# INDUSTRIAL AND LABOUR INFORMATION

## INTERNATIONAL LABOUR ORGANISATION

### Fourteenth Session of the Joint Maritime Commission

The Joint Maritime Commission of the International Labour Organisation held its fourteenth session in Geneva from 2 to 5 December 1947. The session was attended by 15 members, deputy members and advisers on the shipowners' side and 22 on the seafarers' side. Mr. D. S. Erulkar represented the employers' group of the Governing Body, but the representative of the workers' group was unable to attend. In the absence of Sir Guildhaume Myrddin-Evans, who as Chairman of the Governing Body is *ex-officio* Chairman of the Commission, the chair was taken by Mr. H. H. Koch, Permanent Secretary, Danish Ministry of Social Affairs, and deputy member of the Governing Body. The session was opened by Mr. M. Viple, Assistant Director-General, who expressed pleasure at seeing the Commission meet again in Geneva after an interval of nearly twenty years.

#### Agenda

The agenda of the session comprised the following items :

(1) Report of the Director-General ;
(2) Relations with the Proposed Inter-Governmental Shipping Organisation ;
(3) Seafarers' Welfare ;
(4) Transfer of Flag and Conditions in Mandated Territories.

The discussion on these items is briefly summarised below, and the texts of the resolutions adopted are given in full. In accordance with the normal procedure, the resolutions were submitted to the Governing Body at its 103rd Session in December 1947.

*Report of the Director-General.*

The Report of the Director-General dealt with several points on which the Commission was invited to express an opinion or take a decision. These were : the progress of ratification of the Seattle Conventions ; the possibility of determining certain subjects or types of subject which might be suitable for discussion by tripartite subcommittees of the Joint Maritime Commission ; the Office study of the conditions of employment of fishermen ; the proposal of the New Delhi Conference that a maritime meeting of the Asian countries should be convened.

*Ratification of the Seattle Conventions.* The general discussion on this point showed that the seafarers were dissatisfied because ratification was not proceeding more rapidly, whereas the shipowners felt that in view of all the circumstances the progress reported by a number of countries towards ratification was satisfactory. Both groups agreed in deploring that several countries had so far reported no action whatsoever on the Seattle Conventions. The shipowners pointed out that as they had voted against several of the Conventions at Seattle, they could not be expected to subscribe to a resolution urging Governments to ratify them. Nevertheless, the Commission was unanimous in asserting that full information must be made available to it on the reasons which made ratification of any of these Conventions impossible in certain countries before it could usefully discuss what further action might be necessary to expedite ratification. The following resolution was therefore unanimously adopted:

The Joint Maritime Commission,

(1) Notes the first ratification of one of the Conventions adopted at the Seattle Conference and welcomes the fact that a number of countries have already declared their intention to ratify certain of these Conventions;

(2) Nevertheless regrets that a number of other countries have so far not reported any action on these Conventions, although the extreme time limit of eighteen months has almost expired;

(3) Recalls the resolution adopted by a majority vote of the Seattle Conference drawing the attention of Members to the importance of prompt and simultaneous ratification of the Conventions adopted at that Conference;

(4) Therefore requests the Governing Body:

*(a)* To remind Governments of their obligations under Article 19 (5) of the Constitution of the I.L.O. in respect of the submission of Conventions to the appropriate national authorities;

*(b)* To invite Governments to consider the provisions of Article 19 (5) *(e)* of the Constitution of the International Labour Organisation Instrument of Amendment, 1946, as applying to the Conventions adopted at the 28th Session of the Conference and to furnish the Office, at latest by the end of March 1948, with the information called for in that Article;

*(c)* To instruct the Office to make a full report on the Governments' replies to a meeting of a tripartite subcommittee to be held as soon as possible and in no case later than the early Autumn of 1948, with a view to deciding what further action can be taken.

The voting of each group on the subcommittee to be equal and the subcommittee to be composed, so far as the shipowners and seafarers are concerned, of the members of the Joint Maritime Commission, and so far as the Governments are concerned, of representatives from the following countries: United States of America, Argentine Republic, Australia, Belgium, Brazil, Canada, Chile, China, Cuba, Denmark, Finland, France, United Kingdom, Greece, India, Ireland, Italy, Netherlands, Norway, Pakistan, Panama, Poland, Portugal, Sweden, Turkey, Venezuela, Yugoslavia.

*Tripartite subcommittees.* The question which the Governing Body had invited the Commission to consider, if it saw fit, was whether some questions or types of question could best be dealt with by bipartite or tripartite subcommittees. The matter was not discussed in the full Commission, but in the General Purposes Committee it was made clear that the seafarers still firmly believed that the J.M.C. itself should be made tripartite. The shipowners repeated their statement made at the 28th Session of the Conference that if that were done they would cease to participate in the work of the Commission. The Commission finally agreed on the following resolution:

The Joint Maritime Commission,

Having regard to the discussions at the Seattle Conference concerning the composition of the Joint Maritime Commission and to the decision of the Governing Body at its 101st Session that the Commission might consider whether certain matters could best be dealt with by bipartite or tripartite subcommittees;

Is of the opinion that the decision whether any particular subject coming before it should be referred to bipartite or tripartite discussion should be taken on the merits of the case,

But considers that as a general rule the following matters are suitable for tripartite discussion:

(1) The review of the progress of ratification of Conventions, including the consideration of obstacles to ratification and the possible desirability of revising a Convention;

(2) Technical questions in the practical application of which Governments have a substantial part to play—*inter alia*, social insurance measures, crew accommodation, etc.



*Conditions of work of fishermen.* The seafarers' group thanked the Office for the action it had taken to give effect to the resolution of the Seattle Conference concerning fishermen, and hoped that a report based on the replies of Governments would soon be completed and submitted to the Governing Body. They proposed the following resolution, which was adopted by 12 votes to nil. The shipowners abstained from voting on the grounds that no member of their group represented the fishing industry, and that they were therefore not competent to express any opinion on the matter. The resolution reads:

The Joint Maritime Commission requests the Governing Body to set up a special committee to make recommendations for drafting international regulations concerning the conditions of employment of fishermen, to be considered later by a session of the Conference.

*Maritime meeting of the Asian countries.* One of the resolutions adopted by the Preparatory Asian Regional Conference contains a proposal for a maritime meeting of the Asian countries. The seafarers expressed themselves as favouring the idea of such a meeting, but they emphasised that very thorough preparation would be necessary and that the question of the countries to be invited to participate would require careful consideration. The shipowners agreed on the need for thorough preparation but felt that they could express no opinion on the merits of the proposal until they had seen the report on the Office investigations into the conditions of Asian seafarers. No formal resolution was moved on this subject.

*Relations with the Proposed Inter-Governmental Shipping Organisation.*

Both groups expressed very strongly their confidence in the I.L.O. as the body most suited to deal with the conditions of life and employment of seafarers. They hoped that the Office would be represented at the Conference (opening in Geneva on 19 February 1948) to consider setting up a new organisation, and that the scope of the new organisation would not overlap the fields of activity in which the I.L.O. had already proved its worth. The following resolution on the subject was unanimously adopted:

The Joint Maritime Commission,

Having noted the proposal to set up an Inter-Governmental Maritime Consultative Organisation;

(1) Reaffirms its faith in the I.L.O. for dealing with all questions within its competence affecting the conditions of life and employment of seafarers;

(2) Emphasises the importance of so framing the constitution of the I.M.C.O. as to eliminate any danger of overlapping between its work and functions and those of the I.L.O.;

(3) Expresses the hope that, if such an organisation is established, the International Labour Organisation will enter into an agreement with it for co-operation in all matters of common interest on the lines of the agreements already entered into with certain specialised agencies of the United Nations;

(4) Welcomes the proposal to establish, as part of the new organisation, permanent machinery to deal with various aspects of safety of life at sea ;

(5) Expresses the hope that the International Labour Organisation will be represented at the Conference convened for 19 February 1948, to consider the establishment of the said organisation.

*Seafarers' Welfare.*

The resolution concerning seafarers' welfare in ports adopted by the 28th (Maritime) Session of the Conference[1] requested the Governing Body to investigate the effect of the 1936 Recommendation concerning Seamen's Welfare in Ports and to consider the question of promoting seamen's welfare in ports on the basis of international reciprocal co-operation. This resolution was communicated to Governments with the request that they should forward observations on the question. The replies so far received were communicated to the J.M.C. for information, and the Commission unanimously adopted the following resolution :

The Joint Maritime Commission,

Having noted the progress made in various countries during and since the war in the reorganisation and development of measures for the promotion of the welfare of seafarers, and especially the example of successful joint action in this field by certain countries,

Requests the Governing Body :

(1) To instruct the Office to pursue its study of seafarers' welfare both in port and on board ship and to make concrete proposals to the next session of the Joint Maritime Commission for concerted national and international action to promote the welfare of seafarers, with special reference to :

*(a)* co-ordination of hotel, club-room, sports and other welfare facilities in ports, more particularly where these are at present lacking ;

*(b)* co-ordination of library, film, radio and other recreational and educational facilities on board ship.

(2) To instruct the Office, in co-operation with the World Health Organisation and other competent bodies, to resume its study of means for the prevention of venereal and other social diseases among seafarers and of the social and medical aspects of the treatment of such diseases, with special reference to adequate medical treatment and facilities for hospitalisation both on board ship and on shore.

*Transfer of Flag and Conditions in Mandated Territories.*

The report submitted by the Office on this question contained such information as could be obtained on the volume of transfers of vessels from the flag of one country to that of another, special reference being made to transfers to the flags of Panama, Honduras and Palestine. The shipowners felt that the evidence available was not sufficient to warrant any definite conclusions by the Commission, and that in particular it was impossible to determine to what extent such transfers were intended for the purpose of avoiding social legislation or safety regulations or to what extent they did in fact prove detrimental to the safety or the conditions of employment of seafarers. Where transfers were deliberately made for the purpose of lowering the standards of safety and social protection, both groups agreed that they were to be condemned. In a statement made on behalf of the seafarers' group, it was alleged that this was the main purpose in the great majority of cases of transfer of flag. The shipowners, however, firmly denied that this was the case or that there was any body of evidence to support the allegation. The Commission finally unanimously accepted the following resolution :

The Joint Maritime Commission,

Having discussed, on the basis of a report by the International Labour Office concerning conditions in Panama, Honduras and Palestine, the gravity

[1] Cf. *International Labour Review*, Vol. LIV, Nos. 1-2, July-Aug. 1946, pp. 1-27.



of the problems which may arise as a result of the transfer of ships from one flag to another ; and

Having regard to the vital necessity of ensuring the maintenance of reasonable standards of safety, conditions of employment and social legislation for the seafarers of all countries,

Requests the Governing Body :

(1) To urge Governments and shipowners' and seafarers' organisations to give due attention to and to determine their attitude towards those cases of transfer of flag which may prove detrimental to the safety, conditions of employment and social protection of seafarers ;

(2) To recommend to the Conference for the Revision of the Convention on Safety of Life at Sea to consider what measures can be taken to ensure that the provisions of the Convention are made applicable to all maritime countries ;

(3) To instruct the Office to continue to collect all information on the problem of transfer of flag, including the action taken under paragraph (1) above, and report from time to time to the Joint Maritime Commission.

## Finland and the I.L.O.

### Permanent Committee for International Collaboration in Social Questions

The special Committee in Finland for international collaboration in social questions has recently been reconstructed. The principal task of this Committee, on which the Government, employers and workers are represented, is to give preparatory consideration to questions which have been placed on the agenda of the International Labour Conference.

Chairman of the Committee is Mr. Niilo A. Mannio, Secretary-General of the Ministry of Social Affairs (who since 1926 has been Finland's permanent representative accredited to the International Labour Office), with Mr. A. Vehilä, chief of division in the same ministry, as substitute. The other members are Colonel V. A. M. Karikoski, Executive Director of the Finnish Employers' Confederation, with Mr. V. Sjöberg, Secretary-General of the same organisation, as substitute, and Mr. Erkki Härmä, former President of the Finnish Confederation of Trade Unions, with Mr. Aku Sumu, Secretary-General of the same organisation, as substitute.

The Finnish Committee proposes to work in constant touch with the corresponding bodies in the other Northern European countries.[1]

## Publications of the Office

### Reports for the 31st Session of the International Labour Conference

In preparation for the 31st Session of the International Labour Conference opening at San Francisco on 17 June 1948, the Office has published reports on the protection of wages and industrial relations, the sixth and eighth items on the agenda. Notes on these reports appear below in the " Bibliography " section. [2]

[1] Communication from the Chairman of the Committee.

[2] See below, p. 647.

### Industrial Safety Survey

The *Industrial Safety Survey* for the third quarter of 1947 (July-September 1947, Vol. XXIII, No. 3) has been published.

The principal feature of the number is the second and concluding part of the article on "The One-Man Driving of Self-Propelled Vehicles" by F. Strauss, a technical officer of the International Transport Workers' Federation. There are notes on the I.L.O. Correspondence Committee on Accident Prevention and on safety institutions and associations in the Union of South Africa, the United Kingdom and the United States of America. Summaries are given of recent safety regulations in Belgium, Bulgaria, Canada (Yukon), Denmark, France, Lebanon, New Zealand, Peru, Spain, Syria, the Union of South Africa, the United Kingdom and the United States (California), and summaries of official reports in Australia (Victoria), Canada (Ontario), Germany, India, Norway, Sweden, the United Kingdom and the United States (California and Illinois).

## SOCIAL AND ECONOMIC POLICY

### South Pacific Commission

A South Seas Conference held at Canberra in Australia from 28 January to 6 February 1947 resulted in an agreement for the establishment of a Commission to act in a consultative capacity to the six Governments responsible for the administration of non-metropolitan territories in the South Pacific area[1] in regard to the promotion of Native welfare and the social and economic development of the inhabitants of the territories. The Conference was attended by representatives of the six Governments, namely Australia, France, New Zealand, the Netherlands, the United Kingdom and the United States.[2]

*Historical Background.*

The convening of the Commission was a consequence of an agreement reached in January 1944 between the Australian and New Zealand Governments on closer co-operation in matters of common interest. One of the provisions of this agreement was that both Governments would promote the establishment of a regional organisation dealing with the advancement of Native people in the South Seas region.

*Functions of the Commission.*

The Commission is to have the following powers and functions:

*(a)* to study, formulate and recommend measures for the development of, and where necessary the co-ordination of, services affecting the economic and social rights and welfare of the inhabitants of the territories, particularly in respect of

[1] The area includes territories lying wholly or in part south of the Equator east from and including Netherlands New Guinea. The population of the area, which is steadily increasing, numbers about 1,900,000 and is composed of Melanesians, Polynesians and Micronesians.

[2] The United Kingdom, the United States, and (since 1946) France and the Netherlands are also members of the Caribbean Commission which was established in 1942 as an Anglo-American-Caribbean Commission.



agriculture, communications, transport, fisheries, forestry, industry, labour, marketing, production, trade and finance, public works, education, health, housing and social welfare;

*(b)* to provide for research in technical, scientific and social fields in the territories;

*(c)* to make recommendations for the co-ordination of local projects in any of the above subjects;

*(d)* to provide technical assistance, advice and information for the participating Governments;

*(e)* to promote co-operation with non-participating Governments and with non-Governmental organisations;

*(f)* to address enquiries to the participating Governments on matters within its competence;

*(g)* to make recommendations with regard to the establishments and activities of auxiliary and subsidiary bodies.

The Commission, to which each participating Government may appoint two members, is to be served by a Research Council which will act as a standing advisory body auxiliary to the Commission.

*South Pacific Conference.*

In order to associate with the work of the Commission representatives of the local inhabitants of the territories and of official and non-official institutions directly concerned with the territories, a South Pacific Conference is to be established with advisory powers as a body auxiliary to the Commission. The Conference is to be convoked within two years after the agreement comes into force and thereafter at intervals not exceeding three years. Sessions are to be held in one of the territories concerned, "with due regard to the principle of rotation". The Conference may discuss such matters of common interest as fall within the competence of the Commission and may make recommendations to the Commission on any such matters.

