INTERNATIONAL LABOUR OFFICE

ANNUAL REVIEW

1930

GENEVA
1931
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INTRODUCTION

In the Introduction to the Report submitted by him to the Fifteenth Session of the International Labour Conference the Director of the International Labour Office explains the reasons why he has decided this year to divide the Report of the Director in its old form into two separate documents, and to publish the major portion of it in the form of a labour year-book.

Previous Reports to the Conference submitted under Article 408 of the Treaty of Versailles on the application of international labour Conventions also contained not only information on the movement of ideas and the action in favour of social reform with which such Conventions were associated, but also a fairly complete survey of the principal events which took place each year in the various fields of labour legislation, such as social insurance, the general rights of the workers, etc. The size of the Report increased from year to year, and this caused certain difficulties for that discussion of it which has become an essential part of the work of the Conference. Besides, with the Report in this form, much of the information it contained probably did not have as wide a circulation as might have been desired.

In future, therefore, the Director will confine himself, in his Report to the Conference, to reporting progress in the work of ratification from year to year and to submitting the summary of the annual reports furnished by the Governments under Article 408, besides examining, for the consideration of the Conference, the more urgent problems with which the Organisation is faced and which have bearings on its general policy.

The other information which previous Reports used to contain—the usual particulars on the internal developments in the Organisation, the big social movements in contact with it, the results obtained in labour legislation, both national and international, and the general tendencies of social policy—will be given in a separate publication, the Annual Review.
The present volume is the first edition of this *Annual Review*. Its plan follows the main lines of that of the old Report of the Director: the Office has simply endeavoured to condense the usual information as much as possible. There may be certain imperfections in this first edition, but the Office hopes that, giving as it does in one volume the developments of note in labour and social problems in 1930, it will prove useful to all concerned whether Governments, employers, workers, educationalists, scientific investigators and the general public.
FIRST PART

GENERAL ACTIVITY
OF THE INTERNATIONAL LABOUR ORGANISATION

CHAPTER I

THE STATES MEMBERS

Composition of the International Labour Organisation

In 1930 the Organisation was composed of the following 55 States:

Albania
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
British Empire
Bulgaria
Canada
Chile
China
Colombia
Cuba
Czechoslovakia
Denmark
Dominican Republic
Estonia
Ethiopia
Finland
France
Germany
Greece
Guatemala
Haiti
Honduras
Hungary
India
Irish Free State
Italy
Japan
Latvia
Liberia
Lithuania
Luxembourg
Netherlands
New Zealand
Nicaragua
Norway
Panama
Paraguay
Persia
Peru
Poland
Portugal
Rumania
Salvador
Siam
South Africa
Spain
Sweden
Switzerland
Uruguay
Venezuela
Yugoslavia

The Danzig Question. — Although there has been no change in the composition of the Organisation, the Permanent Court of International Justice gave an advisory opinion during the year that has a bearing on this question. In its advisory opinion No. 18,
delivered on 26 August 1930, the Court held that the special legal status of the Free City of Danzig was not such as to enable it to become a Member of the International Labour Organisation.

The origin of this question may be briefly recalled. The Free City of Danzig, which is not a Member of the Organisation, is nevertheless an important industrial community. Its Government decided in 1929 to ask for admission to the International Labour Organisation and addressed a memorandum to the Polish Government for this purpose. The representative of that Government transmitted the Danzig memorandum in a letter of 20 January 1930 to the Director of the International Labour Office, asking him to place on the agenda of the Governing Body of the Office “the request of the Free City of Danzig to be allowed to adhere to the International Labour Organisation”. The Governing Body decided on 5 February 1930, at its Forty-seventh Session, to postpone consideration of the Danzig request to its following session, and invited the Director to submit to it a note briefly describing the legal position of the Free City.

At its Forty-eighth Session the Governing Body considered the question raised by the Danzig request. It found that this question raised a problem of law that it was not competent to settle, and decided on 26 April 1930 to cause the question to be referred to the Permanent Court of International Justice for an opinion. It formulated the question to be submitted to the Court in the following terms:

Is the special legal status of the Free City of Danzig such as to enable the Free City to become a Member of the International Labour Organisation?

Invited to transmit this question to the Court, the Council of the League of Nations, by a resolution of 15 May 1930, officially asked the Court for an advisory opinion.

The Court devoted several public sittings to the case. It heard the observations submitted on behalf of the Danzig Senate, the Polish Government and the International Labour Office, and gave its opinion on 26 August.

The question which the Court had to consider was in essence the effect of the special legal status of Danzig—whether the status of the Free City would allow it to exercise the rights and fulfil the duties attaching to membership of the International Labour Organisation.
Its present legal status confers on Danzig a somewhat special position in international law. There are two main features in the status of Danzig, firstly, that the Free City is placed under the protection of the League of Nations, its constitution being guaranteed by the latter, and, secondly, that Poland has certain rights with respect to Danzig, the Polish Government, in particular, being responsible for conducting the foreign affairs of the Free City.

In its advisory opinion the Court stated that the protection of the Free City by the League of Nations would not prevent Danzig from becoming a Member of the International Labour Organisation. On the other hand, it noted that the conduct of the foreign affairs of the Free City by the Polish Government would in principle give the latter the right to refuse to take certain steps in the name of Danzig, steps which, if the Free City were a Member of the Organisation, it could and ought to take. Consequently, the Court came to the conclusion that "the Free City of Danzig could not participate in the work of the Labour Organisation until some arrangement had been made ensuring in advance that no objection could be made by the Polish Government to any action which the Free City might desire to take as a Member of that Organisation". Finding that no such agreement existed at the time it was consulted, the Court replied in the negative by 6 votes to 4 to the question put to it.

