

INDUSTRIAL AND LABOUR INFORMATION

INTERNATIONAL LABOUR ORGANISATION

PROGRESS OF INTERNATIONAL LABOUR LEGISLATION

RATIFICATION OF CONVENTIONS

Since the publication of the September-October 1946 issue of the *International Labour Review* (Vol. LIV, Nos. 3-4), the following ratifications of International Labour Conventions have been registered by the Director-General of the International Labour Office on the dates indicated:

Convention (No. 10) concerning the age for admission of children to employment in agriculture, by *New Zealand* on 8 July 1947.

Convention (No. 26) concerning the creation of minimum wage-fixing machinery, by *Switzerland* on 7 May 1947.

Convention (No. 32) concerning accidents of workers employed in loading or unloading ships (revised), by *India* on 10 February 1947.

Convention (No. 41) concerning employment of women during the night (revised), by *Egypt* on 11 July 1947.

Convention (No. 45) concerning the employment of women on underground work in mines of all kinds, by *Egypt* on 11 July 1947.

Convention (No. 50) concerning the regulation of certain special systems of recruiting workers, by *New Zealand* on 8 July 1947. (This Convention will also be applied to *Cook Islands* and *Western Samoa*.)

Convention (No. 53) concerning the minimum requirement of professional capacity for masters and officers on board merchant ships, by *France* on 19 June 1947.

Convention (No. 54) concerning annual holidays with pay for seamen, by *France* on 19 June 1947.

Convention (No. 55) concerning the liability of the shipowner in case of sickness, injury or death of seamen, by *France* on 19 June 1947.

Convention (No. 58) fixing the minimum age for the admission of children to employment at sea (revised), by *Netherlands* on 8 July 1947. (The denunciation by the *Netherlands* of the Convention (No. 7) fixing the minimum age for admission of children for employment at sea was registered on 8 July 1947.)

Convention (No. 59) fixing the minimum age for admission of children to industrial employment (revised), by *New Zealand* on 8 July 1947.

Convention (No. 60) concerning the age for admission of children to non-industrial employment (revised), by *New Zealand* on 8 July 1947.

Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, by the *United Kingdom* on 26 May 1947.

Convention (No. 64) concerning the regulation of written contracts of employment of indigenous workers, by *New Zealand* on 8 July 1947. (This Convention will also be applied to *Cook Islands* and *Western Samoa*.)

Convention (No. 65) concerning penal sanctions for breaches of contracts of employment by indigenous workers, by *New Zealand* on 8 July 1947. (This Convention will also be applied to *Cook Islands* and *Western Samoa*.)

Convention (No. 80) for the partial revision of the Conventions adopted by the General Conference of the International Labour Organisation at its first twenty-eight sessions for the purpose of making provision for the future discharge of certain chancery functions entrusted by the said Conventions to the Secretary-General of the League of Nations and introducing therein certain further amendments consequential upon the dissolution of the League of Nations and the amendment of the Constitution of the International Labour Organisation, by *Colombia* on 10 June 1947, *Denmark* on 28 June 1947, *Ethiopia* on 23 July 1947, *Finland* on 28 June 1947, the *United Kingdom* on 28 May 1947, *Ireland* on 14 June 1947, *New Zealand* on 8 July 1947, *South Africa* on 19 June 1947, *Sweden* on 29 May 1947, *Switzerland* on 22 April 1947.

The above ratifications bring to 947 the total number of ratifications of International Labour Conventions which have so far been registered.

EXTENSION OF APPLICATION OF RATIFIED CONVENTIONS

On 4 December 1946 the Director-General of the International Labour Office registered the extension of the application of the Conventions (No. 14) concerning the application of the weekly rest in industrial undertakings, and (No. 29) concerning forced or compulsory labour, previously ratified by *New Zealand*, to the *Cook Islands* and to *Western Samoa*.

COMING INTO FORCE OF CONVENTIONS

Conventions (No. 39) concerning compulsory widows' and orphans' insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants, and (No. 80) for the partial revision of the Conventions adopted by the General Conference of the International Labour Organisation at its first twenty-eight sessions for the purpose of making provision for the future discharge of certain chancery functions entrusted by the said Conventions to the Secretary-

General of the League of Nations and introducing therein certain further amendments consequential upon the dissolution of the League of Nations and the amendment of the Constitution of the International Labour Organisation, came into force on 8 November 1946 and 28 May 1947 respectively, on receiving the required number of ratifications.

PUBLICATIONS OF THE OFFICE

REPORTS FOR THE 30TH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Office has published two further reports for the 30th Session of the International Labour Conference (Geneva, June 1947). The reports deal with the third and seventh items on the agenda, namely non-metropolitan territories and freedom of association and industrial relations. A note on the reports will be found in the "Bibliography" section.¹

REPORTS CONCERNING INDUSTRIAL COMMITTEES

The Office has recently published three reports for the meetings of the I.L.O. Industrial Committees: one for the second session of the Iron and Steel Committee (Stockholm, August 1947) and two for the second session of the Metal Trades Committee (Stockholm, September 1947). Notes on these reports appear in the "Bibliography" section.²

LEGISLATIVE SERIES

The instalment of the *Legislative Series* for January-February 1947 has been published.

This instalment contains reprints and translations of legislation enacted in Belgium, Czechoslovakia, France, Haiti, Poland, the United Kingdom and the United States of America.

The texts published include the Belgian Ordinances respecting Native works councils, Native labour and social progress boards, Native trade unions, and conciliation and arbitration procedure in the Belgian Congo, the French Acts respecting family allowances and compensation for industrial accidents and occupational diseases, and the United Kingdom National Insurance (Industrial Injuries) Act and the National Health Service Act.

Publication of the lists of recent labour legislation, which was discontinued in July 1938, has been resumed and these lists are now issued with each two-monthly instalment of the *Legislative Series*. The first list, containing titles from legislation published during the months of January, February and March 1947, and the table of contents for the *Legislative Series*, 1945 (Vol. XXVI), were also issued with the January-February instalment.

INDUSTRIAL SAFETY SURVEY

The Industrial Safety Survey for the first quarter of 1947 (January-March 1947, Vol. XXIII, No. 1) has just been published.

¹ See below, p. 117.

² See below, p. 118.

The issue contains an illustrated article on "Labour Protection in the Swedish Logging Industry" by Oscar Wallner, State Logging and Timber-Floating Inspector. There are notes on the I.L.O. Correspondence Committee on Accident Prevention and the Northern European Conference on the Organisation of Safety Devices, and on safety institutions and associations in Canada (Ontario), Poland, Spain, the United Kingdom, the United States and the U.S.S.R. Summaries are given of recent safety regulations in Belgium, France, Puerto Rico, Spain and Sweden. The section on official reports includes a summary of factory inspection reports for Denmark and Ireland, a report on the working of labour protection legislation in Norway under the German occupation, and accident statistics in Mexico, the Netherlands, Switzerland and the United States. The issue contains the usual review of books and periodicals and reproductions of safety posters.

OBITUARY

GUGLIELMO DI PALMA-CASTIGLIONE

The Office has learnt with deep regret of the death at the age of 68 of Guglielmo di Palma-Castiglione who was a senior officer of the I.L.O. for many years.

After having been Emigration Counsellor for his country and then Director of the Italian Labour Bureau in New York, Guglielmo di Palma-Castiglione became chief of the Labour Section of the Italian Military Mission in France during the first World War. In 1911 he was appointed delegate to the London Conference on Safety of Life at Sea, and in 1919 he was attached as adviser to the Italian delegation to the First Session of the International Labour Conference at Washington. Soon afterwards Albert Thomas appointed him Chief of Division in the International Labour Office.

The organisation of the Second Session of the International Labour Conference in Genoa in 1920 was the beginning of a long period of fruitful service which continued almost until the second World War. Guglielmo di Palma-Castiglione, who had a thorough knowledge of labour problems and especially of migration questions, devoted himself to developing the information and relations services of the International Labour Office. Later he became Assistant Director and continued in that capacity until he left the service of the Office at the expiry of his contract.

He will be remembered as a man of great courtesy and overflowing vitality. His death marks the disappearance of one of the pioneers who, under the guidance of Albert Thomas, first built up and operated one of the important parts of the machinery of the International Labour Office.

ROBERT J. WATT

It is with the deepest regret that the Office has learnt of the sudden death at 53 years of age of Robert J. Watt, International Representative of the American Federation of Labor and member of the workers' group of the Governing Body since 1936. Robert Watt, who had suffered a heart attack earlier in the year and had had to take a complete rest, resumed his full and vigorous participation in the work of the Governing Body and the Conference at their recent sessions, and it was after the close of the 30th Session of the Conference, when returning to the United States from Geneva, that he was stricken by a heart seizure and died at sea.

Robert Watt was born in Scotland in 1893 and emigrated at the age of 16. He was a painter by trade, and first joined the Brotherhood of Painters, Decorators and Paperhangers of America in 1914. During the first World War he served in the Canadian army in France, and on his return became a U.S. citizen and began

to take an active part in the labour movement. From 1929 to 1937 he was Secretary-Treasurer of the Massachusetts State Federation of Labor, and in that capacity fought for progressive labour legislation in the State and represented labour on a number of State agencies. More recently he represented labour on a number of national agencies, for instance as labour member of the National Defense Mediation Board, the National War Labor Board, and the Federal Advisory Board on Vocational Education, the latter subject being one in which he was particularly interested.

It was in 1936, when the United States first entered the International Labour Organisation, that Robert Watt was nominated as U.S. workers' delegate to the Organisation by the A.F. of L. and was elected to the workers' group of the Governing Body, and he continued to represent the workers of America both on the Governing Body and at the International Labour Conference uninterruptedly until his death. Members of the Governing Body do not need to be reminded of the active and constructive part he played in the International Labour Organisation, both as a member of the Governing Body and its principal Committees as well as its representative on various other bodies inside and outside the Organisation, and as United States workers' delegate at successive sessions of the International Labour Conference, at which he was a leading figure. He was the member of the Governing Body delegation representing the workers' group at the Regional Conferences of American States Members of the Organisation at Havana in 1939 and at Mexico City in 1945, and at the First Inter-American Conference on Social Security in Santiago in 1942, and he was appointed by the U.S. Government as labour member of the Joint U.S.-Bolivian Commission which, with the co-operation of the International Labour Office, visited Bolivia to investigate labour conditions in 1943. His great ability, his wide experience and understanding of international affairs, and his frank and fearless approach to controversial problems enabled him to play an invaluable part at all the international meetings he attended. His death is a grievous loss to the national and international labour movement which he had served so well and a heavy blow to the International Labour Organisation at a time of expanding activity when it can ill afford to lose so able and devoted a friend.

SOCIAL AND ECONOMIC POLICY

MESSAGE OF THE PRESIDENT OF BRAZIL TO THE NATIONAL CONGRESS

On 15 March 1947, Mr. Eurico Gaspar Dutra, President of the United States of Brazil, sent his first annual message to Congress. The message contains a survey of the political, social and economic position of the country. The President refers to the International Labour Organisation in the message, and recalls that Brazil is a foundation member.

As regards politics, the message is chiefly concerned with the Government's efforts for the progressive return of the country to a constitutional régime. This return, which coincided with the end of the second World War in which Brazil took an active part alongside the other United Nations, has been accompanied by exceptional economic and social difficulties, caused partly by the world situation, and partly by excessive inflation inside Brazil. For example in 1946 the Government had to issue 2,959,000 cruzeiros in order to balance the budget. This inflation

had the usual unfortunate social consequences, namely speculation, a rise in the cost of living and discontent. To these difficulties must be added the movement of agricultural workers from inland towards the towns on the coast on account of the higher pay offered by industry, in particular by the war industries.

Education.

The subject of education is treated at length in the message. Education must be made more democratic, said the President, that is, there must be equal opportunities of education for all Brazilians, at least as regards primary education. The number of primary schools in Brazil has fallen in the last five years; there were 43,975 in 1942 as against 40,235 in 1946. The number of registered pupils which in 1941 was 3,347,642 dropped in 1945 to 3,295,291, and of these only 2,333,696 attended regularly. These figures are unsatisfactory when it is remembered that there are in Brazil about 5,800,000 children between 7 and 11 years of age, 4,100,000 living in rural areas where the shortage of schools is most acute.

Primary education is the responsibility of the State and municipal authorities, but the Federal Government aims at developing and improving it throughout the country by concluding agreements with these authorities. As a result of various measures, the income from the education and health tax has been doubled and 75 per cent. of it will be allotted to the national fund for primary education. In this way the Federal Government will have at its disposal in 1947 Cr. 147,800,000 for primary education and will be able to continue or complete the construction of 1,200 schools in rural areas. More than 2,000 more schools will have to be built.

There has been an increase, on the other hand, in secondary education; in 1942 there were 56,208 registered pupils in secondary schools and in 1946 more than 260,000. At the present moment the 1,183 secondary schools are obliged to accept more pupils than they can normally accommodate.

Vocational Training.

Vocational training in agriculture, according to the message, has not kept pace with the general development of the country. It is impossible for the agricultural worker to increase his output without adopting new methods, and for this organised vocational training is necessary. This is the purpose of the Act concerning agricultural training¹ and of the "rural university" which will be founded in 1948, but the problem cannot be properly solved without the close co-operation of the Federal authorities not only with the municipalities and the States but also with private enterprise. This co-operation exists in education for industry and commerce. As regards education for industry, of the 67 establishments under the direction of the Federal Government only 23 are maintained by it; 33 are maintained by the States and the remainder by municipalities or private individuals. In 1946, 14,190 pupils registered in these establishments, 5,290 in the Federal establishments. There are also in Brazil 77 other industrial training schools with 15,768 pupils coming under the National Apprenticeship Service for Workers in Industry², that is of the Government controlled employers' organisations. Another national service, with identical organisation, is being set up for commercial education.

The Federal Government also concluded at the beginning of 1946 agreements with a specialised American organisation.³ These provide that the Government will contribute Cr. 10,000,000 and the American organisation Cr. 5,000,000 for each branch of instruction that it is proposed to develop. The different States in the Federation may join in these agreements provided that they pay their financial contribution. As regards agriculture 14 States have already joined; this will enable 80 training centres to be set up in the first phase of the programme. Various courses in industrial education have already been begun under the same agreements. Selected pupils will proceed later to the U.S.A., where they will attend specialist courses or instructors' courses.

¹ Cf. *International Labour Review*, Vol. LV, No. 6, June 1947, p. 370.