*Secretariat.*

A Secretariat is to be established "to serve the Commission and its auxiliary and subsidiary bodies". In the appointment of the Secretary-General, the Deputy Secretary-General and the staff of the Secretariat, primary consideration will be given to their technical qualifications. To the fullest extent consistent with this consideration, the staff of the Secretariat is to be appointed from the local inhabitants of the territories within the scope of the Commission and with a view to obtaining equal national and local representation.

*Relations with Other International Bodies.*

A special paragraph of the Agreement deals with relationships with other international bodies. While having no organic connection with the United Nations, the Commission will co-operate with it as fully as possible, as also with appropriate specialised agencies, on matters of mutual concern within the competence of the Commission.

*Projects.*

The Conference also passed a resolution concerning the immediate projects for the Commission. One of these projects is "a study of labour conditions with a view to their improvement in accordance with the recommendations of the International Labour Organisation wherever applicable". Among the other projects included in the resolution are: research in agriculture; an economic survey to include Native industry; Native fisheries; Native trading systems and Native co-operative movements; the taking of all possible steps within the scope of the functions of the Commission to ensure adequate shipping services within the area; a study on education problems; a study of the education and social development of women and girls in relation to the status of women in their respective communities

with a view to widening the cultural life and improving the domestic condition of women ; a survey of methods of nutrition ; an investigation to improve methods of village hygiene and housing ; and surveys of disease and disease-carriers. All these projects were considered by the Canberra Conference to be " of great importance to the economic and social welfare of the local inhabitants of the non-self-governing territories in the South Pacific ".

The Conference also considered that " these projects, which are not stated in any order of priority, should be undertaken at an early date ".

## The New Constitution of Venezuela

A new Constitution was promulgated in Venezuela on 5 July 1947. In Part III of the Constitution, entitled " Individual and Social Rights and Duties ", are drawn up a number of fundamental principles concerning personal guarantees, health and social security, labour, and the national economy, which are to serve as the basis of national legislation.[1] The main provisions of the Constitution concerning economic and social matters are summarised below.

### Economic Provisions

The Constitution guarantees the rights of private property and freedom of commerce, industry and private enterprise. For social reasons, however, the drafters of the Constitution have not only limited the exercise of such rights, but have also given the State extensive powers of regulation.

*Rights and Limitations of Private Property.*

Since property is considered as a social function, it is subject to such taxes, restrictions and obligations as legislation may specify in the general interest. It is liable to expropriation provided that such expropriation shall be solely for purposes of public utility or social advantage, shall be effected as the result of a decision in the Courts, and shall include payment of compensation.

*Protection of national resources.* The State is to ensure the protection and conservation of the national resources and control their use. It may forbid the acquisition, conveyance or use for particular purposes of certain classes of property.

Every owner of land is bound to use his lands and forests for socially valuable production, in accordance with legislation concerning the application of this principle.

Land acquired, whether by nationals or foreigners, for the exploitation of mining concessions, including petroleum and other mineral fuels, is to become the property of the nation without compensation whenever, for any reason, the concession lapses.

*Agrarian reform.* The State is to ensure planned and systematic measures to reform the national agrarian system so as to improve living conditions in the countryside and assist the progressive social and economic emancipation of the rural population.

[1] According to Subsection 7 of Article 220 of the Constitution, the Supreme Court " may declare null and void any national or State laws or municipal orders which are contrary to the provisions of the Constitution of the Republic ". Similarly, under Subsection 9 of Article 220, any measure of the (national) Legislative Chambers, the (State) Legislative Assemblies, the municipal councils, the executive of the nation or of the States, or the Governors of the Federal district or the Federal territories which are contrary to the Constitution, may be declared null and void.



The nation recognises to associations of farmers and to individual persons fitted for agricultural and stock-breeding work, but possessing no, or insufficient, cultivable land, the right to grants of land and the necessary equipment for its productive use. Special legislation will determine the conditions under which this right is to be made effective.

In cases where the State expropriates land in execution of the agrarian reform programme, the payment of compensation may be deferred for a stated period, subject to the provision of adequate guarantees.

The State is to promote the organisation of various kinds of co-operative and other institutions having similar aims. It is also the duty of the State to initiate measures to incorporate the indigenous populations into the national life, having due regard to their traditional culture and special economic conditions.

*Rights and limitations of private enterprise.* The State will protect private enterprise but may reserve to itself the conduct of certain industries, exploitations or public services, if this is considered necessary to ensure their normal function or the security or credit of the nation. In order to ensure the full development of the national economy the State may take measures of an economic character to plan, rationalise and promote production, or to regulate the distribution and consumption of goods.

No monopolies may be granted, but exclusive rights may be given for limited periods in order to promote the establishment or expansion of industries and services of value to the nation, provided that these do not involve, either directly or indirectly, any obligation to guarantee the payment of interest or profits on invested capital.

*National Economic Council.*

There is to be a National Economic Council, the composition and powers of which will be fixed by legislation. It is to include representatives of capital, labour, the liberal professions and the State.

### Social Provisions

Work, the Constitution declares, is both a right and a duty. The State is to take all necessary measures to ensure that every person fit for work can obtain the means of subsistence by means of his work, and will prevent any conditions being imposed in connection with such work of a nature to prejudice the dignity or freedom of the worker.

Legislation will provide for the necessary measures to increase the worker's efficiency, responsibility and incentive by the proper regulation of labour and measures to guarantee stability of employment and the improvement of material, moral and intellectual conditions of work. Technical education is to be encouraged.

The rights of association and trade union organisation for lawful purposes are guaranteed, provided such rights are exercised in accordance with the law. The Constitution also guarantees the right of unarmed public and private meeting for lawful purposes. Meetings and public demonstrations will be regulated by legislation.

Labour legislation will ensure the following rights, both to manual and to intellectual and technical workers, in the fields of industrial relations, wages, and conditions of work.

*Industrial Relations.*

*(a)* Stability of employment for members of trade union executives, except in cases of fully justifiable dismissal.

*(b)* The right to strike, except in public services specified by law.

*(c)* Collective labour agreements, which may include the union clause.

*(d)* Conciliation to settle disputes between employers and workers.

*Wages.*

*(a)* Equal pay for equal work without distinction as to sex, nationality or race.

*(b)* Minimum living wages sufficient to ensure the essential needs of the worker.

*(c)* Profit-sharing schemes for workers and employees, and schemes to encourage saving among workers.

*(d)* The establishment of a family wage.

*(e)* Dismissal notice and compensation for termination or breach of contract of employment ; long service increments and retirement pensions under conditions to be fixed by legislation.

*(f)* Immunity of wages from attachment, under conditions determined by legislation.

*(g)* Privileged debt status for sums due to workers as the result of advantages and rights enjoyed under the law.

*Conditions of Work.*

*(a)* A normal working day of 8 hours in the day and 7 hours at night, except for certain kinds of work ; a weekly rest day with pay as provided for by legislation. Future legislation is to aim at a progressive reduction of the working day.

*(b)* Holidays with pay, without distinction between salaried employees and workers.

*(c)* Special protection for young workers, including the right of apprenticeship and the fixing of a minimum age for admission to different kinds of employment.

*(d)* The protection of women workers, including a paid rest period before and after childbirth.

*Social Security.*

Legislation is to determine responsibility for occupational risks. The State will, over a period of time, establish a comprehensive and effective social security scheme and promote the construction of cheap housing for the poorer classes.

*Safeguards.*

Persons or bodies corporate for whom work is done are responsible for the observation of social legislation even if the contract is carried out through an agent or subcontractor, though without prejudice to the responsibility of the latter.

No worker may renounce any advantage conferred on him by law.[1]

## National Economic Council in Bolivia

A National Economic Council has been set up in Bolivia by a Decree of 8 September 1947.

The Council is to consist of one expert in each of the following fields : mining economics, agricultural and husbandry questions, industrial questions, public administration, fiscal matters, social and labour questions, banking and credit. The Minister of State and the Comptroller-General of the Republic may take part in the discussions of the Council and submit proposals to it.

The Council will devote its attention primarily to the preparation of an organic plan designed to increase output with a view to raising the national income ; to the achievement of a more efficient utilisation of economic potentialities and sources of wealth in the country ; to securing balanced development ; to formulating programmes designed to raise the standard of living of the people ; and to encouraging within a general planned programme those private activities which create wealth.

The Council, by Decree of 30 September, has been requested to consider the review, modification and reform of the system of taxation.[2]

[1] *Gaceta Oficial de los Estados Unidos de Venezuela*, No. 194, Extraordinary, 30 July 1947.
[2] Communication from the I.L.O. Correspondent, La Paz.



## Social Policy in Australia

### Conference of Commonwealth and State Ministers for Labour

A Conference of Australian Commonwealth and State Ministers for Labour, held in Sydney on 10 April 1947, adopted resolutions on various questions of mutual concern to the Commonwealth and the States.

*Labour Inspection.*

With a view to avoiding duplication of work by Commonwealth and State inspectors, the Conference recommended that the responsible Commonwealth authorities should consider whether inspectorial functions in relation to awards of the Commonwealth Court of Conciliation and Arbitration might also be exercised by State inspectors under delegated authority.

*Legal Standards of Work.*

In view of possible differences between the labour standards of State law and those of Commonwealth law, the Conference recommended that the question of standards throughout the Commonwealth should be periodically reviewed at meetings of representatives of Commonwealth and State Departments of Labour, and that the Commonwealth Department should undertake continuous research into the question.

*Workmen's Compensation.*

At the instance of the representatives of the States, a resolution was adopted in favour of calling a conference of the Commonwealth and State authorities concerned to examine the possibility of adopting standard provisions and benefits in relation to workmen's compensation, to be applied, as far as possible, throughout the Commonwealth.

*Occupational Dust Diseases.*

With a view to promoting a greater measure of uniformity throughout the Commonwealth in the legislation concerning compensation for dust diseases, the representatives of the States asked that the Commonwealth should call a meeting of experts from the Commonwealth and State Departments concerned to examine the question generally and, in particular, to consider :

*(a)* steps which could be taken to lessen the danger of dust in employment ;

*(b)* means of standardising existing dust compensation provisions ;

*(c)* whether compensation for dust diseases should be provided by separate legislation or under workmen's compensation provisions ;

*(d)* ways and means of financing a fund or funds for compensation for dust diseases.

*Arbitration.*

Concerning arbitration, the Conference recommended that the Commonwealth authorities should convene a conference of experts of Commonwealth and State Departments concerned to study means for achieving as great a measure as possible of uniformity in the systems of industrial arbitration operating in Australia.

*The States and the International Labour Organisation.*

The Conference recommended that there should be the closest collaboration between the Commonwealth and State Departments of Labour with respect to

I.L.O. matters, and that the Commonwealth Government should consider affording representation to the States on the delegations to International Labour Conferences.[1]

The following plan of co-operation between Commonwealth and State authorities was recommended for the consideration of the respective Governments :

(i) Upon receipt from the International Labour Office of the text of any Convention or Recommendation relating to matters within the States' constitutional powers, the Commonwealth Department of Labour and National Service would forward copies to each State Department of Labour which would be responsible for approaching any other State authorities concerned, and if need be, for bringing the matter before the State Government.

(ii) Whenever it seemed necessary for the purposes of I.L.O. work, the Commonwealth Department of Labour and National Service would arrange for consultations with the State Departments of Labour and would also arrange such consultation where the State Departments desire it for the purpose of securing co-ordinated action.

(iii) The Commonwealth Department of Labour and National Service would, through the Department of External Affairs, advise the Director-General of the International Labour Office of any action taken in relation to Conventions and Recommendations. For this purpose, it would be the duty of the State Departments of Labour to keep the Commonwealth Departments informed of any action which is taken under State powers.

(iv) In the case of Conventions not ratified and Recommendations not adopted, the Commonwealth Department of Labour and National Service would, through the Department of External Affairs, report to the Director-General on the law and practice in relation to the subject matters covered. For this purpose, the Commonwealth Department would draw on information supplied by the States.[2]

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## INDUSTRIAL RELATIONS

### Labour Legislation in the United States

#### State Labour Laws Enacted during 1947

During 1947 the Legislatures of 44 of the 48 States of the U.S.A. met in regular or special session, and the Legislatures of 35 States considered various measures relating to industrial relations. Some 60 laws regulating or restricting trade union activities were enacted by 30 States ; the legislation was concerned with anti-closed-shop laws, the restriction of picketing and other strike activities, the prohibition of secondary boycotts and jurisdictional strikes, the regulation of disputes in public utilities, the prohibition of strikes by public employees, the registration and financial reports of unions, the regulation of the system of " check-off " of union dues, labour relations Acts and amendments, and amendments to mediation and arbitration laws. In some instances separate laws were enacted on each of the particular subjects while in others the regulations of all types were contained in an omnibus measure.[3]

[1] The Commonwealth decided to provide representation for the States in the form of an adviser to future delegations ; cf. *International Labour Review*, Vol. LVI, No. 4, Oct. 1947, p. 451. For an account of the competence of the Commonwealth and the States respectively in entering into treaties and passing legislation to give effect to them, see " Australia and the International Labour Conventions ", by K. H. Bailey, *idem*, Vol. LIV, Nos. 5-6, Nov.-Dec. 1946, pp. 285-308.

[2] *Industrial Gazette* (New South Wales), Vol. 85, No. 2, 31 May 1947.

[3] For notes on earlier labour legislation by States of the U.S.A., cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 638 ; Vol. XLIX, No. 2, Feb. 1944, p. 217, and Vol. LI, No. 5, May 1945, p. 633.



There have been important legal decisions concerning Federal and State competence in labour disputes.

The two major trade union organisations in the United States, the American Federation of Labor and the Congress of Industrial Organizations, have announced their opposition to the restrictive labour legislation recently enacted.

*Anti-Closed-Shop Laws.*

" Right-to-work " laws, *i.e.*, laws prohibiting the closed shop or other types of union-security agreements were enacted in 14 States (Arizona, Arkansas, Delaware, Georgia, Iowa, Maine, Nebraska, New Hampshire, North Carolina, North Dakota, South Dakota, Tennessee, Texas and Virginia).

In general these laws provide that the right of persons to work shall not be denied or restricted because of membership or non-membership of a labour organisation ; they therefore prohibit not only closed-shop agreements but also other types of union-security agreements, such as those concerning the union shop and maintenance of union membership.

Under the New Hampshire law, a union-security agreement is permitted for an employer with more than five employees if supported by a vote of the employees, but is prohibited where an employer has less than five employees. The Maine Act permits the making of contracts for the maintenance of the union shop and prohibits closed-shop contracts.

The new labour relations Act in Delaware, while not expressly prohibiting the closed shop, provides that it is not an unfair labour practice for an employer to refuse to grant a closed-shop or other type of all-union agreement. It also provides that every contract under which a party promises to join or not to join a labour organisation is contrary to public policy and cannot therefore be enforced in any court of the State.

In addition to the legislation in the 14 States mentioned above, an amendment to the Massachusetts labour relations Act places restrictions on closed-shop agreements. The law forbids an employer to discharge or otherwise to discriminate against an employee for non-membership under a closed-shop agreement, unless the union certifies that the employee was deprived of membership as a result of a *bona fide* occupational disqualification or the administration of discipline. Closed-shop agreements are not applicable to employees who are not eligible for full membership and voting rights in the union. The Labour Relations Commission is given authority to determine whether an employee has been unlawfully suspended or expelled or refused membership of the union.

*Restriction of Strike Activity.*

Picketing and other strike activities are regulated or restricted by the legislation of 12 States (Arizona, Connecticut, Delaware, Georgia, Idaho, Michigan, Missouri, North Dakota, Pennsylvania, South Dakota, Texas and Utah).

In three States (Delaware, North Dakota and Utah), picketing is permitted only if a majority of employees have voted in favour of a strike. A strike is unlawful under the laws of these States and those of Missouri and Oregon, unless approved by a majority vote of the employees.