This negative reply of the Court thus does not preclude a positive solution of the question in the future. The effect of the advisory opinion of the Court is that the special legal status of Danzig prevents its admission to the International Labour Organisation so long as an agreement has not been concluded in the matter between the Free City and Poland. It is accordingly clear that if the parties concerned came to such an agreement the question of admission to the Organisation would assume a new aspect.

The opinion of the Court contains a number of important considerations. Several of them relate to the special legal position of Danzig and do not particularly affect the Organisation. Others, on the contrary, have a direct bearing on the working of the Organisation, and among them attention should be drawn to three important observations.

In the first place, the Court recognised the special character of the procedure instituted by Part XIII of the Treaty of Peace. It observed that the nomination of delegates to the Conference, the way in which such delegates vote, the duties imposed on Members
with regard to the decisions of the Conference, and the procedure for sanctions for ensuring enforcement of Conventions, all differ from the usual diplomatic methods.

Further, the Court, noting the special nature of the rules governing the working of the International Labour Organisation, affirmed the international nature of the relations flowing from them. While recognising that certain activities of the Organisation fall within the field of internal affairs, it declared that, on the other hand, certain other activities unquestionably come within the sphere of foreign relations; among the latter it mentioned the ratification of Conventions and the filing of complaints for failure to carry out the provisions of a Convention.

Lastly, the Court indicated very clearly that Members of the Organisation as such are on an equal footing vis-à-vis each other and that one Member cannot accordingly stand in any relation of subordination to another. According to the opinion, "The Court has not found any provision in Part XIII which absolves a Member of the Labour Organisation from complying with the obligations of membership or excuses it from participating in the normal activities of the Organisation if it cannot first obtain the consent of some other Member of the Organisation ". Without stressing the point, it should be noted that from the constitutional standpoint this observation is of considerable importance.

DELEGATIONS AT GENEVA

For the purpose of ensuring closer relations with the different bodies of the International Labour Organisation a considerable number of States Members have set up permanent delegations in Geneva, most of which are also accredited to the Secretariat of the League of Nations.

In 1930 there were two changes in the list of these delegations. The Hellenic Delegation, which was one of the first to be accredited to the League of Nations and the International Labour Office but was subsequently attached to the Greek Legation at Berne, has now been re-established in Geneva. The head is Mr. R. Raphaël, who has represented his Government on various occasions at the League of Nations Assembly, and as chargé d'affaires at Berne has for several years acted as permanent delegate. The Albanian Government has also restored the post, withdrawn for some time, of a permanent delegate to the League of Nations who is also accredited
to the Office. The new occupant of the post is Mr. Lee Kurti, Resident Minister.

With these two additions the list of permanent delegations accredited to the institutions of the League of Nations is as follows:

- **Albania**: Mr. Lee Kurti, Resident Minister.
- **Canada**: Mr. W. A. Riddell, Permanent Advisory Officer.
- **China**: Mr. Woo Kaiseng, Minister Plenipotentiary.
- **Colombia**: Mr. A. J. Restrepo, Permanent Delegate.
- **Cuba**: Mr. G. de Blanck, Minister Plenipotentiary.
- **Denmark**: Mr. W. Borberg, Permanent Delegate.
- **Finland**: Mr. R. Holsti, Minister Plenipotentiary.
- **Greece**: Mr. R. Raphaël, Permanent Delegate.
- **Hungary**: Mr. J. Pelenyi, Resident Minister.
- **Irish Free State**: Mr. Sean Lester, Permanent Representative.
- **Japan**: Mr. S. Yoshisaka, Permanent Delegate, Member of the Governing Body of the International Labour Office.
- **Latvia**: Mr. J. Feldmans, Permanent Delegate.
- **Peru**: Mr. P. Paulet, Permanent Delegate.
- **Persia**: Mr. A. K. Sepahbody, Minister Plenipotentiary.
- **Poland**: Mr. F. Sokal, Minister Plenipotentiary, Member of the Governing Body of the International Labour Office.
- **Portugal**: Mr. de Quevedo, Minister Plenipotentiary.
- **Rumania**: Mr. Antoniade, Minister Plenipotentiary.
- **South Africa**: Major F. F. Pienaar, Permanent Delegate.
- **Sweden**: Mr. E. Sjöstrand, Social Adviser.
- **Yugoslavia**: Mr. I. Choumenkovitch, Minister Plenipotentiary.

To this list should be added the following diplomatic or consular representatives at Berne or Geneva responsible for relations with the International Labour Office and the Secretariat of the League of Nations or with the International Labour Office alone:

- **Argentina**: Mr. J. Cantilo, Minister Plenipotentiary, Member of the Governing Body of the International Labour Office.
- **Bulgaria**: Mr. D. Mikoff, Chargé d'affaires.
- **Czechoslovakia**: Mr. Z. Fierlinger, Minister Plenipotentiary.
- **Italy**: Mr. F. Labriola, Counsellor of Legation.
- **Norway**: Mr. H. Birkeland, Chargé d'affaires.
- **Uruguay**: Mr. O. Deffeminis, Consul General in Geneva.

