for by the Decree, and a Ministerial Order will determine the conditions in which these provisions will be applied.

As regards recruitment, promotion, discipline and other problems concerning staff regulations, the Decree provides for the setting up of a Superior National Committee and of secondary committees.

#### *The Superior National Staff Committee.*

This Committee is competent to deal with all services and establishments whose staffs are covered by the Decree.

**Competence.** The Superior Committee determines minimum conditions and general rules for the recruitment, promotion and discipline of all staff. It regulates the special conditions for the engaging and promotion of the higher staff. As regards the engaging of workers and employees of the lower categories, it must, according to the need for workers in the works and to the number of applications for jobs, lay down general lines of policy for the secondary committees. The Committee also studies all problems concerning the staff, issues orders, subject to the approval of the boards, for the organisation of apprenticeship, and vocational training schemes, takes part in the enforcement of social security provisions and acts as a court of appeal for the decisions of the secondary committees.

**Composition.** The Superior National Staff Committee is composed of eighteen members and of an equal number of substitute members. Nine members represent the central services and works, of whom six (including the chairman) are appointed by the Director-General of "Electricité de France" and three, representing the boards of "Electricité et Gaz de France", are appointed by each of the groups, constituting the said boards (the State, consumers and wage earners).<sup>1</sup>

Nine members representing the staff are proposed by the most representative national trade union organisations, and appointed by the competent Minister. Of these nine members, four represent the administrative and technical staff, three represent wage earners and two salaried employees.

**Operation.** Members are appointed for four years. The committee meets when necessary. Decisions are made by a majority vote; if votes are equally divided, the chairman has the casting vote.

#### *Secondary Committees.*

A secondary committee is set up in each service and in each works.

**Competence.** In accordance with the lines of policy laid down by the Superior National Committee, the secondary committees study the fitness for their job

<sup>1</sup> On the members constituting the boards of nationalised industries, cf. *International Labour Review*, loc. cit.

of workers and employees in the lower categories and express an opinion on proposals for their promotion. They must give to the National Committee their opinion on the engaging and promotion of employees in the higher categories. Their advice is also asked when changes are made in the place of work or in classification. They must also state their views in regard to proposals for disciplinary penalties and examine all individual claims which may be submitted to them by the most representative trade union organisations.

**Composition.** The secondary committees are joint committees. The director or secretary-general of the service concerned acts as chairman and the committee comprises four members appointed by boards of management and five staff delegates proposed by the most representative trade union organisations and appointed by the Superior National Committee. Of these five members, two represent the administrative and technical staff, two the wage earners and one the salaried employees.

**Operation.** The rules for the operation of the secondary committees are laid down by the Superior National Committee. If the votes are equally divided, the chairman has the casting vote.

#### *Engaging of Staff.*

In principle, only permanent staff (*agents statutaires*) should be employed. In exceptional cases temporary staff may be engaged for work in new installations or major repairs.

The applicant who fulfils the requirements enumerated in the Act and those fixed by the staff committees is on probation for one year. At the expiration of this period, his case must be submitted to the secondary committee which examines his dossier and proposes to the director his appointment or dismissal. If he is not appointed, he may appeal to the secondary committee. If his appeal is rejected, he is given a month's notice.

The person appointed receives a letter of appointment stating the date of his appointment (which is that of admission to employment), his classification and his wages or salary.

Temporary workers are entitled to the wages and conditions of work applicable to workers in non-nationalised industries.

#### *Disciplinary Matters.*

Permanent staff have the right to resign by giving a month's notice in the case of workers and employees and three months' notice, in the case of higher grades, but they cannot be summarily dismissed. However, they are subject to disciplinary measures.

In the cases of minor officers, the chief of the service gives warning or admonition to the person concerned and an entry is made in his dossier. Penalties for serious offences include dismissal with loss of wages, reduction to a lower grade, superannuation, or removal from office without pension; these must be proposed by the secondary committee to the director, who informs the person concerned of his decision. Removal from office, without the intervention of the committee, is compulsory in the case of a worker found guilty of infamous conduct or of an offence against the nation.

#### *Classification of Staff.*

All members of the staff are put into grades, ranging on the technical side, from unskilled labourer to chief engineer and, in the administrative sections, from office boy to director. The Superior National Committee allocates the jobs and posts for each grade. The Superior Committee must be consulted when higher-grade appointments are made, and the secondary committee when lower-grade appointments are made.

Within each grade, each worker has a certain rank which determines his seniority.

In this gradation, promotion from one grade to another or from one rank to another is regulated by the Act. For the lower grades, the director makes the decision, after consultation with the secondary committee. For the higher grades, the director-general submits every year to the Superior Committee the dossiers of those recommended for promotion. These dossiers must be drawn up according to the rules fixed by the committee, consultation with the secondary committees



being compulsory. After examining the dossiers, the Superior Committee draws up the annual promotion list. No one may be promoted if his name is not on the list.

Members of the staff are entitled after three years' service to promotion within the grade from one rank to that immediately above it. As a reward for good work the director may, after consultation with the secondary committee, make a promotion after one year's service only.

#### *Fixing of Wages.*

Wages are fixed according to the grade of employment. For the lowest grade (unskilled labourers, office boys) a national beginners' wage is fixed by agreement between the Director-General of *Electricité de France* and representatives of the trade union organisation or organisations most representative of the personnel.

Increases are made to the beginners' wage varying according to the localities in which members of the staff reside.

This basic wage is increased, for each grade and for each rank within the various categories, by means of a coefficient of grades and ranks appended to the Decree.<sup>1</sup>

Wages of female personnel are equal to those of men of the same classification.

Members of the permanent staff are entitled each year to the payment of an "end of the year" bonus equal to the December pay of the year in question. There are also provisions for family benefits, assistance allowances, allowances for military service, etc. Various allowances such as those granted for removal expenses, work clothes, service uniforms, or lunches are fixed, either in kind or in cash, by the Superior National Committee.

#### *Conditions of Work.*

Hours of work are the same as those laid down by general laws or regulations. Overtime is paid at rates varying from 50 to 125 per cent. more than the normal wage rate. The time at which working hours begin and end is fixed by the director after consultation with the representatives of the most representative trade union organisations.

There are eleven legal holidays which are enumerated in the Decree and which are considered as holidays with pay; in addition, there are the national holidays which are not enumerated, but declared by the Government, and also the day of the local holiday.

The duration of the annual holiday with pay is 26 working days for the lower grades and one month for the higher grades. Special holidays of one to six days' duration (exclusive of travelling time) may be granted for family reasons.

Provision is made for holidays without pay in cases of necessity or for personal reasons. A person appointed to a public or trade union post may, on request, be given leave without pay. He retains all his rights and privileges, and also his right to vote and to be elected to any internal office in which he represents the staff (staff committees, boards, etc.).

#### *Social Security.*

Apart from the guarantees provided for by social security legislation, staff members are entitled to certain additional benefits in cases of accident, illness incapacity, old age and death.

In particular, a member of the permanent staff who is unable to work on account of an illness or injuries not covered by laws or regulations on industrial accidents is entitled for the duration of this incapacity to his whole wages or salary up to a period of 365 days over a fifteen-month period for ordinary diseases and injuries, and up to a period of three years for long illnesses and injuries with protracted consequences. After these three years the person concerned will receive half pay if necessary for a further two years.

Additional benefits will be provided in cases of illness, accident, or maternity by a supplementary mutual benefit fund which will be set up in all works.

Benefits in cases of invalidity, old age or death, the conditions of which are fixed in an appendix to the Decree, are considered as non-workers' wages or salaries and their amount is entered in the account "Staff", under "Non-workers".

<sup>1</sup> Cf. "Economic and Social Policy in France", by C. BETTELHEIM, *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 149.

of each public establishment. These benefits may not be lower than the rates fixed in general laws and regulations.

The funds for the improvement of social work are obtained from a tax of not less than one per cent. on the receipts of undertakings. This budget is administered by the Central Council of Social Work, a body of 15 members chosen entirely from the staff.

The Central Council of Social Work assists, in agreement with the supplementary mutual benefit funds, staff members whose condition requires special care or treatment and more especially those who are on long sick leave, when they are put on half pay, or when their sick leave expires.

The Central Council will also assist in cases of hardship amongst members of the staff when such action is appropriate. It constitutes an equalising factor for mutual benefit funds and may, as an encouragement, grant subsidies to funds which have given proof of special competence or activity. In a general way, the Council will support any social scheme which has been established or is established in future, such as establishments for treatment and rest, holiday camps, co-operatives, restaurants, etc.

#### *Joint Committees for Production.*

For production, joint committees have been set up within each service and each works. They will study and submit all suggestions for increasing production and improving the working of the services and for economising in any way.

For important services and works, joint subcommittees for production will be set up.

A supreme advisory council of the joint committees for production is set up at the head office of the national gas and electricity services under the chairmanship of the director-general of electricity or his representative.

Each joint commission for production for a service or works comprises the following members:

- the secretary-general of the head office or the works manager as chairman;
- one or more delegates elected by the technical and administrative staff;
- one or more delegates elected by the workers and employees.

The superior advisory council includes all the joint committees for production of all services and works.

#### *Freedom of Association.*

The staff are free to join the trade union of their own choosing, provided it has been legally constituted. In making any decision concerning a member of the permanent or temporary staff, services and works may not take into consideration the fact that the person concerned does or does not belong to a trade union.

Freedom of association must in no case lead to actions or activities contrary to the Acts, Decrees and regulations which are in force.<sup>1</sup>

#### FREEDOM OF ASSOCIATION OF PUBLIC SERVANTS

In virtue of an Act of 19 October 1946, staff regulations were established for public servants in France. According to the regulations, they will be entitled to freedom of association and their unions will be called upon to take part in the organisation of the public services.

Before the promulgation of this Act, a union formed by public servants was illegal. In spite of the contrary opinion of many authors<sup>2</sup>, the courts, in particular the Supreme Court of Appeal and the Council of State, have refused to grant to persons who have no industrial, commercial or agricultural interests to protect, the benefit of the Act of 1884 which is incorporated in Book III of the Labour Code<sup>3</sup> and which guarantees freedom of association to persons engaged in identical or comparable occupations for the purpose of protecting "economic, industrial, commercial and agricultural interests". It was considered that public servants should be protected by the State.

<sup>1</sup> *Journal officiel*, 25 June 1946, pp. 4680 et seq.

<sup>2</sup> Cf. "The Legal Position of Public Servants in France", by A. BOISSARD, *International Labour Review*, Vol. XII, No. 3, Sept. 1925, p. 317.

<sup>3</sup> I.L.O.: *Legislative Series*, 1937, Fr. 3.

It is true that public servants were free to form friendly societies, but these had only the same rights as each of their members could exercise as an individual, whereas a union set up under the Act of 1884 is empowered to protect the interests of the occupation as such.<sup>1</sup>

In spite of legal restrictions, public servants did form organisations for presenting their point of view to the authorities, and the Government was gradually forced to take notice of the existence of the unions and of their steadily increasing importance. In practice the right of public servants to freedom of association was recognised, and their unions were represented in corporative bodies of an advisory character — the National Economic Council and the Supreme Council of Workers.<sup>2</sup> The new regulations have put an end to this abnormal situation.

#### *Scope.*

The staff regulations apply to the central administration, the exterior services under it, and public institutions of the State. It does not apply to magistrates, the army, or the staff of State offices, services or public establishments of an industrial or commercial nature. Local government servants, and employees of the public establishments under their jurisdiction, are also excluded. The Constituent Assembly considered that it would be premature to include, in general staff regulations, employees of local communities before the Constitution establishing the principles of territorial organisation had been adopted; it was understood, however, that after the vote on the Constitution the Government would introduce a Bill concerning regulations for local government staffs.<sup>3</sup>

#### *Recognition of the Right to Freedom of Association.*

According to Article 6 of the Act, public servants are entitled to freedom of association. Unions are governed by Book III of the Labour Code with the modification that, within two months of the date of the Constitution or, in the case of existing organisations, within two months of the promulgation of the Act, the regulations and the list of administrators of the union must be deposited with the authorities under whom the public servants are working.

Unions of public servants can take legal proceedings and, in particular, can appeal against legislation concerning staff regulations and individual decisions which are detrimental to their collective interests.

Special leave authorisations, which do not count as annual holidays, may be granted to union representatives on such occasions as the convening of union, federal, inter-federal or international congresses or boards of management to which they have been elected. They have the right to leave their work in order to carry out trade union duties if such duties prevent them from carrying out their regular work.

The report of the Committee of the Assembly stresses the distinction to be made between freedom of association and freedom of coalition. "The two questions", the report states, "are not connected. One is regulated by the staff regulations, the other is not, and does not need to be. Strikes transcend individual relations. If we deal with this collective phenomenon according to legal regulations applicable to individual cases, we shall come to a deadlock." The problem, according to the report, is to find out how to avoid strikes by placing at the disposal of public authorities and their agents, bodies on which their representatives can meet regularly to study problems concerning the operation of public services and also individual cases, and to discover appropriate solutions.<sup>4</sup> The staff regulations fill this need by establishing joint bodies to study the reasons for disputes and to seek methods of settling them.

#### *Bodies Established for Collaboration.*

Collaboration between public servants and the administration is ensured by a central body, the Superior Council of Public Employment and, in each administration or service, by joint administrative committees and joint technical committees.

<sup>1</sup> The legal aspect of this question is summarised in the *Recueil international de la jurisprudence du travail*, Vols. 1925, p. 159; 1931, France No. 11; 1932, France No. 9; 1934-35, France No. 9; and 1935-36, France No. 7.

<sup>2</sup> Rapport sur le projet de loi relatif au statut général des fonctionnaires (*Assemblée Nationale Constituante*), No. II-821, Annexe au procès-verbal de la séance du 17 septembre 1946, p. 11 et seq.

<sup>3</sup> *Ibid.*, p. 25 et seq.

<sup>4</sup> *Ibid.*, p. 15 et seq.

All these bodies act in an advisory capacity. Their methods of organisation and operation will form the subject of public administrative regulations, but certain principles have already been laid down by the regulations.

*The Superior Council of Public Employment.* The Superior Council, of which the Chairman is the President of the Council or his representative, is composed of twenty-four members appointed by decree, of whom twelve are appointed on the proposals of unions of public servants. The Council has wide powers. Its Chairman or one of its members will lay before it all matters which concern public servants or public employment. It is the higher co-ordinating body for the joint committees.

*Joint administrative committees.* These committees will deal with all questions which concern the staff. They are empowered, within the limits fixed by the regulations, to make decisions on the recruitment, promotion, placement and discipline of public employees.

The staff representatives on the administrative committees are elected by secret ballot by the staff members of the administration or service in question in proportion to their numbers.

*Joint technical committees.* The technical committee may lay before the Ministers concerned, or the Ministers or the Chairman of the Council may lay before the technical committees, problems relating to the organisation or operation of the administration or service. They suggest appropriate measures and are kept informed of the action taken regarding their proposals.

The staff representatives on the technical committees are appointed by the most representative unions.

The chairman of the administrative committees and the technical committees is the chief of the administration or service. If votes are equally divided, he has the casting vote.

#### *Scope of Collaboration.*

*Pay.* As pay is a question which affects all public employees, it is within the province of the Superior Council of Public Employment. According to the regulations, the salary fixed for an employee appointed to a beginner's post must not be lower than 120 per cent. of the living wage, the latter being defined as the minimum sum essential for individual and social human needs. This living wage is fixed by the Council of Ministers after consultation with the Superior Council.