Other prohibitions on picketing include the following : the picketing of private homes or residences (Connecticut) ; mass picketing (Delaware, Georgia, Michigan, South Dakota and Texas) ; the use of force, intimidation or violence to prevent an individual from leaving employment or continuing in it (Georgia) ; picketing when no labour dispute exists between an employer and his employees (Missouri) ; picketing accompanied by force and violence or which prevents persons from entering or leaving any particular place or from using the public streets or sidewalks (South Dakota). Under the Pennsylvania law it is made an unfair labour practice for a person to picket an establishment if he is not employed in it.

*Prohibition of Secondary Boycotts.*

The following 11 States enacted legislation prohibiting secondary boycotts, that is, refusals by persons not directly concerned in the labour dispute to handle

or work on material or supplies: California, Delaware, Idaho, Iowa, Minnesota, Missouri, North Dakota, Oregon, Pennsylvania, Texas and Utah.

Boycotts, secondary boycotts and sympathy strikes are declared contrary to public policy in North Dakota and are subject to injunction proceedings as well as suits for damages. In Texas, the law not only makes secondary boycotts unlawful, but also prohibits certain sympathy strikes and picketing.

*Regulation of Jurisdictional Disputes.*

Jurisdictional disputes usually involve a controversy between two or more labour organisations over the right of representation or jurisdiction over particular work. Six States (California, Massachusetts, Michigan, Missouri, Pennsylvania and Wisconsin) enacted legislation regulating or prohibiting strikes in connection with this type of dispute.

Under Californian law, jurisdictional disputes are contrary to public policy and unlawful; strikes resulting from such disputes may be prevented by injunction, and persons injured as a result of such strikes may recover damages. In Massachusetts, strikes, picketing, boycotts, or other concerted interference against an employer resulting from a jurisdictional dispute may be prevented by injunction if the dispute has been submitted to arbitration and one party fails to comply with the terms of the arbitral award.

In Michigan, special mediation and arbitration procedures are established for the voluntary adjustment of jurisdictional disputes. Under the amended labour relations Act of Pennsylvania it is an unfair labour practice for a union or its officers or agents to strike or boycott or engage in picketing as a result of such a dispute, while in Wisconsin, it is an unfair labour practice for any person to engage in or promote a jurisdictional dispute.

Under the Missouri law, it is the duty of parties to a jurisdictional dispute to settle the controversy without stopping work, and if necessary to submit the matter to arbitration. Upon the failure of these means, any party to the dispute or any employer affected by the dispute may require the Industrial Commission to make an investigation. The determination of the Commission is binding on all parties, and it may conduct an election to determine the appropriate bargaining unit.

*Regulation of Disputes in Public Utilities.*

Ten States (Florida, Indiana, Massachusetts, Michigan, Missouri, Nebraska, New Jersey, Pennsylvania, Virginia [1] and Wisconsin) enacted special legislation to regulate disputes between public utilities [2] and their employees. In addition a Texas law prohibits picketing and sabotage in public utilities.

In general these laws, some of which are more definitive than others, apply to all public utilities and their employees; establish special procedures for the voluntary settlement of such disputes; require that notice of proposed changes in working conditions should be given to the other party and to the mediation agency or the Governor; and provide severe penalties for violations.

Compulsory arbitration procedures have been provided as a last resort in the laws of Florida, Indiana, Michigan, Nebraska, New Jersey, Pennsylvania and Wisconsin; while in Missouri, Massachusetts, New Jersey and Virginia, if an amicable adjustment is not reached, the Governor may seize and operate the properties. Strikes and lockouts are prohibited in Nebraska at any time and in Massachusetts, Missouri, New Jersey and Virginia after the State has assumed control of the property. Most of the laws impose temporary restrictions on the right to strike or lockout during mediation or arbitration proceedings.

*Public Employees.*

Six States (Michigan, Missouri, New York, Ohio, Pennsylvania, and Texas) enacted laws prohibiting strikes by public employees, *i.e.*, employees of the State, or political subdivisions of the State. In addition, strikes or lockouts by charitable

[1] Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 430.

[2] The term "public utilities" in the various Acts usually includes businesses engaged in the furnishing of electric power, heat, light, water, transport, communications, etc.



hospitals and their employees are forbidden in Minnesota. Penalties for violations generally consist of termination of employment and deprivation of employment rights.

*Union Registration and Financial Reports, etc.*

Provision for union registration and the filing by unions of financial reports with State agencies is made by the laws of Delaware, New Hampshire, and North Dakota. Such reports are required in New Hampshire only when the union has entered into a union-security contract. In Delaware the law includes detailed regulations for the election of union officers and for making changes in the amounts of dues and assessments of the unions.

In Arizona, Delaware, Minnesota, Nebraska, North Dakota, South Dakota, and Texas, laws were enacted providing that labour organisations may sue or be sued. Under the Texas law, members of a labour organisation engaging in picketing or a strike may render the organisation liable for damages if such action is held to be a breach of contract.

*Check-off of Union Dues.*

The "check-off" is a means whereby dues and assessments are collected for the union through a deduction made by the employer from his employees' wages. In several States restrictions were imposed on the use of the check-off, such method generally being permitted only if specifically authorised by the individual employee. Laws of this type were enacted in Arkansas, Delaware, Iowa, Rhode Island, and Texas.

In North Carolina, Tennessee and Virginia, the enactments make it unlawful to require any person, as a condition of employment, to pay any fee or assessment to a labour organisation, and similar provisions are contained in the anti-closed-shop laws of Arkansas, Georgia and Iowa. Thus the common practice of issuing "work permits" (permits issued by a union having a closed-shop agreement to allow non-members to work for the employer on a temporary basis) is prohibited in these States.

*Labour Relations Acts.*

In Delaware, an omnibus labour relations law was enacted, which, as noted in various paragraphs above, restricts or regulates many types of union activities.

The Utah and Massachusetts labour relations Acts, originally patterned on the national Act, have, like the national Act, been converted into "equalising statutes" by amendments specifying what are unfair labour practices on the part of employees.

A Minnesota law provides that, where an employer has entered into a valid collective bargaining agreement with a recognised labour organisation, he shall not be compelled to enter into negotiations with any other labour organisation.

The labour relations Act in Pennsylvania has been amended to exclude from the definition of "employer" any municipal authority, any person subject to the Railway Labor Relations Act, or any labour organisation except when acting as an employer, and to define unfair labour practices by employees. In Connecticut, on the other hand, the definition of "employer" has been enlarged to include employers subject to the National Labor Relations Act in cases in which the national Board has declined jurisdiction. And in Idaho, the law defines "labour dispute" so as to include only disputes between an employer and his employees.

In North Dakota and Oregon, provision is made for the holding of elections to determine the collective-bargaining agent, though the North Dakota law will not become operative until approved at the 1948 general State election.

*Mediation and Arbitration.*

Several States have made changes in their mediation and arbitration laws.

In Connecticut, the State board of mediation and arbitration has been enlarged by increasing the number of members from three to six, and has been authorised to establish rules of procedure for the conduct of conciliation, mediation and

arbitration. The number of members of arbitration panels in North Carolina has been decreased from five to three members.

The mediation law in Michigan has been amended to prohibit strikes and lockouts until the provisions of the law have been exhausted, and to require an election before a strike can be authorised.

In Washington, the amended arbitration law provides that an arbitration agreement between an employer and his employees may provide a valid and enforceable procedure for the settlement of existing or future disputes.

The commissioner of labour in Oregon, under a new law, may conduct an election to determine whether a labour dispute shall be continued or terminated.[1]

### Relationship between National and State Legislation

In view of the nature of the labour legislation enacted during this period, two recent events assume great significance. Firstly, the decision of 7 April 1947 of the United States Supreme Court in *Bethlehem Steel Co., et al.* v. *New York State Labor Relations Board*[2], and secondly, the recent enactment by the United States Congress of the Labor-Management Relations Act, 1947.[3]

The Bethlehem case arose out of an attempt by certain organisations to circumvent a policy of the National Labor Relations Board, thereby raising the question " whether, Congress having undertaken to deal (with a particular relationship) . . . the State is prevented from doing so ".

At a time when the Board, for policy [4] reasons based primarily on the close relationship between foremen and management, without renouncing jurisdiction, was refusing to approve units of foremen for collective bargaining purposes under the National Labor Relations Act, the foremen of these companies petitioned the New York State Labor Relations Board and were certified as a bargaining unit under the New York State Act.

The companies challenged the constitutionality of the State Act as thus applied to them, contending that the jurisdiction of the national Board over their labour relations was exclusive of the State power. The State argued that although paramount, the Federal power did not become exclusive until actually exercised with regard to the particular employees.

In rejecting the argument of the State, the Supreme Court held that " The Federal Board has jurisdiction of the industry in which these particular employers are engaged and has asserted control of their labour relations in general . . . . We do not believe this leaves room for the operation of the State authority asserted."

This decision is particularly important at the present time therefore by reason of the broad, established jurisdiction of the National Labor Relations Board, which not only includes generally all industries engaged in commerce or whose operations affect commerce, but also admittedly local and intrastate activities having a close and substantial relation to interstate commerce.[5]

[1] Cf. " State Labor Legislation in 1947 " by Alfred Acee, *Monthly Labor Review of the Bureau of Labor Statistics*, United States Department of Labor, Vol. 65, No. 3, Sept. 1947; *Monthly Labor Review*, Vol. 64, No. 6, June 1947, pp. 1052-1059; and *Labor Information Bulletin*, United States Department of Labor, May, June and Aug. 1947.

[2] The Bureau of National Affairs, Inc. (Washington, D.C.): *Labor Relations Reference Manual*, Vol. 19, pp. 2499-2511.

[3] Cf. " The United States Labor-Management Relations Act of 1947 ", by John E. Lawyer, *International Labour Review*, Vol. LVI, No. 2, Aug. 1947, pp. 125-166.

[4] Subsequently the national Board, reversing its prior policy, again recognised the right of foremen to form bargaining units, a position that was sustained by the Supreme Court in *Packard Motor Car Co.* v. *National Labor Relations Board.* In this case the Court held that foremen are " employees " within the meaning of Section 2 (3) of the National Labor Relations Act, and as such are entitled to the rights of self-organisation under the Act. However, in the Labor Relations Management Act, foremen and other supervisory employees are expressly excluded from the scope of the Act.

[5] See *National Labor Relations Board* v. *Jones & Laughlin Steel Corp.*, and companion cases, in *International Survey of Legal Decisions on Labour Law, 1936-1937* (I.L.O., Geneva, 1938), pp. 420-435; *National Labor Relations Board* v. *Fainblatt*, 306 U.S. 601, and *May Department Stores Company, etc.*, v. *National Labor Relations Board*, 326 U.S. 376.



Moreover, the recently enacted Labor-Management Relations Act, which reaffirms the basic jurisdiction of the National Labor Relations Board, extends the scope of the Federal regulations to encompass in substance most of the industrial relations matters legislated upon by the States. In effect, therefore, application of the State laws summarised above will be limited to those areas not in conflict with the national enactment.

An exception to the ruling in the Bethlehem case is apparent, however, with respect to "anti-closed-shop " measures enacted by the States, as the national Act expressly provides, in this instance, that it may not be construed to authorise a " union-shop " contract where such contract is forbidden by State law.

It is also pertinent to note that under the national Act the Board is empowered by agreement with any agency of a State or Territory to cede jurisdiction over any case in any industry (other than mining, manufacturing, communications, and transport, except where predominantly local in character) even though such cases may involve labour disputes affecting commerce, provided that the provisions of the applicable State or Territory statute is not inconsistent with the corresponding provisions of the national Act or has not received a construction inconsistent therewith.

### The Attitude of Organised Labour

The American Federation of Labor and the Congress of Industrial Organizations, during the course of their recent annual conventions, have reiterated their firm opposition to the various enactments of the States and to the Labor-Management Relations Act. Both organisations have pledged their full resources to a sustained drive challenging the validity of such legislation and seeking its repeal.

The American Federation of Labor, during its 66th Annual Convention held in San Francisco, 6-16 October 1947, unanimously adopted the declarations and recommendations of the Conference of National and International Unions of 9 July 1947, concerning means of challenging the validity of the Labor-Management Relations Act and seeking its repeal. The Convention also approved measures designed to extend this programme to the field of State legislation considered to be " anti-labour ".[1]

During the Ninth Constitutional Convention of the Congress of Industrial Organizations held in Boston, 13-17 October 1947, several resolutions were adopted pertaining to measures to be taken by the organisation in seeking a similar result.[2]

## Industrial Court in Palestine

The High Commissioner for Palestine with the advice of the Advisory Council issued an Ordinance on 13 June 1947, for the establishment of a standing Industrial Court modelled in its main features on the United Kingdom Industrial Court set up under the Industrial Courts Act of 1919.[3] The Ordinance came into force on 1 October 1947.

*Purpose and Functions of the Court.*

The purpose of the Court is the settlement of trade disputes. A trade dispute is defined as " any dispute or difference between employers and workers, or between workers and workers, connected with the employment or non-employment, or the terms of the employment, or with the conditions of labour, of any person ".

[1] *Proceedings of the Sixty-Sixth Annual Convention of the American Federation of Labor, San Francisco, California, Oct. 6-16, 1947.*

[2] *Proceedings of the Ninth Constitutional Convention of the Congress of Industrial Organizations, Boston, Massachusetts, Oct. 13-17, 1947.*

[3] I.L.O.: *Legislative Series*, 1920, G.B.1.

Any trade dispute, whether existing or apprehended, may be reported to the Director of the Department of Labour by or on behalf of either of the parties to the dispute. If he thinks fit, and if both parties agree, the Director may refer the trade dispute for settlement to the Court. When he considers it desirable he may refer to the Court for advice any matter relevant to a trade dispute or trade disputes in general or trade disputes of any class, or any other matter which in his opinion ought to be so referred. Where conciliation or arbitration machinery has been set up in a trade or industry in pursuance of any agreement between organisations of employers and workers representing substantial proportions of the employers and workers engaged in that trade or industry, the Director shall not, unless with the consent of both parties to the dispute and unless and until there has been a failure to obtain a settlement by means of this machinery, refer the matter to the Court for settlement or advice.

*Composition.*

The President and members of the Court will be appointed by the High Commissioner. Members of the Court will comprise independent persons, representatives of employers and representatives of workers. In addition, there will be one or more women members. Members of the Court must be of British or Palestinian nationality.

Upon the decision of the President, any matter referred to the Court may be dealt with by a division of the Court or by an independent member. The chairman of a division will be either the President himself or an independent person selected by him from a panel nominated by the High Commissioner.

*Procedure.*

Provided the parties give their consent, the Court may act notwithstanding a vacancy in their number and, where it seems expedient, the Court may call in the aid of one or more assessors and settle the matter with their assistance.

The Court may regulate its own procedure subject to this Ordinance and to any rules made by the President regulating the making of references to the Court and the procedure of the Court.

The Chairman, acting with the full powers of an umpire, will decide any matter where the members of the Court are unable to agree as to their award.

*Nature of Awards.*

The decision of the Court is handed down in the form of an award. The Act makes no direct reference to the degree to which awards may be binding but declares that the Court shall not make any award which is inconsistent with the provisions of any Ordinance regulating wages, hours of work or other conditions of employment [1]; it shall decide on any matter where a question arises as to the interpretation of any of its awards.

The Arbitration Ordinance [2] shall not apply to any reference to the Court under this Ordinance [3].