### Relations with the States Members

It is difficult, not to say rash, to attempt to give a detailed analysis of the relations of the States Members with the International Labour Organisation, or to endeavour to express in words or figures the value of the collaboration of individual States in the common work. In any case, Part II of this volume gives, under its different headings, information on the advance of legislation in the various States and on the developments in

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1 A Legation of the Republic of Liberia accredited to the League of Nations is to be set up in the first months of 1931.

2 Accredited only to the International Labour Office.
them in social reform generally. All the same, it may be permitted to give here, for each State Member, some facts as to their representation at the Conference or in the Governing Body and their progress in ratifications, besides indicating events of special note and showing the volume of correspondence exchanged with the Office. Such notes are of course quite inadequate for the more important industrial States, which are really in daily communication with the Office. They are also incomplete for distant countries which are less important industrially and only communicate with the Office at irregular intervals. Incomplete as they are, however, it is to be hoped that they will enable the impartial reader to form some general idea of the collective work of the States Members.

The following notes indicate, in the order named, for each State Member:

1. Its representation at the Conference (Fourteenth Session, 1930)—number of delegates and advisers—number of women included in the delegation;

2. Its representation on the Governing Body of the International Labour Office;

3. Its representatives accredited to the International Labour Office (permanent delegations or representatives accredited to the Office or to all institutions of the League of Nations at Geneva; liaison by Diplomatic or Consular representatives at Berne or at Geneva);

4. Its progress in ratifications in 1930;

5. One or two facts mentioned either because of their importance or because they are characteristic of the attitude of a country or its Government towards the International Labour Organisation;

6. The number of letters received and despatched.

1 See in this connection the summarised index by countries at the end of this volume. This index gives as far as possible references to the notes on each country scattered throughout the different chapters of the Second Part of this volume.

2 The statistics for each country of letters received and despatched should be used with caution, and hasty conclusions should not be drawn from them. Their value is only relative. Some circular letters sent out by the Office and relating to the Conference or to Conventions do not always call for a reply from Governments. Besides, the Office has National Correspondents' Offices or correspondents in some sixteen countries, and this explains to some extent the difference between the number of letters received and those despatched. In other countries, again, there are important central industrial organisations (the Netherlands), and this increases the volume of correspondence with such countries. Moreover, the fact that the Office is in Switzerland involves a very considerable exchange of correspondence with authorities, individuals and trades people in the country.
Albania. — One Government delegate to the Conference. — Re-establishment of the permanent Delegation accredited to the League of Nations and the International Labour Office. — Submission to Parliament of the Conventions adopted at the first fourteen Sessions of the Conference, the Government proposing to reserve the question of ratification. — Letters received by the Office, 17; despatched, 30.

Argentine. — Did not take part in the Fourteenth Session of the Conference. — Represented on the Governing Body by a Government Member. — The diplomatic representative at Berne responsible for liaison with the Office. — Transmission to competent technical services, for examination, of the Conventions adopted at the Twelfth and Fourteenth Sessions of the Conference. — At the Fourteenth Session, communication of a message from the Argentine workers renewing their support of the International Labour Organisation. — Announcement of the publication at an early date of the Draft Labour Code revised by the Office. — Formation of the General Labour Federation by the amalgamation of the Argentine Workers' Federation with the Argentine Trades Union Congress. — Workers' press calls for active Government participation in the work of the Organisation. — Letters received, 145; despatched, 201.

Australia. — Delegation to the Conference: one Government delegate, one employers' delegate, one workers' delegate, one Government adviser (and substitute). — Submission to the Commonwealth Parliament and the State Governments of the Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. The Commonwealth is prepared to ratify the Conventions to which the legislation of all the States gives effect, on condition that the latter guarantee not to modify their legislation so as to make it inconsistent with the provisions of the Conventions, without previous discussion with the Commonwealth Government. — During the Assembly the Prime Minister visited the Office accompanied by two other members of the Government, and stated that the Governments of the different Australian States were being approached with a view to furthering ratifications. — At the Imperial Conference in London the Prime Minister mentioned the work of the Organisation for the improvement of conditions of work, and emphasised its importance for the solution of present economic problems. — Letters received, 246; despatched, 442.

Austria. — Complete delegation to the Conference: four delegates, five advisers. — Represented on the Governing Body by a workers' deputy member. — Submission to the National Council of the Conventions adopted at the Twelfth Session of the Conference, the Government proposing to postpone ratification. — Visit of the Chancellor, Dr. Schober, to the Office. — Letters received, 585; despatched, 650.

Belgium. — Complete delegation to the Conference: four delegates, one adviser and substitute delegate, sixteen advisers: Mr. Mahaim, Government delegate, elected President of the Conference. — Represented on the Governing Body by a Government member, a workers' member, and an employers' deputy member. — Ratification of the Convention concerning unemployment. — Preparation of a Bill and a draft Royal Decree to facilitate ratification of the Convention concerning the creation of minimum wage fixing machinery, and of those concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. — Meeting of the Governing Body at Brussels on the invitation of the Government (October 1930). — Participation of the Office in the National Labour Exhibition at Brussels, the International Colonial and Maritime Exhibition at Antwerp, the International Industrial Exhibition at Liège. — Letters received, 1,578; despatched, 1,517.

Bolivia. — One Government delegate to the Conference. — Letters received, 6; despatched, 34.
Brazil. — Complete delegation to the Conference: four delegates. — Submission to Parliament of the Conventions adopted at the first twelve sessions of the Conference. — Creation of a Labour Ministry and preparation of a Labour Code. — Maintenance of relations during the political changes which have occurred. — Declarations in favour of the Organisation and of ratifications by Mr. Getulio Vargas, Brazilian Prime Minister, and Mr. Lindolfo Collor, Minister of Labour. — Letters received, 188; letters despatched, 186.