The Committee of the Assembly points out in its report that, as a result of this procedure, the minimum sum which a Frenchman can live on will be estimated by a body which deals exclusively with questions relating to public employment. As there cannot be two "living wages", one for public servants and another for those who are not, the Committee agreed that the proper solution would be to entrust the fixing of a national living wage to a national body with representatives of all occupations.<sup>1</sup>

The Superior Council must also be consulted in fixing the amounts of output bonuses which may be granted periodically to any public servant or to any group working together as a team (collective output bonuses). The Ministers concerned, with the co-operation of the technical committees, are responsible for the assigning of bonuses.

Output bonuses will be paid for special work or initiative leading to economies or increased production and for output in excess of the standards which will be fixed for each administration or service by the Minister concerned, after consultation with the joint technical committees.

*Promotion.* The rules which determine the rank of the individual employee in the administration will be applied through the joint administrative committees.

Only those employees are eligible for promotion whose names are on a promotion list drawn up each year by the administration. This list is submitted to the joint administrative committees which act as promotion committees and submit their proposals to the competent authority for approval. If the latter rejects a proposal for two consecutive years, or disregards an unfavourable opinion, the committee can place before the Superior Council of Public Employment a contrary opinion or a recommendation requesting the Minister to modify the promotion list.

<sup>1</sup> *Ibid.*, p. 22.



*Discipline.* Disciplinary penalties, except in the case of a warning or a reprimand, may be imposed only after consultation with the joint committee which acts as a disciplinary council. A report is placed before the council and the employee who is accused may, after examining his dossier, address the council, summon witnesses, etc. The disciplinary council may order an investigation and, after having established the facts of the case express an opinion. If the authority gives a verdict contrary to the opinion of the council, the latter may, at the request of the person concerned, refer the matter before the Superior Council which either confirms the verdict, or recommends that the penalty imposed be either cancelled or modified.<sup>1</sup>

#### MEETINGS OF REPRESENTATIVES OF EMPLOYERS' AND WORKERS' ORGANISATIONS IN THE BRITISH COAL INDUSTRY

In conformity with the policy of the newly constituted National Coal Board, meetings have been arranged in the British coalmining industry between representatives of the National Union of Mineworkers and the National Association of Colliery Managers. A National Consultative Committee, which will include representatives of the two organisations, is to be set up for the industry, to enable the Coal Board to carry out its functions under the Coal Industry Nationalisation Act.<sup>2</sup>

#### *Joint Area Conferences.*

In pursuance of a resolution carried at the Annual Conference of the National Union of Mineworkers, a series of conferences have been arranged in the various coalfields under the auspices of the National Coal Board, the National Union of Mineworkers and the National Association of Colliery Managers. The conferences have been called to mark "the commencement of a new relationship between all persons employed in the British coalmining industry. It recognises the vital importance of a clear understanding of the situation which has arisen, expressed in the establishment of a National Coal Board to be responsible for the future conduct of the affairs of the industry."<sup>3</sup>

#### *National Consultative Council.*

A meeting was held on 7 November on the initiative of the National Coal Board, at which representatives of the National Union of Mineworkers and the National Association of Colliery Managers were present. The meeting decided to set up a National Consultative Council composed of representatives of those organisations present and the National Federation of Colliery Deputies. The terms of reference were agreed as follows: The function of the Council shall be to provide means for consultation between the National Coal Board and such organisations as appear to them to represent substantial proportions of persons in the employment of the Board, or any class of such persons. Such consultation shall take place on: (i) questions relating to the safety, health and welfare of such persons; (ii) the organisation and conduct of the operations in which such persons are employed and other matters of mutual interest to the Board and such persons arising out of the exercise and performance by the Board of their functions; provided that questions relating to terms and conditions of employment shall be excluded from consideration by the Council.<sup>4</sup>

#### STATEMENT OF THE CANADIAN MANUFACTURERS' ASSOCIATION

At its 75th Annual General Meeting held in Toronto on 4-6 June 1946, the Canadian Manufacturers' Association adopted a statement on industrial relations.

<sup>1</sup> *Journal officiel*, 20 Oct. 1946, p. 8910 *et seq.*

<sup>2</sup> Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 198.

<sup>3</sup> *Information Bulletin of the National Union of Mineworkers*, Oct. 1946, p. 140.

<sup>4</sup> *Colliery Guardian*, 15 Nov. 1946, p. 645.

After drawing attention to the necessity for full and harmonious co-operation between employees and employers in order to ensure the successful functioning of industry and the maintenance of a high level of production and a high standard of living, the statement draws up as follows the principles which should govern relations between employees and employers.

Both employees and employers should:

- (1) Regard continuity and quality of service to the public (the customer), as the first consideration. Upon it depend year-round jobs, wages, dividends, and the future of industry itself;
- (2) Observe faithfully the provisions of every agreement or undertaking made by them or on their behalf;
- (3) Seek constantly to discover methods of increasing production and improving products;
- (4) Consider with open minds proposals made by either party to the other, each seeking to understand the other's needs and problems, and constantly bearing in mind that neither can operate without the assistance of the other;
- (5) Settle differences by negotiation in good faith without interruption of operations.

Employers should:

- (1) Provide facilities which will permit efficient and economical production and make all reasonable provision for the safety and health of their employees during the hours of their employment;
- (2) Select and develop supervisors who are not only technically competent, but who will deal on a fair and friendly basis with the men and women whom they supervise;
- (3) Respect the right of employees to associate freely for all lawful purposes;
- (4) Bargain collectively, in cases where representatives have been freely chosen by a majority of the employees affected, on wages, hours of work, and working conditions;
- (5) Organise operations with a view to promoting maximum regularity and continuity of employment and consequently maximum stability of income;
- (6) Give employees, as far as possible, opportunities to progress within the organisation according to ability, experience and merit;
- (7) Support and develop good wage standards having regard to all circumstances which are material.

Employees should:

- (1) Recognise the employer's right to plan, direct and manage the business;
- (2) Perform their assigned duties in an efficient and industrious manner to the best of their ability;
- (3) Co-operate freely with management in meeting the many problems in which the employees are concerned;
- (4) Conserve and protect the products, plant, equipment and machinery, and respect the rights of employers as the owners of the property;
- (5) Recognise the right of an individual employee to join or not to join any lawful organisation of employees or other citizens without impairing his right to work at the occupation of his choice.<sup>1</sup>

#### EMPLOYMENT

##### UNITED STATES EMPLOYMENT POLICY

In submitting to Congress the first annual economic report under the Employment Act of 1946, President Truman stated that measures for strengthening the American economy must include policies towards efficient utilisation of the labour force. The President's message continued, in this connection:

<sup>1</sup> *Industrial Canada*, July 1946, p. 373.

The nation's labour force is its greatest productive asset. Prudent use of our human resources requires a working population not only large and well-trained, but enjoying high American standards of health, education, security and personal and political freedom.

We must develop and utilise fully the skills of our labour force. We must improve productive efficiency through industrial training and counselling focused on employment opportunities in various occupations, industries and localities. I am directing the Federal agencies concerned to initiate a study of these programmes, in co-operation with State and local authorities, in order to improve such training and services and to remedy inconsistencies and gaps.

The return of the employment service to State administration should not result in its disintegration into forty-eight disconnected pieces, nor in the subordination of the placement service to unemployment insurance. An efficient placement service requires uniform minimum standards and an integrated inter-State system for disseminating job information and placing workers across State lines.

We must end discrimination in employment or wages against certain classes of workers regardless of their individual abilities. Discrimination against certain racial and religious groups, against workers in late middle-age and against women, not only is repugnant to the principles of our democracy, but often creates artificial "labour shortages" in the midst of labour surplus. Employers and unions both need to re-examine and revise practices resulting in discrimination. I recommend that, at this session, the Congress provide permanent Federal legislation dealing with this problem.<sup>1</sup>

## PHYSICALLY HANDICAPPED PERSONS IN THE UNITED STATES

### REPORT OF SUBCOMMITTEE

The Subcommittee on Aid to the Physically Handicapped of the Committee on Labor of the United States House of Representatives has issued its final report in which are incorporated a number of proposals for Congressional action aimed at expanding and improving Federal services for the medical rehabilitation and vocational readjustment of physically handicapped persons.

The general conclusions of the Subcommittee on the character and extent of aid now provided to the disabled are:

Not enough schools for children who need special training because of disability; not enough visiting teachers for the home-bound; not enough vocational and professional education for the adult disabled; not enough reading material for the blind; not enough places for training the amputees to use artificial arms and legs, and not enough satisfactory artificial arms and legs; not enough clean sheets for the indigent bedridden; not enough wheelchairs for the people who need them; not enough occupational therapists; not enough beds for the tuberculous; not enough convalescent facilities for children with rheumatic fever; not enough well-run sheltered workshops; not enough physical examinations to discover the diseases which respond only to early diagnosis and early treatment; not enough knowledge about the prevention of disease and disability; not enough application of the knowledge we have.

The inadequacies and lags of our modern society are felt most keenly by the physically handicapped. If there are not enough jobs to go around, the physically handicapped feel the pinch early. Any deficit in the budget for education is reflected in the lack of expensive educational facilities they need. When there are not enough medical and hospital services, they feel the inadequacy acutely. They, as much as any group in the community, would benefit from full employment, adequate health and hospital services, broadened social security, and well-financed and well-planned educational systems. In addition, they require specialised services to meet the needs which are peculiar to their handicaps. The existing inadequacies place a great burden of bitterness, sorrow, pain, waste, ignorance, insecurity, idleness, hopelessness, and death upon the physically handicapped and their families.

<sup>1</sup> Congressional Record, 8 Jan. 1947.

The Government has accepted responsibility for the physically handicapped in a piecemeal and fractional manner. . .

Congressional action is needed to provide better organisations and expansion of existing services to the physically handicapped, and to provide some services not now existing.

### *Proposed Administrative Organisation.*

The Subcommittee considers that a first step in meeting existing needs is action to clarify responsibilities and authority for assisting the handicapped. It urges that the administration of the major Federal programmes be centred in one department which should be responsible for administering health, welfare, education and social insurance schemes and that the present Federal Security Agency should be the basis for the organisation of such a department. Among other things, this would promote consolidation of organisation at the State and local levels and would also bring into relief the unmet needs, duplications and lags in present arrangements for the physically handicapped. Within the department, the existing Office of Vocational Rehabilitation could continue to perform its duties towards the handicapped and, the Subcommittee proposes, should be authorised and enabled to broaden and improve its services considerably and to make them known to all the disabled who could benefit from them in any way.

### *Employment of the Physically Handicapped.*

In large part, according to the Subcommittee, the employment opportunities of the handicapped reflect the general employment situation, but even in favourable employment conditions the physically handicapped need special aid in securing employment. One of their difficulties is public prejudice, which has been diminished slightly as a result of war needs and the competent job performance of the many disabled persons who found employment during the war and also as a result of the efforts made by public agencies, such as the Employment Service and Office of Vocational Rehabilitation. However, the general public, and employers in particular, still need to be educated to accept the physically handicapped at their full value as workers and for this purpose it is urged that there should be intensified efforts to extend the use of selective placement and to improve its techniques, that the Employment Service should be made specifically responsible for job placement of the physically handicapped, that adequate funds should be provided for the development of this work, and sufficient staff trained to perform these duties. From an administrative standpoint, the Subcommittee considers that the Employment Service, though in the Department of Labor, could co-operate with the Office of Vocational Rehabilitation even though the latter is in another department or agency.

The report stresses the value of integrated community efforts to widen job opportunities for the disabled and also of action to enlist the co-operation of trade unions.

### *Sheltered Workshops.*

There is a need for sheltered workshops for severely disabled persons and it is proposed that Federal grants to the States for the purpose of their establishment should be authorised by law. The use of Federal funds should be limited, however, to workshops with medical supervision and free of the substandard labour practices "which have too often prevailed in the operation of sheltered workshops". Further, social security measures should be broadened to provide to workers in sheltered employment the financial aid they need to supplement what they are able to earn through their work.

### *Rehabilitation Facilities and Miscellaneous Recommendations.*

There is also urgent need for Federal and State action to make possible an extension of hospital facilities, rehabilitation centres, convalescent facilities and facilities for preventive medical work. The general shortage of all these facilities reacts with particular severity on the physically handicapped. Handicapped children, especially, should be provided with adequate and suitable education geared to their specialised needs; such education, though admittedly expensive, "will not constitute so great a burden as the presence in society of a group of people who are handicapped educationally, mentally, philosophically, and spiritually, as well as physically".



The Subcommittee stresses the importance of encouraging further research on diseases and their prevention and cure and on rehabilitation and re-employment techniques (including the manufacture of such devices as artificial limbs) and of public action to organise and finance campaigns to overcome prejudices against the physically handicapped. It exhorts the Civil Service Commission to redouble its efforts to place physically handicapped persons in Federal work and to demonstrate by example the productive possibilities of the disabled.

Since it was found that almost every type of service to the handicapped is limited by the lack of trained personnel, special importance is attached to the development of well-qualified persons for this field of work. An amendment of existing law is proposed to help to cover the expenses of organising training courses for them in co-operation with the States.

It is not recommended that any immediate census of the disabled should be taken, since it is considered that many other tasks connected with the welfare and re-establishment of this group should be given priority.

It is urged that Congress should give close attention to the needs for extending disability insurance and assistance in connection with any measures taken to amend the social security programme.<sup>1</sup>

#### WORK PERFORMANCE IN INDUSTRY OF THE PHYSICALLY HANDICAPPED

At the request of the Veterans Administration, the United States Bureau of Labor Statistics has been making a study of the comparative job performance of handicapped workers in industry. The preliminary findings of the study are noted below.

##### *Definition of Handicapped.*

A committee of industrial physicians helped in defining ten specific types of physical handicap which would be an impediment in finding employment. These are orthopaedic impairments; partial or complete blindness; partial or complete deafness; severe deformity of the spine; arrested tuberculosis; compensated cardiacs; peptic ulcers; and epilepsy.

##### *Purpose and Method of the Study.*

The principle underlying the study was that handicapped workers, to justify their employment, must be able to hold their own in competition with the non-handicapped; when placed on the basis of capacity and ability, they should be able to meet fully the requirement of the jobs which they are filling. An advisory committee including representatives of industry and trade unions as well as of the medical profession helped to develop the scope and method of the survey.

The data were compiled from plant records, including production, attendance, injury and labour turnover records. Subjective data, while not wholly excluded, were not permitted to influence the facts established from these records. Each impaired worker was matched against two or three unimpaired workers of about the same age, sex and work experience, on the same plant shift, and performing the same job in the same department of the plant. By August 1946, the job performance of about 4,000 handicapped and 6,500 non-handicapped workers in 47 plants in a wide variety of industries had been surveyed.

##### *Work Performance.*

As a group, the handicapped were found to be about 2 per cent. more productive than the non-handicapped. About 34 per cent. of the impaired were better than the non-impaired in the corresponding control group, 36 per cent. were as good and some 29 per cent. were poorer workers. Thus, about 70 per cent. of the handicapped were as good as or better than the non-handicapped on similar jobs.

Absenteeism rates for the two groups were identical, each losing 3.8 per cent. of scheduled hours. No significant differences between the two groups were found as to the causes of absenteeism (such as, illness, personal business, transport difficulties, etc.).

<sup>1</sup> 79th Congress, 2nd Session, House of Representatives: *Report of the Subcommittee on Aid to the Physically Handicapped of the Committee on Labor* (Washington, D.C., 1946). The Subcommittee was established two years ago and has undertaken an exhaustive study of the physically handicapped and of the extent to which their needs are being met through existing governmental and non-governmental programmes.

##### *Injuries.*

The study of injury experience showed that in first-aid injuries per million work hours, 1,228 were reported for the handicapped as against 1,206 for the non-handicapped. In disabling injuries, the handicapped averaged only 8.3 per million work hours compared with 11.8 for the non-handicapped, the record of the latter group thus being almost 40 per cent. worse than that of the former. There was little difference in the average time lost per injury between the two groups.