## National Federation of Unions in China

### Preparatory Committees to be formed

On 23 August 1947, the Ministry of Social Affairs in China promulgated regulations for the establishment of a National Federation of Labour Unions, and other federated organisations as provided in the Chinese Trade Union (Amendment) Act.[4] In this connection

[1] For a previous note on labour legislation in Palestine, see *International Labour Review*, Vol. LIII, Nos. 3-4, Mar.-Apr. 1946, p. 219.
[2] Cf. I.L.O.: *Legislative Series*, 1927, L.N. 1 and 1934, L.N. 2.
[3] Palestine Gazette, Extraordinary, No. 1588, Supplement No. 1, 14 June 1947, pp. 148-151.
[4] Cf. *International Labour Review*, Vol. LVI, No. 3, Sept. 1947, p. 319.



a joint statement of the Ministry of Social Affairs, the Ministry of Organisation, and the Ministry of Agriculture and Industry requested that various provincial and municipal general labour unions should be set up as early as possible, a tentative date for such action being the end of September 1947.

The regulations provide for the creation, under the supervision of the Ministry of Social Affairs, of a preparatory committee with a view to preparing for the establishment of a National Federation of Labour Unions. The committee will have the functions of drafting regulations and investigating and registering members, and of convening a general meeting to take charge of divers affairs related to the preparatory work, and to raise funds to meet its expenses. Detailed regulations governing the administration of the Preparatory Committee will be formulated separately.

The committee will consist of 15 to 31 members, with one member elected from the responsible officers of each of the sponsoring unions. From such members a standing committee of 5 to 9 members will be elected to take charge of routine affairs. The committee will have three secretaries in addition to four sections concerned with organisation, secretariats, business and reception. Each section will be composed of a chief, vice-chief, and such members as are required. Such staff will be nominated by the standing committee for appointment or by the preparatory committee.

The preparatory committee is to complete the organisation of the National Federation of Labour Unions within three months of its formation, or such additional time as may be granted by the competent authority, and will be dissolved upon the day the National Federation of Labour Unions is formed.

Similar preparatory committees for the organisation of various provincial general labour unions and the national federation of various industrial labour unions are to be formed under the regulations.[1]

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# EMPLOYMENT

## Employment in Canada

Information available at the end of October 1947 showed that in spite of the decline in the summer seasonal activity, the demand for labour in Canada continued to exceed the supply; this was particularly noticeable in the case of woods workers. The immigrant workers from Europe have proved very satisfactory.[2]

*Employment and Unemployment.*

The Minister of Labour of the Government of Canada, stated on 28 October 1947 that, in spite of the slackening of seasonal activity in the agriculture, food-processing, trade and service industries, the jobs available at National Employment Service Offices currently outnumbered applicants for work by about 10,000. On 16 October, the unplaced applicants, including those who were unsuitable for general employment because of physical unfitness or age and those who, although employed, wished to improve their conditions, numbered 92,000 or 45,000 less than the number registered a year ago. The corresponding figure for unfilled vacancies was 102,000. Logging, public utilities, construction, and heavy iron

[1] Communication from the I.L.O. Correspondent, Shanghai.
[2] Cf. *International Labour Review*, Vol. LVI, No. 4, Oct. 1947, p. 465.

and steel industries registered further demands for labour. As the workers released from seasonal industry were urgently needed in other occupations and many of them had come into the labour market only temporarily, labour surplus was not likely to appear until winter interfered with major construction and transport activity. The fact that many industries have been operating below capacity owing to the shortage of labour might affect the normal trend in the seasonal movement of workers during the remainder of the year. The keen competition for workers has led to a considerable labour turnover.

Regional classification showed that the maritime region had 13,000 unplaced applicants compared with 5,000 unfilled vacancies; corresponding figures for Quebec were 23,000 and 32,000; for Ontario, 26,000 and 43,000; for the prairie region, 14,000 and 17,000; and for the Pacific region, 16,000 and 15,000.[1]

*Employment in Woods Operations.*

The Minister of Labour announced that since 15 August 1947, 25 per cent. more men were at work in the forest areas of Canada than during the same period in 1946, a record year for the number employed in woods operations. In spite of this, however, there were still 18,500 vacancies registered with the National Employment Service for such workers throughout Canada. No serious shortage of woods labour, however, was anticipated during the 1947-48 cutting season, as the supply was being greatly supplemented by workers from the displaced persons' camps in Germany. By 24 October 3,005 such persons had arrived in Canada and were already working in the woods; about 1,500 more were expected to arrive before the end of 1947.[2]

*Immigrant Workers.*

The Minister of Labour reported that the immigrant workers from Europe had proved very satisfactory. Many Netherlands immigrants had been settled on the farms in Ontario, while the British immigrants to the same province had taken jobs chiefly in the cities, although some were employed on farms and in logging camps. The displaced persons working in logging camps were learning the work rapidly and were expected to make a valuable contribution to pulpwood production; the employers were providing for their benefit evening classes in basic English and citizenship.[3]

## New Zealand Employment Position

The half-yearly survey of the employment position in New Zealand, covering the period November 1946 to April 1947 and issued by the National Employment Service, Department of Labour and Employment, revealed a position which differed sharply from that shown by the previous survey, in that the tapering off of demobilisation in the second period made impossible the marked industrial expansion of the first period.

The survey covers all units employing two or more persons (inclusive of working proprietors) in general industries as well as building and construction.

The previous survey (October 1946) covered a period when the labour force was still being augmented by the absorption of discharged personnel from the Armed Forces. During the six months ending October 1946, the strength of the Armed Forces decreased by 11,300 men. Moreover, during those months industry was able to obtain the services of a considerable number of men who, in May 1946, were in process of rehabilitation, and were at that time neither included on the strength of the Armed Forces nor engaged in industry. From these two sources industry obtained about 14,000 men during the six months covered by the survey of October 1946. During the period covered by the survey of April 1947, the number obtained from demobilisation and rehabilitation was negligible.

[1] Department of Labour, News Release, No. 3152, 28 Oct. 1947.
[2] *Idem*, No. 3150, 24 Oct. 1947.
[3] *Idem*, No. 3152, 28 Oct. 1947.



In general industries the survey shows a substantial increase in male vacancies, the figure rising from 12,835 in October 1946 to 15,819 in April 1947, though the increase of vacancies for females in the same period was only 708. The manufacturing industries are the most affected by the labour shortage, an increase of 1,757 male vacancies being recorded. In all manufacturing establishments covered, there was an increase in male employment of 4 per cent. during the first period as against an increase of only one-tenth of one per cent. during the second period.[1]

## Registration of Employees in Sierra Leone

An Ordinance[2] dated 5 June 1947 has been enacted in Sierra Leone providing for the registration of employees in the Colony and such parts of the Protectorate as the Governor may from time to time specify.

The definition of "employee" includes, generally speaking, all persons gainfully employed or who normally seek a livelihood by gainful employment; the term "employer" is defined so as to include any person or officer acting for that purpose on behalf of a local or public authority or of His Majesty's Government. Persons whose remuneration exceeds £200 per annum, and those who may be declared by the Governor to be exempt either generally or in respect of specified areas, are exempt from registration.

Every employee resident in the Colony must be registered in accordance with the provisions and rules of the Ordinance within a specified period. Employees registered under the Compulsory Service Ordinance, 1941[3], or the Employers and Employed (Registration and Identification of Servants) Rules, 1946[4], are deemed to have been registered for the purposes of this Ordinance. After the entry into force of the Ordinance, any person seeking to become an employee must apply for registration prior to obtaining employment.

To every person registered under the Ordinance a certificate of registration will be issued, bearing the number under which he is registered. Applicants for registration must furnish particulars of identity, permit the recording of their fingerprints, be photographed and sign the registration certificate, if so required. A duly authorised person may at any time demand the production of the certificate for examination.

Every employer of six or more employees, whether they are registered or not, is obliged to render to the Commissioner of Labour on or before the 20th of each month a return setting out in categories the persons employed by him on the last working day of the preceding month. Particulars of employment for a period exceeding one day, including the duration and nature of such employment and the remuneration paid, must be entered by the employer on the certificate of registration of the employees concerned. These provisions are applicable throughout Sierra Leone from the date of entry into force of the Ordinance.

The Commissioner of Labour, with the approval of the Governor in Council, may make rules authorising the establishment of employment exchanges at which employees may attend for registration, prescribing such duties as may be deemed expedient for the maintenance of proper records in respect of registered persons and their employment and generally giving effect to the objects of the Ordinance.[5]

## Foreign Workers in Sweden

According to a Swedish Government survey, issued in May 1947, the use of foreign workers has provided some relief to the increasing

[1] New Zealand National Employment Service: *Half-Yearly Survey of Employment* (Wellington, July 1947).
[2] Registration of Employees Ordinance, No. 8 of 1947.
[3] Cf. *International Labour Review*, Vol. LV, No. 5, May 1947, p. 379.
[4] These Rules are revoked by the Employers and Employed (Registration and Identification of Servants) (Revocation) Rules, 1947, Public Notice No. 202 of 1947.
[5] *Sierra Leone Royal Gazette*, Supplement, Vol. LXXVIII. No. 4001, 5 June 1947.

severity of the manpower shortage in the labour market. The shortage of manpower in most branches of economic activity has been aggravated by the expansion of foreign trade and the high level of investment. Moreover, along with the increased demand for manpower, there have been fewer new entrants to the labour market during the last year. [1]

The contribution of foreign workers has been particularly significant in the textile and clothing industries. Recent information indicates that on 1 July 1947, the number of foreigners registered as employed in Sweden was 64,311, of whom 38,105 were men and 26,206 women. Of the employed foreigners 30,093 were in industry and handicrafts; 6,720 in agriculture, fishing and forestry; 6,445 in administration; 6,102 in commerce; and 5,431 in domestic work. [2]

## Employment Regulations in China

### Conscription or Employment of Civilian Labourers by Military Institutions

The Executive Yuan of the Chinese National Government promulgated on 25 June 1947 regulations governing the conscription or employment of civilian labourers by military institutions or military units, with a view to protecting the workers' interests. The regulations came into force on the day of promulgation.

Under the regulations, the conscription or employment of civilian labourers by a military institution or unit must be secured through the competent local authority; the use of force is prohibited. An eight-hour day is prescribed for all such workers engaged in ordinary work; in the case of those engaged in military transport, the distance covered during each trip must not exceed "one day's journey", and relay stations must be established to facilitate shift work. All such workers must be treated according to the regulations governing the payment of conscripted or employed labourers, and must be paid travelling allowances for the journey home on the completion of their service. The military agencies are warned against maltreatment or illegal imprisonment of labourers employed by them; they must not keep the labourers for an indefinite period.

Every local authority concerned is required to submit to the Ministry of Social Affairs a report regarding conscripted or employed civilian labourers, with particulars such as daily wages, living conditions, working hours and medical care. Penalties are provided against the infringement of the regulations. [3]

## Anti-Discrimination Legislation in the United States

### State Laws of Connecticut, Oregon and New York

Measures taken in the U.S.A. in the three States of Connecticut, Oregon and New York extend and apply State provisions for the elimination of discrimination in employment and other matters on grounds of race, colour, religious creed, national origin or ancestry.

*Connecticut Fair Employment Practices Act.*

The Connecticut Fair Employment Practices Act was approved on 19 May 1947, and broadens the powers of the State Inter-Racial Commission, which was established in 1943, by enumerating a series of employment practices which are

[1] *Sociala Meddelanden*, No. 8, 1947, p. 717.
[2] *Idem*, No. 9, 1947, p. 836.
[3] Communication from the I.L.O. Branch Office, Shanghai.



unlawful for employers, labour organisations and employment agencies. Employers of fewer than five employees are exempt, as is domestic employment. Employers covered by the law may not discharge or discriminate against any person in terms, conditions or privileges of employment because of race, colour, religious creed, national origin or ancestry. Labour organisations may not exclude or expel from membership or discriminate against any of their members or against any employer or any of his employees for these same reasons, unless such action is based upon *bona fide* occupational qualification. Moreover, an employment agency, except in the case of a *bona fide* occupational qualification or need, may not fail or refuse to classify properly or refer for employment or otherwise discriminate against any person on grounds of race, colour, religious creed, national origin or ancestry.

The Inter-Racial Commission is authorised to attempt to eliminate unfair employment practices through persuasion and conciliation, to hold hearings, and to issue orders to cease and desist in case of failure to eliminate such practices. After investigation, a hearing tribunal may be established which may issue orders enforceable by the courts. [1]

*Oregon Legislation.*

A recent law enacted in Oregon declares it to be the policy of the State to encourage the employment of all persons in accordance with their fullest capacities regardless of their race, colour, religion, sex, union membership, national origin or ancestry. It declares that it is against the policy of the State for any of its representatives to discriminate against any person with respect to higher terms or conditions of employment. There is no provision for enforcement. The State Department of Education is authorised to prepare educational programmes to discourage prejudice against minority groups. [2]

*New York City Council of the State Commission against Discrimination.*

In accordance with the New York State Anti-Discrimination Law enacted in 1945[3], which established the State Commission against Discrimination, a council has been formed in New York City, under the authority of the Commission, charged with investigating and combating discrimination in education, employment, housing and other related fields. A series of special committees of the council deal with discrimination in the various specific fields in which action is needed. [4]

## Private Employment Agencies in Great Britain

### Enquiry into Agencies Serving the Catering Industry

The Minister of Labour and National Service in Great Britain has received from the Catering Wages Commission a report on an enquiry conducted, under Section 2 (1) *(a)* of the Catering Wages Act, into employment agencies serving the catering industry. The recommendations made by the Commission are summarised in the report as follows:

*(a)* The control of private catering agencies, which is at present enforced only at the option of a local authority, should be made universal. We recommend that all catering agencies should be required by law to take out an annual licence from the appropriate county council or county borough council.

*(b)* It is unfair that the worker should be called upon to pay the whole of the fee charged by an agency for an engagement. We recommend that legislation should be enacted making it compulsory for employers to pay not less than half of the agency's fee.

[1] Cf. *Monthly Labor Review*, Aug. 1947, p. 198.
[2] *Ibid.*, pp. 198-199.
[3] Cf. *International Labour Review*, Vol. LII, No. 1, July 1945, p. 67.
[4] *Monthly Labor Review*, June 1947, p. 1069.

*(c)* Responsibility for the administration of the law relating to private catering employment agencies should be vested in the Ministry of Labour and National Service rather than the Home Office.

*(d)* With the aim of improving the service rendered by employment exchanges, we recommend that, wherever possible, staff specially instructed in the requirements of catering establishments should be allocated to the registration of catering workers and the filling of catering vacancies. Every effort should be made to provide suitable accommodation in the exchanges so that the registration and interviewing of applicants may take place in reasonable privacy.

Consideration is being given to the recommendations. They are, however, affected by the Control of Engagement Order, 1947, as a result of which the majority of catering workers cannot take up employment unless they are referred to the employment by a local office of the Ministry of Labour and National Service or an employment agency approved under the Order.[1]

## Developments in Indian Technical Education

Recent information concerning the development of technical edueation in India is summarised below. [2]

*All-India Council for Technical Education.*

The All-India Council for Technical Education, which held its second meeting at Bangalore on 29-30 May 1947, accepted its Co-ordinating Committee's resolution urging the Central Government to take immediate steps for the establishment of two higher technical institutions in the Eastern and Western zones and to adopt preliminary measures for the early establishment of the remaining two institutions in the Northern and Southern zones. It recommended the setting up of four regional committees, and maintained that in view of the urgent need for technical personnel, suitable financial grants might be given directly by the Central Government to the existing institutions on the recommendations of the Council. Among other things suggested were the establishment of minimum efficiency standards and the correlation of technical and university education.[3]

With a view to co-ordinating technical education and attaining a uniformly high standard of studies and examination, the Council has established six All-India Boards of Technical Studies in the following main branches: engineering and metallurgy; architecture and regional planning; chemical engineering and technology; textile technology; applied art; and commerce and business administration. The All-India Board of Studies in Commerce and Business Administration will conduct examinations for the award of an all-India diploma and certificate in commerce. While both the diploma and the certificate courses are of three years' duration, the latter is a part-time day or evening course instituted for the benefit of the employees of industrial, commercial and banking concerns.[4]

*Improved Facilities for Training in Mining.*

The Indian School of Mines, Dhanbad, which will be known as the Indian School of Mines and Applied Geology, is to be reorganised according to the recommendations made by a Committee appointed by the Government of India under the chairmanship of Mr. D. L. Mazumdar, Secretary, Department of Works, Mines and Power. The Committee recommended a gradual increase in enrolment from 24 to 60, consisting of 48 mining and 12 geology students; the continuation of admission through an entrance examination; the abolition of the three-year certificate course so that all students would be obliged to take the four-year diploma course; and a revision of the curricula with a view to raising the school

[1] Ministry of Labour and National Service, Release No. 9 of 21 Oct. 1947.
[2] Cf. *International Labour Review*, Vol. LVI, No. 4, Oct. 1947, p. 469.
[3] *The Hindu* (Madras), 31 May 1947.
[4] *Hindustan Times* (Delhi), 20 June 1947.



to a standard approximating the Royal School of Mines, London. The Committee further proposed a scheme of post-graduate training estimated to cost about 263,000 rupees annually to be shared between the Government and the industry.[1]

*Madras.*

The Government of Madras has constituted an advisory board consisting of 27 officials and non-officials under the chairmanship of the Minister of Education to advise it on all matters concerning technical and technological education.[2]

# MIGRATION

## Progress of Immigration into Canada

The Canadian Government has agreed to the admission of more refugees from the displaced persons' camps in Europe, and increasing numbers of such persons have been landing in Canada during recent months. More than twice as many immigrants entered Canada during the fiscal year 1946-47 as in the preceding year.