² *Idem*, Vol. XLVI, No. 1, July 1942, p. 75.

³ Cf. below, p. 64.

Public Health.

As regards public health, the President points out that the general census of 1940 shows that the Brazilian population still has a very high birth rate but also a very high mortality rate. Children under 14 years form 42.5 per cent. of the total population although 20 per cent. of children, or 300,000 a year, die before reaching the age of 12 months. Premature death is also prevalent among adults. Among the greatest causes of mortality and sickness in Brazil are tuberculosis, malaria, verminosis and syphilis, which reduce the output of workers, especially in rural districts. The number of hospital beds, doctors and nurses will have to be considerably increased in order to combat endemic diseases. During 1946 the amount expended on health and public assistance by different States varied from Cr. 2.63 per head to Cr. 24.41 per head, but the necessities of the population would require an annual expenditure of more than Cr. 100 per head. It is preferable for measures of public assistance to be the responsibility of the States or municipalities, but it is the duty of the Federal Government to give general direction to such measures according to a national plan. Such is the purpose of the national health code, which has already been worked out by the competent services and which will soon be submitted to Congress. A hospital assistance fund has also been set up and various measures, notably in support of the struggle against tuberculosis, are envisaged or have already been put into practice.

Social Insurance.

The present tendency is to extend social insurance to the whole of the population irrespective of class or occupational group. At present 2,900,000 Brazilian workers are active members of social insurance institutes, and to these must be added, in view of the protection afforded them, 5,800,000 members of workers' families. Thus 19 per cent. of the total population of the country is insured. The lowness of the figure is due to the exclusion of agricultural workers, who number 10,000,000. It is estimated that in 1947 the 5 large Brazilian social insurance institutes will have receipts of about Cr. 4,132,711,000 and expenses amounting to about Cr. 1,938,411,000 (Cr. 430,313,000 administrative expenses). On 31 December 1945 the reserves of these institutes amounted to Cr. 6,700,000,000. The message points out that in administering the funds care must be taken to promote the welfare of the working population, particularly as regards food and lodging, without increasing the present inflation.

In spite of Government measures (control of prices, distribution of certain products, anti-profiteering restrictions, rationing, subsidies for producers and reduction of taxes) the war reduced food standards in Brazil. Long-term measures such as the financing by the social insurance institutes of agricultural production are important in this respect.

The financing by the institutes of the building of houses for sale or rent to the insured is likewise encouraged by the Government. On its decision the institutes have devoted Cr. 188,194,000 to the endowment fund (*Fundação da casa popular*) recently set up to help to solve the acute problem of workers' housing.

The President recalled that on the invitation of the Brazilian Government the Second Inter-American Conference on Social Security is to be held at Rio de Janeiro in November 1947.

Labour Legislation.

The message treats of social legislation in general terms, declaring notably that workers' protection must be provided for at the same time as national production is increased. There were difficulties in the relations between employers and workers during 1946. The part played in these relations by the trade unions led the Government to revise the regulations applicable to them. Congress must, however, take up the question again, bearing in mind the principles of the new Constitution.¹ Legislative measures will be necessary to prevent the right to strike from being harmful to public welfare, to make regulations for the participation of workers in the profits of undertakings, and for the fixing of minimum wages, not on an individual basis but on the basis of the family, as required by the Constitution.

¹ Cf. *International Labour Review*, Vol. LV, Nos. 3-4, Mar.-Apr. 1947, p. 283.

Immigration.

Immigration contributes to the solution of the problem of populating Brazil whilst helping to meet the lack of manpower which is very grave in certain regions. The Government has decided, therefore, to encourage immigration on condition that immigrants are such as can adapt themselves to the economic, social, political and ethnic conditions of the country. As a first step in this direction the Brazilian representative on the Intergovernmental Committee for Refugees has been authorised to conclude an agreement on the conditions of their admission into Brazil. One of these conditions is that refugees will be selected, amongst agriculturists, technicians or specialist workers only, exclusively by the competent Brazilian officials; these officials are already in Europe. The expenses incurred in transporting the refugees will be met by the Committee, which will also contribute to the expenses of their reception, housing and placing in Brazil. The number of refugees to be received this year will depend on various factors, but has been estimated at 60,000. Agreements have also been considered with the countries of Europe for the restitution of normal immigration. Finally, the message points out to Congress the necessity of unifying the different immigration services and of increasing their budgetary resources.

Protection of Agricultural Workers.

Because of the excessive concentration of agricultural property in Brazil, there are a very large number of wage-earners who must be protected for economic as well as for social reasons. Indeed agrarian reform should be undertaken, but such a task requires long study beforehand. Meanwhile the Government has worked out, as prescribed by the Constitution, the draft of a "rural code" which will later be submitted to Congress. The Government has also succeeded in obtaining from the United States tractors and agricultural machinery up to the amount of Cr. 40,000,000 as a first step towards adopting more modern methods in agriculture to compensate for the drop in production caused by the movement to the towns.

The sum of Cr. 16,500,000 was set aside in 1946 for the settlement of Brazilian workers in the country. Last year more than 5,190 settlers with their families moved into these settlements. It is specially in the district bordering the capital of the country that this form of settlement is to be developed in the immediate future. More than 720,000 hectares of fertile land have been recovered here as a consequence of improvement works. Finally the message mentions that it is necessary to grant to co-operative societies suitable financial aid. For this purpose the Government has created the Co-operative Development Fund to which Congress has already granted a special credit of Cr. 50,000,000.

Various Problems.

Much of the message is devoted to the economic and financial problems of the country, and a survey is made of various branches of production. The war destroyed a large part of the country's shipping, restricted the replacement of rolling stock on the railways and caused a rise in the price of fuel. Means of transport have therefore become gravely inadequate, and this in its turn has contributed to inflation. A number of measures have been taken to increase the capacity of the country's ports and to build new roads; orders have been placed abroad for 38 merchant ships and for locomotives and vehicles, and railway trucks are to be built in Brazil. The road-building fund will amount to Cr. 700,000,000 in 1947. The message notes the starting of new steel and engineering works during the war and the rise of the textile industry, but the machines have become badly worn and renewal is urgently necessary. Finally the general financial situation of the country is analysed and mention is made of the proposed amendments of the fiscal laws and regulations concerning the banks, the income from the most important taxes, and the monetary situation. During the last few years the country's balance of trade showed a credit of 500,000,000 United States dollars. However, some of these foreign credits were in blocked currencies. The Government is trying—and has succeeded as regards Argentina for example—to unblock them, the final aim being to exchange for these credits production goods necessary to re-equip the country.¹

¹ *Diário Oficial*, 17 Mar. 1947.

EMPLOYMENT

VOCATIONAL TRAINING AGREEMENT BETWEEN THE UNITED STATES AND BRAZIL

In accordance with an agreement concerning vocational education in industry made between the Ministry of Education and Health of Brazil and the Inter-American Educational Foundation, an agency of the Government of the United States, 36 instructors from Brazilian trade schools came to the United States in May 1947 for study in vocational training schools.¹ Other groups are expected to arrive in June and September.

The agreement, which was made effective from 1 January 1946 and will remain in force until 30 June 1948, provides for the development of a co-operative educational programme to ensure a closer relationship between the teachers of vocational education in the two countries, the interchange and training of Brazilian and United States specialists in vocational education, and other projects of mutual interest in the field of vocational education. The methods to be used to carry out this programme include furnishing by the Inter-American Educational Foundation of a small field staff of specialists in vocational education; the development of studies and surveys concerning the educational needs of the two countries and of the resources available to them; grants to permit Brazilian administrators, educators and special service personnel to go to the United States of America to study, lecture, teach, and interchange ideas and experience with administrators, educators and specialists in the United States; the organisation and development of teachers' training programmes in vocational education; and the purchase of equipment, teaching material and aids, as well as the provision of adequate library materials and services. The agreement includes arrangements for the deposit of funds by both countries to meet the expenses involved.²

UNITED KINGDOM EMPLOYMENT POLICY

STATEMENTS BY MINISTERS

Developments in employment policy in the United Kingdom have been explained by Government spokesmen in the course of debates in the House of Commons on the economic situation and in reply to questions. Indications were given concerning the employment and distribution of national manpower, proposals for the greater use of foreign workers including displaced persons and refugees, the recruitment of foreign workers of special categories, and the employment of Poles already in the United Kingdom and of former prisoners of war.

Statement by the President of the Board of Trade.

According to the President of the Board of Trade, 7,500,000 people had returned to peacetime work by the beginning of March 1947; 4,250,000 men and women had been demobilised from the Forces and 3,250,000 from munitions production.³ This process, he stated, had been carried through with a minimum of industrial

¹ Cf. above, p. 61.

² Treaties and other International Acts, Series 1534: *Vocational Industrial Education; Agreement between the United States of America and Brazil.*

³ Cf. *International Labour Review*, Vol. LV, Nos. 1-2, Jan.-Feb. 1947, p. 131, for demobilisation figures in November 1946 (4,000,000 released from the forces and 2,500,000 transferred from war to peace production).

disturbance, owing to the co-operation of industrialists and workers, and with only a very small percentage of unemployment over most of the country, though in the development areas the rapid demobilisation of wartime industry had resulted in a higher and, unfortunately, a more persistent degree of unemployment.

Manpower for the coal industry. The President of the Board of Trade described a series of measures to increase manpower and, in particular, to deal with manpower shortages in specific industries. He planned, he said, to increase production in the coal industry by enlarging the total labour force and, in particular, the total number of face workers, by increasing the output per manshift and securing regular attendance; by training more workers; and by encouraging the return to the coal industry of ex-miners from the Forces. As a temporary measure, he planned to introduce Poles or anyone else with whom British miners would agree to work.

Manpower for agriculture. With respect to agriculture, he pointed out that the labour force had been maintained by the use of the women's Land Army and large numbers of prisoners of war. The Land Army was decreasing in numbers and the prisoners were being repatriated. In order to replace this labour, it would be necessary, in addition to taking steps to restore national labour, to get help as far as possible from foreign workers.

Foreign labour recruitment. In commenting upon the proposals put forward in the White Paper¹, particularly with respect to the employment of foreign labour, he stated: "It is not only trade unionists who are anxious about the introduction of foreigners. The same attitude rules in professional bodies, indeed everywhere where competition or unemployment is feared. Nor is it the slightest good to force foreign labour upon an unwilling industry. To do so will not increase but reduce production by the unrest and dislocation that it causes."

Cotton industry reorganisation. In discussing the cotton industry, he explained that the Government was putting forward a plan of reorganisation and re-equipment which, it was hoped, would give greater production with smaller manpower.

Distributors' and consumers' services. Calling attention to the use of manpower in the distributors' and consumers' services, he pointed out that the number of persons employed in December 1946 was still well below the pre-war figure and that more labour would be needed.

Deployment of factory labour. Finally, the President of the Board of Trade explained, much saving could be made by redeployment of labour in the factories. In the past, with the plentiful supply of labour, the matter had not been considered by labour as a whole: "The trade unions, anxious to keep their people in employment, looked upon it as an advantage if extra hands could be kept in employment, even if they might have been dispensed with by some rearrangement of work. Now that there will be a shortage and not a surplus of labour, it is essential that we should study the deployment of labour in our factories to see what savings can be made. Such savings would not only conserve our labour reserves, but also reduce prices as well. In the long run, we should look to the raising of our standard of living along the line of reduced prices and stable wages, rather than on the basis of ever-increasing wages and prices chasing one another, and so far as past experience goes, prices always winning."²

Statement by the Minister of Labour and National Service.

The Minister of Labour and National Service, on 11 March 1947, stated that while the change-over of manpower had, on the whole, been carried out with great success, and much more rapidly than it had been expected would be practicable, it had not been possible to effect the distribution of manpower so as to fit exactly the requirements of industry. In consequence, there were a number of industries which were undermanned, of which coal was the most important. Nevertheless,

¹ Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 447.

² *Parliamentary Debates, House of Commons*, 10 Mar. 1947, cols. 972-973.

even if manpower were distributed to the best advantage, there would still be a general manpower shortage. He stated: "There are two ways in which we can increase the total manpower available for all the work that has to be done: the first is by remobilising our own workpeople; the second is by the use of foreign labour."

Remobilisation of national manpower. The Minister explained that the Government was endeavouring to get back into industry many of the women who left at the end of the war. To this end, a series of measures were being taken to attract women, including adjustment of conditions of work, arrangement of hours, and similar measures. The Government was also taking steps to encourage older workers to remain in industry, by providing pension arrangements which offer special inducements to workers to postpone their retirement. Special measures were being taken to ensure the maximum employment of disabled workers, of which the majority were capable of employment under ordinary working conditions and another portion would be employed in sheltered employment.

Recruitment of foreign labour. With reference to foreign labour the Minister recapitulated the steps taken to facilitate the employment of the Poles, stating that 80,000 were enrolled in the Polish Resettlement Corps and that well over 60,000 members of the Corps had been registered for employment. He pointed out that a member of the Corps would not be submitted for any vacancy for which there was a suitable and willing British worker registered locally. Approximately 3,900 Poles had been placed in civilian work in spite of the difficulties arising as a result of bad weather and fuel shortage and housing problems. In addition, 57,000 were employed on Polish administration, camp maintenance, service tasks of one kind or another, or on loan for civil employment such as agriculture.

As regards displaced persons, a recruitment organisation had been set up in the headquarters of the Ministry in London and with employment officers in Germany and in Austria, whose task included stimulating the recruitment of women for domestic work in hospitals and sanatoria and for private households in the hardship category. Arrangements had been made by the Ministry of Transport to cover transport facilities; medical examinations were in the hands of the Control Commission; and the Ministry of Works was arranging camps for reception. It was expected that some 4,000 persons would be dealt with weekly.¹

Redistribution of national manpower. Dealing with the question of redistribution of manpower, the Minister explained the methods being used, such as giving priority to vacancies in the undermanned industries, bringing these vacancies to the attention of persons seeking employment, publicity drives, improvements in the working conditions and attractiveness of these industries and training in Government centres. The arrangements made for increasing manpower in the coal industry, both on a long-term and a short-term basis, provided an example of the measures undertaken. The long-term programme included special inducements to enter the mines, training new recruits and not calling up for military service young men in the coal mining industry. The short-term target was to get 730,000 men in the pits by the end of the year. To this end, prefabricated houses were being made available to coal miners; there would be special facilities for food; the industry had agreed to accept Polish labour and had under consideration arrangements for other foreign labour.