British Empire. — Complete delegation to the Conference headed by Miss Margaret Bondfield, Minister of Labour: four delegates, two substitute Government delegates, nineteen advisers, five deputy advisers, — Represented on the Governing Body by a Government member, an employers’ member, and a workers’ member. — Government declaration of its intention to ratify the Hours of Work Convention when the Hours of Industrial Employment Bill became law; Consideration by the Departments concerned, with a view to possible ratification, of the Conventions concerning the age for admission of children to employment in agriculture, sickness insurance for workers in industry and commerce and domestic servants, sickness insurance for agricultural workers, marking of the weight on heavy packages transported by vessels, and protection against accidents of workers employed in loading or unloading ships; favourable prospects for ratification of the Convention concerning forced or compulsory labour. — Mr. W. R. Smith, Parliamentary Secretary to the Board of Trade, and the Secretaries of the Mining Association and the Miners’ Federation took part in the Preparatory Technical Conference on conditions of work in coal-mines. — Despatch of a representative to the Silicosis Conference in addition to the experts invited by the Organisation. — Development of the Office’s relations with a number of private associations and institutions. — Letters received, 4,832; despatched, 2,809.

Bulgaria. — Complete delegation to the Conference: four delegates. — The Bulgarian diplomatic representative at Berne is responsible for liaison with the League of Nations and the Office. — Ratification of the Conventions concerning sickness insurance for workers in industry and commerce and domestic servants, and sickness insurance for agricultural workers. — Visit of the Director and the Chief of the Social Insurance Section. — Letters received, 123; despatched, 201.

Canada. — Complete delegation to the Conference: four delegates, six advisers, including one woman. — Represented on the Governing Body by one Government member and one workers’ member. — Permanent representative accredited to the League of Nations and the Office. — Orders-in-Council on the Conventions adopted at the Tenth, Eleventh and Twelfth Sessions of the Conference, containing the opinion of the Minister of Justice on the competence of the Federal Parliament and of the Provincial Legislatures respectively in the matters dealt with by those Conventions. With the exception of the Draft Convention concerning the marking of the weight on heavy packages transported by vessels, which was held to be within the competence of the Federal Parliament, all these Conventions held to be within the competence of both bodies. These Orders-in-Council and the Conventions concerned transmitted to the Provincial Governments. — The Draft Conventions concerning forced or compulsory labour and the regulation of hours of work in commerce and offices referred to the Law Officers of the Crown for examination and report, with a view to determining whether the subject-matter involved is within the Federal or provincial jurisdiction. — In the Federal elections in July 1930, the Hon. Gideon Robertson, who attended the Washington Session of the Conference in 1919, succeeded the Hon. Peter Heenan as Minister of Labour. — Visit of the Deputy-Director to the principal towns from Montreal to Edmonton. Meetings with political, employers’ and workers’ leaders. His speeches on the work of the Organisation given wide publicity in the Press. — Letters received, 375; despatched, 615.

Chile. — Complete delegation to the Conference: four delegates, one adviser. — Submission of a draft Labour Code to the National Congress. — Letters received, 38; despatched, 73.
China. — Complete delegation to the Conference: four delegates and three advisers, including one woman: Mr. Thomas Tchou, Government delegate, elected Vice-President of the Conference. — Permanent delegate accredited to the League of Nations and the Office. — Ratification of the Convention concerning minimum wage fixing machinery. — Establishment of a Correspondent's Office at Nanking favourably received by the Chinese press. The Government offered a building for the office and collaborates with its Director, who has been invited to take part as adviser in the National Industrial and Commercial Conference and to assist in the establishment of the Chinese Scientific Management Institute. — Letters received, 139; despatched, 275.

Colombia. — Delegation to the Conference: two Government delegates and one adviser (substitute delegate). — Permanent delegate accredited to the League of Nations and the Office. — The Government requested Parliament to ratify the Conventions adopted at the first eleven sessions of the Conference. — Examination by the competent services of the Conventions adopted at the Twelfth Session of the Conference. — Submission to Parliament of a draft Labour Code prepared with the assistance of employers and workers. — Letters received, 38; despatched, 55.

Cuba. — Complete delegation to the Conference: four delegates and one adviser. — Permanent delegate accredited to the League of Nations and the Office. — The Government submitted the Conventions adopted at the Twelfth Session of the Conference for the approval of the Senate. — Announcement by the President of the Republic that an Under-Secretaryship of Labour is to be created to replace the present General Labour Directorate. — Letters received, 106; despatched, 104.

Czechoslovakia. — Complete delegation to the Conference: four delegates, nine advisers. — Represented on the Governing Body by an employers' member and a Government deputy member. — The Czechoslovak diplomatic representative at Berne is responsible for liaison with the League of Nations and the Office. — A draft Bill on public placing submitted by the Minister of Social Welfare for the opinion of the ministries and offices concerned, with a view to facilitating ratification of the Unemployment Convention. — The Conventions adopted at the Twelfth Session of the Conference submitted to the Cabinet, with a view to commencing the procedure of ratification. — Statement of the Minister of Social Welfare accepting in its entirety the programme of the Organisation. — Visit of the Director to Prague. — Letters received, 783; despatched, 822.