*Admission of Displaced Persons.*[3]

The Minister of Mines and Resources stated on 6 October 1947 that the Canadian Government had agreed to the admission to Canada of a further 10,000 refugees from the displaced persons' camps in Europe, increasing the total number of such persons to be admitted to the country to 20,000. It is understood that the admission of these 20,000 persons will be counted against any quota that Canada may ultimately accept as a result of an international agreement concerning this problem.[4] This movement of immigrants from Europe is in addition to the movement of 4,500 Polish ex-servicemen to Canadian farms during late 1946 and early 1947.

*Arrangements for the project.* Two arrangements are in effect for this immigration project. The first enables the residents of Canada to bring their relatives into the country and the second provides for group movements from displaced persons' camps to meet serious Canadian labour shortages.

As to the scheme for the admission of close relatives, a cross-section of Canadians from all parts had submitted, up to 23 October 1947, 21,217 applications for the release of relatives from the displaced persons' camps. A total of 11,313 persons, of whom 9,410 were located in Germany, 1,625 in Austria, and 188 in Italy, had been found acceptable. The system used in tracing relatives and bringing them to Canada is as follows: after approval of the applications by immigration officials in Canada, the names are sent to immigration selection teams operating in Europe. Each team is composed of an immigration inspector, a doctor and an officer of the Royal Canadian Mounted Police. Apart from the considerable time required for the examination of the necessary documentation, delay is caused by the lack of travelling and other facilities on the continent, and difficulties in locating the persons applied for and securing trans-oceanic passage for them.[5]

[1] *The Statesman* (Delhi), 6 Aug. 1947.
[2] *The Hindu*, 21 Aug. 1947.
[3] Cf. *International Labour Review*, Vol. LVI, No. 3, Sept. 1947, p. 330.
[4] Government of Canada, Department of Mines and Resources, Release No. 1957, 6 Oct. 1947.
[5] Department of Mines and Resources, Release No. 1964, 23 Oct. 1947.

Applications received from employers are considered by an Interdepartmental Committee consisting of representatives from the Dominion Department of Labour, the National Employment Service, and the Immigration Branch of the Department of Mines and Resources. In Europe the displaced persons are examined from the points of view of health, character, security and suitability to particular occupations by selection teams composed of immigration inspectors from the Department of Mines and Resources, medical officers from the Department of National Health and Welfare, representatives of the Dominion Department of Labour and in some cases representatives of employers. Women officers assist in the selection of domestics. As to the cost of passages, the Preparatory Committee of the International Refugee Organisation pays for the passage by boat to Halifax, and the employer is required to pay for transport from Halifax to the place of employment, on the understanding that the cost may be recovered from the immigrant by deduction from his wages of a reasonable amount monthly, spread over the agreed period of employment. Usually it is agreed that if the person stays in the employment for the agreed period the cost of transport will be refunded. The employers further agree to guarantee employment for a reasonable period (usually 12 months), to locate or arrange for required housing, to pay the prevailing rate of wages, and that working conditions will be not less favourable for the displaced persons than for Canadians engaged in similar classes of employment.

*Different categories of workers.* By 15 September 1947, authority had been issued for the selection of an initial group of 1,000 female domestic workers from the camps, later to be increased to 2,000 if the movement proved satisfactory. The first 400 domestics to arrive were to be allotted to hospitals and similar institutions, and the cost of their transport from Halifax to the place of employment was to be paid by the Dominion Government. Authority had also been granted for the selection of 2,000 garment workers, and the maximum number of woods workers to be admitted was increased from 3,000 to 4,500.[1]

*Number of Displaced Persons Admitted.*

In spite of the acute shortage of shipping space, an increasing number of displaced persons have been arriving in Canada. During the first 16 days of October, 1,630 displaced persons, or 728 more than during any previous full month, had landed in the Dominion, bringing the total to 4,679. Of these, 3,533 (3,007 woods workers, 100 textile workers and 426 domestic servants) had come under the plan for the group movement of workers and 1,102 under the scheme for the close relatives, while the remaining 44 were Jewish orphan children who have been allocated to private homes.[2]

*Immigrants Admitted during 1946-47.*

During the fiscal year ended 31 March 1947, 66,990 immigrants had entered Canada as compared with 31,081 during the previous year, an increase of 115.5 per cent. Of these, the British Isles accounted for 47,976 (England, 35,596 ; Ireland, 3,073 ; Scotland, 8,166 ; and Wales, 1,141) ; the United States, 11,410 ; the Northern European countries, 5,605 (Belgium, 766 ; Denmark, 83 ; Holland, 2,365 ; Finland, 31 ; France, 1,615 ; Germany, 338 ; Iceland, 14 ; Norway, 235 ; Sweden, 88 ; Switzerland, 70) ; and other nations, 1,999.

Occupational classification of immigrants, showing the number of females and children under 18 in each group within parentheses, was as follows : farmers, 1,225 (1,161) ; labourers, 1,277 (804) ; mechanics, 3,060 (1,908) ; traders, 2,378 (2,489) ; miners, 56 (29) ; female domestic servants, 581 (72 children) ; miscellaneous, 2,017 (49,933).

As to the destination of immigrants, Ontario accounted for 27,829 and Quebec and British Columbia for over 8,000 each.[3]

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[1] Dominion Department of Labour, Information Branch : *From Camps in Germany to Jobs in Canada* (Ottawa, 15 Sept. 1947).

[2] Department of Mines and Resources, Release No. 1964, 23 Oct. 1947.

[3] Department of Mines and Resources, Immigration Branch : *Statements for the Fiscal Year ended March 31, 1947.*



# CONDITIONS OF WORK

## Conditions in Germany

### Wages

In 1946, the Allied Control Authority agreed to re-establish in the four zones of occupation the quarterly statistics of earnings and hours worked which had been compiled by the former Statistisches Reichsamt up to March 1944. The figures are based on returns from a representative sample of firms in 20 manufacturing industries. The data available for the British and United States Zones are given herewith : it is hoped to give the figures for the French and Soviet Zones in a later issue.

U.S. ZONE : WAGES AND HOURS (1938-1947)
IN MANUFACTURING INDUSTRIES

| Date | Average hourly earnings in Rpf. | | | Average weekly earnings in RM. | | | Average hours worked | |
|---|---|---|---|---|---|---|---|---|
| | Males | Females | All | Males | Females | All | Males | Females |
| 1938 March | 81 | 49 | 74 | 39.18 | 22.38 | 35.67 | 48.4 | 45.7 |
| 1944 March | 99 | 58 | 88 | 48.99 | 22.47 | 41.81 | 48.9 | 39.0 |
| 1946 June | 94 | 56 | 87 | 38.66 | 19.99 | 35.03 | 41.1 | 35.6 |
| Sept. | 94 | 57 | 87 | 38.43 | 20.32 | 34.98 | 40.9 | 35.6 |
| 1947 March | 96 | 60 | 89 | 36.64 | 20.14 | 33.34 | 38.2 | 33.6 |

## BRITISH ZONE: WAGES AND HOURS (1946-1947) IN MANUFACTURING INDUSTRIES

| Date | Average hourly earnings in Rpf. | | | | Average weekly earnings in RM. | | | | Average hours per week |
|---|---|---|---|---|---|---|---|---|---|
| | Skilled | Semi-skilled | Un-skilled | All | Skilled | Semi-skilled | Un-skilled | All | |
| **Males** | | | | | | | | | |
| 1946 | | | | | | | | | |
| March | 103.5 | 93.6 | 78.5 | 94.7 | 42.31 | 37.67 | 30.30 | 38.13 | 40.3 |
| June | 104.1 | 95.5 | 80.3 | 95.9 | 44.20 | 40.48 | 32.40 | 40.36 | 42.1 |
| Sept. | 105.9 | 96.8 | 80.7 | 97.3 | 42.80 | 39.22 | 31.29 | 39.10 | 40.2 |
| Dec. | 105.5 | 97.3 | 81.3 | 97.2 | 43.58 | 40.51 | 32.46 | 40.08 | 41.2 |
| 1947 | | | | | | | | | |
| April | 107.4 | 97.6 | 81.5 | 99.0 | 40.91 | 30.83 | 31.21 | 38.03 | 38.4 |
| June | 110.0 | 102.6 | 88.7 | 103.1 | 44.96 | 42.12 | 35.59 | 42.06 | 40.8 |
| **Females** | | | | | | | | | |
| 1946 | | | | | | | | | |
| March | 58.6 | | 53.2 | 56.2 | 20.22 | | 18.67 | 19.54 | 34.8 |
| June | 60.1 | | 53.8 | 57.1 | 22.11 | | 19.98 | 21.10 | 37.0 |
| Sept. | 61.2 | | 55.4 | 58.5 | 21.58 | | 19.51 | 20.62 | 35.2 |
| Dec. | 59.8 | | 55.4 | 57.9 | 21.88 | | 20.70 | 21.42 | 37.0 |
| 1947 | | | | | | | | | |
| April | 61.3 | 59.7 | 57.2 | 59.6 | 20.79 | 21.24 | 19.73 | 20.69 | 34.7 |
| June | 61.6 | | 54.3 | 58.2 | 22.06 | | 19.60 | 20.94 | 35.9 |

### Miners' Earnings in the Ruhr

The following table shows the movement of earnings of miners in the Ruhr in 1938 and from January 1946. A 20 per cent. increase in rates was made in November 1946.

| Date | Money earnings per manshift in RM. | | | | Total earnings per month [2] in RM. | | | |
|---|---|---|---|---|---|---|---|---|
| | Hewer | Under-ground | Surface [1] | All [1] | Hewer | Under-ground | Surface [1] | All [1] |
| 1938 Monthly average | 8.45 | 7.75 | 5.63 | 7.24 | 211 | 194 | 146 | 184 |
| 1946 Jan. | 9.11 | 8.02 | 6.32 | 7.44 | 208 | 182 | 159 | 176 |
| Apr. | 8.78 | 7.83 | 6.36 | 7.33 | 180 | 160 | 148 | 157 |
| July | 9.09 | 8.00 | 6.06 | 7.32 | 208 | 182 | 155 | 174 |
| Oct. | 9.36 | 8.14 | 6.07 | 7.42 | 210 | 183 | 158 | 176 |
| 1947 Jan. | 11.27 | 9.78 | 7.28 | 8.95 | 271 | 232 | 190 | 220 |
| Apr. | 11.18 | 9.68 | 7.28 | 8.87 | 258 | 222 | 187 | 212 |
| July | 11.23 | 9.73 | 7.17 | 8.86 | 269 | 230 | 188 | 215 |
| Aug. | 11.40 | 9.82 | 7.19 | 8.95 | 265 | 226 | 183 | 214 |

[1] Excluding workers in ancillary undertakings.
[2] Including value of miners' coal, etc.



### Cost of Living

In 1946, the Allied Control Authority drew up a scheme for the compilation on uniform lines in the four zones of occupation of index numbers showing the changes in the cost of living since 1938 for various types of family, for October 1945 and monthly from July 1946. The results are given below for one type of family — *viz.*, a manual worker's family of 5 members which had been bombed out or evacuated — for the British and U.S. Zones. It is hoped that figures for the French and Soviet Zones will be available for publication in a later issue.

## COST OF LIVING INDEX NUMBERS: MANUAL WORKER'S FAMILY (1938=100)

| Date | British Zone | | | | | | U.S. Zone | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Food | Rent | Heat and light | Cloth-ing | Misc. | Total [1] | Food | Rent | Heat and light | Cloth-ing | Misc. | Total [1] |
| 1938 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 |
| 1945 Oct. | 112.4 | 100 | 99.6 | 125.3 | 110 | 110.6 | 105.8 | 100 | 115.8 | 142.2 | 116.5 | 112.1 |
| 1946 July | 129.1 | 100 | 99.5 | 131.1 | 131.2 | 124.0 | 127.1 | 100 | 118.9 | 147.9 | 144.5 | 127.1 |
| Dec. | 113.6 | 100.3 | 100.6 | 132.0 | 127.4 | 119.8 | 122.0 | 100 | 118.7 | 149.2 | 133.4 | 122.0 |
| 1947 Jan. | 113.8 | 100.3 | 100.7 | 132.0 | 127.4 | 120.1 | 122.6 | 100 | 119.1 | 151.3 | 134.0 | 122.6 |
| Apr. | 117.9 | 100.3 | 102.1 | 135.0 | 127.5 | 122.0 | 124.4 | 100 | 119.2 | 153.2 | 134.7 | 124.4 |
| July | 130.5 | 100.3 | 101.0 | 134.7 | 127.5 | 127.0 | 130.6 | 100 | 120.4 | 157.1 | 137.0 | 128.5 |
| Aug. | 122.1 | 100.3 | 101.2 | 134.7 | 127.1 | 123.5 | 127.7 | 100 | 120.9 | 158.1 | 136.8 | 127.6 |
| Oct. | 114.8 | 100.3 | 101.3 | 136.1 | 126.7 | 120.5 | — | — | — | — | — | — |

[1] Including the group of "stimulants": alcohol and tobacco.

## Migrant Workers in the United States

### Recommendations for their Protection

Recommendations issued in March 1947 by the Federal Inter-Agency Committee on Migrant Labor in the United States, called for Federal, State and community action on behalf of the migrant workers who, by force of circumstances, move from place to place to gain a livelihood.

*Functions of Committee.*

The Federal Inter-Agency Committee on Migrant Labor was established in May 1946, under authority of the War Mobilization and Reconversion Act of 1944[1], and included representatives of the Departments of Labor and Agriculture, the Federal Security Agency, the National Housing Agency, the Inter-State Commerce Commission and the Railroad Retirement Board. Its functions were "to review existing legal authority and administrative machinery of the various Government agencies to determine how living and labour standards of migrant workers in industry, transportation and agriculture can be developed and improved" and "to

[1] Cf. *International Labour Review*, Vol. L, No. 5, Nov. 1944, p. 642.

submit appropriate recommendations as to the necessary corrective action". The Committee prepared recommendations applicable to "those workers who occasionally or habitually move with or without their families to seek or engage in seasonal or temporary employment, and who do not have the status of residents in the localities of expected job opportunity or employment".