##### *Medical Examinations.*

All the plants studied used medical examinations for their workers. The survey indicated that plants with inadequate medical examinations and inadequate methods of job placement, including job requirement analyses, did not fare so well as the other plants in their use of impaired workers.

##### *Policies of Undertakings.*

Rules governing the entry to employment of the handicapped varied. Only three plants had no rules excluding certain specified kinds of disabled workers from employment and one plant excluded all persons with epileptic, diabetic, extrabular, cardiac, hernia and vision disabilities; the rest of the plants had rules varying between these extremes. A number of plants had tightened their exclusion rules after V-J Day, and in other instances the rules had been used to lay off handicapped workers rather than others in plant force reductions.

Great variations were also found in plant placement policies. Only a few of the plants studied made use of comprehensive analyses of jobs and job requirements as a basis for matching the man and the job, whether affecting the placement of the handicapped or the non-handicapped, and in some plants decisions were left entirely to the foremen of the departments.

It was found that in the plants surveyed, which were sympathetic to the employment of the handicapped and satisfied with such persons as workers, the handicapped were only about 5 per cent. of the total force, and it is pointed out that the percentage would not be so high in industry generally.<sup>1</sup>

#### EMPLOYMENT IN CANADA DURING THE TRANSITION PERIOD

In Canada, reconversion during the first year of peace was accompanied by extensive manpower redistribution but total employment remained at a high level. By the end of the first year of peace, demobilisation and industrial reconversion had been almost completed.

##### *Employment during the Transition.*

Referring to the period as one of high employment and income, the Minister of Reconstruction and Supply noted, in an address to the Winnipeg Board of Trade in October 1946, that the labour force was 4,800,000, a figure exceeding by about 1,000,000 the total for 1939. Reconversion had proceeded smoothly and rapidly. During the year following V-J Day, demobilisation had been almost completed and war industries placed on a peacetime basis. About one third of the total labour force had been involved in the changeover to peace. The redistribution of workers among the different industries had been the most striking feature of the year. The exodus of workers from the forces and munitions industries was accompanied by an inflow into most branches of economic activity. Construction employment expanded by 30 per cent., mining, finance and agriculture by 10 per cent., retail trades and transport by 5 per cent., and the self-employed by 5 per cent. Mining was the only major industry in which employment remained below pre-war levels. During the year, the labour force itself increased by almost 6 per cent. The Minister warned that full employment was not an end in itself but a means to achieving higher living standards. "In effect," he said, "present conditions remind us that full employment alone is not enough: full employment that carries with it low productivity per man-hour, or any re-

<sup>1</sup> *Monthly Labor Review*, Dec. 1946, pp. 918-923.

strictive or 'feather-bedding' practices, whether by management or labour, cannot yield high living standards at the same time."<sup>1</sup>

#### Unemployment.

Unemployment, though increasing during the months following V-J Day, had never risen to a high level.<sup>2</sup> By September 1946, the number of unemployed was estimated by the Labour Force Survey to be 117,000, or about 2.3 per cent. of the total labour force. This may be compared with a total of 172,000 unemployed in November 1945, 213,000 in February 1946, and 126,000 in June 1946. Of the total unemployed in September 1946, 96,000 were men and 21,000 were women. In the same month, there were 145,000 unplaced applicants for employment registered with the National Employment Service (this figure including a number of laid-off or casual workers defined as employed in the estimates of unemployment given above).<sup>3</sup> The percentage of unemployment among trade unionists was reported as 1 per cent. at the end of September 1946, as compared with 1.4 per cent. a year earlier and 3 per cent. at the end of 1945.<sup>4</sup>

#### Demobilisation and Re-establishment of Ex-servicemen.

Up to the end of August 1946, almost three quarters of a million men and women had been returned to civil life from the forces and the process of demobilisation<sup>5</sup> and re-establishment was considered to be well on its way to completion. From 1 May 1945 to 30 September 1946, over 375,000 jobs for demobilised service personnel were found by the National Employment Service. In September 1946, the number of unplaced ex-service personnel registered with the Service was 45,000, compared with 71,000 in June. By the end of September, about 20,000 were receiving out-of-work allowances, as compared with 43,500 at the end of March. About 36,000 were taking training under the vocational training scheme and about 35,000 were being assisted to take full-time university training courses.<sup>6</sup>

The Reinstatement in Civil Employment Act, as amended, has been revoked and replaced by a new Act, which incorporates and codifies the substance of the previous texts.<sup>7</sup>

#### EMPLOYMENT IN AUSTRALIA

In Australia, employment has been maintained at a very high level during the transition to peace. The Commonwealth Employment Service is now in operation, and the Reconstruction Training Scheme has been expanded as the necessary facilities have become available; both of these are regarded as indispensable instruments for the application of the Government's full employment policy. In addition, a Tradesmen's Rights Regulation Act has been passed to govern the restoration of trade standards lowered as a result of the dilution agreements made during the war.

#### Transition from Wartime to Peacetime Occupations.

The Prime Minister, in his Financial Statement of 12 July 1946 when introducing the budget for 1946-47, stated that the Government had attached the utmost importance to speedy demobilisation of the forces and that the scheme had been applied with "unexampled success". General demobilisation began on 1 October 1945 and during the ensuing nine months 450,000 men and women

<sup>1</sup> *Labour Gazette* (Ottawa), Nov. 1946, pp. 1526-1527. See also the *Labour Gazette* for Sept. 1946, in which a summary of a statement of the Minister of Labour is included (pp. 1197-1198).

<sup>2</sup> The peak of unemployment was reached in April 1946, when 267,000 unplaced applicants for work were registered with the National Employment Service.

<sup>3</sup> This figure had dropped to 134,574 by 24 Oct. 1946; of the total unplaced applicants, 102,596 were men and 31,978 women.

<sup>4</sup> *Labour Gazette* (Ottawa), Nov. 1946, p. 1612 *et seq.*

<sup>5</sup> Only about 17,000 men remained to be discharged from the forces under the general demobilisation scheme.

<sup>6</sup> *Labour Gazette* (Ottawa), Nov. 1946, pp. 1543-1544.

<sup>7</sup> 10 Geo. VI, assented to 31 Aug. 1946. A complete summary of the legislation recommended by the special Committee of the House of Commons on Veterans' Affairs and approved by the House during its last session is given in the *Labour Gazette*, Oct. 1946, pp. 1400-1403.

had been discharged. The effect was shown in the employment figures. At the end of June 1945, there were 2,650,000 men and women in civil occupations; a year later, despite extensive withdrawals from the employment market, the number in civil occupations was 3,030,000, excluding servicemen on leave following their demobilisation. The Prime Minister noted that "perhaps the most gratifying feature of this great changeover" was the ease and rapidity with which the 500,000 persons discharged from various kinds of defence and other Government employment had been reabsorbed into civil occupations. Of these, 200,000 had been diverted from the manufacture of war goods to the production of peace goods. At no stage had there been any significant number of unemployed and the amount paid in unemployment allowances and servicemen's reinstatement allowances had been negligible. In July 1946, less than one half of 1 per cent. of Australian workers was unemployed.<sup>1</sup>

In the Budget speech, before the House in November 1946, the Prime Minister and Treasurer said that in the 15 months since hostilities had ceased, the transition to peace had been virtually completed. Some 520,000 men and women had been released from the forces, and some hundreds of thousands released from war industry, and practically all had found civil employment without much difficulty. Employment was at record levels and production was rising in most fields. A notable feature of the last year, he said, was the rise in factory employment. In August 1946, the number of persons employed in factories was 770,000, a figure 20,000 above the war peak and 230,000 above the level of June 1939.<sup>2</sup>

#### Re-establishment of Ex-service Personnel.

A progress report on the re-establishment of ex-service personnel was made in Parliament by the Minister for Post-War Reconstruction on 17 July 1946.<sup>3</sup> His report is summarised in the following table:

RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Phase of re-establishment	Period covered	Number
Gross enlistments	3.9.1939 to 30.9.1945	990,176
Discharged, dead and missing	3.9.1939 to 30.9.1945	366,536
Demobilisations	1.10.1945 to 31.5.1946	414,546
Still in the services	As at 31.5.1946	209,094
Reinstated in pre-war occupation	1.10.1945 to 31.5.1946	186,112
Apprenticeship revived	1.10.1945 to 31.5.1946	6,749
Returning to own business or farm	1.10.1945 to 31.5.1946	20,258
Intending to establish own business or farm	1.10.1945 to 31.5.1946	23,629
Selected for full-time training under Commonwealth Reconstruction Training Scheme	1.3.1944 to 31.5.1946	38,698
Introduced to new employer	1.10.1945 to 31.5.1946	184,217
Placements confirmed	1.10.1945 to 31.5.1946	142,357
In receipt of re-employment allowance	As at 31.5.1946	4,823
In receipt of unemployment benefits	As at 31.5.1946	(a) 6,466
In receipt of sickness benefits	As at 31.5.1946	(b) 6,408

(a) Includes ex-service personnel and civilians. The ex-service personnel will be only those who, since 2 September 1945, or date of discharge, whichever is later have had already six months or more civilian employment. (b) Includes ex-service personnel and civilians.

<sup>1</sup> Commonwealth of Australia, *Parliamentary Debates, House of Representatives*, 12 and 25 July 1946.

<sup>2</sup> *Idem*, 14 Nov. 1946.

<sup>3</sup> *Digest of Decisions, Announcements and Important Speeches by the Prime Minister*, No. 117 (Canberra, Government Printer, 1946).



*Commonwealth Employment Service.*

The Commonwealth Employment Service, established in terms of the Re-establishment and Employment Act, came into operation on 1 May 1946. Its operations have been expanding steadily and it is not only filling a growing number of vacancies but covering wider occupational fields, with specialisation of service for ex-service personnel, juveniles and disabled persons. In the first two months of formal operation, from 1 May to 30 June 1946, the Service confirmed the placement of 132,319 ex-servicemen and 8,380 women, covering a wide range of occupations; some 50,000 unfilled vacancies were listed with the Service.<sup>1</sup>

*Control of Employment.*

Wartime manpower regulations governing the employment of male and female labour have been lifted. Those relating to the engagement of male labour were disestablished as of 1 March 1946 and those covering women of 18 to 45 years of age at the end of April. The Minister of Labour noted that the removal of the controls had been made possible because of the rapidity and smoothness of the transition from war to peace.<sup>2</sup>

*Reconstruction Training.*

From the inception of the Reconstruction Training Scheme on 1 March 1944 to mid-January 1946, full-time occupational training was provided for 9,231 ex-service personnel and part-time training for 22,800. On the latter date, it was pointed out that the major factors limiting the expansion of training were the shortage of teaching and training institutions properly equipped and staffed, the absorptive capacity of industry, commerce and professions, and the competing demands of industry and other activities affecting the expansion of buildings suitable for training purposes. During 1946, the training scheme was expanded considerably. Enrolment and the number of trades in which training was given were increased. Progress was made in overcoming the shortage of facilities, teaching staff and equipment. From the start of the scheme to the middle of 1946, 38,698 ex-service men and women had been selected for full-time training. In December 1946, the Minister for Post-War Reconstruction said that more than 100,000 ex-service men and women had been enrolled under the Commonwealth scheme. Of the total, 13,528 were doing university training, and nursing diploma courses at technical schools. About two thirds were taking full-time courses and the other third studying while in training. By the end of October 1946, 6,861 trainees had been placed in subsidised employment at 40 per cent. or more proficiency. Under the scheme, trainees, after a preliminary period of study, may be placed in jobs with private employers for further training and work experience; their wages are paid during this period, partly by the employer and partly by the Government on a scale varying with the standard of proficiency attained by the trainee.

*Tradesmen's Rights Regulation Act.*

The Tradesmen's Rights Regulation Act, No. 41 of 1946, was assented to on 15 August 1946. Its purpose, as explained by the Minister of Labour, is not only to give effect to undertakings made to unions and employers when dilution agreements were made during the war but also to assist in the training and employment of ex-servicemen.

Under the dilution agreements, the unions accepted a relaxation of skill standards and existing trade practice in order to enable semi-skilled and partly trained men and women workers to do jobs normally done by fully qualified tradesmen. About 50,000 men were added to the diluted trades, and though many of these have since returned to their normal occupations, 24,000 remained in employment as added tradesmen up to mid-1946. The need for dilution was partly due to the increased industrial activity of the country, and so the need is considered to be a long-term one. It is not wished to close these avenues of employment to ex-service personnel, and the Act therefore provides for the admission to the engineering, boilermaking, blacksmithing, electrical and sheet metal trades of ex-servicemen with enough training and experience in the forces to enable them,

<sup>1</sup> *Digest of Decisions, Announcements and Important Speeches by the Prime Minister*, No. 114.

<sup>2</sup> *Idem*, No. 113; Commonwealth of Australia, *Parliamentary Debates, House of Representatives*, 13 Nov. 1946.

after a reasonable time, to reach the standard of skilled tradesmen. But the capacity of the engineering industry to absorb labour is limited, and to avoid overloading the trade it is proposed to continue some portion of the wartime dilution structure.

The new Act incorporates amendments to the dilution agreement reached in March 1946 following management-labour conferences of the representatives of the diluted trades. It provides for continuing administrative machinery to control the scheme in each trade, central and local trades committees, similar in composition and function to those which controlled the application of the wartime dilution arrangements, and with the added duty of settling matters concerning the employment of the different categories of tradesmen. These trade committees will be Industrial Committees under the Re-establishment and Employment Act in respect of their trades. First priority in employment is given to "recognised tradesmen", by the provision that an employer shall not engage any other worker than a tradesman if a competent tradesman is available for employment, and that tradesmen shall be the last to be dismissed unless a local committee consents otherwise and subject to the employers' award right to dismiss an employee for malingering, neglect of duty or misconduct. Ex-servicemen may become recognised tradesmen in three ways: (a) they may have served in the forces for a long period in a trade capacity and thus have acquired the full skill of a tradesman; (b) they may be authorised as probationary tradesmen if needing a period of not more than 12 months' employment at the trade to acquire full skill and may be certified following this probationary period; and (c) they may have gained some trade skill in the forces and be eligible for training benefit under the Commonwealth scheme and be authorised as trainee-tradesman for a reasonable period of training. Both probationary and trainee tradesmen will receive full tradesmen's rates but in respect of the trainees, part of their wages will be paid in the form of training benefit under the Commonwealth scheme. As a rule, applications for admission to the trades covered by the Act as probationary or trainee-tradesmen must be made within six months following discharge from the forces or after 22 March 1946, whichever is the later.<sup>1</sup>

## EMPLOYMENT ORGANISATION IN GREAT BRITAIN

The employment situation in Great Britain remains dominated by a general shortage of manpower despite pockets of unemployment in certain areas and among certain groups in the labour force. Controls of employment continue to be relaxed and the occupational and geographical redistribution of labour is being carried out partly as a voluntary response to changes in employment opportunities and partly through the conscious efforts of the employment exchanges to encourage workers to move into the jobs which most need to be filled from the standpoint of reconstruction. Demobilisation has proceeded according to plan. All told, some 4,000,000 men and women were released from the forces between V-E Day and November 1946 and during the same period about 2,500,000 workers were transferred from war to peace production.

*Employment.*

In September 1946, total industrial employment was 17,808,000, as compared with 16,289,000 in mid-1945 and 17,920,000 in mid-1939. Between mid-1939 and September 1946, the number of men showed a decrease of 870,000 and the number of women an increase of 758,000. Between mid-1945 and September 1946, the number of women in industry declined by 673,000 while the number of men increased by 2,192,000. Since June 1945, there had been a reduction in the total labour force of 1,247,000 (285,000 men and 962,000 women).