In discussing the export situation and its relation to the home market, he pointed out that exports had increased at the expense of the home civilian market, which could not be further starved of the goods urgently required by civilians. Exports could only be increased substantially if the labour force in the textile and other manufacturing industries, apart from engineering and chemicals, was increased. The outstanding shortage was in the textile industry and the chief bottleneck was in cotton spinning; 88,000 more workers were needed to bring the cotton industry to pre-war strength, while the immediate outstanding demand was for 26,000 workers, mostly women and girls. Every effort was being made by the Government to encourage women and girls to go into industry and many firms were training new adult labour. In addition, the cotton board had sent

¹ For a fuller description of the plan as put into operation in April 1947, see below, p. 67.

representatives to the British zone of Austria to find out what displaced persons were available for the industry. In the woollen and worsted industry, the situation was similar though less bad. Training schemes had been put into operation including an interrupted apprenticeship scheme, and other steps were being taken by the Government, in co-operation with the employers, to induce people to return to the industry.

Finally, he pointed out that the Government did not wish to impose direction or compulsion upon labour and intended to see that the few remaining controls would be taken off at the earliest practicable moment.¹

Statement by the Minister of Agriculture.

At the close of the debate on manpower distribution, the Minister of Agriculture summarised the measures undertaken by the Government with respect to agriculture, in order "to secure additional labour as well as to encourage the development of machinery and other aids to economy in manpower". The Government was determined, in the first place, to create satisfactory living conditions in the countryside, especially by providing more houses which, it was considered, would be a vital factor in recruitment for agriculture. At the same time, the Government would do everything possible to maintain minimum wages in agriculture, at a rate adequate to attract labour. Other measures to maintain the agricultural labour force included continuance of the suspension of calling up notices for regular workers in agriculture and the maintenance of the Women's Land Army. The County Agricultural Committees maintain staffs of agricultural workers to provide mobile gangs, which were needed to help all farmers but particularly small farmers. Unemployed workers from Development Areas were being recruited. A substantial number of men would also be recruited from the Polish Resettlement Corps.

Italian ex-prisoners of war might be applied for by farmers and the acceptance of the applications would be facilitated by the Ministry of Labour and National Service, as long as the men agreed to remain in agriculture. Apart from regular workers, the Government would continue special schemes for harvest help such as school camps.²

EMPLOYMENT OF FOREIGN WORKERS

A series of steps have been taken recently to apply the Government's policy of providing for the employment of various categories of foreign workers in order to increase the total manpower available for employment in the United Kingdom.

In reply to a question in the House of Commons, the Parliamentary Secretary to the Minister of Labour and National Service explained that foreigners entering for purposes of employment were granted entry under conditions laid down by the Home Secretary, which, in effect, require that they should take approved employment and should not change to other employment without the consent of the Ministry of Labour and National Service. In the event of a breach of these conditions, a foreigner can be prosecuted for an offence under the Aliens' Order, 1920, and can, if necessary, be deported or, in the case of a displaced person, be returned to the British zone.³

Recruitment of Displaced Persons.

As one means of relieving the manpower shortage in the undermanned industries, the Government has put into operation a scheme for the recruitment of displaced persons for employment in Great Britain.⁴ The Minister of Labour and National Service, in association with the Chancellor of the Duchy of Lancaster, has set up an organisation in the British zones of Germany and Austria for the classification

¹ *Parliamentary Debates, House of Commons*, 11 Mar. 1947, cols. 1149-1166.

² *Idem*, 19 Mar. 1947, cols. 445-451.

³ *Idem*, 27 Mar. 1947, col. 1402.

⁴ MINISTRY OF LABOUR AND NATIONAL SERVICE: *Leaflet for Issue to Displaced Persons*, and Press Release No. 8, 19 Apr. 1947. Cf. also *International Labour Review*, Vol. LV, No. 5, May 1947, p. 434, for an earlier summary.

and selection of displaced persons against opportunities of employment in Great Britain. The conditions governing the recruitment and employment of the displaced persons were determined by the Ministry of Labour and National Service, after consultation with the Trades Union Congress, the British Employers' Confederation, and the employers' organisations and trade unions in the individual industries concerned.

Organisation of recruitment. Under the scheme, officers of the Ministry of Labour and National Service visit camps in the British zones of Germany and Austria to interview displaced persons who volunteer to go to Great Britain for employment. Those selected are referred for medical examination, on the basis of a standard laid down by the Ministry of Labour and National Service and the Ministry of Health. Those found physically fit are then sent to regional collecting centres, from which they are sent by rail to a transit camp near Hamburg. Ministry of Labour and National Service officers are posted at the transit camp and escort the displaced persons on the boats which carry them to Great Britain. On arrival, the displaced persons are escorted to reception camps not far from the port, where they stay about 24 hours. They are then moved to holding camps established in various parts of the country where they receive ration books, clothing coupons and similar facilities. The holding camps constitute labour pools from which the placing of individuals in suitable employment in various undermanned industries takes place. On being accepted for particular employment, individual displaced persons are moved to the normal industrial hostels and other accommodation within daily travelling distance of their place of work.

Principles of selection and transfer. Preference in selection for employment in Great Britain is given to men and women prepared to take unskilled manual work and to men and women with skill or experience in certain skilled technical or manual occupations or who are suitable for training in such occupations. Workers with dependants may volunteer but at the outset preference will be given to men and women without dependants and to men and women who are prepared to leave their dependants behind until arrangements can be made for the dependants to join them in Great Britain. Workers transferred to Great Britain for employment other than residential employment will normally be accommodated on a communal basis in a hostel or camp. Dependants who are transferred will also be accommodated in a hostel or camp.

Conditions of employment. Displaced persons recruited under the scheme will be paid the same wages and employed under the same conditions as British workers. In some occupations, workers will not be accepted by the employers unless they are willing to become members of a trade union. They will be treated, as regards food rationing, in the same way as ordinary British workers. A special grant of 15 clothing coupons will be issued to each worker and adult dependant on arrival in Great Britain and another 15 coupons on completion of every third month thereafter, until the end of the year, making a total of 60 coupons for the year. Foreign workers are treated in the same way as British workers with respect to social insurance rights and general legal position. They are liable to the normal British deductions from wages for contributions to Unemployment and Health Insurance while employed, and will be entitled to the usual benefits in the same way as British workers. They will be covered by British legislation in the matter of workmen's compensation for injuries at work. Until such time as a worker becomes eligible for benefit under the ordinary British National Health and Unemployment Insurance Scheme, special arrangements will be made for the worker's maintenance, and that of any dependants, in the event of the worker's sickness or unemployment. Those coming to Great Britain will have to pay income tax and other taxes on exactly the same basis as British workers and they and their dependants in Great Britain will be subject to British law in all respects.

Workers will enter Great Britain for an initial period of twelve months subject to good behaviour and to the specific condition that they undertake only employment selected by the Ministry of Labour and National Service, and on the clear understanding that they will only be allowed to change their employment with the consent of that department. This period of permitted stay will be extended

further if the individual complies with the employment conditions and social behaviour of the British community. The first workers arrived in Great Britain under the scheme at the end of April and further groups are being brought in weekly.

Recruitment of Italian Workers.

The first group of Italian civilian workers selected to take up temporary employment in iron foundries arrived in London in the middle of April. It was expected that further groups of Italian workers, up to the agreed 2,800, would follow in the course of the ensuing weeks.¹

Employment of Prisoners of War in Agriculture.

In reply to a question in the House of Lords, the Parliamentary Under-Secretary of State for War stated that arrangements were being worked out under which German prisoners of war whom farmers wished to retain and for whom they were able to provide accommodation, would be allowed to remain for a period as civilians. In the first instance, the contracts for those who elect to remain would be for the period ending December 1947, but it might be possible to extend the contract subsequently in the light of conditions then existing. The Parliamentary Secretary to the Minister of Labour and National Service explained, in reply to a question in the House of Commons, that, subject to the usual conditions of employment being satisfactory, applications would be granted to farmers for permission to employ Italian ex-prisoners of war who worked in agriculture before their repatriation.²

Polish Resettlement Act.

The Polish Resettlement Act of 27 March 1947 regularises the position of the Poles in the United Kingdom. Authority is given for pensions to certain forces, the Assistance Board is enabled to provide accommodation in the camps, certain health services are authorised under the Minister of Health and certain educational arrangements under the Ministry of Education; arrangements are made under the Minister of Labour and National Service for the emigration of the Poles. Other clauses of the Act provide for the administration and discipline of persons who are not in the Polish Resettlement Corps and who do not exercise the option of returning to Poland.³

In reply to questions in the House of Commons, the Parliamentary Secretary to the Minister of Labour indicated that 8,889 members of the Polish Resettlement Corps had been placed in civilian employment; 56,000 Polish soldiers, sailors and airmen had been repatriated; the number remaining in the United Kingdom was 127,000 of whom 34,000 were awaiting repatriation.⁴

RELAXATION OF EMPLOYMENT CONTROLS

The British Minister of Labour and National Service, on 5 February 1947, issued the Control of Engagement (Amendment) Order, 1947.

This Order frees from all restrictions on engagement all men, except those aged 18 and under 51, (a) whose normal employment is in coal mining and agriculture, if the engagement is for employment outside these industries, or, (b) whose engagement is for employment in a building undertaking or a civil engineering contracting undertaking.⁵ As a result of the amendment all other workers will be free to take any employment they choose and employers will be free to engage them without consulting a local office of the Ministry or through an approved

¹ Cf. MINISTRY OF LABOUR AND NATIONAL SERVICE; Press Release, 15 Apr. 1947; cf. *International Labour Review*, Vol. LV, Nos. 1-2, Jan.-Feb. 1947, p. 134, for an analysis of the agreement made with the Italian Government.

² *Parliamentary Debates, House of Lords*, 1 Apr. 1947, col. 951; *House of Commons*, 29 Apr. 1947, col. 191.

³ Polish Resettlement Act, 1947, 10-11 Geo. VI, ch. 19.

⁴ *Parliamentary Debates, House of Commons*, 22 Apr. 1947, col. 82; 29 Apr. 1947, col. 192.

⁵ The Control of Engagement (Amendment) Order, 1947, S.R. & O. 1947, No. 197.

employment agency. The Order amending the Control of Engagement Orders came into effect on 24 February and is an application of the policy announced by the Government in December 1946.¹

The number of persons covered by the Essential Work Orders which, on 1 February 1947, was approximately 238,000 workers, has been steadily decreased, according to the following schedule: on 31 March 1947, 88,000 workers in building and civil engineering and 12,000 in limestone quarrying ceased to be tied by the Orders; on 30 April 1947, restrictions were removed from the 40,000 workers in brick working, 9,000 in cement, 3,000 in gypsum and plasterboard, 7,000 in the sanitary drainpipes industries and 4,000 in sanitary fireclay industry. By the end of May, the 21,000 workers with the agricultural executive committees and 7,000 with catchment and internal drainage boards will have been withdrawn from the scope of the Essential Work Orders. As of 1 July 1947, the 47,000 workers in the dock labour industry will also cease to be covered.²

GOVERNMENT TRAINING SCHEMES IN THE UNITED KINGDOM

The number of persons desiring training either in the Government Vocational and Disabled Workers' Training Schemes or in the scheme for Business Administration Training, has shown steady increase in recent months.

Vocational Training Scheme.

The following table shows the number of persons in training under the Government Vocational and Disabled Workers' Training Schemes on 16 December 1946³ (most of the facilities provided during the period between July 1945 and December 1946 were for the building and civil engineering industries):

Establishment	Men	Women	Total
Government training centres . . .	25,549	140	25,689
Technical colleges, etc.	1,949	1,846	3,795
Employers' establishments	926	100	1,026
Residential (disabled) centres. . .	257	38	295
Total.	28,681	2,124	30,805

Business Training Scheme.

At the end of the first year of operation of the Business Training Scheme, which was introduced early in 1946, for the training of men and women in business administration after their release, applications had been received from over 60,000 persons.⁴ Of these, a total of 10,827 had been found eligible and were interviewed at Regional Appointments Offices as regards their suitability for training in business administration, the task of selection being carried out under the guidance of the Regional Business Training Committees which represent business and educational interests. By 1 February 1947, 2,541 students had completed the general business courses; 1,942 were attending or allocated to courses, 1,625 students had been placed in specialised business, 99 in business training vacancies and 426 in employment.⁵

¹ Cf. *International Labour Review*, Vol. LV, Nos. 1-2, Jan.-Feb. 1947, p. 133.

² Cf. *Parliamentary Debates, House of Commons*, 4 Feb. 1947, col. 307; 18 Feb. 1947, cols. 154-155.

³ *Ministry of Labour Gazette*, Feb. 1947; for a description of the training provided particularly in Government training centres, see *International Labour Review*, Vol. LII, Nos. 5-6, May-June 1946, p. 408.

⁴ For a description of the scheme and courses, see *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 220.

⁵ Cf. *Ministry of Labour Gazette*, Feb. 1947.

Training of Disabled Persons.

After discussion between the Ministry of Labour and National Service and the Joint Industrial Council for the Printing and Allied Trades, a scheme has been adopted for training with employers men and women eligible for training under the Disabled Persons (Employment) Act, 1944.¹ Under the scheme, training may be arranged in any of 53 occupations for which disabled persons may be suitable. The periods of training range from six months for copy-holding to four years for occupations such as hand composition, and special provision has been made to ensure that persons under 21 years of age at the commencement of training do not complete their training before the age at which apprenticeship to the particular occupation normally ends. In general, training is open only to men, but women may be trained for operations normally performed by women. Standards of suitability have been agreed on for each occupation, and local representatives of the trades have been nominated who will be consulted by the regional staff of the Ministry of Labour and National Service as to the suitability of individual applicants and of employers' establishments to give the requisite training. During the initial training period, training allowances are paid by the Ministry, the employer making a gradually increasing contribution towards the allowances as the value of the trainee's services increases. The initial period is followed by a further period, during which wages are paid at a gradually increasing percentage of the minimum wage for the particular occupation. Employers giving the training undertake to retain the trainees in their employment for at least twelve months after the period of training is completed.²

EMPLOYMENT IN CANADA

The employment figures for the first entire year of reconversion in Canada indicates a rise in total employment over the year ending November 1946. Measures have been taken to revise the employment controls and provide for the continued co-operation of employers in the machinery of the National Employment Service.

Employment and Unemployment Survey.