Denmark. — Complete delegation to the Conference headed by the Minister of Finance: four delegates, three substitute delegates, three advisers including one woman. — Represented on the Governing Body by a Government deputy member and an employers' deputy member. — Permanent delegate accredited to the League of Nations and the Office. — Ratification of the Convention concerning the rights of association and combination of agricultural workers. Proposal of the Government to ratify the Conventions concerning the age of admission of children to employment in agriculture and the weekly rest in industrial undertakings. — Preparation of Bills for the ratification of the Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. — Efforts by the Government to carry through the Social Reform Bill (rationalisation of insurance and public assistance) submitted to the Rigsdag. — Organisation of a "League of Nations Week and Exhibition" at Copenhagen to celebrate the tenth anniversary of the entry of Denmark into the League of Nations. In a commemorative publication of the Ministry of Foreign Affairs, Mr. Bransgnaas, Minister of Finance, urges more active participation by Denmark in the work of the International Labour Organisation. — Letters received, 218; despatched, 329.

1 See also "Northern Countries".

Estonia. — Complete delegation to the Conference: four delegates. — Ratification of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents. Submission to Parliament of the Conventions concerning the simplification of inspection of emigrants on board ship, sickness insurance of workers in industry and commerce and domestic servants, sickness insurance for agricultural workers, and minimum wage fixing machinery. — Letters received, 65; letters despatched, 81.

Ethiopia. — Letters received, 1; despatched, 22.

Finland. — Complete delegation to the Conference: four delegates, one adviser. — Represented on the Governing Body by a Government deputy member. — Permanent delegate accredited to the League of Nations and the Office. — Government communications to the Chamber of Representatives on the putting into operation of the Conventions concerning the marking of the weight on heavy packages transported by vessels, and the protection of workers employed in loading or unloading ships, Government being in principle in favour of adopting these Conventions, and hoping to be able to ratify them as soon as it is sure that the reciprocity which is contemplated can be effected. — Effect on public opinion created by the "Lapua" movement and anti-communist measures. — Legal action against the General Finnish Labour Confederation and foundation of a new federation affiliated to Amsterdam. — Adoption of the Act to Guarantee Industrial Peace. — Letters received, 172; despatched, 225.

France. — Complete delegation to the Conference: four delegates; one substitute Government delegate, eleven advisers, including one woman, one substitute adviser. — Represented on the Governing Body by a Government member, an employers' member and a workers' member. — Ratification of the Convention concerning the creation of minimum wage fixing machinery. Introduction in the Chamber of Deputies of a Bill for ratification of the Convention concerning the employment of women before and after childbirth. Simultaneous introduction of a Bill to amend the Labour Code (rest for women before and after childbirth). Adoption by the Chamber of a Bill for ratification of the Convention concerning workmen's compensation for occupational diseases and of a Bill for ratification of the Convention concerning the simplification of inspection of emigrants on board ship (the latter subject to ratification by Italy, Poland and Spain). — On the occasion of the Tenth anniversary of the foundation of the International Labour Organisation the French Government invited the Governing Body to hold its Forty-eighth Session in Paris. — During the Assembly the Office was visited by Mr. Pierre Laval, Minister of Labour. — The Director of the Paris Office took part as expert in the work of the National Economic Council and its standing committee. He is a member of the Board of Management of the State Radiotelephonic Stations, and the Paris and provincial broadcasting stations have agreed to broadcast communiqués of the Paris Office. — Letters received, 3,395; despatched 92,890.

Germany. — Complete delegation to the Conference: four delegates, one substitute Government delegate, nineteen advisers, including one woman. — Represented on the Governing Body by a Government member, an employers' member and a workers' member. — Ratification of the Conventions concerning unemployment indemnity in case of loss of the ship, seamen's articles of agreement, and the repatriation of seamen. — At the political elections, unanimity of parties on programmes for the defence and development of institutions for the protection of the workers. — Letters received, 3,290; despatched, 2,468.

1 See also "Northern Countries".
**Greece.** — Complete delegation to the Conference: four delegates and one adviser. — Re-establishment of the permanent delegation accredited to the League of Nations and the Office. — Ratification of the Conventions concerning the minimum age for the admission of young persons to employment as trimmers and stokers and compulsory medical examination of children and young persons employed at sea. — Creation of a Supreme Labour Council. — The Greek General Trade Union Federation and the National Federation of Private Salaried Employees called for non-ratified Conventions to be submitted to Parliament. — At the first Balkan Conference at Athens, declaration of the workers of the six Balkan countries in favour of a common social policy. — Visit of the Director to Greece. — Visit to the Office of Mr. Papadatos, Deputy Minister assistant to the Prime Minister, and Mr. Papastasiu, former Prime Minister. — Letters received, 173; despatched, 250.

**Guatemala.** — One Government delegate to the Conference. — Department of Labour reports in favour of acceptance of the Conventions adopted at the Twelfth Session of the Conference. — Letters received, 15; despatched, 58.

**Haiti.** — One Government delegate to the Conference. — Letters received, 10; despatched, 24.

**Honduras.** — One Government delegate to the Conference. — Letters received, 8; despatched, 31.

**Hungary.** — Complete delegation to the Conference: four delegates, two substitute delegates, two advisers, including one woman. — Permanent delegate accredited to the League of Nations and the Office. — The Chamber of Deputies adopts a Bill for ratification of the Convention concerning minimum wage fixing machinery. — Letters received, 340; despatched, 373.