In explaining its recommendations, the Committee called attention to the wartime agreements negotiated by the Government of the United States with respect to the mobilisation and protection of some 200,000 foreign workers, pointing out that these foreign workers "enjoy guarantees far more liberal than those provided domestic workers". Contrasting the wartime experience with the problems raised by migrant temporary workers during the depression and at the present time, the Committee stated:

> This wartime experience with foreign workers, prisoners of war, domestic transported workers, inexperienced workers from towns and cities, and migrant workers ... indicates that much can be done to prevent the unorganised and wasteful migration prevalent during the depression. However, the demands for seasonal labourers and the migration of workers are not peculiar to periods of depression or war. They arise out of the definite need for a greater number of workers at certain seasons of the year than at others, which must be met in part by migrants. Serious consideration, therefore, must be given to what is required by way of legislation, local, State and Federal; administrative action by local, State, and Federal agencies; and to voluntary standards and agreements which can be developed to improve the income and security of migrant workers and their families.

*Committee Recommendations.*

The Committee adopted nine recommendations, to improve the situation of migrant workers:

(1) *Legislation and regulation.* The Committee recommended "that such State and Federal legislation be enacted and such administrative action taken as is necessary to give the same protection to migrant workers as is available to other workers; to improve the employment status of agricultural workers; and to establish minimum standards below which employment conditions, transportation, welfare, and educational facilities and practices shall not be allowed to fall". It added that, specifically, legislative standards, Federal and State, should be enacted in dealing with child labour; wages; labour camps; labour contractors; transport; workmen's compensation; social security; health, education, welfare, and recreational services; and Federal grants in aid.

(2) *Public action.* The Committee recommended that "local, State, and national citizen action be encouraged and stimulated by the dissemination of information in a form which can be used by civic, labour, church, and educational agencies towards the end of mobilising the intelligence and conscience of as wide a group and as many groups as possible for a progressive attack on the problems of migrant workers. This effort should not only result in needed legislation, but also make it possible for migrant workers and their families to have an appropriate place in the life of the communities in which they are employed."

(3) *Employer and migrant participation.* The Committee recommended that the active participation of employers of migrants and of migrant workers themselves should be enlisted through the responsible Federal and State agencies in an educational programme to solve the problems of migrant workers. Special emphasis should be placed upon the responsibility of employers to develop confidence among migrant workers in the recruitment and placement agencies serving them. For this purpose, a specialised staff attached to appropriate State and Federal agencies should be provided to work with migrants on this programme.

(4) *Decreasing the need for migrant workers.* The Committee recommended that "everything possible should be done to lessen the necessity for, and decrease the numbers of, families and individuals who migrate in order to obtain seasonal employment".



(5) *Adequate information.* The Committee recommended that all Federal and State departments and agencies which are in any way responsible for migrant workers, or for those who employ them, should immediately collate and analyse all information possible regarding the composition of the migrant labour force, including the numbers and characteristics of the workers and their dependants, their working and living conditions, and the trends in industry and agriculture which affect the need for migratory labour.

(6) *Recruitment and placement.* The Committee recommended that programmes should be drawn up for "public recruitment and placement services for migrant workers and employers requiring their labour to be strengthened, adequately staffed and financed, and sufficiently co-ordinated to determine the minimum need for migrant workers and to facilitate the movement of essential workers across State lines and from one industry to another". The Committee suggested that this programme should be carried out by developing co-ordinated policies, through Federal and State Governments, for the interstate movement of migrant workers and their transfer between agricultural and railroad or other industrial employment; by more effective collaboration in the planning and execution of recruitment programmes of Federal and State employment agencies serving agricultural and non-agricultural workers and employers; by the determination of true labour requirements of industries employing migrant workers and the available sources of labour supply as a basis for planned recruitment; by the provision of trained personnel, familiar with the characteristics of the movements of migrant workers, who would travel from area to area with the workers; and by applying the experience gained in wartime with foreign workers to solve present problems.

The Committee proposed specifically that the following policies should be used in the recruitment of required workers:

> *(a)* The utilisation of all available local labour in areas of demand before the recruitment of migrant labour is undertaken. No foreign workers to be brought in to meet labour needs until the maximum effort has been made on a local, State, and national basis to recruit domestic migrant workers.
>
> *(b)* The promotion of more effective planning by employers as to their anticipated labour requirements, and the maximum use of recruited workers.
>
> *(c)* Adequate information should be provided for employers and workers, through all publicity media, on employment needs and sources of workers.
>
> *(d)* The execution of recruitment programmes based upon actual labour needs confirmed by employer orders which include specific information such as: location of job opportunities; types of workers needed; dates of employment; wage rates and estimated weekly earnings; availability, adequacy and cost of housing; items provided by the employer and their cost; and availability of community facilities.
>
> *(e)* The employment of migrant workers to be in accordance with written agreements negotiated at the time and place of recruitment.
>
> *(f)* The establishment of minimum standards in recruitment (*e.g.*, guarantees of wages and work duration; physical examination of workers to determine fitness and freedom from communicable disease; housing and feeding arrangements; transport; grievance procedures for employers and workers).
>
> *(g)* The observance by public agencies of the principle that the use of recruitment resources or referrals to job opportunities shall not result in a charge to the worker or the employer.

(7) *Housing, health, nutrition, welfare and related services.* The Committee recommended that all appropriate State and Federal agencies, as well as local community and nation-wide groups, should plan and carry through practical measures to insure adequate housing, health, nutrition, welfare, and related services for migrants. In explaining this recommendation, the Committee listed programmes that should be carried out in connection with the establishment and licensing of labour camps for temporary housing and the stimulating of public interest in the health, nutrition and related problems of migrant workers.

(8) *Child labour and education.* The Committee recommended that legislative action should be taken and that administrative agencies at all levels of Govern-

ment should direct their efforts toward eliminating child labour among migrant workers and providing adequate education for their children.

(9) *Safeguarding family life and protecting the rights of children.* The Committee recommended that the most complete analysis possible should be made of the influence of migration on family life and child development; that the widest publicity possible should be given to these effects; and that the most definite and positive action possible should be taken at all levels to safeguard and protect the rights of children and the integrity of family life.[1]

### Workers' Welfare Facilities in China

Reference has been made in these pages to the regulations issued by the Government of China in January 1943 concerning the establishment of workers' welfare funds in private and Government-owned factories.[2] A brief account is given below of the working of these regulations as reported for the year 1946 by the Ministry of Social Affairs.

The Ministry reports that the necessary administrative machinery for the provision of welfare facilities has now been set up and that 113 out of 1,082 factories and mines employing 366,414 wage earners and 26,643 salaried employees have established welfare committees. Welfare facilities in the remaining establishments are provided by the competent department within the factory or mine.

The facilities made available to the workers include dining halls (in 852 undertakings), dormitories (in 876 undertakings), housing for workers and their families (in 452), clinics (in 554), playgrounds (in 323), extension schools for illiterate adult workers (in 265), schools for workers' children (in 199), washrooms (in 389), laundries and sewing rooms (in 178), nurseries (in 66), libraries (in 358), co-operative stores (in 176), social insurance and savings schemes (in 85), recreation facilities (in 328), land for cultivation in workers' spare time (in 25), consultation and writing rooms (in 165) and postal services (in 4).

The regulations relating to welfare funds are also applicable, with slight modifications, to the trade unions, and much progress has been made in recent years in the facilities provided by the unions for persons working on their own account. By the end of 1946, welfare committees had been set up in 159 trade unions and provision had been made on a smaller scale for approximately the same types of facilities for independent workers as for factory and mine workers.[3]

### Transport Facilities for Venezuelan Workers

An Order issued on 25 July 1947 by the Venezuelan Ministry of Labour requires employers covered by the Labour Act of 1936[4] to provide workers with adequate transport facilities in cases in which workplaces are located more than two kilometres away from the population centres where the workers normally reside.

The Order was issued in virtue of Article 23 of the Labour Act and its relevant regulations, and provides that within a period of 30 days the employers concerned are to furnish suitably covered vehicles equipped with comfortable seats, fire extinguishers and "all the elements and conditions necessary for the safe, efficient and comfortable transportation of persons".[5]

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[1] U.S. Department of Labor: Retraining and Re-employment Administration: *Migrant Labor... A Human Problem; Report and Recommendations, Federal Inter-Agency Committee on Migrant Labor* (Washington, Mar. 1947).

[2] Cf. *International Labour Review*, Vol. LII, No. 5, Nov. 1945, p. 477, and Vol. XLVIII, No. 6, Dec. 1943, p. 781.

[3] Ministry of Social Affairs: *Statistics of Social Welfare, 1946* (Nanking, 1947).

[4] I.L.O.: *Legislative Series*, 1936, Ven. 2.

[5] *Gaceta Oficial*, No. 22369, 25 July 1947.



## SOCIAL INSURANCE AND ASSISTANCE

### Children's Allowances in Sweden

A national scheme of children's allowances was established in Sweden by Act No. 529 of 26 July 1947 which came into force on 1 August 1947. An Act of the same date, effective on 1 January 1948, replacing the Act of 18 June 1937 [1], provides for additional allowances payable, subject to a means test, in respect of orphans, children of widows, of old-age pensioners and of disabled persons.

*Beneficiaries.*

A children's allowance is payable under the general scheme in respect of every Swedish child resident in Sweden up to the age of 16, and likewise a foreign child who is supported by a person who resides and is registered for taxation in Sweden.

The right to receive the allowance belongs primarily to the mother, if the child is in the care of both parents, but where the mother is ill or absent, the right passes to the father or to the guardian of the child whoever that may be. If the child is cared for elsewhere than in the home of its guardian, the allowance is paid to the foster-parent. If the person who receives the allowance is not capable of administering it, it may be transferred to the other parent or another suitable person. The child-care committee (see below) may itself administer the allowance in the best interest of the child. The allowance is not payable while the child is wholly maintained by the State.

A special allowance will be payable, as from 1 January 1948, in addition to the ordinary allowance but subject to a means test, in respect of a Swedish child under the age of 16 years and resident in Sweden, in the following cases: *(a)* where both of the child's parents are dead, or where the father or mother is dead and the child is not living permanently with its surviving parent; *(b)* where the father is dead, or where the father is in receipt of an old-age or invalidity pension or of prolonged sickness benefit under the national pensions scheme[1], or *(c)* in other specified cases where the father does not provide for the child. This allowance takes the place of the allowance payable under the Act of 18 June 1937, to children of invalids and widowers.[1]

Agreements may be made with a foreign country providing for the payment of the special allowance to nationals of such country who reside in Sweden.

*Rate of Allowance.*

The ordinary allowance is payable at the uniform rate of 260 Kr. a year for every eligible child. With the introduction of the allowance the tax exemption of income in respect of dependent children is abolished.

The special allowance for orphans and children of invalids and widows is subject to a means test. The rate is 420 Kr. in the case of orphans, and 250 Kr. in that of children of widows, old-age or invalidity pensioners, etc. These amounts are reduced, in accordance with a prescribed scale, where the income of the father or mother in charge of the child exceeds 1,800 Kr. a year, or where the child has an income other than earnings.

*Administration.*

The general children's allowances scheme is administered by local child-care committees under the supervision of the Social Board. The committees receive and determine claims for allowances. An appeal lies from their decisions to the provincial administration and thence to the Board. The committee pays allowances quarterly.

The special allowances scheme is administered by the Pensions Board and the local pensions committees.

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[1] Cf. *International Labour Review*, Vol. LIV, Nos. 5-6, Nov.-Dec. 1946, p. 384.

*Financial Arrangements.*

The entire cost of general children's allowances is met by the State ; the cost of the special allowances is shared by the State and the local authorities.[1]

## Workmen's Compensation Amendments in Canada

Amendments of the workmen's compensation statutes of Canadian provinces were enacted by several of the provincial legislatures during 1947. Some of the amendments increase the rates of compensation payable.

*Alberta.*

A provision was added dealing with the resumption of suspended pensions.[2]

*Nova Scotia.*

Amendments were adopted regulating the powers of the administrative agency in the handling of moneys ; authorising payment of compensation where a worker's earnings are not diminished after a permanent injury, if the agency is of the opinion that it is capable of impairing earning capacity ; redefining eligibility for compensation in case of disability or death from silicosis ; and adding an item to the list of compensable occupational diseases.[3]

*Ontario.*

A minimum monthly payment of $100 is provided for permanent total disablement, or an amount equal to the worker's previous average earnings if they were less than $100 per month. The minimum weekly compensation for temporary total disability is increased from $12.50 to $15 or average weekly earnings, and a corresponding amount in proportion to impairment of earning capacity is provided for temporary or permanent partial disablement. In case of death from injury, the monthly benefit is raised from $45 to $50 for a widow or an invalid husband. The supplemental benefit on behalf of each child is increased from $10 to $12 monthly, while payments to each full orphan are raised from $15 to $20. The maximum limit of two thirds of earnings for all survivor benefits is retained, with the proviso that $50 or the workman's average earnings if such earnings were less than $50 is to be paid to a widow. The monthly payment to a surviving spouse and one child is $62 monthly, with $12 for each additional child unless the amount for the consort and children exceeds the average earnings ; in the latter case, the maximum is to be the amount of earnings or $62, whichever is greater. The amendments also provide that any disease peculiar to or characteristic of an industrial process or occupation is to be compensated.[4]

*Quebec.*

The monthly benefit to a surviving widow or invalid husband is increased to $45 from $40, but the two thirds of earnings limit on total payments to survivors in case of the death of the workman is retained. The minimum payment provided for a widow or invalid widower with one child is $55 per month ; that for a surviving spouse with two or more children is $65. The maximum annual earnings which are considered in computation of disability benefits are raised from $2,000 to $2,500.[5]

*Saskatchewan.*

The amendments provide that a widow or invalid husband of a deceased worker shall get $45 monthly, rather than $40 as previously. The minimum fixed for a surviving widow or invalid husband and one child is $57, and for spouse and two or more children is $65. A provision is also added for the payment of compensation, at the discretion of the administrative agency, if there is no dependent widow, to a common-law wife who was maintained for at least seven years by the workman and who had children by him.[1]

[1] No. 529, Lag om allmänna barnbidrag ; given Bastad den 23 juli 1947. No. 530, Lag om stärskilda barnbidrag till änkors och invaliders m. fl. barn ; given Bastad den 26 juli 1947. Cf. *Svensk Författningssamling, 1947*, 31 July 1947.

[2] *Statutes of Alberta*, 1947, ch. 69.

[3] *Statutes of Nova Scotia*, 1947, 11 Geo. VI, ch. 48.

[4] Workmen's Compensation Amendment Act, 1947 (assented to 31 Mar. 1947).

[5] *Statutes of the Province of Quebec*, 1947, 11 Geo. VI, ch. 51.



## Social Security in New Zealand

### Dental Benefit for Children and Adolescents

The scope of the New Zealand Social Security Scheme has been extended to include dental benefits for children and adolescents under 19 years of age. This new social security service supplements the school dental service that has been in existence since 1921 and is administered by the dental division of the Department of Health which is also responsible for the medical care service under the Social Security Scheme.[2]

The school dental service provides treatment at school dental clinics for children in the primary schools and children of pre-school age ; such treatment is given at school dental clinics by dental nurses, who are officers of the Department, at regular six-monthly intervals. The nurses also teach the children the principles of oral hygiene and the control and prevention of dental diseases.

The new provisions of the Social Security Scheme, effective from 1 February 1947, extend dental care to children who do not or who no longer receive care under the school dental service, and provide additional benefits to the beneficiaries of that service.

*Scope.*

Dental benefit is available to persons under 19 years of age who come within the age groups appointed by the Minister for the purposes of the scheme, either generally or for different localities or classes of patients.

Any person may enrol for the purpose of receiving all necessary dental benefits (including any school pupil above the age group in which he would be eligible to receive care at a school dental clinic) if he has received dental care at a school clinic within the last three months or if he satisfies the principal dental officer that his oral and dental health is of adequate standard and only treatment of a minor character is required.

Any child under school age and any school pupil in an age-group in which he is eligible to receive care at a school dental clinic is entitled to enrol for the necessary dental benefits of a kind not provided at a school dental clinic, if he is regularly attending at a primary school dental clinic at the time of application, or satisfies the officer that his dental and oral health is at least equivalent to what it would have been had he regularly attended such a clinic.