The completion of the fifth labour-force survey by the Dominion Bureau of Statistics, providing figures for the year November 1945 to November 1946, indicates that total employment figures rose by 310,000. At the same time, the number of persons not in the labour force increased by 226,000 during the year surveyed; this figure is partly accounted for by the withdrawal from the labour market of 183,000 women to return to housework. In contrast to the gain in employment over the year of all other industries, mining has steadily lost workers.

Total unemployment declined from 172,000 in November 1945 to 115,000 in November 1946, the unemployed then forming 2.4 per cent. of the civilian labour force.³

Revision of Employment Controls.

An Order in Council of 20 February 1947 discontinued the requirement of a labour exit permit provided for under the National Selective Service Civilian Regulations. The new Order states that there is no further necessity for a labour exit permit system.⁴

New regulations, issued on 28 March 1947 under the Unemployment Insurance Act, change the system of notifying job vacancies to the National Employment Service. The regulations provide that employers are required to notify the National Employment Service of any unfilled vacancies 24 hours after they occur, in order

¹ Cf. *International Labour Review*, Vol. LXIX, No. 3, Mar. 1944, p. 373, and Vol. I, No. 1, July 1944, p. 98.

² *Ministry of Labour Gazette*, Mar. 1947.

³ *Labour Gazette* (Ottawa), Feb. 1947, pp. 226-230. Cf. *International Labour Review*, Vol. LIII, Nos. 3-4, Mar.-Apr. 1946, p. 227, for an analysis of the first labour-force survey.

⁴ Order in Council of 20 Feb. 1947 (P.C. 657), *Labour Gazette* (Ottawa), Mar. 1947, p. 277; for an analysis of the system of labour exit permits under the National Selective Service Civilian Regulations, see *International Labour Review*, Vol. XLVII, No. 1, Jan. 1943, p. 73.

to give the public employment offices an opportunity to refer applicants to the vacancies.¹ The regulations apply only to insurable employment; if the employer's office which directly controls engagement is more than twelve miles from the nearest local employment office and is seeking labour only locally, the vacancies need not be notified. In addition, the regulations change the reporting system which had previously been in effect under the National Selective Service Civilian Regulations.² Under the new procedure, employers furnish to the local employment offices a half-yearly report showing for each month, in the six-month period covered, the number of employees in their employ at the beginning of the month, the number engaged during the month, the number separated during the month and the number in their employ at the end of the month.

In announcing the new regulations, the Deputy Minister of Labour stated: "These regulations represent about the minimum of co-operation from employers consistent with a proper organisation of the employment market and the maintenance by the National Employment Service of an opportunity to provide work for job applicants."³

THE EMPLOYMENT SITUATION IN INDIA

Recent information concerning the employment situation in India and the labour requirements for the proposed reconstruction plans for the country are summarised below.

Employment and Unemployment.

The Department of Labour, Government of India, stated in a note submitted to the Eighth Session of the Indian Labour Conference held at New Delhi on 22-23 April 1947 that, in view of the paucity of authoritative and comprehensive information on the subject, it was impossible to assess the extent of employment or unemployment in the country until the submission of statistical data became a statutory obligation. Although information concerning the discharge and engagement of workers was being collected from the various departments of the Central Government, practically no such data were available from the provincial Governments and private employers. Furthermore, as the registration of the discharged war-workers at the employment offices was not obligatory, it was impossible to determine their status. Nor could the number of persons registered for jobs at the employment offices, which despite their growing popularity were still used by a comparatively small number⁴, provide an index of unemployment in the country. In spite of the fact that the employment offices were placing between 11,000 and 12,000 persons each month, the number of ex-servicemen and discharged war-workers awaiting employment was definitely increasing. This was not surprising as the rate of demobilisation exceeded that of absorption into civil employment. During the year ended February 1947, however, placements had increased steadily, and it was expected that as soon as the provincial post-war plans were put into operation the demand for manpower would almost certainly exceed the supply. Demobilisation, furthermore, would be completed within a few months.

With a view to assessing on an all-India basis the manpower requirements of the Central and provincial Governments and private employers during the post-war period, the Directorate General of the Organisation for the Resettlement and Re-employment of Demobilised Personnel was collecting information on the basis of a special form. Various Governments and private employers had been requested to provide estimates of the number of workers required by categories

¹ Order in Council of 28 Mar. 1947 (P.C. 1118): National Employment Service Regulations, *Labour Gazette* (Ottawa), Apr. 1947, pp. 569-570.

² Cf. *International Labour Review*, Vol. LIII, Nos. 3-4, Mar.-Apr. 1946, p. 228, for the system applied under the amended National Selective Service Civilian Regulations, revoked as of 31 Mar. 1947.

³ *Labour Gazette* (Ottawa), Apr. 1947, p. 483.

⁴ The Employment Service Organisation in India is a comparatively recent development. In the Indian provinces, it was extended from 10 offices in May 1944 to 71 in February 1946. See *International Labour Conference*, Thirtieth Session, Geneva, 1947, Report V (1): *Employment Service Organisation*, pp. 294-298.

so that they could be related to the number of persons available for employment at the employment offices or in training at various technical and vocational training centres. The prospects of employment could be viewed optimistically provided that post-war plans of the Central and provincial Governments could be launched in the near future and that the 1,300 industrialists who had been granted sanction for the issue of capital were able to put their plans into operation. In fact, the execution of such plans would create a considerable shortage of skilled labour.

By the end of February 1947, the Resettlement Organisation had registered altogether 726,776 persons and placed 139,961. The number of ex-service personnel (including ex-servicewomen and disabled persons) under training in the various vocational and technical training centres was 8,286.¹

Trends in Factory Employment in British India during 1945.

The total number of persons employed in factories in British India in 1945 was 2,645,000 as compared with 2,523,000 in 1944, an increase of about 4.8 per cent., and 1,751,000 in 1939, or an increase of 50.9 per cent. The perennial factories accounted for almost the entire increase in factory employment. Employment in seasonal factories declined by about 6 per cent. as compared with 1944.

In the case of the Government and Local Fund factories, the highest increase (17 per cent. over 1944) in employment was recorded by ordnance factories and the next most noticeable rise by engineering (general). On the other hand, the clothing factories, dock yards, railway workshops and mints indicated a slight decline in employment during 1945.

In the case of non-Government factories, employment during the year 1945 increased in perennial factories in all the industry groups. The largest increase was recorded by the group entitled minerals and metals, followed by food, drink and tobacco, textiles, chemicals and dyes.

Classified by provinces, the rise in factory employment as compared with 1944 was as follows: Bihar, 30 per cent.; the Central Provinces and Berar, 8.9 per cent.; the Punjab, 5.4 per cent.; Bengal, 5.1 per cent.; and Madras, 4.9 per cent. In Bombay, employment remained stationary, while in the United Provinces it declined by 0.7 per cent.²

MIGRATION

ADMISSION OF FARM WORKERS INTO THE UNITED STATES

EXTENSION OF FARM LABOUR SUPPLY PROGRAMME

A United States Act of 28 April 1947 extends up to 31 December 1947 the authority of the Executive branch of the Government, granted during the war, to admit agricultural workers into the country. The Act also permits Mexican farm workers at present in the United States to remain until the end of the farm labour supply programme.³

The Department of Agriculture had stated that it would be necessary to import approximately 20,000 Mexican agricultural workers over a period beginning 15 April and ending 30 June 1947; 6,000 Jamaican workers over a period of six weeks, beginning about 1 May 1947; and 2,000 agricultural workers from the Bahamas over a three-week period which began on 15 April 1947.⁴

¹ Note submitted by the Department of Labour, Government of India, to the Eighth Session of the Indian Labour Conference, New Delhi, 22-23 Apr. 1947.

² *Indian Labour Gazette*, Oct. 1946.

³ Public Law No. 40, 80th Congress, 1st Session.

⁴ Cf. DEPARTMENT OF JUSTICE, IMMIGRATION AND NATURALIZATION SERVICE: *Monthly Review*, Apr. 1947, "The Importation of Alien Labourers", by Robert H. ROBINSON; for an account of the admission of foreign workers during the war, cf. *International Labour Review*, Vol. LII, No. 6, Dec. 1945, "Foreign Labour in the United States during the War", by Julia HENDERSON.

NEW MEXICAN-UNITED STATES AGREEMENT

A new agreement between the United States and Mexico for the employment of Mexican farm workers in the United States came into effect on 10 April 1947.

This agreement was based upon recommendations drawn up earlier by officials of the two countries.¹ The agreement provides for preventing illegal entry of Mexicans in to the United States and for the employment of Mexican agricultural workers on a contract basis similar to that developed for the temporary admission of Mexican farm workers during the war. The Mexican Government will establish recruiting stations at two points near the United States border at which contracts of employment will be given to the workers.²

UNITED STATES IMMIGRATION POLICY

Present trends of United States immigration policy are indicated by (a) the action of the United States Senate in making acceptance of membership of the International Refugee Organisation subject to the clear understanding that such membership could not affect immigration regulations, (b) the terms of the Bill introduced into the House of Representatives for the admission of displaced persons, and (c) statistics on immigration published by the Immigration and Naturalization Service of the Department of Justice.

Membership of the International Refugee Organisation.

The United States Senate, on 25 March, approved the joint resolution, recommended by its Committee on Foreign Relations on 12 March 1947, providing for membership and participation by the United States in the International Refugee Organisation, and authorising an appropriation to pay the United States contribution for 1947.³ In adopting the resolution the Senate also accepted an amendment, put forward by the Committee on Foreign Relations, specifically stating that the action should not be interpreted as delegating to the President, or any officer, representative or agency of the United States, authority to conclude any agreement with the International Refugee Organisation " (a) authorising any temporary, emergency, or other immigration or admission to the United States or its territories or possessions of any refugees or displaced persons referred to in the constitution of the International Refugee Organisation; or (b) abrogating, superseding, suspending, or modifying any law of the United States; or (c) concerning any other matter, in contravention of existing law; or (d) concerning any other matter requiring action by the Congress, or either branch thereof, under the Constitution of the United States".⁴

Bill for Admission of Displaced Persons to the United States.

A Bill introduced in the House of Representatives of the United States by Congressman Stratton, calling for emergency admission of displaced persons, is receiving widespread attention throughout the country and has obtained the support of representatives of the major labour organisations, as well as of numerous private agencies. The Bill proposes that during the four fiscal years following its passage, displaced persons applying for admission for permanent residence should be admitted as non-quota immigrants provided that:

(a) they are qualified under all immigration laws of the United States for admission for permanent residence;

¹ Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 444, for a note on the recommendations made in Feb. 1947, following discussions between representatives of the two countries.

² *New York Times*, 25 Mar. 1947.

³ Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 445, for a summary of the message of the President of the U.S. recommending membership of the I.R.O.

⁴ 80th Congress, 1st Session, Report No. 51 (to accompany S.J.Res. 77); *New York Times*, 26 Mar. 1947.

(b) not more than 100,000 of such displaced persons shall be admitted under this Act during the first of the four fiscal years following the passage of this Act; not more than 200,000 during the first two of such fiscal years; not more than 300,000 during the first three of such fiscal years; and not more than 400,000 in the total four-fiscal-year period.

The Bill adds that priority should be given to relatives of American citizens and war veterans in the admission of displaced persons and defines a displaced person as "a person in Germany, Austria or Italy at the time of the passage of this Act who (1) is out of his country of former residence as a result of events subsequent to the outbreak of World War II; and (2) is unable or unwilling to return to the country of his nationality or former residence because of persecution or his fear of persecution on account of race, religion, or political opinions".¹

Statistics of Immigration and Naturalisation.

In the fiscal year ending 30 June 1946, 108,721 immigrants were admitted for permanent residence in the United States. It is the first time since 1930 that the number has exceeded 100,000; this number is almost three times as great as the number of immigrants in 1945 and more than four times as great as the number in 1943, the lowest for the war years.² The increase, however, is largely accounted for by the admission of non-quota immigrants, including 45,557 persons who entered under the Act of December 1945, which gives preference to alien spouses and alien minor children of members of the United States armed forces. Other non-quota immigrants were principally from Canada and Mexico, and the remainder from the West Indies and Central and South America. The number of quota immigrants—29,095—was two and a half times as many as entered the previous year but only 18.9 per cent. of the permissible quota. Estonia, Greece, Portugal, Rumania and Spain practically exhausted their quota but travel from European countries was too restricted to exhaust quota numbers from the countries with the larger allotments. In addition, 203,469 non-immigrant aliens were admitted to the United States during the year.

During the year 150,062 persons were naturalised, constituting a marked decrease from the figure of 231,402 for the previous fiscal year. The Immigration Service believes that naturalisations in the next few years will probably remain at approximately the present figure. The higher figure throughout the duration of the war was caused by the efforts made to give the opportunity to members of the armed forces of the United States to become naturalised as expeditiously as possible.³

ADMISSION OF IMMIGRANTS TO CANADA

Canadian immigration policy was the subject of debate and action in the Canadian Parliament in May and June 1947. The Government policy to encourage immigration was announced in the House of Commons by the Prime Minister who, at the same time, submitted an Order in Council extending the terms of admissibility of certain categories of relatives of Canadian residents. The Act to amend the Immigration Act and to repeal the Chinese Immigration Act was proclaimed on 14 May 1947. Approval was given by the Government for the admission of certain specified groups of workers under contract for work on sugar beet farms; and a debate took

¹ 80th Congress, 1st Session, H.R. 2910, submitted to the House of Representatives. Cf. *International Labour Review*, loc. cit., for notes on other Bills affecting immigration introduced into the 80th Session of Congress.

² Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, pp. 222-223, for figures covering the fiscal year ending 30 June 1945.

³ DEPARTMENT OF JUSTICE: *Annual Report of the Immigration and Naturalization Service for the Fiscal Year ending 30 June 1946*.

place in the House of Commons concerning the admission of a certain number of displaced persons for work in textile mills.

Statement by the Prime Minister.

The Prime Minister, on 1 May 1947, in connection with the debate on the second reading of the Bill to amend the Immigration Act, stated: "The policy of the Government is to foster the growth of the population of Canada by the encouragement of immigration. The Government will seek by legislation, regulation and vigorous administration, to ensure the careful selection and permanent settlement of such number of immigrants as can advantageously be absorbed in our national economy." Explaining that the problem of immigration must be viewed in the light of the world situation as a whole and be related to the social, political and economic circumstances resulting from the war, he considered that Canadian policy "should take account of the urgent problem of the resettlement of persons who are displaced and homeless, as an aftermath of the world conflict. Under existing circumstances, therefore, Canada's policy with respect to immigration falls, necessarily, into two parts: measures designed for immediate application, and a long-term programme."