The redistribution of manpower among the major groups of industries and services from mid-1945 to September 1946 is indicated in the following table:

<sup>1</sup> *Idem*, 11 July 1946.

Industry or service group	Mid-1945 (thousands)	Sept. 1946
Manufacture for home market	2,580	4,905
Manufacture for export	410	1,410
Total	2,990	6,315
Basic industries and services	5,191	5,531
Building and civil engineering	722	1,240
Distributive trades	1,958	2,254
Other services	1,598	1,938
Manufacture of equipment and supplies for armed forces	3,830	530

The numbers employed in the principal industry and service groups in September 1946 expressed as percentages of those employed in these groups in mid-1939 showed the following changes: manufacture of equipment and supplies for the forces, 42 per cent.; manufacture for home market, 108 per cent.; manufacture for export, 143 per cent.; basic industries, 118 per cent.; building and civil engineering, 95 per cent.; distributive trades, 78 per cent.; other services, 87 per cent.<sup>1</sup>

#### Demobilisation.

By the end of September 1946, there were 1,657,000 men and women in the armed forces and auxiliary services, a figure representing a decrease of 3,433,000 from mid-1945. Of those released from the forces, 490,000 had not yet taken up employment. It was planned that by the end of 1946, 4,300,000 of the 5,100,000 men and women in the forces on V-E Day would have been released.<sup>2</sup>

#### Unemployment.

The number of insured persons registered as unemployed in Great Britain at 14 October 1946 was 365,658 or 2 1/2 per cent. of the estimated total number of insured persons.<sup>3</sup> Of the total, 259,528 were men, 90,192 women, 9,396 boys and 6,542 girls. The wholly unemployed accounted for 361,788 of the total persons unemployed. Of these 83,013 had been out of work for not more than two weeks, 91,947 for more than two but not more than eight weeks, and 186,828 for more than eight weeks. The most severe unemployment continued to be centred in particular regions; in the Northern region, the rate was 3 per cent. of the insured population, in Scotland 4 1/2 per cent., and in Wales 8 per cent. By industries, the percentages of unemployment were relatively high in the specialised industries most affected by the reconversion to peace; for example, the percentage of unemployment in explosives stood at 29.4, while for the total chemical, paint and oil group it was only 7.3. The percentage unemployed in shipbuilding and repairing was high (4.5) largely because of the high rate of unemployment among women who had been employed in these occupations (12.7). For the metal manufacturing industries, the percentage was 2.6, for engineering 2.9 (4.2 for women and 2.5 for men), for building and civil engineering 2.8, for transport 2.5, for textiles 1, for clothing 0.8, for the distributive trades 1.6, for mining 1.7, and for agriculture 3.2.

Data on the duration of unemployment and turnover among the unemployed show that 59 per cent. of the women and 72 per cent. of the men unemployed in June 1946 had found work by September 1946. It was found that young men and women secured fresh employment with much greater rapidity than older persons, and that those unemployed for short periods had a much easier time finding fresh employment than those workless for longer periods. Among males, 92 per cent. of the juveniles under 18 who were on the register on 17 June had secured work within the next three months, as compared with 78 per cent. of those aged 18 and under 21 and only 57 per cent. of those aged 21 and under 65. Within the last-mentioned age group only 23 per cent. of those who had been on the register for over nine months in June had secured work by September, as compared with 71 per cent. of those who had been unemployed for not more

<sup>1</sup> Ministry of Labour Gazette, Nov. 1946, pp. 320-321.

<sup>2</sup> Parliamentary Debates, House of Commons, 26 Nov. 1946, col. 1417 et seq. (Statement of the Prime Minister); Ministry of Labour Gazette, Nov. 1946, p. 320.

<sup>3</sup> In Northern Ireland, 27,411 insured persons (including 23,085 adult men and 3,685 adult women) were registered as unemployed in October 1946 (*ibid.*, pp. 323-324).

than three months. Even among juveniles under 18, only 47 per cent. of those unemployed for over nine months in June had secured work by September, as compared with 94 per cent. of those who had been unemployed for not more than three months. The figures for females give similar results, although, generally speaking, women went off the register rather more rapidly than men; this is attributed partly to the tendency for certain categories of married women to discontinue registration as unemployed when they have exhausted their rights to benefit.<sup>1</sup>

#### Employment Service Organisation.

*Appointments Department.* In view of the existence of a number of current problems connected with the operation of the Appointments Department, particularly the inadequate number of vacancies notified to the Department suitable for ex-service personnel, an Advisory Council has been set up to advise the Minister of Labour and National Service on the work of the Department. The Council includes persons representative of employers' organisations, trades unions, the professions chiefly concerned with the Department's work and the armed forces. Its first meeting was held in November 1946. It has also been decided to introduce a daily national teleprinter communication of vacancies of the Department and so to reduce delays in the filling of the jobs in question.<sup>2</sup>

#### Juvenile Employment Service.

The National Advisory Council on Juvenile Employment is now being set up. Its terms of reference are: "to consider all matters affecting the organisation, procedure and development of the Juvenile Employment Service, and from time to time to make such recommendations and reports to the Minister as it thinks fit in order to promote the efficiency of the Service".<sup>3</sup>

#### Control of Employment.

Under the Control of Employment Orders, men aged 18-30 inclusive are, with certain exceptions, required to obtain employment through a local office of the Ministry of Labour or an approved employment agency. Coalminers and agricultural workers of 18-50 years of age are required to obtain employment service permission to take up employment outside their own industry and the engagements of men of the same ages in the building and civil engineering industry are also subject to a control of engagement. "This has been necessary", the Minister of Labour pointed out, "to secure that men are placed to the best advantage in work of national importance, and is generally in line with the current age limits for call-up. I am, however, reviewing the position in the light of the changes in the call-up age which will apply as from 1st January next."<sup>4</sup>

The number of persons covered by the Essential Work Orders, which at its peak was about 8 3/4 million, has now been reduced to 661,000 workers. As from 1 January 1947, the number will be still further reduced to 232,000 workers, of whom practically all will be employed in building and civil engineering, certain building materials industries and by the county agricultural executive committees. Civil servants have been covered by a special Order, which the Minister of Labour announced, is to be removed as from 1 February 1947.<sup>5</sup>

#### Recruitment of Workers from Abroad.

As a means of meeting specific labour shortages, arrangements have been made to import certain categories of foreign workers. However, as the Minister of Labour pointed out in reply to a question in the House, the possibilities of obtaining the needed workers from abroad have been severely limited by such factors as the availability of workers with the desired qualifications, the willingness of the Governments concerned to release them, their own willingness to come, their acceptability to British employers, workers and trade unions, and housing difficulties.<sup>6</sup>

<sup>1</sup> Ministry of Labour Gazette, Oct. 1946, p. 271.

<sup>2</sup> *Idem*, Nov. 1946, p. 316.

<sup>3</sup> Parliamentary Debates, House of Commons, 15 Oct. 1946, col. 181.

<sup>4</sup> *Idem*, 3 Dec. 1946, cols. 61-62.

<sup>5</sup> *Idem*, 28 Nov. 1946, col. 1781.

<sup>6</sup> *Idem*, 17 Oct. 1946, cols. 237-238.



*Recruitment of labour from British Zone of occupied Germany.* Arrangements have been made by the British Ministry of Labour and National Service to recruit about 1,000 women of Estonian, Latvian and Lithuanian origin from the British occupied zone for domestic work in British sanatoria and tuberculosis hospitals in Great Britain. The women are arriving in groups of about 100, the first group having arrived in October 1946. They have been recruited on the basis that their wages and conditions will be not less favourable than those of British workers similarly employed.<sup>1</sup>

*Recruitment of Irish workers.* Arrangements have been continued by the United Kingdom and Ireland for the recruitment of Irish workers for the coal-mining industry. From July to November, 1,865 Irish workers had been recruited in accordance with a scheme which provides for suitable hostel accommodation.<sup>2</sup> Comparative statistics for Irish workers going to employment in Great Britain from 1941-1945 indicated that the demand for Irish labour in Great Britain declined considerably after 1943. The total figures for 1945 comprised 13,185 males and 10,609 females going to employment, as against 37,263 males and 14,448 females in 1942 (the high year in the period). These figures include employment in agriculture which, in the majority of cases, consisted of seasonal migrants.<sup>3</sup>

*Recruitment of Italian foundry workers.* Arrangements have been made for the recruitment of 800 skilled workers and 2,000 semi-skilled and unskilled Italian workers with foundry experience for employment in British iron foundries. The Ministry of Labour and National Service set up a Committee to consider special methods of recruitment to meet the shortage of British labour in iron foundries. The Committee recommended that the shortage might be partially met through the recruitment of iron foundry workers from abroad.

Before the bilateral arrangements were concluded, an agreement was reached in the United Kingdom between the Engineering and Allied Employers National Federation and the National Lightcastings Iron Founders Federation, on the one hand, and the foundry trade unions affiliated to the Confederation of Engineering and Shipbuilding Trade Unions on the other, providing for the conditions of employment of the Italian foundry workers. The agreement states that the civilian Italian labour shall be employed at no less than the recognised or agreed trade union rates of wages and under full trade union conditions; that all Italian workers shall become temporary members of the appropriate trade union and pay contributions corresponding to the rate paid by British workmen; that the employment of the Italian workers shall not prejudice the position of British foundry workers of equivalent class in regard to employment; that the Italian workers shall be returned to their homes as and when the position can be met by the employment of British labour; and that the Italian workers shall not be employed in any individual foundry without the mutual consent of the employer and the workpeople directly concerned.

In addition to the requirements laid down in the above agreement, provision is made by the Ministry of Labour and National Service for the Italian workers to pay income tax (where liable) and National Health and Unemployment Insurance contributions and to bear the cost of hostel or lodging accommodation on the same scale as British workers. Foundry workers will be recruited in Italy, with the assistance of a technical foundryman, to fill specific orders for Italian workers placed with the employment exchanges of the Ministry of Labour and National Service of the United Kingdom. Arrangements for repatriation will be made by the Ministry of Labour and National Service.<sup>4</sup>

### PEACETIME LABOUR POOL FOR NETHERLANDS SEAFARERS

A peacetime labour pool to ensure continuous employment for seafarers has been set up in the Netherlands for a trial period of three years.

When a seafarer is discharged from a ship he is transferred to this pool, where he receives full pay for three weeks and thereafter 80 per cent. of his pay for a

<sup>1</sup> Ministry of Labour Gazette, Nov. 1946, p. 317.

<sup>2</sup> Parliamentary Debates, House of Commons, 21 Nov. 1946, col. 1000.

<sup>3</sup> The Economist, 5 Oct. 1946, p. 548.

<sup>4</sup> Cf. Ministry of Labour Gazette, Oct. 1946, p. 281; and UNITED PATTERNMAKERS ASSOCIATION: Monthly Trade Report, Sept. 1946, p. 15.

period of 26 weeks. The pool also handles the placing of seamen and the question of annual and monthly leave. The handling of the leave question by the pool has proved very satisfactory. Formerly, the men were discharged when they went on leave and upon the termination of their leave had to wait for another ship without being entitled to wages during the intervening period. Under the new system they enter the pool immediately on their return from leave. The Government has no control over the pool, which is administered by a board consisting of 10 members, five representing the shipowners and five the officers and seamen. The administrative costs are paid by the shipowners and seafarers but all payments made under the pool scheme are covered by the shipowners alone. All seafarers with three years' sea service come within the scope of the scheme.<sup>1</sup>

### LABOUR OFFICE IN CURAÇAO

An Order of 4 July 1946 set up at Curaçao a Labour Office under the Department of Social and Economic Affairs. A branch office is on the island of Aruba, and other branch offices may be set up as required. The Labour Office is in charge of an inspector, who sees that the Department regulations are observed.

The purpose of the office is to act as intermediary between supply and demand in the local labour market; to see to the placement of Curaçao workers abroad and of workers from abroad at Curaçao; to collect and publish data on the labour situation at Curaçao and abroad; to collect data for drawing up placement statistics; to make an annual report on the work of the public placement service in Curaçao; to give advice to those who seek work; and to provide facilities for vocational training. No charge is made for placement; the office is allowed to draw fees only to cover expenses incurred at the express request of an employer or worker. It is to inform applicants about strikes or lockouts which may arise in undertakings, as far as it has been informed, and it must acquaint applicants for work with the conditions of work offered to them. It may not be held responsible for the consequences of placements effected through its agency.<sup>2</sup>

### ADVISORY COMMITTEE ON VOCATIONAL TRAINING IN CUBA

A Cuban ministerial Order of 17 June 1946 set up an Advisory Committee on Vocational Training to study the possibilities of finding work in industry for trainees who have completed successfully a course in the technical industrial and trade schools.

This Committee, which is presided over by a representative of the Ministry of Labour, consists of one representative of each of the following organisations: National School for Industrial Technicians, National School for Women Industrial Technicians, Association of Graduates of the Superior Industrial and Trade School of Havana, Confederation of Cuban Workers, National Association of Cuban Manufacturers and the Ministries of Labour and Education.<sup>3</sup>

## MIGRATION

### IMMIGRATION POLICY IN THE BRITISH COMMONWEALTH

A number of statements issued in recent months in the United Kingdom, Australia, Canada, New Zealand and the Union of South Africa, indicate the general lines of the immigration policy to be followed by these nations.

<sup>1</sup> INTERNATIONAL TRANSPORT WORKERS' FEDERATION: Supplement to Press Report No. 20, 4 Nov. 1946.

<sup>2</sup> Publicatieblad (Willmstad), 1946, No. 109.

<sup>3</sup> Gaceta Oficial (Cuba), 17 June 1946, pp. 11605-11606.

## UNITED KINGDOM IMMIGRATION POLICY

The Secretary of State for Home Affairs announced in the House of Commons, in October 1946, the general policy of the British Government with respect to the immigration of certain groups.

Foreigners who, while they were in the United Kingdom during the war, married British women will be admitted, provided that they satisfy the Home Office and are otherwise desirable immigrants. Foreigners who served in His Majesty's forces on British service engagements may now be discharged in the United Kingdom. Those who were already discharged abroad receive special consideration if they apply for visa facilities to return to the United Kingdom. Foreign members of the British Merchant Navy Reserve Pool who are not resident in the United Kingdom are allowed to continue to serve on British ships but not, as a rule, to take shore employment. Special consideration may be given to members of Allied forces if they have genuine ties in the United Kingdom such as, if they married British women, but the fact that they were stationed in the United Kingdom does not in itself give any stronger claim for settlement than their civilian compatriots. No such consideration with regard to admission for settlement is given to persons whose only qualification was that they happened to be brought to the United Kingdom as prisoners.<sup>1</sup>

The Secretary of State was also asked what was the Government's general policy on immigration having regard to the continued shortage of workers, the aging of the population and the desirability of unfettered movement of peoples between countries. He stated: "The general policy is to promote the national economy and to relieve distress by admitting immigrants who satisfy me that they are desirable, so far as may fairly be done without detriment to the interests of the existing population."<sup>2</sup>

## MIGRATION FROM THE UNITED KINGDOM TO AUSTRALIA

The first steps have been taken to put into effect the agreement reached by the Governments of the United Kingdom and the Commonwealth of Australia, for assisted migration of suitable British subjects to Australia.<sup>3</sup>

The Minister of Immigration of Australia announced, in December 1946, that the minimum target of 35,000 migrants continued to be the basis of Australia's immigration policy. Inquiries had been listed at Australia House, in London, from potential migrants which totalled 156,000. Of these, some 54,000 had completed forms of particulars stating they wish to migrate to Australia.<sup>4</sup>

Although shortage of shipping and Australia's housing problems have delayed the putting into effect of the whole programme, it has been decided to select 600 intending settlers, with experience in building trades and civil engineering, for settlement in the first months of 1947. The Australian Government has requested that applications should be accepted for skilled tradesmen but, for the time being, they are limited to single ex-servicemen eligible for free passage under the agreement and with the required experience in the building trades and civil engineering industries.<sup>5</sup> Consultation took place between the responsible Ministries in Australia and the Emergency Council of the Australasian Council of Trade Unions, to ensure that the interests of Australian ex-service trainees would not be affected disadvantageously by the immigration of British persons for employment in the building trades.<sup>6</sup>

The policy of the Australasian Council of Trade Unions with respect to the immigration of British workers was explained by its Secretary as follows:

Through its own organisation and various publicity channels, the trade union movement of Australia plans to enlist the aid of every Australian worker in welcoming accepted migrants as co-workers and fellow citizens, assisting to build up the Australian democratic institutions. They will realise

<sup>1</sup> *Parliamentary Debates, House of Commons*, 23 Oct. 1946, cols. 405-406.