Other children or youth may receive such care as the principal dental officer approves, if, owing to their having resided in a locality remote from dental services or to other special circumstances, they could not reasonably be expected to have had their oral and dental health satisfactorily maintained.

*Benefits.*

The benefit items provided under the Social Security Act are those listed in a schedule and include examination and prophylaxis twice a year, fillings of all kinds, root-canal treatment and X-rays. Other items may, in respect of any patient, be approved by a principal dental officer.

[1] *Statutes of Saskatchewan*, 1947, ch. 99.

[2] The Social Security Scheme thus at present provides care by general practitioners, a contribution towards specialist care, hospital in- and out-patient treatment and maintenance, maternity care including midwifery, admission to maternity homes and (or) obstetrical treatment, radiological and laboratory diagnostic services, and dental care for children and youth, as well as pharmaceutical benefits.

Dental treatment under the Act is given by either a registered dentist or a State dental nurse in a State dental clinic, or by a dentist who has entered into a contract with the Minister, or by a contracting hospital board at the dental department of a public hospital or a dental school.

*Procedure.*

Patients are enrolled on application to the principal dental officer of the health district in which they reside. They are enrolled for treatment at a State dental clinic if they can attend conveniently at such a clinic. Otherwise, the patient may select a dentist under contract with the Health Department, or the dental department of a public hospital or a dental school. A dental benefit card is issued to every patient specifying his name, address, age, etc., the clinic, dentist or hospital where he is enrolled, and the kinds of benefits to which he is entitled. The card must be produced when care is obtained.

Contracting dentists and hospitals may ask for the removal of a patient from their list, and a patient may ask for a change of dentist or hospital. The principal dental officer may transfer a patient from a dentist or hospital to a State dental clinic, or from one clinic to another at his discretion, subject to one month's notice.

It is the patient's duty to attend at the request of his dentist or clinic or whenever he becomes aware that he needs care. He is to apply for examination every six months, and to carry out faithfully the instructions given to him by the attending dentist.

*Organisation of Service.*

The dental benefit provisions are administered by the Department of Health under the Minister of Health. A principal dental officer is appointed for each health district.

Any registered dentist or hospital board may enter into agreement with the Minister of Health to provide care under the Social Security Scheme. The dentist or board must provide expeditiously all necessary care, proper and sufficient to maintain a high standard of dental and oral health, and accept not less than 20 patients on his roll. The patient is examined from time to time for the purpose of determining the extent and quality of the care provided.

Dentists of hospital boards are paid from the Social Security Fund fees specified in a schedule or approved by the principal dental officer. They may charge no fee to the patient for benefits provided under the scheme. The fees vary from 7s. 6d. for a simple filling to 30s. for root-canal treatment with subsequent root filling. Claims for payment must be made by the dentist or hospital board within two months after the date on which the benefits were provided; otherwise the fees are reduced by ten per cent.

Where the dentist or hospital board provides for the patient services beyond those to which he is entitled under the scheme and for which he proposes to charge a fee, he must inform the patient beforehand and obtain his or his parents' consent, and notify the principal dental officer within seven days after the demand or acceptance of the fee.

*Settlement of Disputes.*

Complaints by patients concerning refusal or failure of a dentist or hospital board to provide dental benefits or display of culpable lack of skill, lack of care or negligence are submitted to the principal dental officer who refers them to a committee appointed under the Act. Not less than one half of the members of this committee shall be appointed to represent the dental profession.

Similarly, disputes between the principal dental officer and a dentist or hospital board may, at the election of either party, be referred to the appropriate committee. The committee reports to the Minister of Health, whose decision, after consideration of the reports of the committee, is final.[1]

[1] *The Social Security (Dental Benefits) Regulations, 1946, Serial No. 1946-189, dated 20 Nov. 1946* (Government Printer, Wellington, 1946).



# EMPLOYERS' AND WORKERS' ORGANISATIONS

## International Congress of Journalists

The second Congress of the International Organisation of Journalists was held in Prague on 3 to 6 June 1947, under the chairmanship of Mr. A. Kenyon (United Kingdom).

There were 208 delegates present, representing 28 countries, and it was announced that 24 national organisations were affiliated to the I.O.J. with a membership of 58,600 journalists from the following countries: Australia, Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, Finland, France, Greece, Hungary, Iceland, Netherlands, Norway, Palestine, Philippines, Poland, Rumania, Spain (exiled journalists), Sweden, the United Kingdom, U.S.A., U.S.S.R., Venezuela and Yugoslavia.

*Freedom of the Press.*

The constitution of the I.O.J. which had been agreed upon in draft at the Copenhagen (1946) Congress [1] was approved.

There was a lengthy discussion on freedom of the press. Mr. R. Maheu, who represented the United Nations Educational, Scientific and Cultural Organisation as an observer, said that there must be free and smooth exchange of news between the different countries, for only when the people were given the facts could the maximum co-operation between nations be ensured. Mr. J. Knittel (France) said that the French delegation considered that U.N.E.S.C.O. should take upon itself the task of co-ordinating and codifying the various statutes of the press in accordance with the interests and customs of various countries. Mr. E. Jay (United Kingdom) said that a free press by British standards was one that could present the news to its readers without interference from the Government, proprietors or advertisers. Mr. Yudin (U.S.S.R.) insisted on the personal responsibility of journalists for truthful and accurate reporting. The merit of the long debate was that it led to unanimous acceptance of the Copenhagen resolution on the freedom of the press.[2]

*Proposals to United Nations Subcommission.*

The Congress also agreed to a seven-point set of proposals from the I.O.J. to the United Nations Subcommission on Freedom of Information and of the Press which will be held in 1948. The I.O.J. will participate in this meeting.

It was decided to transfer the headquarters of the I.O.J. from London to Prague until the meeting of the next Congress which will be held in Brussels in 1949.

Mr. A. Kenyon (United Kingdom) was re-elected President, and Mr. George Hronek (Czechoslovakia) was elected Secretary-Treasurer.[3]

*Affiliation with W.F.T.U.*

After the Prague Congress there was a meeting of the new Bureau and the Secretary-Treasurer was instructed to approach the World Federation of Trade Unions and ascertain on what conditions the I.O.J. could affiliate to the W.F.T.U.[4]

[1] Cf. *International Labour Review*, Vol. LV, Mar.-Apr. 1947, p. 317.

[2] *Ibid.*

[3] *Second Congress of the International Organisation of Journalists, Record of Proceedings* (Prague, July 1947).

[4] *The Journalist* (organ of the British National Union of Journalists), July 1947.

## International League of Commercial Travellers and Representatives

The Congress of the International League of Commercial Travellers and Representatives was held at Geneva from 12 to 14 June 1947, presided over by Mr. R. Wains (France).

Thirty-three delegates, representing associations of commercial travellers and representatives in France, Belgium, the Netherlands, the United Kingdom, Austria, Czechoslovakia and Switzerland, with a total of approximately 100,000 members, took part in the Congress.

The associations in the following countries were prevented from taking part in the work of the Congress, but declared their support for the principles of the League : Argentina, Brazil, Bulgaria, Italy and Luxembourg.

The delegates unanimously adopted a resolution declaring that they :

are determined to maintain and to strengthen the bonds of solidarity which must link on a world-wide plan all workers in the profession ;

express their common determination to co-ordinate the action taken in their respective countries with a view to abolishing the obstacles of all kinds which paralyse international relations and imperil peace ;

cordially invite all organised bodies of commercial travellers and agents or representatives constituted apart from political or religious considerations to join as rapidly as possible the International League of Commercial Travellers', Representatives' and Agents' Associations, which will from this very moment assume the grave responsibility of representing and defending the general interests of the profession.

The Headquarters of the League was established in Geneva ; Mr. Bertherat (Switzerland) was elected President, and Mr. P. Bideau, Director. The next Congress will be held in 1948 at Liége (Belgium).[1]

## The Workers' Movement in Latin America

Futher notes concerning industrial federations of trade unions in Latin American countries are given below.[2]

### Mining and Metal Trades

Summarised below are reports on the activities of workers' organisations in the mining and metal trades in Latin American countries.

*First Regional Congress of Workers of Central Peru.*

This Congress was held towards the end of September 1946 in Huancayo (La Oroya), one of the most important mining regions in Latin America. The Congress put forward a series of demands relating to the position of mining and metal workers in Peru, some of which had previously been adopted by the Second Convention of Central Peruvian Mining and Metal Workers. They included the following points : acceptance of collective labour agreements in mining and metal undertakings, including provisions to fix basic wages in each district ; 100 per cent.

[1] *Rapport Général du Congrès International de la Représentation Commerciale à Genève, 1947* (Geneva, 1947).

[2] Notes on national federations of workers in the transport and textile industries appeared in the last issue of the *Review* ; notes on those in agriculture and the sugar industry will appear in the next issue.



bonus for overtime ; special bonuses for work in mining regions more than 3,000 metres above sea level and for work in those parts of mines where the temperature is above 37° C. (98.6° F.) ; 30 days' annual holiday with pay ; free medical and X-ray examination every three months for men working in workplaces liable to fumes or other dangers to health ; protection of capital investments in small mining undertakings by relief from the present taxation ; State technical assistance and establishment by the State of ore-concentration plants ; and regulations to prevent mining discoveries made by Peruvian nationals being leased to foreign companies.

*Federation of Mineworkers of Northern Peru.*

This new organisation was set up in June 1947 with headquarters in Chimbote. It incorporates 17 mineworkers' unions in the Departments of La Libertad, Ancash, Cajamarca and Amazonas.

*Trade Union Federation of Bolivian Mineworkers.*

In August 1946 workers in the Patiño Mines demanded an increase in wages to meet the rising cost of living, but in response to a Government appeal agreed to postpone their demands until the price of Bolivian tin had improved. In March 1947 they renewed the demands, as a result of which an arbitration award was given on 30 April of the same year. The award was rejected by both sides and the workers declared a strike. The Government made the resumption of negotiations conditional on a return to work ; the workers accepted, but the Company resorted to their right of lockout, and resumption of work was enforced by Government order.

At the same time the Company requested permission from the Government to discharge its entire labour force, with full payment of all compensation liabilities, and a free hand to make fresh contracts and establish new methods of remuneration, so that it could carry out a thorough reorganisation of production processes and working methods and restore discipline in worker-employer relationships. The Trade Union Federation of Bolivian Mineworkers came out in complete opposition to this plan and declared that the result of a mass discharge of workers would be to break up the mineworkers' unions. It maintained that the Company had no right to discharge any worker while the dispute continued and revision of the arbitration award was still under discussion.

On 5 September the Government issued a Decree declaring the dispute at an end and announcing that it would take action to ensure the fulfilment of the Company's social obligations, and would itself determine the conditions of the workers' new contracts. On 16 September the Federation called a general strike by all mineworkers throughout the country, demanding the withdrawal of the Government Decree, revision of the arbitration award and respect for trade union rights and immunities. Six other workers' organisations in the country, including the Trade Union Confederation of Bolivian Workers and the Trade Union Confederation of Railway, Tramway and Allied Trades Workers, also opposed the Decree and demanded the withdrawal of an Order of the Controllersbip-General freezing the banking accounts of mineworkers.

The entire labour force of the Patiño Mines, about 7,800 workers, was discharged by the Company. About 5,000 had been re-engaged by the beginning of November. A special committee, composed of high officials of the Ministry of Labour and of the Insurance Fund, was appointed by the Government, and undertook the fixing of new wage scales to be paid by the Company in view of the recent increase in the prices of company stores. The new wage rates will tend to offset the increase in prices and there will be provision for output bonuses. The Executive Power published a Decree specifying that the conditions of re-engagement were provisional only and would be finally determined by the Government ; methods of remuneration and wage rates would be an important element in the new conditions.

*Federation of Chilean Mineworkers.*

In August 1947 the various trade union organisations in the Lota, Schwager and Curanilahue coal mines, employing about 14,000 workers, presented the Lota

and Schwager Companies with independently drawn up but largely similar lists of demands, which may be summarised as follows :

*(a)* a minimum wage of 55 pesos a day for all workers above or below ground, other than face workers ;

*(b)* a minimum wage of 70 pesos a day for face workers ;

*(c)* an increase of 50 per cent. on present rates for tonnage and check dues for all workers on piece or contract rates ;

*(d)* a bonus of 5 pesos a day for all workers on the third (night) shift ;

*(e)* a bonus of 10 pesos a day for all men working below ground, to offset the long distances which they have to travel before reaching the coal face ;

*(f)* an accommodation allowance of 100 pesos a month for all workers not provided with housing by the Company ;

*(g)* a family allowance of 100 pesos a month for each dependent person ;

*(h)* an allowance of 100 pesos a month to every worker called up for military service ;

*(i)* all work done on Sundays or holidays or outside normal working hours to be paid at double rates ;

*(j)* all tradesmen, masons and carpenters to be divided into two classes and present rates of pay to be increased by 50 per cent., in addition to the all-round increase called for under point *(a)* ;

*(k)* all social benefits previously conceded to be maintained ;

*(l)* compensation to be paid at the rate of one month's wages for each year of service to all workers ceasing to be employed by the Company for any of the reasons mentioned in Article 9 of the Labour Code ;

*(m)* a seven-hour working day to be established for all men working underground ;

*(n)* full weekly wage to be paid, including payment for Sunday, to all workers throughout the industry ;

*(o)* extension of holidays with pay according to a scale rising from 10 days for every 200 days worked to 30 days for every 280 days worked ;

*(p)* establishment of a sliding scale for wages to readjust rates whenever the cost of living shows an increase of 5 per cent.

These requests were rejected by the Companies. According to the procedure laid down by the Labour Code they were then submitted for consideration by the Conciliation Boards, but even here no agreement was reached. In September, at the end of the prescribed period, a strike vote was taken and was accepted by the majority of the workers. The Government published a Decree ordering a return to work, declared the coal mining region an emergency zone, and placed the management of the mines in the hands of the Army. By invoking the Special Powers Act, the Government transferred a number of the miners' leaders to various parts of the country, and at the same time mobilised part of the Army reserves for essential industrial work.

The Return to Work Order, promulgated on 4 October 1947, empowered the military commander in charge of the management of the coal mines to :

*(a)* organise the working of the mines by engaging technical and administrative staff necessary for the purpose, with power to request the loan of such staff from the various services, organisations and institutions of the State ;

*(b)* sign contracts of employment with workers and employees required to carry out the work.

As regards the engagement of workers, the Decree specified that such engagement should be subject to the following conditions :

*(a)* a 40 per cent. increase on basic wages for all men working below ground and a 30 per cent. increase on basic wages for all men working on the surface ;

*(b)* a 33 $^{1}/_{3}$ per cent. increase on family allowances for the wife and each child of less than 18 years ;



*(c)* an allowance of 75 pesos a month for married workers not provided with housing by the Company.

By a Supplementary Order of 21 October the Government decided that the former system of attendance bonuses should be replaced by a weekly-wage scheme under which a worker attending for work on every working day of a particular week would receive a payment corresponding to his average daily earnings during the week in question in respect of the Sunday and any holiday falling within that week.

Strikes broke out shortly afterwards in the Sewell Copper Mines and a number of saltpetre undertakings in the north of the country. The Government declared them emergency zones and placed them under Army control.

*Industrial Union of Mining, Metal and Allied Workers (Mexico).*

At its Sixth General Convention, held in Mexico City at the beginning of May 1947, the Secretary-General of the Union submitted a report on the general situation of the mining and metal industries of Mexico and the activities of the Union. The main points of the report are summarised below :

There has been a considerable reduction in the volume of commercial reserves in Mexico, especially as regards gold, silver and lead. A series of corrective measures are called for since there might otherwise be a crisis in the mining industry of the country, with serious results for the workers. The reasons for this reduction are complex, but among them may be mentioned the increased exploitation of deposits during the recent war, the introduction of modern working methods, the heavy taxes on the mining industry, the absence of sufficient incentive for small-mine owners and lack of means of communication in important mining districts. Owing to the depletion of reserves the output of Mexican mines fell by 156 million kilograms between 1945 and 1946.