Describing the factors limiting Canadian immigration at the present time, the Prime Minister stated that shortage of transport rather than legislation or regulation was causing the major difficulties and that, therefore, the Government had decided "that, as regards immigration from Europe, the emphasis for the present should be on the admission of the relatives of persons who are already in Canada, and on assisting in the resettlement of displaced persons and refugees".

Reviewing the categories of persons admissible to Canada, the Prime Minister explained that the Government intended in present circumstances to have the regulations so administered that British subjects from the United Kingdom, Ireland, Newfoundland, New Zealand, Australia or the Union of South Africa and citizens of the United States who desire to enter Canada would only be required to meet certain standards of health and character and to show that they were not likely to become public charges. He then summarised the categories of persons to be admitted under recent extensions¹ of the terms of admissibility and submitted a new Order in Council (see below), further extending the terms.

With respect to the resettlement of refugees and displaced persons, the Prime Minister explained that Canada had taken an active part in the Intergovernmental Committee on Refugees and in the discussions in the United Nations leading to the establishment of the International Refugee Organisation. Measures had been taken regarding the admission of refugees and displaced persons and of Polish ex-soldiers, which, though limited in scope, would provide for the admission, within the limits imposed by transportation, of suitable displaced persons who could readily be placed in employment and absorbed in various industries and occupations.

The Government's long-term programme, according to the Prime Minister, is based on the conviction that Canada needs population and that immigration policies "should be devised in a positive sense, with the definite objective of enlarging the population of the country". The essential factor was that the migrants should be selected with care and their number adjusted to the absorptive capacity of the country. In order to carry out this policy, the Government had taken steps to expand the immigration branch of the Department of Mines and Resources and its offices abroad.

In connection with the selection of immigrants, the Prime Minister pointed out that much had been said about discrimination and that he, therefore, wished to make clear the policy of the Government. He stated: "Canada is perfectly within her rights in selecting the persons whom we regard as desirable future citizens. It is not 'a fundamental human right' of any alien to enter Canada. It is a privilege. It is a matter of domestic policy. Immigration is subject to the control of the Parliament of Canada. This does not mean, however, that we should not seek to remove from our legislation discrimination which appears to be objectionable." Explaining that for this reason the Government urged the repeal of the

¹ Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 447.

Chinese Immigration Act and the revocation of the related Order in Council regarding naturalisation, the Prime Minister concluded that "the Government has no intention of removing the existing regulations respecting Asiatic immigration unless and until alternative measures of effective control have been worked out... The Canadian Government is prepared, at any time, to enter into negotiations with other countries for special agreements for the control of admission of immigrants on a basis of complete equality and reciprocity."¹

Repeal of Chinese Immigration Act.

On 14 May 1947, the Act to amend the Immigration Act and to repeal the Chinese Immigration Act was proclaimed. The Act, which was adopted by the House of Commons on 6 May 1947 and the Senate on 9 May, removes discrimination specifically directed against the Chinese by bringing them under the same regulations applying to other Asians, and permitting a Chinese citizen of Canada to bring to Canada his wife and children under 18 years.²

Order in Council Amending Immigration Regulations.

An Order in Council, submitted on 1 May 1947, amends the existing immigration regulations in order to extend the terms of admissibility of relatives of Canadian residents by permitting admissible married relatives to bring their families (husbands, wives, and unmarried children) with them, and increasing the age of admissible orphan nephews and nieces from 16 to 21 years.³

Measures for Admission for Employment of Persons in Specified Occupations.

According to a statement of the Minister of Labour in the House of Commons, approval has been given by the Canadian Government, in virtue of the Order in Council of 30 January 1947⁴, for the admission of 571 men to work on sugar beet farms under contract with a private firm and for 169 men destined to farms, having contracts with another company. Other applications are under consideration for a further 450 men for work on sugar beet farms.⁵

Information was given to the House of Commons, by the Minister of Labour and the Secretary of State for External Affairs, in connection with the Order in Council⁶ providing for the admission of 100 girls from displaced persons camps in Europe, under contract with a private employer, for work in textile mills in the Province of Quebec. On 14 April 1947, the employer had written to the Secretary of the Intergovernmental Committee on Refugees that his company would undertake the following obligations: (a) to employ single women, selected with the assistance of the I.G.C.R. in Germany, for at least two years, and observe all labour conditions in force in the Province of Quebec with regard to workers having their qualifications; (b) to pay to all persons recruited in Germany not less than the current wages paid in the Province of Quebec to spinning mill workers with the same qualifications, on condition that the worker stays in employment for two years unless the contract is terminated by agreement between the company and the worker or for any other reason (except rightful dismissal by the company) lawful in spite of the fact that the contract has been made for two years; otherwise the company to pay to the worker only the minimum wage which is due to the worker of such qualifications under the laws of the Province of Quebec; (c) to pay to the worker weekly only the minimum wage due to such a worker under the laws of the Province of Quebec, the company to retain the difference

¹ *House of Commons Debates, Official Report*, Vol. LXXXVI, No. 59, 1 May 1947, pp. 2673-2676.

² Cf. *Canada Gazette*, No. 20, Vol. LXXXI, 17 May 1947; *House of Commons Debates, Official Report*, Vol. LXXXVI, No. 62, 6 May 1947; *Debates of the Senate*, Vol. LXXXVI, No. 31, 9 May 1947; for a fuller analysis of the terms of the Act (Bill No. 10) see *International Labour Review*, Vol. LV, No. 5, May 1947, p. 450.

³ Order in Council of 1 May 1947 (P.C. 1734).

⁴ Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 449.

⁵ *House of Commons Debates, Official Report*, Vol. LXXXVI, No. 55, 25 Apr. 1947, p. 2472.

⁶ Order in Council of April 1947 (P.C. 1193), providing for the admission of 100 women immigrants for training and employment as textile workers in a certain mill, under regulations concerning the salaries and conditions of work in textile industries, as specified in the Province of Quebec.

Holiday Funds.

A National Fund for Annual Holidays is instituted by the Order. It will be a body corporate under the management of the General Savings and Old-Age Pension Fund. Its object is to pay holiday remuneration to wage-earners, home workers and paid apprentices who are not covered by a special fund.

Further details of the National Fund for Annual Holidays are given below in the summary of the provisions of the Legislative Order of 18 February 1947.

Administration.

Officials appointed by the Government will supervise the administration of the Order of 3 January 1946 without prejudice to the duties incumbent on the officers of the judicial police. They will have the right to enter establishments employing workers covered by the Order. Employers and workers must furnish any information required by the officials to satisfy themselves that the provisions of the Order are being complied with.

The holiday funds must keep all the necessary records for the compilation of statistics and for ensuring the proper functioning of the funds. They will be supervised by a joint supervisory committee composed of representatives of employers' and workers' organisations.

Penalties.

Provision is made by the Order for penalties for failure to grant holidays within the prescribed time limits and to pay the contributions due. These penalties range from 1 to 25 francs or imprisonment for not less than one day or more than seven days, and entail the payment of overdue contributions. Any employee who engages in employment away from his home or on behalf of a third party in agricultural, handicraft, industrial or commercial work, whether remunerated or not, or in any paid artistic work, is also liable to penalties. More severe penalties are provided for obstruction of the supervisory measures laid down in the Order and for failure to keep the prescribed records up to date.

NATIONAL FUND FOR ANNUAL HOLIDAYS

The Legislative Order of 18 February 1947 sets out the duties and rules of the National Fund for Annual Holidays established by the Order of 3 January 1946. It stipulates that it shall be a public institution attached to the Ministry of Labour and Social Welfare and subject to its authority.

Functions of the Fund.

In addition to the function of collecting contributions and paying holiday remuneration ascribed to it by the Order of 3 January 1946, the Fund has the following duties: to apportion, as between itself and the special funds, the sums which are remitted to it for the purpose by the National Social Security Office or by any other bodies responsible for the collection of contributions for the payment of holiday remuneration; to collect and apportion any surplus assets of the special funds; to investigate claims and to give advice on any questions concerning holidays; to make suggestions to the Minister for improvements in the organisation of holiday schemes; to contribute by any means in its power to the attainment of the social aims for which holidays with pay are granted, more particularly by supporting the work and encouraging the development of organisations to facilitate the wise use of annual holidays; and to take measures to encourage the organisation of holidays.

Advisory Committee on Holidays for Young Workers.

The Order sets up an Advisory Committee on Holidays for Young Workers in conjunction with the National Fund for Annual Holidays. The Committee will

advise the Minister on all questions concerning the annual holidays of young workers and make proposals to improve the organisation of annual holidays for this class of worker. The Order gives details of the composition of the Committee.

Administration of the Fund.

The Fund will be administered by a governing body which will have extensive powers in connection with the management of the Fund. It will be composed of the Minister of Labour and Social Welfare, two delegates of this Ministry, a representative of the National Belgian Railway Company, a representative of the General Tourist Office (*Commissariat général du tourisme*), and twelve members appointed by Royal Order and chosen in equal numbers from the most representative organisations of employers and workers. It will be presided over by the Minister or, in his absence, by a delegate chosen by the Minister. With the exception of the chairman, the members of the governing body and of the Advisory Committee on Holidays for Young Workers will receive either a fixed allowance or attendance and travelling allowances, the amount of which will be decided by the Minister.

The Director of the Fund will be appointed by the Crown, which will at the same time fix his salary. The Order lays down the nature of his duties. The personnel of the Fund will be nominated by the Minister, after consultation with the Director and with the governing body.

Financial Provisions.

The Fund will draw up each year before 30 September a draft budget of receipts and expenditure for the following year, which will be submitted to the Minister for approval. It will also communicate to him before 30 June each year at the latest, for transmission to the Court of Accounts, a statement of receipts and expenditure for the previous year. The administrative expenses of the Fund will be met by (1) the interest on the capital constituted by the payment of contributions and (2) holiday remuneration not claimed within the prescribed time limit. A Royal Order may be issued to determine the percentage of the contributions collected which may be set aside by the Fund to cover its administrative expenses.¹

SOCIAL INSURANCE AND ASSISTANCE

SOCIAL SECURITY IN FRANCE

A scheme of insurance for miners against the risks of sickness, maternity, invalidity, old age, death, employment injury and family responsibilities has recently been set up in France. The French Government has also revised the legislation on employment injury insurance, stressing measures for the prevention of accidents and the rehabilitation of disabled workers, and liberalised the allowances payable for the maintenance of children. Other recent French social security measures deal with old-age allowances, an increase in minimum invalidity pension rates, and social security contributions.

SOCIAL SECURITY FOR MINERS

Decree No. 46-2769 of 27 November 1946² has established a comprehensive social security scheme for miners in France. Some provisions of the new legislation became effective on 1 January 1947³,

¹ *Moniteur Belge*, 24 and 25 Feb. 1947; MINISTÈRE DU TRAVAIL ET DE LA PRÉVOYANCE SOCIALE DE BELGIQUE: *Revue de Travail*, Feb. 1947, pp. 218-221.

² *Journal officiel*, 2 and 3 Dec. 1946, pp. 10265-10280.

³ *Idem*, 17 Jan. 1947, p. 673.

while others will be brought into force by ministerial decree. The scheme replaces a sickness insurance scheme originating in 1894 and a pension scheme introduced in 1914.

Scope.

The Decree of 27 November 1946 applies to manual workers, salaried employees, technicians, foremen, engineers and higher categories of staff engaged in mining undertakings, approved prospecting enterprises, subsidiary industries covered by a decree of assimilation, state quarries and bauxite mines. Safety examiners elected by the miners, employees of miners' benefit societies and trade union officials are also included. Persons in receipt of an old-age, invalidity or survivor's pension under the miners' scheme are compulsorily insured for sickness and maternity benefits in kind.

Administration.

The scheme is administered through miners' benefit societies, regional unions of these societies and an Autonomous National Fund for Social Security in Mines. The miners' benefit societies cover the risks of long and short-term sickness, maternity and death (lump-sum grant), are assimilated to the primary funds under the general scheme for the purpose of the administration of certain employment injury benefits, and are responsible for the payment of family allowances. The regional unions of miners' benefit societies are responsible for compensation in respect of permanent incapacity arising from an employment injury, the co-ordination of the administration of all employment injury insurance within the region and the promotion of accident prevention and industrial hygiene, subject to the legislative orders and regulations on this subject. They also act as equalisation agencies in respect of the risks carried by the benefit societies, and organise and direct, on a regional scale, the visitation of the sick and the health and social programmes of the societies. Workers and employers are represented on the governing bodies of the miners' benefit societies and of the regional unions in the ratio of two to one. The National Fund for Social Security in Mines is responsible for invalidity, old-age and survivors' pensions, and acts as an equalisation agency for expenditure on account of family allowances and permanent incapacity compensation. Within specified limits, it ensures the solvency of the unions, and promotes the general policy of social security in the mining industry, as well as measures for safety and hygiene. The Fund is an autonomous body administered, subject to the supervision of the Ministers of Labour, of Finance and of National Economy, by a Governing Body, on which seven members represent the State, fifteen the workers and eight the employers. With the approval of the National Fund, the regional unions may co-operate with the corresponding bodies under the general scheme in the setting up of health services and exchange of facilities.

The Minister of Labour and Social Security ensures the application of the legislation on social security for miners through the regional engineers-in-chief of mines and services.

Financial Arrangements.

Social security for miners is financed by employer, employee and State contributions based on the wages of the workers, excluding any portion in excess of 180,000 francs per year, as follows:

	Worker	Employer	State
	per cent.		
Sickness, maternity and death benefits. .	2	4	—
Old-age, invalidity and survivors' pensions	8	8	8
Total	10	12	8

The rates payable by pensioners for coverage limited to benefits in kind are to be fixed by decree. The cost of family allowances and of employment injury compensation is borne entirely by the employer. In the case of employment injury compensation the regional union sets the contribution rates each year, in accordance with rules laid down by the National Fund, with the approval of the supervisory authorities.

Sickness, Maternity and Death Benefits.