**India.** — Complete delegation to the Conference: four delegates, one substitute Government delegate, eight advisers. — Represented on the Governing Body by a Government member and a workers' deputy member. — Legislative Assembly adopted a resolution recommending the Governor-General in Council not to ratify the Convention concerning minimum wage fixing machinery pending the report of the India Labour Commission. The Legislative Assembly and the Council of State adopted resolutions recommending the Governor-General in Council to ratify the Convention concerning the marking of the weight on heavy packages transported on vessels, and to examine the possibility of giving effect to the Draft Convention on the protection against accidents of workers employed in loading or unloading ships, the results of this examination to be placed before the Council of State and the Legislative Assembly within eighteen months. — At the Round Table Conference, Mr. Joshi, who has frequently been the Indian workers' delegate to the International Labour Conference, emphasised the importance of regulating labour questions within the federal constitution in such a way as to enable India to continue to ratify labour Conventions. The Federal Structure Committee of the Conference decided, nevertheless, to treat labour legislation as a central question and not a federal one. Some apprehension was expressed in this connection by Mr. Shiva Rao, Indian workers' delegate. — Continuation of the work of the Royal Labour Commission. The Office continued to supply the Commission with documents and information. — Letters received, 677; despatched, 699.

**Irish Free State.** — Complete delegation to the Conference: four delegates, including one woman, two advisers. — Permanent delegate accredited to the League of Nations and the Office. — Ratification of the Conventions concerning unemployment indemnity in case of loss or foundering of the ship, weekly rest in industrial undertakings, minimum age for admission of young persons to employment as trimmers or stokers, compulsory medical examination of children and young persons employed at sea, equality of treatment of national and foreign workers as regards workmen's compensation for accidents, simplification of inspection of emigrants onboard ship, seamen's articles of agreement, repatriation of seamen, minimum wage fixing machinery,
marking of the weight on heavy packages transported by vessels, and the protection against accidents of workers employed in loading or unloading ships. The Conventions concerning forced or compulsory labour and the regulation of hours of work in commerce and offices laid before Parliament. Letters received, 140; despatched, 155.

**Italy.** — Complete delegation to the Conference: four delegates, seventeen advisers. — Represented on the Governing Body by a Government member and an employers’ member. — The Italian diplomatic representative at Berne is responsible for liaison with the Office. — Ratification of the Conventions concerning workmen’s compensation in agriculture and minimum wage fixing machinery. A Government Bill on the eight-hour day in industry, which would apply the Eight Hours Convention, submitted to the Senate. — Inauguration of the National Council of Corporations. — Appointment of a Committee for the reform of labour legislation. — International Congress of Handicraftsmen and first International Conference of Agricultural Technicians at Rome. These two congresses decided to create permanent organisations which would collaborate with the International Labour Organisation. — Publication of an official work on Italy’s collaboration with the Organisation during the first ten years of its existence. — Lecture at Milan by the Minister of Corporations on Part XIII of the Treaty of Versailles and the Italian Labour Charter. — Letters received, 1,961; despatched, 1,318.

**Japan.** — Complete delegation to the Conference: four delegates, seven advisers. Mr. Bunji Suzuki elected Vice-President of the Conference. — Represented on the Governing Body by a Government member, an employers’ deputy member and a workers’ deputy member. — Permanent delegate accredited to the Office. — Ratification of the Convention fixing the minimum age for admission of young persons to employment as trimmers or stokers. — Decision of the Privy Council not to adopt immediately the Conventions concerning sickness insurance for workers in industry and commerce and domestic service, sickness insurance for agricultural workers, and minimum wage fixing machinery. Cabinet decision to recommend ratification of the Convention concerning the marking of the weight on heavy packages transported by vessels, but not to recommend ratification of the Convention concerning the protection against accidents of workers employed in loading or unloading ships. — The two latter Conventions were submitted to the Privy Council. — Visit of Prince (the Emperor’s brother) and Princess Takamatsu, Prince Tokugawa, President of the House of Peers, and Mr. Reijuro Wakatsuki, former Prime Minister and principal delegate to the London Naval Conference. Letters received, 558; despatched, 400.

**Latvia.** — Complete delegation to the Conference: four delegates, two substitute delegates, one adviser. — Permanent delegate accredited to the League of Nations and the Office. — Fresh ratification of the Convention concerning unemployment indemnity in case of loss or foundering of the ship, the reservation in the original ratification being abandoned. The Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships submitted to the Cabinet. — Considerable discussion in the Press and in trade union circles on the debates of the Fourteenth Session of the Conference relating to the credentials of the Latvian workers’ delegate. — Letters received, 98; despatched, 147.

**Liberia.** — One Government delegate to the Conference. — Letters received, 5; despatched, 28.

**Lithuania.** — One Government delegate to the Conference. — Transmission to the competent authorities of the Conventions adopted at the Fourteenth Session. — Letters received, 51; despatched, 88.

**Luxemburg.** — Complete delegation to the Conference: four delegates, three advisers. — Introduction in the Chamber of Deputies of a Government Bill for approval of the Conventions concerning the marking of the weight
on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. Ratification of the Convention concerning minimum wage fixing machinery submitted to the Council of State. Conventions concerning forced or compulsory labour and the regulation of hours of work in commerce and offices submitted to the industrial chambers. — Letters received, 100; despatched, 138.