<sup>2</sup> *Idem*, 22 Oct. 1946, col. 356.

<sup>3</sup> Cf. *International Labour Review*, Vol. LIII, Nos. 5-6, May-June 1946, pp. 414-415.

<sup>4</sup> *Australian News Summary*, No. 623, 11 Dec. 1946.

<sup>5</sup> *Ministry of Labour Gazette*, Oct. 1946, p. 281.

<sup>6</sup> *Parliamentary Debates, Senate of the Commonwealth of Australia*, No. 20, 6 Aug. 1946, pp. 3664-3665.

that Australia's immigration programme is not a haphazard venture, and that those who come here are to be absorbed on a sound vocational and economic basis.<sup>1</sup>

## NEW ZEALAND

The New Zealand House of Representatives appointed in December 1945 a Select Committee of 10 members, to consider ways and means of increasing the population of the Dominion. The final report of the Committee, issued in September 1946, contains conclusions and recommendations on various aspects of immigration policy.

The report points out that the heavy fall in birth rates during the depression created a gap in the population which it will be impossible to fill and which will create employment difficulties, particularly in the next six or seven years. To meet these difficulties a series of proposals is made, which include, in particular, the encouragement of the decentralisation of certain industries and the immigration of persons who would undertake certain types of employment. In order to avoid potential unemployment, however, the report emphasises that careful planning will be necessary not merely as to expenditure, but also as to the absorptive capacity of the Dominion for labour of all types over a long period.

*Occupations Suitable for Immigration.*

The Report points out that any immigration which is undertaken should be of the selective type. It states that there is little scope for the absorption of workers in agriculture and that, taking into account the number of returned servicemen proposing to enter agriculture, New Zealand will provide sufficient operatives to equip the agricultural industry.

In respect to secondary industries, and to a lesser extent tertiary industries, it is suggested that there should be a carefully planned immigration policy so that immigrants may be selected for their occupational aptitudes. Thus there is scope for the immigration of coal miners, since coal supplies are inadequate to meet present needs. If men capable of work in the saw-milling and bush-felling industries are procurable, their immigration should be encouraged.

The report also endorses the Government's action in endeavouring to arrange for the immigration of hospital workers and nurses and domestic servants, adding, "if and when housing is available steps should be taken to secure immigrants suitable for secondary industrial work".

*Relation of Immigration to Housing.*

The report concludes that the shortage of housing is so serious as to make it impossible to recommend an immediate commencement of large-scale immigration. Once the satisfaction of the internal demand for houses is in sight, immediate steps should be taken to secure immigrants for the industries for which they are needed. Moreover the shortage of houses may for a time seriously limit the number of married persons who can be brought into the country, but steps should be taken to have the machinery in operation and plans ready for the time when immigration will be possible. In the meantime, it may be possible to begin with the immigration of single young men and women, carefully chosen because of their particular qualifications in industries which are short-staffed, since the immigration of these single persons will not create immediately the housing questions involved in an immigration policy which covers married men with wives and families.

*Types of Immigrants Desired.*

The report summarises evidence submitted to the Committee that "while admitting that the immigration of people of British stock was most desirable. . . it may not be possible at the present time to get a large number of such immigrants". The evidence indicated that the Norwegian, Swedish and Danish immigrants who arrived in New Zealand during the last century had made excellent

<sup>1</sup> *The Garment Worker* (London), Oct. 1946, p. 187.



settlers and, over the years, had become almost completely absorbed into the New Zealand population but that certain Southern European types had tended to remain segregated into groups and not become completely absorbed into New Zealand's population. The Committee, therefore, stated "we think it important to comment that if it is proposed to encourage the immigration of other European types, they should be of such character as will within a relatively short time become completely assimilated with the New Zealand population and have a distinctly New Zealand point of view."

In discussing proposals for the immigration of Jewish refugees, the Committee states:

No person who has followed the trials of the Jewish race over the past decade can but feel considerable sympathy for them. We have discussed this subject at some length and, in view of the fact that matters of high Government policy are concerned and that the Government has, over the years, particularly prior to the war, accepted a number of such Jewish refugees, we think that we will have fulfilled our responsibilities in this regard if we bring this matter to the notice of the Government. In view of the housing situation and of the demand at the present time for special types of workers, we doubt whether it is advisable to recommend any preferential treatment to any particular type of immigrant, although some obligation on New Zealand's part in connection with displaced people in Europe is inescapable.

#### *Research into Population Problems.*

The report concludes with the suggestion that a small secretariat should be appointed, attached directly to the Cabinet, charged with the continuous study of population problems with a view to devising a long-term overall policy for the guidance of all departments. The Government, according to the report, "should be in a position to inform all department as to what this policy is, particularly, in regard to the development of the economic and social life of the Dominion. This, naturally, involves some definite views on immigration."<sup>1</sup>

#### CANADA AND REFUGEES

The Prime Minister of Canada, on 7 November 1946, in a statement on the policy of the Canadian Government to facilitate the movement to Canada of refugees and displaced persons, called attention to the amendment to the immigration regulations which had been issued on 28 May 1946<sup>2</sup>, with respect to the admission of certain categories of relatives of residents in Canada. Explaining the measures taken to enable such persons to proceed to Canada, the Prime Minister stated:

... Many persons on whose behalf applications have been made for permission to enter Canada as a consequence of the change in the regulations are refugees. They are now in displaced persons' camps in the occupied zones or they are otherwise under the care of such organisations as UNRRA. In the past there has been no way in which these people could receive the necessary immigration inspection prior to proceeding to Canada nor has there been any organisation capable of arranging for their movement to Canada. . .

The Canadian Government has now completed arrangements with the Intergovernmental Committee on Refugees by which it is expected that some of the refugees, whose relatives have applied for their admission to this country, will be enabled to proceed to Canada. Lists of persons on whose behalf application has been made will be forwarded to the Director of the Intergovernmental Committee on Refugees. These persons will be located, identified and gathered into convenient centres in occupied territories by the Intergovernmental Committees, and they will subsequently be visited and inspected by immigration officials sent especially from Canada for this purpose. The Intergovernmental Committee on Refugees will then give whatever assistance is possible for arranging for the movement to Canada of persons whose admission has been approved. Preliminary

<sup>1</sup> New Zealand Parliament, House of Representatives, *Report of the Select Committee to consider ways and means of increasing the population of the Dominion* (Wellington, 1946).

<sup>2</sup> Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 223.

arrangements for the purpose of bringing this plan into effect will be made at once, and the co-operation of the appropriate military authorities in Germany is now being sought. It is not expected, however, that it will be possible for persons in the occupied zones to be inspected for some time. The despatch of immigration officers to occupied territory is a special measure taken in view of the difficult conditions in those areas and because of the desire of the Canadian Government to make a contribution to the solution of the refugee problem. It is not intended that this method of inspection of immigrants will be a procedure normally adopted by the Immigration Branch.<sup>1</sup>

#### SOUTH AFRICA

In the Union of South Africa, an Immigration Council has been set up, and arrangements have been made for the selection of immigrants from Europe and the transport of immigrants to the Union.

#### *Immigration Council.*

An Immigration Council has been set up by the Minister of the Interior to deal with arrangements for the immigration of both natural born British subjects and such alien immigrants as have been authorised to receive a permit for permanent residence by the Immigrants Selection Board. The Immigration Council is composed of representatives of the various departments concerned with immigration or employment and the chairmen of the honorary voluntary immigration and employment committees which are being established throughout the Union. These committees, comprising industrialists and business men in centres throughout the country where employment or industries are being developed, will function through a national executive, and co-operate closely with the Department of Labour.<sup>2</sup>

#### *Transport.*

Negotiations have been undertaken by the Ministry of Economic Development of the Union of South Africa and the Ministry of War Transport of the United Kingdom, for the allocation of ships to transport persons selected by the representatives of the Union of South Africa for immigration to South Africa.<sup>3</sup>

#### *Immigration Committees in Europe.*

Two Committees have been appointed by the Government to go to Southern and Northern Europe in connection with the application of the Union's immigration plans. The committee for Northern Europe will have its headquarters in the Netherlands, and the committee for Southern Europe in Italy. The committees consist of technical representatives of various departments, including the Department of Agriculture and the Department of Labour. No formal committee is being sent to the United Kingdom, where immigration to South Africa will be organised through the High Commissioner's Office, by the Labour Attaché, in consultation with the 1820 Settlers Association and with the assistance of representatives from the Department of Labour and Agriculture.<sup>4</sup>

## CONDITIONS OF WORK

### NIGHT WORK IN BAKERIES IN CZECHOSLOVAKIA

On 13 September 1946, the Constituent National Assembly of the Czechoslovak Republic passed an Act (No. 177) concerning working hours in bakeries. Going beyond the Convention concerning Night Work in Bakeries (No. 20) adopted by the 1925 Session

<sup>1</sup> Press release, Prime Minister's Office, Ottawa, Nov. 7 1946.

<sup>2</sup> *Cape Times*, 2 Dec. 1946.

<sup>3</sup> Cf. *International Labour Review*, Vol. LIII, Nos. 5-6, May-June 1946, p. 415; *Cape Times*, 17 Oct. 1946.

<sup>4</sup> Cf. *Cape Times*, 11 Oct. 1946; 12 Nov. 1946.

of the International Labour Conference — which forbids, with certain exceptions, night work in bakeries during at least seven consecutive hours — the Act stipulates that, with the exceptions listed below, "nobody may work in bakeries between 10 p.m. and 6 a.m".

"Bakeries" include factories producing bread and pastry, as well as bakery sections of other undertakings. The Act applies to private, public and co-operative bakeries, but not to army bakeries.

#### Exceptions.

Exceptions to the principle that no work must be done in bakeries between 10 p.m. and 6 a.m. are permissible in the following cases and under the following conditions.

(a) Preparatory operations — namely the firing of ovens, and operations necessary for preparing dough, including weighing out of bread — may begin, in the manufacture of pastry at 3 a.m. at the earliest, and in the manufacture of bread at midnight at the earliest. However, the Minister of Social Welfare may, by a notification published in the Official Gazette, fix the maximum number of employees who may be employed on such preparatory operations before 6 a.m.; furthermore, women, irrespective of age, and boys under 18 years of age may not be employed on preparatory operations before 6 a.m., with the proviso that apprentices under 18 years of age may, in the last half-year of their apprenticeship period, be permitted to participate in the preparatory operations before 6 a.m. in order to enable them to learn this work, but only if several shifts are not worked in the respective bakery.<sup>1</sup>

(b) The Minister of Social Welfare may, in the public interest, in agreement with the Minister of Food and after consultation with the employees' and employers' organisations concerned, grant temporary exemptions from the prohibition concerning night work, either for whole groups of bakeries or for individual bakeries employing more than 50 persons.

(c) The district labour boards may, after consultation with the employees' and employers' organisations concerned, grant temporary exemptions for individual bakeries;

(i) in the case of necessary repairs which cannot be carried out during the normal working hours without interrupting normal production, or in the case of interruption of normal production caused by such repairs; or

(ii) if it is in the public interest, in so far as bakeries with less than 50 employees are concerned; or

(iii) in case of bakeries supplying the Army.<sup>2</sup>

Any employee performing permissible work between 10 p.m. and 6 a.m. is entitled to special night rates.

#### Control and Inspection.

The Act contains provisions concerning measures of control and inspection. It sets penalties for violations of the Act, with fines of from 3,000 to 10,000 Czechoslovak crowns, and, in addition, in cases of repeated offences, prison terms of from one to three months; and, for offences against the provisions concerning control and inspection, with fines of from 10,000 to 100,000 Czechoslovak crowns and/or prison terms of one to three months. If the manager of a bakery has been punished at least twice for such offences, the District National Committee shall, after consultation with the District Labour Board, withdraw his trade licence for a period of between one month and one year.<sup>3</sup>

#### HOURS OF WORK AND OVERTIME PAY IN COLOMBIA

A Decree issued in Colombia (No. 2341/46, dated 6 August 1946) lays down rules concerning the definition of day and night work and the computation of overtime and night work rates.

<sup>1</sup> Article 3 (a) of Convention No. 20 concerning Night Work in Bakeries unconditionally forbids the employment of young persons under the age of 18 years during seven consecutive hours at night, which must include the hours between 11 p.m. and 5 a.m.

<sup>2</sup> The exceptions mentioned in (b) and (c) are somewhat broader than those contemplated in the Convention concerning Night Work in Bakeries.

<sup>3</sup> Communication from the I.L.O. Correspondent, Prague.

Pursuant to a previous Act<sup>1</sup> work performed between 4 a.m. and 8 p.m. is reckoned as day work and work between 8 p.m. and 4 a.m. as night work, the latter to be remunerated at an increase of 25 per cent. (for the hours between 8 p.m. and midnight) or 50 per cent. (for the hours between midnight and 4 a.m.); remuneration for overtime is to be 25 per cent. above the regular rate in the case of day work and 50 per cent. above it in the case of night work. The new Decree clarifies these provisions as follows: the ordinary working day is to be considered as day work or night work, according to whether the major portion of the working time falls within the day or night period as defined by the Act. If the working time is equally divided between day and night, the entire working period shall be remunerated as day work if the last hour of work is performed between 4 a.m. and 8 p.m., and as night work if the last hour of work is performed between 8 p.m. and 4 a.m. The remuneration for overtime work is to be computed on the basis of day rates or of night rates, according to whether the normal working time is considered day work or night work in conformity with these rules. Therefore, if an employee works, for example, from 8 p.m. to 6 a.m., he is entitled, for the two overtime hours, to a 50 per cent. overtime bonus, computed on the night rate for the hours between midnight and 4 a.m. Enterprises which, for technical reasons, have to maintain continuous work may arrange for periodically rotating shifts; in such case a uniform rate of pay may be stipulated and applied to all workers employed on such shifts, irrespective of day and night work, provided that such uniform rates include the night work bonus.<sup>2</sup>

#### FIXING OF MINIMUM WAGES FOR FRENCH DOMESTIC WORKERS

Minimum wages for French workers of both sexes employed in domestic service have been fixed by two Ministerial Orders of 31 January and 25 June 1946.

Domestic workers have been divided into two categories: (a) those paid by the hour (charwomen engaged in ordinary household work or in heavy work); and (b) those paid by the month. The latter group is divided into 11 categories which correspond to various occupational classifications, a coefficient being fixed for each category. The lowest wages (coefficient 100) apply to inexperienced household workers (with less than one year's experience), page-boys and caretakers in private houses; the highest coefficient (190) has been fixed for chefs (men or women), housekeepers, companions, and butlers who supervise the domestic staff.

Persons whose work, through physical disability, is inferior to that of other workers of the same occupational category may exceptionally be paid a lower minimum wage.