Should an insured person or a member of his family fall ill, he is entitled to be refund by the benefit society of part of the cost of the medical and hospital care. An insured person, but not a dependant, is entitled to cash benefit if he is incapacitated by sickness. There is a waiting period of three days and the maximum duration of payment is six months. The daily rate of sickness cash benefit for a male unskilled worker aged 18 years or more is one-twelfth of the basic weekly salary; a lower rate is paid to women and boys. In cases of special need the society may increase the benefit by not more than 50 per cent. Where a sick worker is hospitalised at the expense of the society, the daily cash benefit is reduced, unless he has two or more dependants. If the patient is found, on medical examination made within three months of the first medical diagnosis by his attending practitioner and an advisory medical officer of the regional union, to suffer from a disease requiring special treatment (including tuberculosis), all medical care required to achieve a cure may be granted for a period not exceeding three years; each case must be reviewed every six months. During the period when an insured person is entitled to such extended medical benefit, he may be granted sickness cash benefit at the discretion of the society.

An insured woman, the wife of an insured man and his dependent daughters are entitled to the cost of care at a confinement. Cash benefit at the rate payable in case of sickness is also granted to an insured woman for six weeks before and eight weeks after childbirth, provided she ceases to work during this period. According to the rules of the society, the beneficiary must submit to pre- and post-natal examinations. A supplementary nursing allowance is also payable.

On the death of an insured person the benefit society grants to the widow a lump-sum benefit of 16,200 francs, increased by 2,250 francs in respect of each orphan under 16 years of age.

There is no qualifying period for short-term sickness, maternity or lump-sum death benefits other than the requirement that the applicant must have been insured at the date of the first medical certification of the sickness or pregnancy. To qualify for extended benefits in case of long-term sickness the claimant must have been a member of a benefit society for one year before the quarter in which the sickness occurred, and either have worked, or been certified as unemployed, during at least 240 hours in the course of that year, including 60 hours in its last quarter.

Invalidity, Old-Age and Survivors' Pensions.

A general invalidity pension is granted to an insured person whose earning capacity has been reduced by at least two thirds, so that, in any occupation, he is incapable of earning more than one third of the usual remuneration paid in the region to workers of the same category in the occupation in which he had been engaged before the first certification of illness or invalidity. The pension is payable as long as the insured person is incapacitated for work by at least 50 per cent. The minimum qualifying conditions for invalidity pension are: (1) two years' work in mines; and (2) 420 or 500 days' work, according as the worker was engaged on the basis of a five- or six-day week, during the two years preceding the illness from which the incapacity has arisen. The annual rate of pension is 54,000 francs, increased by 9,000 francs if the victim is totally disabled or requires constant attendance. If the pensioner has had more than 30 years' service in the mine, the minimum amount payable is the amount of the old-age pension which would correspond to his years of service.

An insured person who suffers loss of working capacity of at least 50 per cent. as a result of sickness, or premature aging, that compels him to cease work as a miner before the usual time or to suffer a reduction in wages corresponding to

reclassification in a lower occupational grade, which is clearly abnormal, is entitled to a special pension (occupational invalidity pension). The qualifying conditions are: (1) three years' work in mines; and (2) 420 or 500 days' work, according to whether the worker was engaged on the basis of a five- or six-day week, in the preceding two years. The annual rate of pension is 3,600 francs increased by 1,200 francs for each year of service in excess of three. The occupational invalidity pension cannot exceed the difference between the pensioner's previous wages and the wages payable in the occupational category in the mine in which he would have been classified, in view of his reduced capacity, at the time of the certification of invalidity.

The invalidity pension is replaced by an old-age pension when the beneficiary reaches the age entitling him to the latter. In such cases the old-age pension must not be less in amount than the invalidity pension that was previously paid.

Pensions are payable to an insured miner: (a) on attainment of the age of 55; or (b) on attainment of the age of 50 after 30 or more years of service in the mine, at least 20 of which have been in underground work. At 55 or over, after 30 years of service, or at 50 after 30 years of service at least 20 of which have been in underground work, the annual pension is 54,000 francs; this rate is increased by 1,800 francs for each year of service rendered by the claimant before he reaches the age of 55. At 55 after 15 years of service, the rate is 27,000 francs; it is increased by 1,800 francs for each year of service in excess of 15. Where an insured person reaches the age of 55 without having to his credit 15 years' work in the mine, he is entitled to a reduced pension, or to a lump-sum payment, in proportion to his contributions. A miner aged at least 55 who has qualified for a pension by 30 years' service, but who continues to work in employment covered by the scheme, is entitled to a supplement in addition to his wages at the following rate:

At least 20 years' underground work	40,520 francs
At least 10 years' underground work	33,760 francs
Other cases	27,000 francs

Periods during which this supplement is payable do not give right to an increase in the rate of pension on the grounds of years of service. A special supplement is payable to a miner who has not attained the age of 55, but is credited with 30 years' service at least 20 of which have been in underground work, and who continues to work in the mine. The receipt of this supplement does not affect his right to an increase in the pension rate on the grounds of years of service; the rate of the supplement is 27,000 francs for workers under the age of 50 years and 40,520 francs for those between 50 and 55. A reduced supplement is payable in respect of 30 years' service at least 10 of which have been in underground work.

Old-age pensioners may claim an allowance of 1,215 francs a month for each dependent child. This allowance is reduced if the parent is entitled to a family allowance.

The widow of a deceased miner who had been insured and had had 15 years of service is entitled to a pension equal to half the old-age pension to which her husband would have been entitled at the age of 55, or at 50 if he had had 30 years of service in mines, 20 of which had been underground. Where the deceased miner had had less than 15 years of service but had been in receipt of an invalidity pension (general or occupational), his widow is entitled to a pension at half the occupational invalidity rate according to his years of service. If a widow remarries, her pension ceases, but she is granted a lump-sum payment equal to three times the annual pension.

A monthly allowance of 1,620 francs is paid in respect of each orphan of an insured miner who had had two years' service and had spent 470 or 528 days, according to whether he was employed on the basis of a 5- or 6-day week, in work in a mine (including periods of absence due to accident or sickness). A similar grant is made in respect of orphans of a pensioned miner. The amount payable is doubled if the children have neither father nor mother. Where an orphan does not qualify for such a pension, an allowance of 1,215 francs per month may be claimed by his widowed mother provided she is in receipt of a widow's pension; this allowance is reduced if a family allowance is also payable.

In calculating length of service for invalidity, old-age and survivors' pensions, periods during which the insured person received sickness, maternity or employ-

ment injury benefit in cash and specified periods of military service are counted as periods of work.

Family Allowances.

Insured persons are entitled to the family allowances under the general social security scheme.

Employment Injury Compensation.

The rates of compensation in respect of employment injury are the same as those payable under the general scheme.

Foreign Workers.

A foreign worker and his surviving relatives who reside in France are entitled to the same benefits as French nationals. If the foreign worker resides abroad but has his permanent place of work in France, he is entitled to long- and short-term sickness benefits and to maternity benefits, provided an agreement on this subject has been reached between France and his country of origin. On retirement foreign workers residing abroad are paid an annuity or lump sum in respect of any old-age insurance contributions paid under the French scheme. Reciprocity treaties may provide for the inclusion of time spent by a foreigner working in mines outside France in the computation of the period of service on which benefits are based, or for the maintenance of pension rights in case of residence abroad.

Transitional Arrangements.

The decree contains provisions to cover the transition from the previous social insurance system to the new scheme and to take into account the conditions that obtained in the mining industry during the war.

EMPLOYMENT INJURY INSURANCE

An Act of 30 October 1946¹ dealing with employment injury insurance for non-agricultural workers is based on the theory that employment injuries constitute a social risk. The new legislation introduces measures for the prevention of accidents and occupational diseases and for the restoration of the working capacity of victims of such injuries by the provision of appropriate care, physical rehabilitation and vocational training. It raises the rate of permanent incapacity and survivors' pensions arising from employment injuries that occur after 1 January 1947.

Scope.

Wage-earners and salaried employees are compulsorily insured against employment injuries; other workers may insure voluntarily.

Financial Resources.

Contributions in respect of compulsorily insured persons are paid exclusively by their employers. In accordance with regulations issued by order of the Ministers of Labour and Social Security, of National Economy and of Finance, the social security funds fix the rates for various categories of undertakings, having regard to the health risks involved.

Administration.

The social security funds are charged with the tasks of organising accident prevention and industrial hygiene, providing medical care, rehabilitation, vocational training and resettlement services, and the administration of cash benefits,

¹ Act. No. 46-2426 of 30 Oct. 1946, *Journal officiel*, 31 Oct. 1946, p. 9273. Cf. also Decree No. 46-2959 of 31 Dec. 1946, *Journal officiel*, 1 Jan. 1947, pp. 19-36.

including pensions. The Act of 4 October 1945 charged the National Social Security Fund with the administration of employment injury prevention funds.¹ The purposes of the latter are specified in the new legislation.

Accident Prevention and Industrial Hygiene.

Financial resources have been put at the disposal of the regional funds for the carrying out of accident prevention and industrial hygiene programmes, including research. A regional fund may request individual employers or groups of employers to take certain measures to provide safe and hygienic working conditions. If the measures recommended, having been approved by the divisional labour inspector, are not carried out by the employer, or employers, the fund may increase the rate of contribution payable, in view of the poor health risks obtaining in the undertaking or undertakings. It may, on the other hand, make advances or grant subsidies to employers who are endeavouring to improve working conditions with a view to the prevention of employment injuries.

Benefits.

(a) *In kind*: the primary funds are responsible for the expense of medical and surgical treatment and of medicines, the provision, repair and renewal of any orthopaedic appliance which the beneficiary requires as the result of an employment injury, and the rehabilitation, vocational training and resettlement of the injured worker. Only under specified circumstances may the attending practitioner charge the patient a fee in addition to that paid by the fund on his behalf.

(b) *In cash*: the primary funds pay their members cash benefits during temporary incapacity for work resulting from employment injuries. For the first twenty-eight days the rate is one half, and thereafter two thirds, of previous wages or salary. Cash benefits are payable while the worker is being rehabilitated.

A pension in respect of permanent incapacity, or a survivor's pension, is paid by the regional social security fund to which the worker's primary fund is affiliated. Pensions are calculated on the total annual remuneration of the worker (minimum 60,000 francs) up to 75,000 francs, on one third of the portion of remuneration between 75,000 francs and 125,000 francs, and on one eighth of the portion in excess of 125,000 francs. A permanent incapacity pension is equal to this amount multiplied by a fraction obtained by reducing any part of the incapacity rate not in excess of 50 per cent. by one half and by increasing any part of the incapacity rate in excess of 50 per cent. by one half. A supplement of 9,000 francs a year is granted where constant attendance is required. The widow of a worker who died as the result of an employment injury is entitled to 25 per cent. of the remuneration on which the pension is calculated, the first two half-orphans each to 15 per cent. thereof, and subsequent half-orphans to 10 per cent.; the rate of pension payable to full orphans is 20 per cent. Survivors' pensions are limited to 75 per cent. of the amount of remuneration on which they were calculated.²

FAMILY BENEFITS

Act No. 46-1835 of 22 August 1946³ repeals previous legislation dealing with family benefits and sets up a new scheme under which more liberal allowances are available to persons resident in France who are responsible for the maintenance of dependent children.

The benefits include maternity, family, single-wage and pre-natal allowances. A person other than the widow of a beneficiary cannot claim any of the last three allowances mentioned unless he, or she, is gainfully occupied or is in a position where such occupation is impossible by reason of age, health, etc. This qualification does not apply to the payment of maternity benefit.

¹ Cf. *International Labour Review*, Vol. LIII, Nos. 1-2, Jan.-Feb. 1946, pp. 107-108.

² *Ibid.* pp. 110-111.

³ *Journal officiel*, 23 Aug. 1946, p. 7350.

Financial Resources and Administration.

The cost of family benefits for wage-earners is borne by the employers, and the cost for independent workers is borne by the workers themselves and by the State. Each employer pays a contribution equal to 12 per cent. of the remuneration (maximum for basis of computation, 150,000 francs per year) paid to each of his employees.¹ On his own behalf he pays 10 per cent. of the basic wage of an unskilled worker in the lowest category in the main centre of the *département* where he resides, and an independent worker contributes on the same basis at the rate of 4, 7 or 10 per cent., according to his occupational category.² The State usually meets two-fifths of the cost of family benefits for independent workers, but for certain occupational categories its grant is one-fifth of the cost of benefit, and for a few others it does not contribute at all.³

Independent workers are exempt from all contributions: (1) if they have brought up four children to the age of 14 and during the preceding year their income has not been more than half the basic amount on which family allowances are calculated; or (2) if the average age of a married pair is more than 65 (widower, 65; widow, 60) and either their income does not exceed the basic monthly wage or they have brought up four children to the age of 14.

Family allowances are still administered by special funds, but the contributions are collected, together with the other social security contributions, by the primary social security funds. The latter will eventually be entrusted with the payment of the allowances and the administration of the scheme.

Benefits.

Maternity allowances are granted in respect of French children born viable who are legitimate or recognised. An allowance is payable for the first child, provided the mother is not more than 25 years of age or the birth occurs within the first two years of marriage, and for each subsequent child born within a period not exceeding three years from the date of the last birth. The rate for the first child is three times, and for each subsequent child twice, the highest basic monthly wage, in the district where the beneficiary resides. Payment is made in two equal instalments, the first on the birth of the child and the second six months later, always provided that the child is still alive and supported by his parents.

Family allowances are granted in respect of a second child and of subsequent children, and must be used in their interests. The allowance is payable (1) while the child is subject to compulsory school attendance, (2) for an additional year, provided he has not become a wage-earner, (3) until he reaches 17 years of age, if he is apprenticed, or (4) until he reaches the age of 20, if he is pursuing his studies or is incapacitated for work. In the Seine *département* the monthly rate for the second child is 20 per cent., and for each subsequent child 30 per cent., of an amount equal to 225 times the minimum hourly wage of an unskilled worker in the metal industry. In other districts the family allowance varies in rate according to the departmental wages.

Where there is only one wage-earner in a family, in addition to family allowances a single-wage allowance is payable in respect of each dependent child. The rate for an only child of less than five years of age is 20 per cent. of the amount on which family allowances are calculated, while for two children it is 40 per cent., and for three or more children it is 50 per cent. of this amount.

Family and single-wage allowances are payable from the date when the pregnancy of the mother is certified. If a woman is certified as pregnant, within the first three months of her pregnancy she is entitled to pre-natal allowances for the nine months preceding the birth of the child, provided she observes the rules laid down on the medical protection of mothers and children.⁴ The benefit is payable in instalments, after each of the three pre-natal medical examinations required under the rules mentioned above. During the pre-natal period sums equal to the family allowance granted in respect of two dependent children are

¹ *Journal officiel*, 3 Aug. 1946, p. 6899.