**Netherlands.** — Complete delegation to the Conference: four delegates, thirteen advisers, including one woman. — Represented on the Governing Body by an employers' deputy member. — Act of 14 June 1930 gives effect to the Conventions concerning unemployment indemnity in case of loss or foundering of the ship, facilities for finding employment for seamen, seamen's articles of agreement, and the repatriation of seamen. Act of 29 November 1930 gives effect to the Conventions concerning unemployment, and facilities for finding employment for seamen. (These two Acts are to come into force at a later date.) Submission to the States-General of Bills reserving to the Crown the right to adhere to the Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. — Letters received, 1,014; despatched, 928.

**New Zealand.** — Delegation to the Conference: one Government delegate, one employers' delegate and one workers' delegate. — Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships submitted to Parliament. Announcement by the Government delegate to the Conference to the effect that the Government intends to examine the possibility of ratifying the other Conventions. — Letters received, 83; despatched, 175.

**Nicaragua.** — One Government delegate to the Conference. — Letters received, 8; despatched, 38.

**Northern Countries** 1. — Continued collaboration between the Northern Countries on labour questions. The Office officially invited to be represented at the Nordic Accident Insurance Conference at Oslo in August 1930. In another field, commercial policy, this collaboration extended to Belgium and the Netherlands (Oslo tariff truce Convention). Collaboration between employers' organisations of the four Northern Countries, with regular conferences and a permanent office at Brussels in charge of Mr. C. Oersted. — Establishment at Geneva of an "International People's College of the Northern Countries".

**Norway** 2. — Not represented at the Fourteenth Session of the Conference. — Represented on the Governing Body by a Government deputy member. — The Norwegian diplomatic representative at Berne responsible for liaison with the League of Nations and the Office. — Examination by the Ministry of Commerce of the Conventions concerning the marking of the weight on heavy packages transported by vessels and the protection against accidents of workers employed in loading or unloading ships. — Credits for sending a delegation to the International Labour Conference again passed by the Storting. — At the General Trade Union Congress, the seamen's unions authorised to take part in Sessions of the Conference dealing with maritime questions, and decision taken that the work of the International Labour Organisation and its importance for Norwegian social legislation be studied. — Letters received, 180; despatched, 209.

**Panama.** — One Government delegate to the Conference. — Letters received, 11, despatched, 30.

**Paraguay.** — One Government delegate to the Conference. — Letters received, 7; despatched, 42.

1 See also Denmark, Finland, Norway, Sweden.
2 See also "Northern Countries"
Persia. — One Government delegate and one substitute Government delegate to the Conference. — Permanent delegate accredited to the League of Nations and the Office. — Letters received, 11; despatched, 33.


Poland. — Complete delegation to the Conference: four delegates, eight substitute delegates and advisers, including one woman, one adviser. The employers' delegate, Mr. Szydlowski, elected Vice-President of the Conference. — Represented on the Governing Body by a Government member and a workers' deputy member. — Permanent delegate accredited to the League of Nations and the Office. — The University Association for the League of Nations sends in rotation two young men to the Office for two months, in order to learn how it works and see what a store of information it has available. — Draft Conventions and Recommendations published in Polish with commentaries. — Accounts of the work of the Conference published in newspapers and reviews by members of the delegation to the Conference. — On the occasion of the tenth anniversary of the foundation of the Office, appreciations of the International Labour Organisation published in the press of various shades of opinion. — Considerable prominence given in the Polish Press to the Preparatory Coal Conference. — Letters received, 589; despatched, 665.

Portugal. — Complete delegation to the Conference: four delegates, two advisers. — Permanent delegate accredited to the League of Nations and the Office. — Appointment of a committee to frame a Labour Code. — Lessons on the work of the Organisation given in numerous high schools. — Office visited by Mr. R. Fernando Branco, Minister of Foreign Affairs. — Letters received, 95; despatched, 132.

Rumania. — Complete delegation to the Conference: four delegates, seven advisers, including one woman. — Represented on the Governing Body by a Government deputy member. — Permanent delegate accredited to the League of Nations and the Organisation. — Ratification of the Conventions concerning unemployment indemnity in case of loss or foundering of the ship, placing of seamen, age for admission of children to employment in agriculture, and rights of association and combination of agricultural workers. The Conventions adopted at the Fourteenth Session of the Conference submitted for study and opinion to the public authorities and the workers' and employers' organisations concerned. — Lectures partly dealing with the work of the Organisation given by Mr. Manoilesco, Minister of Industry, Mr. Trancu-Jassy, former Minister of Labour, Mr. Enesco, Director-General of Social Insurance, Mr. Demetrosco, Secretary-General of the Ministry of Labour. — Letters received, 345; despatched, 433.

Salvador. — Not represented at the Fourteenth Session. — Letters received, 18; despatched, 33.

Siam. — One Government delegate to the Conference. — Letters received, 75; despatched, 23.


Spain. — Complete delegation to the Conference: four delegates, one substitute Government delegate, eleven advisers. — Represented on the Governing Body by a Government member and a workers' deputy member. — Ratification of the Convention concerning minimum wage fixing machinery. —
Statement that reforms in the system of corporations to be submitted to the next Parliament. — Creation of the Social Culture Institute to which is attached the Madrid Social School. — Letters received, 790; despatched, 839.