Payment in kind (food and lodging) may be deducted from the wages fixed, and the Order of 25 June 1946 fixes the value of food and lodging. Payment in kind, other than food and lodging, is made in accordance with established customs.

For workers under 16 years of age the Order fixes wage rates in relation to those of adults employed in the same occupational category. These rates are as follows:

14 to 15 years of age	— 50 per cent.
15 to 16 years of age	— 60 per cent.
16 to 17 years of age	— 70 per cent.
17 to 18 years of age	— 80 per cent.

Young workers over 18 years of age are considered as adults and receive the wage fixed for their category, provided their qualifications are satisfactory.<sup>3</sup>

<sup>1</sup> Act. No. 6/45; cf. I.L.O.: *Legislative Series*, 1945, col. 1.

<sup>2</sup> *Diario Oficial*, No. 26210 of 21 Aug. 1946; *Cultura* (Bogotá), Sept. 1946, pp. 27-28.

<sup>3</sup> *Journal officiel*, No. 28, 2 Feb. 1946, p. 918; No. 41, 17 Feb. 1946, p. 1419 (Corrigendum); No. 158, 7 July 1946, p. 6089.



## SOCIAL INSURANCE AND ASSISTANCE

## NATIONAL HEALTH SERVICE IN GREAT BRITAIN

A Bill providing for the establishment of a national health service available to everyone in England and Wales became law on 6 November 1946. The new service is scheduled to begin on 1 April 1948 and will be financed by the Exchequer, the local authorities, and a contribution from the National Insurance Fund. This Act, coming after the National Insurance Act and the National Insurance (Industrial Injuries) Act, is a further step in the programme of social security services now being introduced.<sup>1</sup>

*General*

The health service is comprehensive and designed "to secure improvement in the physical and mental health of the people. . . and the prevention, diagnosis and treatment of illness". It is available to everyone in England and Wales without any limitations based on financial means, age, sex, employment or vocation, area of residence or insurance qualification. There are no waiting or qualifying periods. No fees or charges are made to the patient with the exception of those referred to below in respect of renewals or repairs of appliances necessitated through negligence, domestic help, and certain additional amenities. No one is prevented from obtaining medical care privately at his own expense if he does not wish to avail himself of the free service provided under the Act, but no doctor may treat a person for whom he has accepted responsibility under the Act as a private patient.

The Minister of Health is responsible for organising and promoting the establishment of the service. He is guided, on all expert aspects of the service, by the Central Health Services Council which includes people chosen from all fields of experience within the service.

The presidents of the Royal Medical Colleges, the Chairmen of the Councils of the British Medical Association and of the Society of Medical Officers of Health, and the President of the General Medical Council, are members *ex officio*; other members include medical practitioners, dental practitioners, nurses, midwives and pharmacists, persons with experience in hospital management, in local government and in mental health. These members are appointed by the Minister of Health after consultation with the representative organisations.

The Central Health Services Council makes reports only to the Minister, who lays such reports before Parliament unless he considers it contrary to the public interest.

Standing committees may be appointed by the Minister after consultation with the Central Council to advise him and the Council on different technical questions. *Ad hoc* committees may be appointed by the Council or by any standing committee and asked to report on special questions referred to them.

The service is provided through three channels:

(1) Hospital and specialist services are organised on a new regional basis, blood transfusion and bacteriological laboratories on a national basis. The Minister assumes direct responsibility for these services, but entrusts the actual administration to new regional or local bodies, more particularly Regional Hospital Boards.

(2) Care by general practitioners and dentists and pharmaceutical benefits are administered through a newly-created local machinery, executive councils, whose areas coincide with those of major local authorities. These councils are composed of representatives of the major local authorities and of the Ministry of Health, on the one hand, and representatives of the local professional practitioners on the other hand, in equal numbers.

(3) The provision of health centres and of a variety of medical and general health care services is entrusted to the major local authorities, the County and County Borough Councils, whose arrangements are made subject to the Minister's approval.

<sup>1</sup> Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 227.

The Minister may take over the functions of hospital boards, executive councils and local health authorities if they do not carry out their functions adequately. He may lay down qualifications of officers and employees of all bodies providing care under the service, and establish contributory superannuation schemes for the staffs of the hospital and specialist service, the Executive Councils, the bacteriological and blood transfusion services and doctors and dentists in the general practitioner service.

*Hospital and Specialist Service**Nature and Provision of Care.*

The Hospital and Specialist Service provides hospital accommodation, medical, nursing and other services required at or for the purposes of hospitals, and the care of specialists, whether at a hospital, a health centre or a clinic or, if necessary on medical grounds, at the patient's home. The service covers accommodation in general and special hospitals, maternity homes, tuberculosis sanatoria, infectious diseases units, homes for the chronic sick, mental hospitals and mental deficiency institutions, convalescent homes and medical rehabilitation centres, and includes all forms of specialist treatment.

Eye services are provided in special ophthalmic departments and clinics, forming part of the hospital and specialist service, and include sight testing and the supply of spectacles. These eye clinics will be in charge of specialist medical ophthalmologists. But while this eye clinic system is being developed, a supplementary eye service is arranged for in the general practitioner system.

The Minister may provide such auxiliary services as research into the causation, prevention, diagnosis or treatment of illness or mental defectiveness, a bacteriological service, and blood transfusion services, on a national basis.

No charges may be made to the patient for these services, except if he requests a medical appliance of a more expensive type than is supplied normally by the service, or if the replacement or repair of a medical appliance supplied free was necessitated by lack of care on the part of the patient. A patient may also choose to be accommodated in a single room or small ward, and pay a charge covering part of the cost, subject always to the requirements of patients who need such privacy on medical grounds and therefore receive it without payment.

Accommodation may be set aside by the Minister for private patients of a doctor serving on the hospital staff, provided it is available after satisfying the demand of the public service. The doctor may charge private fees to such patients.

*Administration.*

All hospitals, both voluntary and public, are transferred to and vested in the Minister of Health unless he decides otherwise, with the exception of teaching hospitals, which are vested in boards of governors. Medical and dental schools are transferred to the board of governors of the school or of the university of which they form part. Clinics, dispensaries and out-patient departments other than those providing general practitioner care or maternity service are also vested in the Minister.

Regional Hospital Boards are constituted by the Minister for such hospital areas, determined by him after consultation with organisation and bodies concerned, as can conveniently be associated with a university having a school of medicine. The chairman of the Board is appointed by the Minister as he thinks fit; other members are appointed after consultation with the university, the medical profession, and the local health authorities in the area and other organisations concerned.

The Regional Hospital Board maintains premises and maintains and acquires equipment for hospitals and out-patient departments. It appoints hospital management committees for each hospital or group of hospitals, after consultation with any local health authority and executive council in the area served, the senior medical and dental staff of the hospital or hospitals, and organisations concerned.

A hospital management committee controls and manages its hospital or hospitals on behalf of the Board, subject to and in accordance with regulations issued by the Minister and instructions of the Minister and the Board.

Endowments of voluntary non-teaching hospitals are paid into a special fund which is apportioned to Regional Hospital Boards and hospital management committees after discharging existing debts and liabilities of the voluntary hospitals concerned.

*Terms of Service.*

Staffs of all hospitals are in the employment of the Regional Boards or boards of governors. Specialists taking part in the service are attached to the staff of hospitals whether working whole-time or part-time for the service, at hospitals or at health centres; they may continue private practice outside the service. Terms of engagement of staff are determined by the Board, subject to regulations made by the Minister after consultation with the appropriate organisations.

*General Practitioner Services**Nature and Provision of Care.*

Care by general practitioners and dentists, and pharmaceutical supplies as well as supplementary ophthalmic care are provided outside the hospital and specialist service by qualified doctors, dentists, and pharmacists, under the authority of an Executive Council constituted for the area of every local health authority. All medical practitioners are entitled to join the new service within the area where they are practising at the time when the service is introduced, by having their names included in the lists of the Executive Council with whom they are under contract. Doctors who wish to join for the first time or to practise in a new area need the consent of the Medical Practices Committee; such consent cannot be refused on any grounds except that the number of doctors already practising in the area is sufficient for the needs of the service.

General practitioners and dentists can practice either at and from the health centres maintained by the local health authorities, or at and from their own surgeries; in either case they are under contract with the Executive Council and not with the local health authority. The Council arranges with local authorities for the use of the centre facilities.

*General practitioner care.* Every person in the area of an Executive Council may choose, from among the general practitioners undertaking to work under the Act, the "family doctor" by whom he wishes to be attended, subject only to the doctor's consent. However, no doctor may accept more than a prescribed maximum number of patients. Persons who do not make a choice will be assigned to a doctor by the service.

*Dental care.* Provisions concerning dental care are much the same as those for general practitioner care. Dental care, however, may not, at first, be available to all persons in the area. Priority is given to expectant mothers and young people, who receive dental care through the maternity and child welfare service of the local authorities (see below), and through the school health services under the Education Act of 1944.

General dental care services will be gradually developed at the health centres of the local authorities or at special dental centres. Eventually, every person will have the right to choose a dental practitioner as his regular attendant and to receive care without further reference. Nevertheless, for certain forms of treatment the dentist must submit estimates of the cost to the branch office of the Dental Estimates Board. Charges may be made to the patient for dental appliances of a more expensive type than is normally supplied or repairs and replacements due to negligence.

*Pharmaceutical supplies.* Drugs and preparations prescribed by a general practitioner or dentist under the scheme are dispensed, and specified appliances are supplied, to persons in the area of an Executive Council by arrangements made by the Council with registered pharmacists. Every qualified pharmacist may join in the new service. The patient may obtain his prescription at any pharmacy participating in the service or at a health centre dispensing medicines. Drugs, preparations and appliances required for hospital and specialist services will be supplied by the Hospital and Specialist Service.

*Supplementary ophthalmic services.* While special ophthalmic departments and clinics forming part of the Hospital and Specialist Service are being developed, a supplementary eye service is arranged by the Executive Councils whose functions in this field are exercised by the Ophthalmic Services Committee. The Supplementary Eye Service provides for the testing of sight by qualified medical practitioners and for the supply of spectacles. The service will be wound up as soon as the specialist clinic services are found to have been adequately developed.

Every person in the area is entitled to sight testing and the supply of spectacles free of charge, either through the Supplementary Eye Service, from the general practitioner or optician of his choice, or through the specialist eye clinics. Charges may, however, be made for optical appliances of a more expensive type than is normally supplied, or for repairs and replacements due to negligence.

*Administration.*

The Executive Councils administering general practitioner, dental and pharmaceutical services are composed of professional members appointed by the local doctors, dentists and pharmacists through their own committees, on the one hand, and members appointed partly by the local authorities and partly by the Minister, on the other, in equal numbers. The Councils make arrangements for providing adequate care and supplies for all persons in their area who wish to take advantage of such arrangements, subject to the Minister's approval.

The Medical Practices Committee consists of six medical practitioners and two other members appointed by the Minister after consultation with representative medical associations; and of a medical chairman. It deals with applications of general practitioners not yet established in insurance practice at the inception of the service for admission to public practice under the Act. A general practitioner whose application has been refused may appeal to the Minister.

The Dental Estimates Board, the majority of whose members are dental practitioners, approves estimates of dental treatment and appliances.

The Ophthalmic Services Committee, responsible for the administration of the Supplementary Eye Service, includes members appointed by the Executive Council and members representing the medical practitioners and opticians participating in the service.

*Terms of Service.*

Terms of service of general practitioners, dentists and pharmacists are not specified in the Act but will be laid down in regulations to be made by the Minister in consultation with the professional representatives of the doctors, dentists and pharmacists.

In the White Paper on the National Health Service, the Government had announced its intention of combining the capitation fee with a fixed basic salary. The basic salary, according to the Minister of Health, would give the young doctors starting to build up a practice the security of a minimum salary; it would reduce, but not eliminate, competition between doctors, and would permit a differentiation in income by the payment of additional remuneration for special attainments. It was not, however, intended that the basic salary should be the main part of the remuneration. Once the list of patients had reached the point where the basic element had been absorbed by the capitation fee, this element would become a form of capitation payment.<sup>1</sup> An amendment proposed by the House of Lords to include the principle of the capitation fee in the Act was rejected by the House of Commons. Actual rates of pay are to be in accordance with the recommendations of the Spens Committee which was appointed in February 1945 to report on an appropriate range of remuneration for doctors taking part in a publicly organised service.<sup>2</sup> The Committee proposed a percentage spread of net income giving some three quarters of the general practitioners between 40 and 50 years of age a net income over £1000 per annum, one-half of them over £1300, one quarter over £1600 and slightly less than 10 per cent. an income over £2000, in terms of the 1939 value of money. This distribution would represent a considerable increase in incomes over and above those received in 1939 — about £200 in the case of incomes between £400 and £1200. On the assumption that some 45 million people are covered by the service, the cost per head would be 15s. 6d., or after deduction of special payments, 15s. per head to provide for the payment of general practitioners. It may be noted that the capitation fee of 10s. 6d., at present payable under the existing Health Insurance Scheme, is to be increased in accordance with the recommendations of the Spens Report, pending the inception of the new service.

Dentists' remuneration would, according to the Government's White Paper, consist of appropriate salaries for those working whole or part time at health or

<sup>1</sup> *Parliamentary Debates, House of Commons*, No. 210, 4 Nov. 1946, cols. 1125-1126.

<sup>2</sup> *MINISTRY OF HEALTH: Report of the Inter-Departmental Committee on Remuneration of General Practitioners, Gt. Britain*. Cmd. 6810 (London, H. M. Stationery Office, 1946).



dental centres. Other dentists would be paid by the Executive Council in accordance with a prescribed scale of fees, laid down in regulations after consultation with the profession's representatives.

Similarly, payment for pharmaceutical supplies would be determined on the basis of negotiations with pharmaceutical representatives. Refresher courses for medical and dental practitioners may be organised by the Minister.

#### *Abolition of Selling and Buying of Practices.*

The Act prohibits the sale or purchase of practices which are wholly or partly within the National Health Service. Compensation amounting to £66 millions in the aggregate for England, Wales and Scotland will be paid, normally on retirement or death of the doctor, to those doctors who join the service at the outset and are, therefore, deprived of the right to sell the practice they bought. In the meantime, interest will be paid at the rate of 2 ¼ per cent. per year.

#### *Supervision of Service and Settlement of Disputes.*

The General Practitioner Service is under the supervision of the Minister of Health, who may authorise an Executive Council to make arrangements other than those in force under the Act if he is satisfied after enquiry that the services in the area are inadequate, or not satisfactory.

Disputes between an Executive Council and a beneficiary, or between a council and a health authority as to the conduct of a health centre, are referred to the Minister for decision.

Representations that a person undertaking to provide general practitioner or dental care, supplementary ophthalmic care or pharmaceutical supplies should be excluded from participation in the service, can be made to an independent tribunal which, after enquiry, may remove the name of such person from the list of participants if it deems that his retention would be prejudicial to the efficiency of the service. The tribunal consists of one member representative of the Executive Councils, and one representing the profession concerned in the dispute, chosen from a panel of professional representatives. The chairman is a barrister or solicitor appointed by the Lord Chancellor. Appeal from the decision of the tribunal lies to the Minister of Health.

#### *Local Authority Health Service*

##### *Nature and Provision of Care.*

The major local authorities, called health authorities for the purposes of the Act, maintain health centres and provide certain specified forms of medical care and general health care. The duties of the health authorities include:

(i) Care for expectant and nursing mothers and for young children under five years of age and not attending primary schools, more particularly priority dental care, and the provision of cod liver oil, fruit juices and other articles; charges may be made for the supply of such articles, according to means.