² *Idem*, 16 Jan. 1947, pp. 572-573.

³ *Idem*, 13 Dec. 1946, pp. 10574-10578.

⁴ Cf. *International Labour Review*, Vol. LIII, Nos. 5-6, May-June 1946, p. 426.

paid to a pregnant woman who after the birth of her child will not be entitled to a family and a single-wage allowance.

OLD-AGE ALLOWANCES

Act No. 46-1990 of 13 September 1946¹ has fixed the dates at which various provisions of the Act of 22 May 1946 extending the payment of old-age allowances to insured persons other than wage-earners² will come into effect. The right to benefit under the new scheme dates from 1 April 1947 and the first payment will be made on 1 July 1947. The rates of allowance payable were fixed by Act No. 46-2153 of 7 October 1946.³

Scope.

Every French person resident in France, aged at least 65 years (60 if incapacitated for work), with an income not exceeding 45,000 francs (60,000 for a married couple), who is not entitled to a pension under the social security legislation and who has paid old-age insurance contributions for at least three months, is entitled to an old-age allowance. The payment of contributions is to be counted from 1 January 1947.

Benefits.

The annual benefit includes a basic allowance, varying from 12,000 to 15,000 francs, according to the residence of the beneficiary, increased by 4,000 francs for a dependent spouse, a bonus of 2,000 francs if the beneficiary has brought up at least three children, and a supplement if he has worked in Paris or an assimilated district, and now lives there. When each of a married pair is entitled to an allowance, the amount payable to the wife is reduced by half. The widow of a beneficiary is entitled to assistance during her lifetime in an annual amount equal to half the basic allowance which had been payable to her husband and half the amount of any children's bonus or residence supplement which he had received.

INCREASE IN MINIMUM INVALIDITY PENSION RATES

The minimum annual invalidity pension payable to a non-agricultural worker has recently been fixed at 15,000 francs and the minimum payable to an invalid agricultural worker at amounts varying from 12,000 to 15,000 francs according to his wage category.⁴

SOCIAL SECURITY CONTRIBUTIONS

The wage limit for the computation of social security contributions has been raised from 120,000 to 150,000 francs per year.⁵

The contribution rates have been fixed at 16 per cent. of wages, as follows: employee, 6 per cent.; employer, 10 per cent. (4 per cent. of which constitutes a special contribution to finance old-age allowances).⁶ These rates do not include the employer's contribution for family allowances or employment injury insurance.

¹ *Journal officiel*, 14 Sept. 1946, p. 7919; cf. I.L.O.: *Legislative Series*, 1946, Fr. 1 (D).

² Cf. *International Labour Review*, Vol. LIV, Nos. 3-4, Sept.-Oct. 1946, p. 158.

³ *Journal officiel*, 8 Oct. 1946, pp. 8499-8500.

⁴ Act No. 46-2153; cf. I.L.O.: *Legislative Series*, 1946, Fr. 1 (E).

⁵ Decree No. 46-2155; cf. I.L.O.: *Legislative Series*, 1946, Fr. 1 (F).

⁶ *Journal officiel*, 25 Mar. 1947, p. 2798.

CO-OPERATION

THE CO-OPERATIVE MOVEMENT IN THE PHILIPPINES

RE-CREATION OF THE NATIONAL CO-OPERATIVES' ADMINISTRATION

There has been a revival of the co-operative movement in the Republic of the Philippines. Soon after the end of the second World War the rehabilitation of the movement was undertaken by the Emergency Control Administration, and in January 1946, under the provisions of the Commonwealth Act No. 713, the National Co-operatives' Administration (N.C.A.) was re-created as an independent Government corporation, with the task of reorganising, supervising and promoting co-operatives.

The National Co-operatives' Administration was originally set up in August 1941 to take over from the Bureau of Commerce the work of supervision and promotion of co-operative organisations, as a consequence of the steady growth of the various forms of co-operative organisation in the Philippines before the war. It undertakes the work of co-operative education for its own staff, prospective leaders of the co-operative movement, and officials and members of co-operative societies. It has organised six institutes for the purpose and gave short courses of two to three weeks to 154 officials and non-officials in 1946. N.C.A. officials meet the public and members and officials of co-operatives in small group meetings and explain to them the principles, practice and advantages of co-operative effort. It also publishes articles and pamphlets and gives regular broadcasts, and it is proposed to introduce the study of co-operative principles in schools. Another proposal is to direct special attention to carefully selected localities where co-operatives, managed by a special trained staff, would illustrate co-operative practice and advantages and stimulate co-operative action.

On 7 December 1946, the total number of societies organised and registered in the Philippines was 1,065 (282 in the city of Manila). Of these, 878 are consumers' co-operatives, 131 producers' co-operatives, 4 credit co-operatives and 52 retailers' co-operatives. Their total membership is 256,988.

There is a comparatively large number of consumers' co-operatives. In order to help them to start and in an effort to combat the black market, the merchandising division of the N.C.A. supplies consumers' goods to some of them, steps being taken to ensure, through the N.C.A. supervisory service, that supplies are distributed exclusively to co-operatives known to be working on genuinely co-operative lines. From July to November 1946, goods worth over 1 million pesos were sold to 328 co-operative societies by the merchandising division.

For the future growth of co-operatives in the Philippines, the N.C.A. plans to organise, besides consumers' societies, agricultural marketing societies along commodity lines, credit co-operatives and co-operatives for people engaged in cottage industries (weaving, hat-making, etc.). It is hoped to organise later provincial and national federations according to types.

A uniform accounting system is under preparation by the N.C.A. for all co-operatives.¹

AGRICULTURAL CO-OPERATION IN HUNGARY

SEQUEL TO THE AGRARIAN REFORM OF 1945

By an Ordinance of 18 September 1945 issued by the Minister of Agriculture, supplemented and amended by later Ordinances (14 February 1946, 4 July 1946, 1 August 1946, 19 September 1946 and 28 December 1946), a number of measures have been adopted

¹ Communication from the National Co-operatives' Administration.

in Hungary since the agrarian reform of 1945¹ which aim at promoting, and in certain cases making compulsory, the organisation of the new landowners on a co-operative basis.

Purpose of the Co-operative Societies.

The purpose of the co-operative societies instituted under the Ordinance of 18 September 1945 is generally to serve the economic, social and cultural interests of their members, and to help them in the rational exploitation of their separate holdings by the acquisition of agricultural necessities and the processing and sale of their products. In particular the aim of the co-operative societies is to manage and utilise the technical installations, machinery, buildings and dwellings which belonged to the estates affected by the agrarian reform and which are not such as can be divided up for individual use.²

These co-operatives have to be established in each commune where the total of the partitioned lands exceeds a certain area, and generally, wherever the partitioned estates include ricefields or establishments for the processing of agricultural products, buildings, machines, etc., the division of which would be substantially impossible or prejudicial to production.

Membership.

The beneficiaries of the land reform are regarded as members of these co-operatives unless they make an express reservation to the contrary. In addition, membership is open to persons to whom the divided estate used to furnish an income from work or who were users of its industrial establishments, i.e., the artisans who were occupied on the estate, the workers who were employed in its industrial establishment, and the tenant farmers who delivered their produce to the estate. Each member has to subscribe at least one share and may subscribe several.

Operation.

As these co-operatives have various functions to perform, they may be subdivided into separate sections.

All the societies are obliged to set up one section for the management and utilisation of undivided properties. These properties are regarded as shares in kind of the members of the co-operative, each one of them having the right to a share corresponding to the area of the land he has received by virtue of the reform. Furthermore, if the estate transferred to a co-operative had an establishment for the processing of agricultural products, the artisans and workers who have worked in this establishment for at least one year and whose employment contract is still in force, must be regarded as having made a contribution in kind. The value of this contribution is equal to that attributed to the average of the holdings distributed in the locality.

Each member contributes to the amortisation of the redemption price of these undivided properties (in so far as the amortisation annuities are not covered by the revenues of the properties concerned) in proportion to his assessed share in kind, i.e., in the final analysis, in proportion to the area of the land he has received. He is also responsible for the debts of the co-operative on the same basis.

National Central Office.

In order to assist in the organisation of these new co-operatives and to control their administration, a "National Central Office for Agricultural Co-operatives" has been created, affiliation to which is compulsory for every co-operative which has not completed the redemption of the properties which have been handed over to it. This National Centre itself is under the direction and supervision of the Ministry of Agriculture. In carrying out its responsibilities, it may be represented in the organs of the affiliated co-operatives by one delegate in a purely consultative capacity; it may also make advances and loans to the co-operatives.³

¹ Cf. *International Labour Review*, Vol. LV, Nos. 3-4, Mar.-Apr. 1947, p. 257.

² An analogous role is played in Poland by the co-operatives created under the auspices of the Peasants' Defence Union (Związek Sarnoponocy Chlopskiej).

³ Communication from the I.L.O. Correspondent, Budapest.

WORKERS' ORGANISATIONS

THE TRADE UNION MOVEMENT IN THE UNITED STATES

TRADE UNION UNITY

Representatives of the American Federation of Labor and of the Congress of Industrial Organizations, led by Mr. William Green, President of the A.F. of L., and Mr. Philip Murray, President of the C.I.O., met in Washington, D.C., on 1 to 2 May 1947, to discuss the unification of the two bodies. No agreement was reached and the discussions were postponed, but both sides expressed their determination further to explore the possibilities of bringing about a united labour movement. The following statement was issued jointly by the A.F. of L. and the C.I.O. after the discussions:

It is the unanimous opinion of the representatives of the C.I.O. and the A.F. of L. that organic unity should be established within the American labour movement. We are firmly convinced that the economic, social and industrial interests of labour can be best served through the establishment of a united labour movement. This decision is based upon the modern trend of economic, social and industrial life. It now becomes our duty to lay a sound foundation upon which a superstructure of organic unity can be erected.

In order to accomplish this purpose we will now proceed to deal with the details incidental to the formation and establishment of a strong united labour movement in the United States. We will deal with this and other mutual problems at future meetings of the representatives of the two organisations herein named. We shall devote our energies and purpose toward the realisation of this common objective.

In the meantime, we shall continue our efforts to prevent the enactment of highly objectionable anti-labour legislation now being considered in the Congress of the United States.

In July 1947, correspondence was exchanged between Mr. William Green and Mr. Philip Murray, but so far no further apparent progress as regards the unification of the two bodies has been made.¹

SIXTY-FIFTH ANNUAL CONVENTION OF THE AMERICAN FEDERATION OF LABOR

The 65th Annual Convention of the American Federation of Labor was held in Chicago from 7 to 17 October 1946 and was attended by some 650 delegates.

According to the report submitted to the Convention by the Executive Council, the total membership for which contributions were paid was 7,151,808 on 31 August 1946.

Presidential Address.

The President of the A.F. of L., Mr. William Green, in his opening speech, praised the record of American labour during the war and challenged the enemies of trade unionism to give any instance of failure by the workers to respond with patriotism to the demands of the Government. He expressed impatience with the

¹ A.F. of L. *Weekly News Service*, 2 May and 18 July 1947; C.I.O. *News*, 5 May 1947; C.I.O. *Union News Service*, 21 July 1947.

slowness of reconversion plans and charged that continuation of Government controls of the economic life of the country, which had given rise to a confused situation, was largely to blame. He said that such interference, which had even given a Government agency the authority to veto collective bargaining agreements, was resented by organised labour, and he declared that Government control of the country's economy should be eliminated. In reply to the charge that labour was limiting production, he said that the contrary was the case, and the productive capacity of the individual worker had increased. With regard to the danger of inflation, the only practical solution was full production, and the workers were lending their efforts to this end. He predicted that if management would co-operate with labour and if the Government would desist from breaking the morale of the workers by enacting "slave legislation", within two years full production would be reached and there would be no inflation. With regard to the housing shortage, the lack of material was the main difficulty and he praised the A.F. of L. construction unions, whose apprenticeship scheme would provide the required manpower. Energetic action was promised against the reactionary forces in Congress and in the State legislatures, which desired to limit the activities of the free democratic American trade unions. The President called upon the delegates to reaffirm the opposition of the A.F. of L. to Communism or any other form of totalitarianism.

Message from the President of the United States.

In a letter addressed to Mr. Green, President Truman said that substandard wages and inflationary prices must be overcome and that the solution was fully sustained production, to achieve which the full co-operation of industry, labour and the Government was required. The answer to those who doubted labour's motives and questioned labour's aims must come from within the ranks of labour.

Guest Speakers.

Among several American guest speakers were General Owen N. Bradley, Administrator of Veterans Affairs, General Carl Spaatz, Chief of the U.S. Army Air Forces, Attorney-General Tom Clark, and Secretary of War Robert P. Patterson.

Mr. Thomas O'Brien and Mr. Samuel Watson, fraternal delegates from the British Trade Union Congress, also addressed the Convention.

Mr. Percy Bengough, President of the Canadian Trades and Labour Congress, in an address to the Convention supported the A.F. of L. proposal that an American-Canadian Trade Union Co-operative Committee should be set up to which all controversial questions between the A.F. of L. and the C.T.L.C. could be referred.

International Labour Organisation.

Mr. Daniel W. Tracy, Labour Relations Counsellor in the International Labour Office (who has since resigned upon his re-election as President of the International Brotherhood of Electrical Workers of the A.F. of L.), addressed the Convention on behalf of the Director-General of the I.L.O. and recalled that it was Samuel Gompers, then President of the A.F. of L., who was chairman of the committee which drafted the Constitution of the I.L.O. In recent years the I.L.O. had made important contributions to the solution of international labour problems and to preparation for a durable peace based on social justice.

International Relations.

The report of the A.F. of L. Executive Council, which was approved by the Convention, contained a review of the activities of the I.L.O., including its relations with the United Nations. Mr. Robert J. Watt, United States workers' representative to recent sessions of the International Labour Conference and a member of the I.L.O. Governing Body¹, also addressed the Convention on the work of the I.L.O. during the period under review.

The Convention agreed to set up an International Relations Department, one of its tasks being "to co-operate with the democratic-minded European workers abroad and to help co-ordinate their activities on behalf of a *bona fide* free trade unionism".

¹ Mr. Watt has since died. See above, p. 59.

A resolution was adopted approving the work of the Free Trade Union Committee of the Labour League for Human Rights which, through its representatives throughout the world, had assisted in the rebuilding of free and democratic unions, and urged further moral and financial support of the Committee. The A.F. of L. had now set up a European office and appointed a resident representative to meet with European trade-union representatives and to arrange for practical assistance needed to restore their organisations. Representatives of the A.F. of L. had also assisted the Japanese workers in the reconstitution of their unions.