For the industrialisation of the country it is essential that an iron and steel industry should be established and that there should be ample supplies of iron and steel produced within the country itself at reasonable prices. Labour-management co-operation is essential if this result is to be achieved. For example, when a scale of bonuses for increased output was introduced into the Monterrey Iron and Steel Works, output increased by nearly 50 per cent. Relations between the Union and several foreign companies are not satisfactory ; some of these companies are refusing to comply with agreements.

Import controls should be established to prevent dumping by big foreign steel and metal firms. If this is not done the national iron and steel industry might be in danger of elimination.

Minimum wages in the industry vary from 4 to 7 pesos in the south of the country, 8 to 9 in the centre and 9 to 14 in the north, not including output bonuses, which in some cases amount to a 30 per cent. addition to wages.

In February 1947 the Union had a membership of about 50,000, but there were still nearly 15,000 mining and metal workers in the country who were not yet organised. The Union has 48 consumer and transport co-operatives.

Among the demands put forward by the Convention were the following : intensified prospecting for mineral resources ; the establishment of a national joint committee to plan the mining and metal industries ; a review of taxation schemes affecting these industries ; increased transport facilities for mining districts ; the establishment of new processing plants at suitable sites ; amendment of mining legislation to remove out-of-date provisions ; balancing of the national trading account by a review of export lists to prevent the export of essential goods, and of import lists to prevent the import of luxury or clearly inessential goods ; the adoption of a series of measures to overcome inflation and revalue the currency so that exchange rates should not make the country have to sell cheap and buy dear ; the implementation of an effective plan for the reorganisation of the country's industry, including extension and modernisation of plant, for the twofold purpose of meeting the country's consumption needs and resolving its unemployment problems ; and reform of the statutes of the Mexican Social Insurance Institute so as to guarantee the rights already obtained by the Union in collective agreements.

The Convention resolved to sponsor the summoning of a conference of mining and metal workers of Latin-America with the object, *inter alia*, of setting up a central organisation for such workers.

On 8 November 1947 the Industrial Union of Mining, Metal and Allied Workers of Mexico addressed an open letter to the President, asking that the Mexican delegation to the Trade and Employment Conference due to meet shortly in Havana should be given explicit instructions to oppose any free-trade scheme or resolution which might restrict Mexico's right to develop her economic resources in the best interests of the country.

*Federation of Workers of Portovelo (Ecuador).*

In September 1947 there was signed, in the presence of the Director-General of Labour of Ecuador, a collective agreement between the South American Development Company and the above Federation as the representative organisation of workers employed in the mining district of Portovelo. The agreement contains, *inter alia*, the following provisions :

*(a)* the Company recognises the Federation of Workers of Portovelo as the representative organisation of all workers in the mining district concerned affiliated to the Federation, in all matters affecting the collective agreement ;

*(b)* if the provisions of any individual contract should conflict with the conditions of the collective agreement, the latter shall prevail, except that the scope of the agreement shall not be taken to include individual apprenticeship or probationary contracts, nor agreements made with casual, temporary or contract workers or children under 14 years of age ;

*(c)* in the case of night shifts, work is to be paid at the statutory overtime rate ;

*(d)* medical attention for occupational diseases and industrial accidents is to be at the charge of the Company, in accordance with statutory provisions, including hospitalisation where necessary ;

*(e)* the validity of the collective agreement shall be without limit as to time, subject to revision as provided for by law.

## Petroleum

Notes on national federations of workers in the petroleum industry in Latin America appear below.

*First National Congress of the Petroleum Workers of Ecuador.*

This Congress was held in Ancón in July 1946, and adopted the following resolutions : *(a)* to campaign for the abolition of short-term or probationary contracts, and demand the signing of collective agreements in accordance with the standards advocated by the International Labour Organisation and the National Labour Code ; *(b)* to campaign for the signing of agreements by employers not to transfer trade union leaders to work in other areas without a previous understanding with their respective unions ; *(c)* to demand action by the minimum-wage committees to eliminate the existing differences between wages paid by different companies ; *(d)* to affirm the need for a reform of the Mining Code by the introduction of special legislation to protect the rights of underground workers, especially with regard to occupational diseases ; *(e)* to campaign for the inclusion in the Charter of the Republic of articles to guarantee freedom of association and the right to organise and to strike ; *(f)* to demand the appointment of labour inspectors for petroleum prospecting, such inspectors being selected by previous consultation with the Federation of Petroleum Workers of Ecuador ; *(g)* to demand workers' representation in the system of petroleum concessions and in the Inspectorate of Mines ; *(h)* to request the I.L.O. and the C.T.A.L. to send delegations to the petrol-producing countries of Latin America to study the problems of the industry ; *(i)* to ask the Government to apply for the inclusion of Ecuador on the



Petroleum Committee of the International Labour Organisation ; *(j)* to support the proposed establishment of a federation of petroleum workers of Greater Colombia (Colombia, Venezuela and Ecuador), though without prejudice to the setting up of a Latin American Federation of Petroleum Workers ; and *(k)* to recommend to petroleum workers of Latin America not to load tankers with petroleum for Spain. [1]

*Trade Union Federation of Petroleum Workers of Venezuela.*

In January 1947 the Federation appealed to its affiliated unions to work for the following objectives : 100 per cent. organisation of Venezuelan petroleum workers ; a 36-hour working week with 56 hours' pay ; the nationalisation of instruments of petroleum production ; technical instruction of petroleum workers ; the expansion and protection of national industries ; the formation of a strong national merchant marine ; active participation by workers in all social welfare institutions.

In April of the same year a Conference of Petroleum Workers was held in Caracas, attended by 150 representatives from 47 trade unions affiliated to the Federation (representing approximately 40,000 workers), and by fraternal delegates from other industrial federations in Venezuela, from the Federation of Petroleum Workers of Colombia and from the C.T.A.L. The Conference resolved : *(a)* to request the Government to undertake immediate application of the Conventions and Recommendations of the International Labour Conference ; *(b)* to recommend that the Government should revise the educational policy of petroleum companies in Venezuela ; *(c)* to recommend to the National Constituent Assembly the reform of the Labour Code by the inclusion of provisions to guarantee stability of employment, extension of immunities against trade union discrimination and freedom for workers to organise [2] ; *(d)* to recommend to the Assembly that it should enact legislation against speculation in markets and shares, and to request the Government to take energetic measures against anyone attempting to establish a corner in essential goods ; *(e)* to request the Government to speed up the construction of means of communication so that food products might be delivered more easily from the country to the towns ; *(f)* to approve the policy of the Government for the protection of national industries, and to demand a greater development of industry in the various regions of the country ; *(g)* to support the Venezuelan Union of Merchant Marine Officers in their plan to set up a national federation ; and *(h)* to organise the holding of a national workers' congress to set up a Confederation of Venezuelan Workers.

*Collective Agreements.*

In July 1946, a collective agreement was signed between the *Federation of Petroleum and Allied Workers of Peru*, representing the trade unions of petroleum workers and employees of Talara, Negritos and Lagunitos, and the International Petroleum Company. Among other concessions, the employers agreed to an all-round increase of 20 centavos an hour for manual workers, and 50 pesos a month for salaried employees ; time and a half for overtime in excess of the legal working day of eight hours ; fifteen days' annual holiday with pay ; compensation for accidents ; and a number of welfare schemes.

In September 1947, the Federation entered into negotiations for a 45-hour week, a minimum wage of 8.40 soles a day for manual workers and 220 soles a month for salaried employees. (According to a recent announcement, the negotiations are stated to have been successful.)

[1] In November 1946 the Union of Shell Workers addressed a list of claims to the Shell Company of Ecuador Ltd. In January 1947 the Company agreed to consider certain of the Union's demands, but in October of the same year the Union delivered a memorandum to the Company drawing attention to a number of instances in which the claims had not been met, and making further claims concerning equal pay for equal work and facilities for men living in work-camps in the Oriente region to be joined by their families. It is hoped to publish a note on these negotiations in a forthcoming issue of the *Review*.

[2] In the same month (April 1947), when the National Constituent Assembly came to discuss that part of the new National Constitution dealing with social and labour guarantees, it approved clauses concerning the rights of trade unions, a seven-hour working day for night work, 15 days' annual holiday with pay for both manual workers and salaried employees, and payment for the weekly rest. A note on the new Constitution appears on p. 592 above.

In June 1946, a collective agreement was signed between the *Trade Union Federation of Petroleum Workers of Venezuela* and the petrol companies operating in the country. [1] Following on this general agreement, the same parties signed a supplementary agreement in August of the same year in respect of petrol tanker crews. The employers conceded, *inter alia*, the following claims : increase in the basic wage of petrol tanker crews ; bonuses for night work ; 15 days' consecutive leave with pay for each year of continuous service ; a bonus of 30 bolivares a month as accommodation allowance ; medical supplies and first-aid equipment to be provided on tankers, etc.

In December of the same year a disagreement arose between the Federation of Petroleum Workers and petroleum companies over the legal interpretation of certain clauses in the collective agreement signed in June. In addition, several petroleum workers' unions declared that when the contract came up for revision account should be taken of the resolutions of the first meeting of the Petroleum Committee of the International Labour Organisation, especially as regards recognition of the principle of a minimum living wage. [2]

In Mexico the first collective agreement was signed in 1944 between the *Union of Mexican Petroleum Workers* and the State-owned *Petróleos Mexicanos*. During the first half of 1947 a conflict arose between the parties in connection with a review of staff requirements. The employers raised a question of economic principle, declaring that there were redundant workers on the books and that these absorbed funds which were necessary for the establishment of important works. The Union agreed that the employment of temporary workers might be readjusted, but not that of trade union members signed on by the establishment. By an agreement signed in June 1947 the establishment was authorised to transfer workers as and when necessary, as work got under way on new plants. The agreement also provided for the setting up of co-operation committees to study any difficulties of a collective or individual character which might arise in the future.

*First Congress of Latin American Petroleum Workers.*

At the Cali Congress, representatives of the petroleum workers' trade unions of Mexico, Venezuela, Colombia, and Ecuador exchanged views on the importance of holding such a Congress, and appointed an organisation and propaganda committee to establish ways and means of arranging it. The Congress is to be held early in 1948 under the auspices of the C.T.A.L. The letter of convocation includes a long analysis of the importance of the first meeting of the Petroleum Committee of the I.L.O., and reprints all the resolutions adopted at that meeting. Among the purposes of the Congress, the following are stressed : *(a)* to ascertain whether the Latin American countries which are members of the above Committee are carrying out the resolutions of the Committee ; *(b)* to organise a co-ordinated effort to promote the fulfilment of these resolutions and to assist the I.L.O. in collecting any information it may require.

## Trade Union Organisation in India

Until recently there were two national trade union organisations in India with affiliated unions in all parts of the country and in a large number of trades and occupations : the All-India Trade Union Congress and the Indian Federation of Labour, both with provincial or regional and local branches. A third national organisation, the Indian National Trade Union Congress (I.N.T.U.C.) was formed in 1947, and a draft constitution of this new body was approved at a Conference held in New Delhi on 3-4 May 1947. [3]

[1] See *International Labour Review*, Vol. LIV, Nos. 1-2, July-Aug. 1946, p. 102.

[2] Cf. *International Labour Review*, Vol. LV, Nos. 3-4, Mar.-Apr. 1947, p. 276.

[3] For some background information on the Indian trade union movement, see Preparatory Asiatic Regional Conference of the International Labour Organisation, New Delhi, 1947, Report II : *Labour Policy in General including the Enforcement of Labour Measures* (I.L.O., New Delhi, 1947).



It was announced that 200 unions with a total membership of 575,000 were represented at the Conference. [1] A provisional Committee was elected with Dr. Suresh Chandra Banerjee as President and Mr. Khandubhai K. Desai as Secretary.

One of the outstanding features of the constitution of the newly formed body is that each affiliated organisation must offer to submit to arbitration every industrial dispute in which a settlement is not reached by negotiation, and must not sanction or support a strike till other means of settlement have been exhausted. Among the declared objects of the new organisation are : to eliminate progressively social, political and economic exploitation and inequality, the profit motive, and anti-social concentration of power in any form ; to place industry under State ownership or control ; to ensure full employment ; to secure the increasing association of workers in the administration and control of industry ; and to promote the civic and political interests of workers. The I.N.T.U.C. proposes to form nation-wide organisations of all categories of workers in each industry, and to assist in the formation of trade unions. [2]

## The Australian Trade Union Movement

The biennial Congress of the Australian Council of Trade Unions [3] was held in Melbourne during the first week of September 1947 and was attended by delegates from affiliated unions in five of the six States of the Commonwealth, representing nearly a million workers.

The following are the main features of the most important decisions taken by the Congress.

*Nationalisation.*

The Congress expressed satisfaction with regard to the decision of the Government to nationalise the banking system. The section of the motion dealing with the steel and coal industries stated : " In view of the paramount importance of steel and coal in the economic life and welfare of the Australian people, and the great power wielded by monopolies, Congress directs the Federal Government to co-operate with the State Governments to nationalise the coal and steel industries."

*Housing.*

Congress urged the introduction by the Commonwealth Government of building controls in order to prevent the use of materials and labour " on unessential and luxury buildings ", and also called for the setting up of a central authority to ensure the building of 80,000 homes annually.

*Modification of Constitution of A.C.T.U.*

After a lengthy debate the constitution of the A.C.T.U. was modified so as to make it unnecessary for State Trade and Labour Councils to endorse Congress decisions in order to make them effective.

[1] A meeting of the Provisional Executive Committee of the I.N.T.U.C. was held in New Delhi on 15 June 1947. In his report on the work done by the I.N.T.U.C. since its inauguration, Mr. K. K. Desai, the General Secretary, pointed out that the progress of affiliation to the new body " had not been so speedy and satisfactory as was expected ". Up to the present only 35 unions with a membership of 157,000 had joined the new body. Of these, 9 unions with an aggregate membership of 58,700 were from Gujarat, 8 unions with a membership of 42,000 were from Bombay city, 7 unions with a membership of 20,000 were from Central India, 5 with a membership of 22,000 were from Bengal and 6 unions with 15,000 members from Baroda *(Report of Proceedings of the Provisional Executive Committee of the I.N.T.U.C.)*

[2] *Proceedings of the Inaugural Conference of the I.N.T.U.C., 3-4 May 1947, New Delhi.*

[3] The title of the Council was formerly " Australasian Council of Trade Unions ".

*Strikes.*

With regard to strikes, Congress decided that striking unions must in future notify the executive of the A.C.T.U. of any impending dispute likely to extend over the borders of another State. Hitherto unions had extended disputes to other States without notifying the A.C.T.U. which, under its constitution, was then powerless to act.

*Industrial Diseases.*

In order to protect workers against industrial diseases it was decided to urge the Commonwealth Government to introduce legislation compelling employers to provide modern health amenities and allowances to workers under treatment.

*Education.*

Congress decided first to request the Commonwealth Government to allot £100,000,000 to the State Governments to supplement education expenditure and secondly to ask the World Federation of Trade Unions that as a first objective "a plan be formed to make all people literate and to rehabilitate educationally the countries devastated by the second World War".

*Far Eastern Conference.*

The A.C.T.U. will seek from the W.F.T.U. approval for the organisation of a Far Eastern Trade Union Conference to include countries of the mainland of Asia, Indonesia, Australasia and the Philippines. The setting up of a Far Eastern Bureau of the W.F.T.U. was also supported by Congress.[1]

*Maximum Weights.*

A permanent committee will be set up by the A.C.T.U. to determine the maximum weights to be handled by workers.

*Greece.*

With regard to Greece, action by the Governments through the United Nations "to end the foreign support for the present reactionary Government in Greece" was called for.

Mr. Percy J. Clarey was re-elected President of the A.C.T.U.

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[1] *Australian Trade Union News Letter* (London), 6 Oct. 1947.