(ii) Complete midwifery care for mothers confined at home to be given by midwives employed by the authority or by voluntary organisations with whom the authority makes the appropriate arrangements. The midwife may call in a doctor in case of need. Maternity care at hospitals, and any specialist care required, is given by the Hospital and Specialist Service, and ordinary general advice and health care before and after confinement by the general practitioner service.

(iii) Home visiting by health visitors employed by the health authority or by voluntary organisations, who give advice on the care of young children, sick people and expectant or nursing mothers at their homes, and on measures to prevent the spread of infection.

(iv) Home nursing by nurses employed by the local authority or voluntary organisations.

(v) Vaccination against smallpox and immunisation against diphtheria through arrangements with the general practitioner service; vaccination against smallpox is no longer compulsory.

(vi) Ambulance services.

Health authorities may provide — or shall provide if so directed by the Minister:

(vii) Care and after-care of sick or mentally defective persons, including the provision of special foods, blankets, accommodation for convalescents and invalids and the like; a charge may be made in appropriate cases.

(viii) Domestic help to any household in which it is needed on grounds of ill-health, maternity, age or welfare of children, subject to an appropriate charge.

#### *Organisation of Service.*

For the purpose of providing these health services and maintaining health centres, the major local authorities, county and county borough councils or joint boards of these where necessary, are constituted local health authorities. They are responsible for making appropriate arrangements, subject to the approval of the Minister of Health. The local health authority, as already stated, is represented on the Executive Council in its area, and is consulted by the Minister in the appointment of members of Regional Hospital Boards, Hospital Management Committees, and boards of governors of teaching hospitals.

Every local health authority establishes a health committee to advise it on the discharge of its functions under the Act.

The local health authorities build, maintain and develop health centres, at which, in addition to their own health services, general practitioner care and dental care as well as pharmaceutical supplies are provided by arrangement with the Executive Council of the area, and specialist and other out-patient care is made available by arrangement with the Regional Hospital Boards.

The terms on which general practitioner and dental care and pharmaceutical supplies are provided at a health centre are agreed upon between the local health authority maintaining the centre and the local Executive Council administering general medical services. The Council may recover from the general or dental practitioner or pharmacist such charges for the use of the centre premises as will defray its payments to the local health authority.

#### *Financing of National Health Service*

The National Health Service is financed from (1) general revenue, (2) local revenue, and (3) a payment from the National Insurance Fund.

The full cost of the Hospital and Specialist Service and other central services, of the general practitioner, dental, supplementary ophthalmic and pharmaceutical services and of central administration, and one half of the cost of local health authority services are borne by the Exchequer, *i.e.*, the taxpayer, subject to a refund of £32 million from the Insurance Fund.

Local health authorities pay one half of the cost of their health services, their expenditure being matched by Exchequer grants of not less than 37½ per cent. in the case of the richest authorities and not more than 75 per cent. in that of the poorest, the average grant being 50 per cent. of the cost.

The total annual expenditure of the Exchequer and the local authorities is estimated at £152 million per year in the early stages of the service. Of these, £87 million go to the Hospital and Specialist Service, £45 million to the general practitioner, dental, pharmaceutical and supplementary ophthalmic services, £12 million to the local health authority services, and £8 million to superannuation and compensation. Of the £152 million, £6 million are borne by the local authorities which spent £4.6 million on similar services in 1938-39, the remaining £146 million are met from the National Insurance Fund (£32 million), miscellaneous sources (£4 million), and the Exchequer (£110 million). Savings due to the discontinuance of former grants are estimated at £15 million, leaving a net annual additional expenditure of £95 million to be borne by the Exchequer.<sup>1</sup>

#### THE SOUTH AFRICAN DISABILITY GRANTS ACT, 1946

An Act<sup>2</sup> providing for the payment, subject to a means test, of cash benefits in cases of invalidity was assented to on 7 June 1946 and will come into operation at a date to be fixed by proclamation.

<sup>1</sup> National Health Service Act, 1946, assented to 6 Nov. 1946. Cf. also: MINISTRY OF HEALTH: *National Health Service Bill, Summary of the Proposed New Service*. Cmd. 6761 (London, H. M. Stationery Office, 1946); and *Financial Memorandum, Bill 94*, 19 Mar. 1946.

<sup>2</sup> Act No. 36 of 1946.

*Scope.*

The Act covers persons aged 16 years or over, domiciled and resident in the Union of South Africa, who satisfy conditions as to nationality and/or length of residence in the Union, but, in so far as Natives are concerned, the extent of its application is to be determined by the Minister of Native Affairs.

*Financial Arrangements.*

The financial resources required to meet the cost of the grants are covered by the budget of the Union of South Africa.

*Administration.*

In so far as it relates to non-Natives, the Act is administered by the Minister of Social Welfare and Demobilisation, assisted by the Secretary for Social Welfare, and in so far as it relates to Natives, by the Minister of Native Affairs, assisted by the Secretary for Native Affairs. Applications for grants are investigated in the first instance by the district officers appointed under the Old-Age Pensions Act.<sup>1</sup>

*Benefits.*

A disability grant is payable, subject to a means test, to a person covered by the Act who has physical or mental disabilities of a permanent nature which render him incapable of deriving from any employment or occupation the means to provide for his own maintenance and who is not in receipt of an old-age<sup>2</sup> or blind pension<sup>3</sup> or of a veteran's pension under the War Pensions Act.<sup>4</sup> The applicant must submit to any medical examination deemed necessary. If he is found capable of undertaking some form of employment, he must register himself at an employment exchange and remain in communication with the exchange for at least six months. Refusal to accept suitable employment disqualifies him for benefit under the Act. The Secretary for Social Welfare (or Native Affairs) determines the amount of the grant having due regard to the circumstances of the case, including the applicant's capacity and opportunity to maintain himself, the ability of his spouse to contribute to his maintenance and the cost of living and economic conditions in the district where he resides. The annual grant to a white person may not exceed £60, to a coloured person or Indian, £30 and to a Native, £12; nor may it be such as to bring the annual income of a white person to more than £90 plus £12 in respect of each child under 16 years whom he maintains, of a coloured person or Indian, to more than £48, and of a Native to more than £18. Where a disabled person requires a regular attendant, an additional £18 a year may be granted. Payment of benefit may be suspended by reason of the misconduct of the beneficiary.<sup>5</sup>

## SOCIAL SECURITY IN THE UNITED STATES

THE SOCIAL SECURITY ACT AMENDMENTS OF 1946<sup>6</sup>

Under the United States Social Security Act Amendments of 1946, the present rate of social security taxes payable by employees and employers remains unaltered, survivors' insurance protection is provided to qualified ex-servicemen for a period of three years after discharge, unemployment insurance is extended to private maritime employment, and federal participation in State assistance schemes is increased.

*Social Security Taxes.*

The social security contribution rates, previously scheduled to rise to 2½ per cent. on 1 January 1947 and to 3 per cent. on 1 January 1949, have been frozen at 1 per cent. until the end of 1947. They will rise to 2½ per cent. in 1948 and 3 per cent. in 1949.

<sup>1</sup> Act No. 22 of 1928. Cf. I.L.O.: *Legislative Series*, 1928, S.A. 1.

<sup>2</sup> *Ibid.*

<sup>3</sup> Blind Persons Act, No. 11 of 1936.

<sup>4</sup> Act No. 45 of 1941.

<sup>5</sup> *Government Gazette Extraordinary*, No. 3666, 14 June 1946.

<sup>6</sup> Public Law No. 719 (79th Congress, 2nd Session).

*Benefits in respect of Deceased Ex-servicemen.*

Under the Social Security Act, benefit is payable to the survivors of an insured person who had to his credit the requisite number of calendar quarters in insured employment. Active military or naval service is not insured employment and, as the law stood prior to the amendments of 1946, a person serving in the armed forces, not only lost an opportunity to earn credits, but might also lose previously acquired insured status in cases where he had previously qualified for survivors' insurance protection by the accumulation of calendar quarters in insured employment equal to at least half the total number of quarters in the period elapsing after a specified date. Furthermore, survivors' benefits vary in rate with the insured person's average monthly wage in insured employment during the period elapsing between a specified date and his death and with the number of years in which he had so earned at least \$200. Before the enactment of the recent legislation, a period of service in the armed forces reduced the average monthly credit, deprived the insured person of an opportunity to earn yearly credits and thus on two scores reduced the benefits payable. The Social Security Act Amendments 1946 provide survivors' insurance protection of a standard considered adequate, until the ex-serviceman has had a reasonable opportunity to acquire or reacquire insured status by participation in insured employment. A deceased ex-serviceman who had seen active service between 16 September 1940 and the date of the termination of the war and who died within 3 years after discharge is deemed to have died a fully insured person, to have an average monthly wage of not less than \$160 and to have been paid not less than \$200 wages in each calendar year in which he had 30 days or more of active service since 16 September 1940. The special wage credits are not granted if a pension or compensation is payable under the Veterans' Administration. In the case of an ex-serviceman who died before the law was enacted and within three years after discharge, survivors' benefits will be paid retroactively. The cost of the additional benefits to the survivors of deceased ex-service personnel is met from the Old-Age and Survivors' Insurance Trust Fund.

*Unemployment Compensation for Maritime Workers.*

As a result of the recent amendments the State legislatures are authorised to extend unemployment insurance laws approved by the Federal Security Administrator (Social Security Board until 16 July 1946) to private undertakings operating American vessels on navigable waters within or without the United States and having their operating offices within the State. The operator and the officers and members of the crew may be required to pay contributions in respect of service performed in connection with the vessels outside the State as though it were performed entirely within the State and wage credits are to be allowed in respect of such service. Since the beginning of the war most maritime workers have been employed by the Federal Government, and it will take them some time to accumulate the wage credits necessary for protection under a State unemployment insurance scheme. The Federal Security Administrator has been authorised to enter into an agreement with any State or State unemployment insurance agency to act as its agent in paying benefits in cases of the unemployment during the reconversion period, ending 30 June 1949, of persons who have performed maritime service for the Federal Government. The rate of benefit is that which would have been payable had the Federal maritime service been under the State unemployment compensation law. No benefit will be paid under this provision in respect of unemployment occurring before the necessary funds have been made available.

*Technical and Miscellaneous Provisions.*

The Federal appropriation for maternal and child health, crippled children and child welfare services has been increased by \$10,800,000 to \$22,000,000 for the year 1946-47. Some of these funds are to be used for State grants on a matching basis.

States in which employees, as well as employers, contribute to the unemployment funds have been authorised to use the employee contributions to pay benefits in cases of disability.

A few slight technical changes have been made in the Social Security Act either to correct anomalies or to liberalise its provisions.



*State Grants for Old-Age Assistance, Aid to Dependent Children and Aid to the Blind.*

Under the Social Security Act Amendments of 1946 the Federal Government pays to each State having an approved old-age assistance scheme two thirds of the amount up to \$15 which it expends per month for each needy individual who is over 65 years of age or who is blind, plus half the balance of the expenditure up to \$45. Thus, in effect, the maximum Federal monthly contribution to State old-age and blind assistance schemes is raised from \$20 to \$25 per beneficiary. The Federal Government pays to each State with an approved scheme of aid to dependent children two thirds of the first \$9 expended per month for each dependent child who is the first in a home, plus half the balance of the expenditure up to \$24; where there are additional children in the same home the Federal Government pays two thirds of the first \$9 expended by the State on each child and half the balance up to \$15. The maximum monthly Federal grants for aid to dependent children have therefore been raised from \$9 for the first child and \$6 for additional dependent children, to \$13.50 and \$9 respectively. Previously, in addition to its grants for old-age assistance benefits, the Federal Government had paid amounts equal to 5 per cent. of these grants towards the expenses of administering the schemes. Under the new legislation it pays to each State an amount equal to half the sums expended for the administration of approved State old-age assistance programmes. The public assistance provisions of the Social Security Act have been amended so that the States will be able to increase their payments and to add more persons to their rolls. Provided that the States take full advantage of the new legislation, the total annual cost to the Federal Government of the three assistance schemes has been estimated at \$560,000,000. The amendments to the public assistance schemes have effect from 1 October 1946 to 31 December 1947.

*Amendments to the Railroad Retirement and Unemployment Insurance Acts.*

Recent legislation<sup>1</sup> establishes monthly benefits for survivors of insured railroad workers and provides sickness and maternity benefits under railroad unemployment insurance. The rate of employer and employee taxes for the retirement scheme has been increased to 5¼ per cent. of wages up to \$300 per month for 1947 and 1948 and will gradually rise to a maximum of 6¼ per cent. in 1952. The tax on employers for unemployment insurance remains fixed at 3 per cent. of wages up to \$300 per month.

## LIVING CONDITIONS

### WORLD-WIDE SOCIAL SERVICE FOR NORWEGIAN SEAFARERS

In the beginning of December 1946 the Norwegian Parliament decided unanimously to set up a Welfare Council and a Welfare Fund for seafarers.

The Welfare Council, consisting of representatives of the Government, ship-owners and seafarers, is to have as its objective the development and co-ordination of social welfare work for seafarers both at home and in foreign countries. It is to take control of those Government welfare enterprises for the Merchant Marine which were started during the war in the more important seaports all over the world and which are still considered necessary in the post-war period.<sup>2</sup> The main task of the Council is to provide good seamen's hotels, where a seafarer may have his own room, good meals and the kind of service which his special conditions call for. A nucleus of such hotels, club rooms and readingrooms has already been established, and others are contemplated, either as Norwegian enterprises or in co-operation with other nations. A great number of different

<sup>1</sup> Public Law No. 572 (79th Congress, 2nd Session).

<sup>2</sup> With regard to welfare work for Norwegian seafarers during the war, cf. *International Labour Review*, Vol. XLIX, No. 1, Jan. 1944, pp. 52-56, "Organisation for the Welfare of Norwegian Seamen".

activities is included in the scope of the welfare work for the benefit of the seafarers as, for instance, the question of safeguarding their health, conducting educational and recreational programmes and correspondence courses, providing facilities for sports, music, reading, hobbies, etc.

To finance this work the Welfare Fund is to be created through a monthly contribution of kr. 2.40 for each seafarer. This contribution is divided into four equal parts, two of which are to be paid by the Government and one each by the shipowners and the seafarers. This amount is expected to bring in a sufficient sum each year to ensure the first-class management of the different institutions and prices low enough to attract the seamen. The contributions are not, however, expected to be large enough for capital expenses which, it is foreseen, will be covered by grants or other means.

The aim of this plan is to give the seafarers in foreign countries the same social service as is provided for other wage earners at home.<sup>1</sup>

## WORKERS' ORGANISATIONS

### MEETINGS OF INTERNATIONAL TRADE SECRETARIATS

Several international trade secretariats held meetings during 1946. Notes on two of these meetings appear below; notes on others will appear in the next issue of the *Review*.

#### THE INTERNATIONAL FEDERATION OF UNIONS OF EMPLOYEES IN PUBLIC AND CIVIL SERVICES

The first post-war Congress of the International Federation of Unions of Employees in Public and Civil Services was held in Zurich from 28 to 29 May 1946. Fourteen unions from eleven countries with an aggregate membership of about 1,500,000 were represented at the meeting.

Messages were received from several unions regretting their inability to attend the Congress, including the United Public Workers of America (Congress of Industrial Organizations) which is affiliated to the International. The Municipal Workers of the U.S.S.R., who had been invited to attend, sent a message expressing the hope that when the International was affiliated to the World Federation of Trade Unions, they would be able to collaborate in its work.