With regard to Latin America, the Convention agreed that the co-operation of organised labour throughout the Americas was essential for the effective unity of the peoples of the Western hemisphere and pledged continued efforts to help the Latin-American workers to shake off the "feudal system of exploitation" still maintained by some foreign-owned industrial corporations.

Repressive Labour Legislation.

The Convention condemned recent anti-labour measures and pledged the continuance of their efforts to defeat them. Mr. Joseph A. Padway, A.F. of L. General Counsel, addressing the Convention, said that American labour faced a grave challenge from those who desired to impose new curbs on the workers. He attacked reactionary employers, the courts and State Governors. Much of the recent legislation had been sponsored by so-called liberals who posed as the friends of labour but the Bills they had introduced were far from friendly to labour and were designed to strip labour of its most sacred rights. In the most recent session of Congress a record number of 160 Bills aimed against labour had been introduced. The speaker was greatly perturbed by the efforts of the courts and of some State Governors to deprive labour of its right to strike. It was a heritage of the American way of life that a worker could lay down his tools either in protest against unfair standards or in an effort to improve his conditions. The United States Supreme Court had ruled that injunctions against strikes were illegal and the speaker had therefore been amazed when the ruling of the Supreme Court had been ignored by the courts and the State Governors. Employers who sought to curb labour and were defeated in Congress turned to the State legislatures. In a number of States anti-labour legislation had been passed and in others it was being pressed vigorously; Florida, Arkansas, South Dakota and Nebraska were specially mentioned. Those sponsoring such measures sought to outlaw the closed shop, to impose regulations on internal trade-union matters, on trade-union contributions and on the right to pay strike benefits. The speaker particularly attacked such Federal legislation as the Hobbs and Case Bills, the Lee Bill, the Hatch-Ball-Burton measure and the Norton Bill.

President Green paid a tribute to Mr. Padway for his comprehensive presentation of labour's legislative problems.

Wages.

Steps to terminate the National Wage Stabilization Board were urged. The Board had been created to administer the wage-control programme of the Federal Government but the Convention was of the opinion that labour should now be freed from Federal controls, necessary only in time of war, and collective bargaining and co-operation between management and labour was urged.

The Convention also instructed the A.F. of L. administrative officers and representatives to continue their efforts to increase the minimum wage rates laid down in the Fair Labor Standards Act.

Education.

The Convention called for Federal financial aid for education. The critical situation resulting from the movement of teachers away from schools and into more lucrative employment was emphasised. The Convention accused business and industrial interests of the practice of reducing taxes on their property, thus cutting revenues available for schools.

Workers' education was also discussed and an expansion of the Workers' Education Bureau was recommended.

Maritime Trades Department.

The creation of a Maritime Trades Department which would enable the various A.F. of L. maritime unions to act as a co-ordinated group was approved.

United Mine Workers of America and the International Association of Machinists.

In referring to the reaffiliation of the United Mine Workers of America, President Green spoke of the significance of the setting up of a welfare fund by the U.M.W.A. With regard to the International Association of Machinists it was hoped that this body would again shortly be associated with the A.F. of L.

The Co-operative Movement.

It was reported that significant progress had been made in strengthening the existing ties between the A.F. of L. and the Co-operative League of the U.S.A. Throughout the country representatives of the Co-operative League had assisted unions to educate their membership in the principles of consumers' co-operation and in organising co-operative stores, credit unions and other co-operative services.

Immigration.

It was agreed that present immigration restrictions should be maintained. This was particularly necessary as regards the so-called "barred races" which could not be assimilated.

Peacetime Military Training.

The Gurney-May Bill calling for compulsory military training was opposed by the Convention.

Special Report on Communism by the Committee on Resolutions.

The Convention adopted the above-mentioned report which stated that Communism was "the most dynamic reactionary force in the United States", and recommended a programme of widespread education to expose and defeat "subversive activities" of the Communist party.

Discrimination against Minorities.

A strongly worded resolution against racial and religious intolerance was adopted. It called for the abolition of poll-tax legislation by Congress and demanded that a Permanent Fair Employment Practice Commission should be set up.

The Jewish People.

The Convention called upon the President of the United States to demand that the British Government immediately carry out the unanimous recommendation of the Anglo-American Committee of Enquiry that 100,000 Jews be admitted to Palestine as speedily as possible.

War Veterans.

A report prepared by the A.F. of L. Committee on Veterans summarising programmes and benefits provided for veterans was adopted.

Election of Officers.

Mr. William Green was re-elected President and Mr. George Meany Secretary-Treasurer.

It was decided to hold the 1947 Convention in San Francisco, California.¹

EIGHTH CONVENTION OF THE CONGRESS OF INDUSTRIAL ORGANIZATIONS

The Eighth Constitutional Convention of the Congress of Industrial Organizations was held in Atlantic City from 18 to 22 November 1946.

It was announced that the membership of the C.I.O. was more than 6,000,000.

¹ Sixty-Fifth Annual Convention of the American Federation of Labor, Chicago, Illinois, 1946: Record of Proceedings.

Opening Address.

In his opening address, Mr. Philip Murray, President of the C.I.O., said that during the early part of reconversion, American management had assumed direct responsibility for the change-over of industry from wartime to peacetime needs. The working week had been shortened and the consequent discontinuance of overtime payments had resulted in a substantial reduction of the workers' earnings. During 1945 and the beginning of 1946, the C.I.O. had contended that the profits of American industry, which had tripled since 1939, were such that industry could absorb wage increases without increasing prices, but to this contention the employers had replied that price increases had to be secured. Controls were lifted by the then Office of Price Administration, and prices rose. Strikes had taken place in the steel, automobile, oil and packinghouse industries and the employers had refused to accept the findings of Government Boards in these disputes. Referring to the allegations that the economic ills of the nation were due to the attitude of American labour, the President asserted that it was the unequal distribution of American wealth and the fact that the increasing profits of industry were not passed on to the worker which constituted a threat to full employment and production and to the maintenance of the system of free enterprise in the United States.

President Murray made a special reference to the allegations which had appeared in the press prior to the opening of the present Convention, to the effect that the C.I.O. was Communist-dominated. He said that he had appointed a Committee of six members of the C.I.O. Executive Board to make a special study of this question. He then read a *Declaration of Policy*, drawn up by this Committee in answer to the "slandorous abuses to which the C.I.O. had been recently subjected". The *Declaration*, which was later approved by the Convention, contained a statement that the C.I.O. was an American institution dedicated to the attainment of well-defined social and economic objectives within the framework of the American political democracy, and that it resented and rejected efforts of the Communist party or other political parties and their adherents to interfere in the affairs of the C.I.O.

Report of the President of the C.I.O.

In the introduction to the report which was adopted by the Convention, the President emphasised that the C.I.O. rejected ideologies which ran counter to the American democratic way of life. One of the fundamental aims of the C.I.O. was the establishment of a guaranteed annual wage in order to achieve full employment. The C.I.O. desired to co-operate with the employers and believed that the workers should enjoy the benefits which accrued from increased efficiency and production.

The President paid a tribute to the late President Roosevelt and also to Mr. Sidney Hillman, President of the Amalgamated Clothing Workers of America, who had died since the last meeting of the Convention.

Resolutions adopted.

The following are some of the Resolutions adopted by the Convention :

Wages. Two resolutions on wages were adopted. The first called for a minimum of at least 65 cents an hour. There was a large body of American workers whose incomes were below subsistence level. The existing Minimum Wage Law, which provided a 40-cents minimum and excluded certain classes of workers, was inadequate and obsolete. The second resolution stated that whereas, on the one hand, the net profits after taxation of American corporations in the post-war period had increased considerably as compared with the pre-war years, on the other hand, the workers' share of the national income had declined. Unless wages were increased and purchasing power sustained, a depression similar to that of 1929 would result. Wages were also treated in a resolution on security through collective bargaining, which called for a guaranteed minimum annual wage. C.I.O. unions were asked to bear this resolution in mind during the forthcoming collective-bargaining conferences.

Legislation. A resolution was adopted for the continuation of the struggle against the use of injunctions in labour disputes and demanding the repeal of the Smith-Connelly Act, which had been passed as a wartime measure to restrict economic and political rights of trade unions.

Unions were urged to take an active interest in legislation not only before Congress but also before various State legislatures, where anti-labour measures were frequently initiated.

Political action. It was decided that the C.I.O. Political Action Committee should be continued in its present form.

The right to vote. The Convention registered a protest against poll-tax restrictions which exist in seven Southern States, disfranchising several million negroes, and called on Congress to enact legislation abolishing the poll-tax.

The Jewish people. A resolution was passed requesting the United States Government to approach the British Government and urge the immediate admission to Palestine of 100,000 Jews. It was also urged that the United States should give immediate admission to a number of displaced European Jews.

Peacetime conscription. A resolution was adopted opposing peacetime military conscription and advocating full support of the United Nations.

Agriculture. The Convention decided on a campaign to end discrimination against millions of agricultural workers who were denied the basic rights guaranteed by law to other workers.

Social security. The Convention pledged its support to a programme of improvement and extension of the social-security system on the lines of the Wagner-Murray-Dingell Bill.

Teachers and education. The Convention called on all C.I.O. unions to support the campaign of the United Public Workers of America (C.I.O.) for an increase in teachers' wages and improved educational facilities.

International relations. The foreign policy of the Convention was embodied in three resolutions, the first dealing with the whole range of international relations and the second pledging full support to the World Federation of Trade Unions.

The third concerned the International Labour Organisation and read as follows:

Whereas in 1946, the Administration, despite the commitment made by its Secretary of Labor, denied the request of the C.I.O. for equal participation with the American Federation of Labor in I.L.O. representation;

The request of the C.I.O. to be treated on an equal basis with the A.F. of L. is perfectly justified under the I.L.O. constitution and the appropriate judicial interpretations of it;

The decision of the Administration substantially reduces the effectiveness of the I.L.O. and its usefulness to labour and the nation;

The value and utility of participation by the C.I.O. in I.L.O. Industrial Committees is destroyed by the relegation of the C.I.O. to an inferior position in full I.L.O. Conferences;

Resolved, that until the legitimate request for equal representation is granted, the C.I.O. and its affiliated organisations shall not participate at all in any I.L.O. Conferences, Committees or Commissions.

This resolution was adopted without discussion. The President of the C.I.O. had referred to the question in his report to the Convention, which recalled that the question of representation of American organised labour at sessions of the International Labour Conference had been a matter of public dispute for some years. The A.F. of L. had been designated as the representative at a time when it was the only major labour organisation in the country. In recent years the C.I.O. had repeatedly pointed out that the millions of workers members of that body were not represented in the I.L.O. In 1944, as in previous years, the C.I.O. presented a request to the President of the United States "for equal representation in the labour delegation" to the session of the International Labour Conference scheduled to be held that year in Philadelphia. The protest of the A.F. of L. against this proposal was so vehement as to create the danger of a major conflict while the war was in progress. The President of the C.I.O. fully recognised the necessity of avoiding any division or confusion in wartime, and informed President Roosevelt on 4 April 1944 that the C.I.O. would withdraw its formal request for representation. In

1945 and 1946 the C.I.O. renewed its request for more adequate representation, reiterating that it was not the intention to compete with the A.F. of L. for supremacy as regards representation in the I.L.O., but only to have equal participation. On 16 May 1946, Mr. Schwellessbach, the Secretary of Labor, informed the C.I.O. that he had decided "that the only way to handle the problem was to rotate the labour representative between the C.I.O. and the A.F. of L." The C.I.O. accepted the solution offered by the Secretary of Labor but the A.F. of L. disagreed. "Thereafter", the report continued, "apparently at the direction of higher authority in the Administration, the Secretary of Labor receded from his position and returned to the previous inflexible rule which confined American representation in the I.L.O. to the narrow circles of the A.F. of L." In the opinion of the C.I.O., the decision of the American Government substantially destroyed any remaining usefulness to labour and to the nation that the I.L.O. might have had. The American Government had recognised the inadequacy of the A.F. of L. as sole representative and it had therefore been the practice of the Government to call upon the C.I.O. to designate advisers to the A.F. of L. delegation to sessions of the International Labour Conference. The report then referred to the I.L.O. Industrial Committees and to the practice in the past of appointing the workers' members to some of these Committees from the C.I.O., because the C.I.O. unions represented the main body of workers in the industries. The report stated that "in view of the position to which the Administration's present decision had relegated the C.I.O. and its spokesmen with respect . . . to the I.L.O. . . . there was no further utility in participation by C.I.O. representatives in this advisory capacity or in these special industry conferences". In conclusion, the report stated that the C.I.O. would continue to co-operate wholeheartedly with the World Federation of Trade Unions which, with the exception of the A.F. of L., had a world-wide membership.

Department for International Affairs. The President's report recalled that a C.I.O. Department for International Affairs had been set up, and that Mr. Adolph Germer had been appointed Assistant General Secretary of the W.F.T.U.

Latin America. The Convention approved the work of the C.I.O. Latin-American Affairs Committee, which under the chairmanship of Mr. Jacob Potofsky, who succeeded the late Mr. Sidney Hillman as President of the Amalgamated Clothing Workers, had advised and assisted labour groups from Latin-American countries on problems created by the reduction or termination of U.S. purchasing contracts and the resulting economic dislocation in the respective countries. Good relations with the Latin-American labour movements had been strengthened by frequent visits from labour leaders on their way to and from the World Federation of Trade Unions and other international meetings.

Message from the President of the United States.

President Truman sent a message of greeting to the Convention in which he said that fundamentally the goals of the C.I.O. concerned human dignity and basic human rights, and this was the true meaning of a labour movement.

Guest Speakers.

Mr. Léon Jouhaux addressed the Convention on behalf of the W.F.T.U. and of the French General Confederation of Labour.

General Dwight D. Eisenhower, American Chief of Staff, and Mr. Lewis Schwellessbach, Secretary of Labor, addressed the Convention.

President and Secretary-Treasurer.

Mr. Philip Murray was re-elected President and Mr. James B. Carey Secretary-Treasurer. One new Vice-President was elected, namely, Mr. Walter Reuther of the United Automobile Workers.¹

The 1947 Convention will be held in Boston, Mass.

¹ *Proceedings of the Eighth Constitutional Convention of the Congress of Industrial Organizations, Atlantic City, November 18-22, 1946.*