#### *Incorporation in the W.F.T.U.*

The most important item on the agenda of the meeting was the reconstruction of the International, and the question of its integration in the W.F.T.U. as an International Trade Department. In the new Executive Committee of nine which was chosen, Mr. M. C. Bolle was elected General Secretary. With regard to the affiliation of the International with the W.F.T.U., Congress accepted this in principle and authorised its Executive Committee to continue negotiations with a view to securing acceptable terms of incorporation. It was further agreed that the terms finally negotiated should be submitted to a future Congress for ratification.<sup>2</sup>

#### INTERNATIONAL TRADE UNION ORGANISATION FOR THE PRINTING INDUSTRY

A conference of representatives of printing trade unionists in twenty-two countries met in London from 16 to 17 April 1946 at the invitation of the British Printing and Kindred Trades Federation.

<sup>1</sup> *Arbeiderbladet*, 4 Dec. 1946.

<sup>2</sup> Extract from the official minutes of the Congress.

It was agreed that it was desirable that there should be one international trade union organisation for the printing and kindred trades; the International Federation of Bookbinders and Kindred Trades, the International Lithographers' Federation and the International Typographers' Secretariat agreed to recommend the fusion to their respective Congresses when they next meet.

The Conference also announced its willingness to participate in the work of the World Federation of Trade Unions but on the question of the Trade Department for the printing trades to be set up by the W.F.T.U., the representatives of the three Secretariats expressed the view that the headquarters should not be in Paris where the W.F.T.U. is now situated.

Mr. G. A. Isaacs, British Minister of Labour and National Service, himself a veteran of printing trade unionism, was given a cordial welcome when he addressed the Conference.<sup>1</sup>

#### SEVENTY-EIGHTH ANNUAL SESSION OF THE BRITISH TRADES UNION CONGRESS

The 78th annual session of the British Trades Union Congress (T.U.C.) was held in Brighton from 21 to 25 October 1946 under the Presidency of Mr. Charles Dukes, C.B.E., General Secretary of the National Union of General and Municipal Workers. There were present at the Congress 793 delegates from 192 affiliated unions representing 6,671,120 members, an increase of 95,466 over the previous year.

#### *Message from the International Labour Office.*

The Director-General of the International Labour Office sent the following message to the Congress:

Please accept my best wishes for another successful Congress. During the past year the United Kingdom has made a magnificent effort to reconvert its economy to peacetime purposes, and in that effort the British trade unions have played a considerable part. The qualities of leadership and initiative, and the sense of responsibility of the British trade unions are admired all over the world.

The past year has also been a strenuous one for the I.L.O., which has negotiated a satisfactory working relationship with the United Nations, revised and remodelled its machinery and procedures, held two Sessions of the International Labour Conference — one in Seattle and the other in Montreal — inaugurated a series of new industrial committees for the great international industries, and held its first post-war regional Conference in Mexico City. Next year's programme includes an International Labour Conference in Geneva, regional conferences in the Middle East and India, Industrial Committee meetings in Latin America and Europe, and many other gatherings.

The I.L.O. looks to you for continued support in this work and assures you of its fullest co-operation in your efforts to promote social justice and world peace.

#### *Opening Addresses.*

The keynote of the President's Address was that British industry would have to intensify its productive efforts considerably in the coming months if the economic needs of the people were to be adequately met.

Dealing with the participation of the workers in management, Mr. Dukes pointed out that in nationalised industry the employing authority representing a public interest conducted industry as a social service, owing obligations equally to the workers, the consumers and the general community.

Of non-nationalised industry, he said that the trade unions concerned had a direct interest which was the interest of the workers employed in them, in making the industry efficient, in improving their techniques and insisting upon the highest obtainable standards of mechanisation and modern scientific methods.

<sup>1</sup> Communication from the British Printing and Kindred Trades Federation, London.

Efficiency was not the exclusive concern of management and not solely the responsibility of the employers' side of industry. The unions too had their contribution to make to industrial efficiency.

In the transitional stages of the change that is taking place in our economic life today, we as trade unionists will be called upon to exercise much patience in negotiations and to make real sacrifices, even where legitimate claims are in question, for the common good. I believe that we shall have to re-examine many trade union practices where they tend towards restriction; we shall have to do some fresh thinking about the historically conditioned principles of collective bargaining. We shall have to assume responsibilities in connection with the control and management of industry that we have considered to be hitherto beyond our province; and we shall have to adapt the machinery of our unions, the training of our officers, and the education of our membership in regard not only to the management of industrial enterprise but to the other tasks of our organised movement.

Referring specifically to the 28th (Maritime) Session of the International Labour Conference, Mr. Dukes said that for the first time the principle of an international basic wage of working hours and standard conditions of service in all the merchant navies of the world had been laid down by international agreement. An important innovation had been made in regard to the ratification of I.L.O. Conventions when at that Conference the British Government had taken the attitude that as far as possible ratification of those Conventions should not merely be a matter for Parliament but should be carried into effect wherever practicable by industrial negotiations between employers' and workers' organisations. This meant so far as Great Britain was concerned that the proposals embodied in the Convention would be the subject of consideration by the National Maritime Board.

The Congress was addressed by the Prime Minister, the Rt. Hon. C. R. Attlee, C.H., M.P., and by the Minister of Labour, the Rt. Hon. G. A. Isaacs, M.P.

In his remarks, Mr. Isaacs referred to the success which had been attained by the I.L.O. during the past twelve months. Great advances had been made by the Organisation and "it has done very successful work in bringing in a new Constitution in relation to U.N.O. The Draft of that Constitution was a great work."

Early in the proceedings of the Congress a farewell address was made by Lord Citrine who, after holding the Secretaryship of the Congress for nearly 20 years, had accepted an appointment to the National Coal Board, the body set up by Parliament to administer the nationalised coal industry.<sup>1</sup>

#### *Resolutions and Reports Adopted.*

*The closed shop.* After a lengthy debate the Congress adopted a supplementary report submitted by the General Council on the "closed shop". The report underlined that the term was being inaccurately used to describe the aims of the unions in dealing with non-unionists and with the problems arising from the existence of breakaway unions and other bodies not associated with the official movement. The closed shop in the sense of an establishment in which only members of a particular union can be employed was alien to the British trade union practice and theory. Continuing, the report stated:

In so far as the current controversy concerns the position of disruptive and spurious bodies, there can be no doubt about the attitude of this Congress. Affiliated unions will, without doubt, continue to support the General Council in refusing to recognise any rights claimed by breakaway unions, or by any dissident bodies which seek to sponsor or to support the setting up of an organisation to usurp the functions of the Congress as the national trade union co-ordinating authority of the British trade union movement.

The General Council are equally confident that the Congress will support them in the view that the position of the non-unionist cannot be justified either on grounds of principle or of expediency. The liberty of the individual is not an absolute and unqualified right. It is subject to restrictions for social ends which admit of no compromise, and one of them is that the presence of non-unionists may result, and often has resulted in the past, in the stoppage of an entire trade.

<sup>1</sup> Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 198.



In a concluding paragraph the report warns management and employers that they, too, have responsibilities of a social character. Disregard of these responsibilities, would lead to the dislocation of industrial relationships, and a state of anarchy in industry which would frustrate all hopes of full employment and maximum production for the benefit of all people.

*Problems of production.* The Congress accepted the report relating to the problems of production wherein stress was laid on the fact that manpower shortage was the greatest of the numerous difficulties now being encountered throughout British industry. Despite the satisfactory rate of demobilisation from the various forces industry was suffering from a serious maladjustment of manpower.

The working population of Great Britain had declined from the peak figure of 1943 of 22,200,000 to 19,216,000, and that decline was, in the view of the Ministry of Labour, likely to continue and would probably be accentuated by the raising of the school-leaving age next year.

Remedial measures are proposed in the report and suggestions made for recruiting labour for industries which, though highly essential, have proved comparatively unattractive to workers. In this connection the report says:

Low wages do not appear to be the sole reason for the difficulty. The employment in some of these industries might be made more attractive, in some instances, if the physical conditions and amenities were improved although, of course, such improvement would itself depend to some extent upon the supply of additional labour and materials which are also required for other high priority work such as housing. And in many cases, too, substantial improvements in the physical conditions are impossible unless there are changes in methods of production and further mechanisation.

The General Council view is that each industry involved should be the subject of separate consideration by representatives of both sides, plus a Government representative if desired, and that the most intimate contact should be maintained with the Government. The Ministry has also been informed that the Factories Act and any national machinery established in connection with various industries (such as Wages Councils and Joint Industrial Councils) should be used to the utmost limit in order to improve conditions within these unattractive industries.

The unanimous endorsement of the Congress was given to a resolution which calls upon the General Council to approach the Government to set up machinery whereby a continuous examination of industrial productivity can be carried on. The resolution also asks the General Council to survey new methods, materials, machinery and new power tools and to prepare reports to help the workers' representatives to play their part in joint production machinery.

*40-hour week and holidays with pay.* Discussion on the 40-hour week was opened by a General Council spokesman who pointed out that whilst in some industries conditions were suitable for the immediate introduction of the 40-hour week, in others there were difficulties, but there was no industry in which the principle could not be accepted.

The General Council proposed to approach the Government for legislation designed primarily to expedite and buttress agreements voluntarily arrived at by industry by industry. The desire was to obtain legislation which would place upon all industries the obligation to produce and apply schemes providing for the establishment of a normal working week of 40 hours.

The report maintains that reduced hours of work, whether obtained in one stage or in two, would not necessarily result in a reduction of output. It was also confidently believed that before any large-scale change could be operated most of the commodity shortages would have been ended.

A resolution moved on behalf of the Transport and General Workers' Union reiterating the demand for a 40-hour week and two weeks holiday with pay for all employed persons, and further demanding legislation for the 40-hour week, was carried.

*National wages policy.* By 3,523,000 votes to 2,657,000 votes the Congress rejected a demand that the General Council should frame proposals for a national wages policy. The supporters of the demand claimed that the standard of the lower paid workers should be brought up to that of the higher paid wages based on national production. This claim was resisted on the grounds that if a national minimum wage was instituted, employers would use it as an excuse for not meet-

ing claims from unions until there was a declaration of policy by the Government. In addition employers would always try to resist that which was beyond the capacity of the least efficient organisations to pay. The machinery already in existence in the trade union movement was regarded as the best for dealing with wage problems.

*Adult education.* In a resolution moved by the National Union of Mineworkers and supported by the Association of Engineering and Shipbuilding Draughtsmen, approval is expressed of the steps taken by the General Council to provide scholarships for trade unionists at the London School of Economics and Ruskin College. The opinion is expressed that a comprehensive scheme of education in all its phases, with special emphasis upon those subjects calculated to be of the greatest assistance to trade unionists and members of the working-class movement in general, should be inaugurated preferably through the medium of working class students' residential colleges, lectures extending over a period of 1-3 years, single lectures, correspondence courses, week-end and summer schools.

The General Council is requested to investigate the possibility of arranging a co-ordinated scheme run under a centralised control to secure this end.

*Juvenile employment service.* Juvenile employment is referred to in a resolution moved by the Transport and General Workers' Union, which declares that in order to provide a service which will adequately protect the interests of young people and ensure for them employment in accordance with their capacities and with due regard to the needs of industry it is necessary to:

- (a) Include in the vocational guidance talks and in the Ministry pamphlets on careers appropriate references to trade unionism, machinery for collective bargaining, the Factory Acts and other protective legislation;
- (b) Empower the Juvenile Employment Committee to refuse to offer labour for employment where there are no prospects or where conditions regarding training, hours, wages and promotion are unsatisfactory; and
- (c) Ensure adequate trade union representation on the Juvenile Employment Committees.

*Atomic energy.* In a resolution on atomic energy Congress urges the General Council to inquire into:

- (a) The effect of the use of atomic energy on British industry;
- (b) Its consequences as it relates to existing trade union organisation;
- (c) The possible effects on health to the community and to workers and scientists engaged in research and manufacture; and
- (d) The possibility of establishing a permanent committee within the structure of the World Federation of Trade Unions, whose function would be to ascertain the effects of the use of atomic energy on world industrial production as it relates to workers' interests.

The resolution further urges the Labour Government to take the initiative in renouncing the use of atomic bombs and to outlaw the manufacture of atomic explosives and to destroy or reconvert all such explosives already in existence.

*International policy.* In adopting the General Council's Report, Congress endorsed the terms of a Draft Charter of Social Provisions which have been submitted to the British Government with a request that they be incorporated in the Peace Treaty. The Charter, which includes many of the provisions of the I.L.O. Declaration of Philadelphia, provides that signatory Governments would, among other things, undertake to further programmes which will achieve (1) full employment, (2) the recognition of the right of collective bargaining and the co-operation of management and labour in the continuous improvement of protective efficiency and in the preparation and application of social and economic measures, (3) freedom of speech, press, assembly, religion and political association, (4) the provision of comprehensive schemes of social measures, (5) the prevention of domination by vested interests and privileged groups, and (6) the assurance of equal educational and vocational opportunity.

Recognising that the fuller and broader utilisation of the world's productive resources necessary for the achievement of the objectives set forth in the Charter can be secured by effective international and national action, Governments are called upon to pledge their full support to co-operation with the International Labour Organisation and such international bodies as may be entrusted with a

share of such responsibilities and for the promotion of the health and well-being of the people.

In submitting the Charter, the T.U.C. has urged the British Government to endorse as a preamble to the proposals the terms of the 1944 I.L.O. resolution on "Social Provisions for inclusion in the Peace Treaty".<sup>1</sup>

*Greece.* Considerable concern was expressed in the Congress at the development of conditions in relation to the trade union movement of Greece. A motion to refer back the report of the General Council on this matter was withdrawn following a discussion during which it was pointed out by Mr. Arthur Deakin that the General Council accepted unanimously the proposals of the World Federation of Trade Unions for the recognition of only those trade union organisations in Greece which were properly constituted. So far as the T.U.C. and the W.F.T.U. were concerned, they would pursue this matter until full freedom had been given to the Greek trade union movement.

#### *Fraternal Delegates.*

The fraternal delegates who addressed the Congress included Mr. T. Kennedy and Mr. E. J. Brown of the American Federation of Labor, Mr. W. McGruther of the Trades and Labor Congress of Canada, Mr. M. P. Tarasov, All-Union Central Council of Trade Unions of the U.S.S.R., and Mr. L. Saillant, World Federation of Trade Unions.

In his address to the Congress Mr. Louis Saillant made the following reference to the I.L.O.:

Up to now the International Labour Office and the United Nations Organisation have been negotiating. Now that this agreement has been ratified by the International Labour Conference and will be ratified by the United Nations Organisation, the World Federation of Trade Unions will have to examine the measures of permanent relationship with the International Labour Organisation and the form which this relationship will assume.

#### *General Secretary.*

Congress unanimously elected Mr. Vincent Tewson as General Secretary in succession to Lord Citrine. Mr. Tewson had held the post of Assistant General Secretary since 1931.

#### *Election of Chairman.*

Following the close of Congress the General Council unanimously elected Mr. G. W. Thomson of the Association of Engineering and Shipbuilding Draughtsmen as their Chairman for the ensuing year.<sup>2</sup>

## NEWS IN BRIEF

A State Research Council, which is to function as an advisory body to the State Planning Office, has been established in *Czechoslovakia*. At the inaugural meeting of the Council, held on 12 July 1946, Dr. Maiwald, the head of the State Planning Office, declared that the main tasks of the Research Council will be to carry out investigations into the natural resources of *Czechoslovakia* in order to broaden the raw material basis of the country's industries, to study the possibilities of an increased output of mines, and to foster the modernisation of industrial production methods.

\* \* \*

A recently concluded national agreement covering the *Netherlands* road transport workers provides for wage increases ranging from two to six guilders a week, for a normal 48-hour working week, and for 12 working days' vacation with pay annually. Hitherto, these workers were entitled only to 6 days' vacation with pay per year. The agreement applies retroactively as from 1 April 1946.

<sup>1</sup> Cf. *International Labour Review*, Vol. L, No. 1, July 1944, p. 8  
Communication from the I.L.O. Branch Office, London.