Sweden 1. — Complete delegation to the Conference: four delegates, five advisers, including one woman. — Represented on the Governing Body by a Government member and a workers' member. — Permanent delegate accredited to the Office. — Joint Commission in Sweden for ensuring liaison and publication of reports on the work of the Organisation and translations of Office publications. — Approval in principle by the Riksdag of Government proposals to ratify the Convention concerning the protection against accidents of workers employed in loading or unloading ships, and not to ratify for the moment the Convention concerning the marking of the weight on heavy packages transported by vessels, the Government being nevertheless requested to pursue the study of this question. — The Swedish Confederation of Trade Unions continues to further popular knowledge of the work of the Organisation, and has paid for publication of the illustrated commemorative album in Swedish. — A permanent correspondent maintained at Geneva by the Swedish workers' movement (Confederation of Trade Unions and social-democratic press). — Letters received, 347; despatched, 481.

Switzerland. — Complete delegation to the Conference: four delegates, ten advisers, including one woman. — Represented on the Governing Body by an employers' deputy member and a workers' deputy member. — A Federal Bill on the weekly rest, intended to permit ratification of the Convention on the weekly rest in industrial undertakings, adopted by the National Council and referred to the Council of States. The Conventions adopted at the Twelfth Session of the Conference submitted to the Federal Assembly. The Federal Council approved in principle the Convention concerning the marking of the weight on heavy packages transported by vessels and will propose to the Federal Assembly that Switzerland should become a party to the Convention so soon as it knows the attitude of States in which the principal ports of embarkation for Swiss overseas trade are situated. Proposed not to adhere to the Convention concerning the protection against accidents of workers employed in the loading or unloading of ships, as this has no interest for Switzerland. — The Federal Labour Office transformed into a Federal Office of Industry, Arts, Trades and Labour. — A movement for the protection of young workers organised by private associations such as Pro Juventute. — Letters received, 6,863; despatched, 4,384.

Uruguay. — Complete delegation to the Conference: four delegates. — National Labour Office of Uruguay represented for liaison with the International Labour Office by the Consul-General of Uruguay in Geneva. — Senate approved ratification of the Conventions adopted at the first three sessions of the Conference with the exception of those relating to the work and protection of women. Reference back to the Chamber of Deputies, as the vote in the Senate modified the ratifications as previously approved by the Chamber. Parliament requested by the Government to approve the Conventions adopted at the Eleventh and Twelfth Sessions of the Conference. Conventions concerning forced or compulsory labour and the regulation of hours of work in commerce and offices submitted to Parliament. — Letters received, 54; despatched, 76.

Venezuela. — Two Government delegates to the Conference, and one adviser. — Letters received, 26; despatched, 38.

Yugoslavia. — Complete delegation to the Conference: four delegates, three substitute delegates, five advisers. — Represented on the Governing Body by an employers' deputy member. — Permanent delegate accredited to the League of Nations and the Office. — Bills on the Conventions concerning the marking of the weight on heavy packages transported by vessels and the

1 See also "Northern Countries".

2
protection against accidents of workers employed in loading or unloading ships submitted to the competent authority. Competent authority decides against ratification of the Conventions concerning simplification of inspection of emigrants on board ship, sickness insurance for agricultural workers, and minimum wage fixing machinery. — Visit of the Director. — Letters received, 208; despatched, 229.

Relations with Non-Member States. — Most of the States which are not Members of the International Labour Organisation maintain relations with it, exchange information or publications with the Office, or are, in some cases, unofficially represented at the Conference. Notes are given below on the co-operation of these States in the work of the Organisation and on the more important developments in labour matters which took place in them in 1930.

Ecuador. — In his last report to Parliament the Minister for Foreign Affairs referred to the necessity and advantages for Ecuador of associating itself with the work of the Organisation. Parliament approved the views expressed by the Minister, but did not take any decision as to official steps being taken to make Ecuador a Member of the Organisation. — Letters received by the Office, 5; despatched, 11.

Egypt. — Egypt's membership of the League of Nations, and consequently of the International Labour Organisation, still depends on the solution to be found for the constitutional questions through the negotiations which are taking place between the British and Egyptian Governments. By a Decree issued by the Minister of the Interior, a Labour Office has been created, with Mr. R. M. Graves at its head, for the purpose, inter alia, of carrying out legislation on industrial hygiene and the protection of children, as well as considerable investigations and enquiries for preparing a new body of labour legislation. — Letters received, 40; despatched, 64.

Iceland. — The Government of Iceland did not make the request for the admission of Iceland to the League of Nations which it was half expected might be made on the occasion of the millenary celebrations of the Alting (Parliament) in June 1930. For various reasons it was considered preferable not to raise the question on that occasion. However, at the beginning of the ordinary session in 1931, a Government Bill is to be submitted asking for the approval of the Alting for submitting the request for admission. — Letters received, 2; despatched, 9.

Mexico. — In 1930 Mr. Castro Leal, Mexican observer accredited to the League of Nations and to the Office, took part in the sittings of the Conference. On this occasion, representatives of the different groups in the Conference cordially expressed the hope that Mexico would, in the near future, co-operate in the work of the Organisation.

The draft Labour Code, which was submitted to the National Congress in July 1929, and which was commented on in last year's Report of the Director to the Conference, was not discussed in 1930. In view of the criticisms made of the draft, the Government of President Ortiz Rubio decided to prepare a new draft. The Minister of the Interior appointed a Committee for preparing this new draft, and this Committee submitted its findings to the Ministry of Industry, Commerce and Labour at the end of 1930. The draft in question will be confined to interpreting Article 123 of the Mexican Constitution of 1917, and to laying down the fundamental bases for applying the liberal labour principles included in the Constitution. In statements made on 20 December 1930 Mr. Ortiz Rubio expressed the hope that the new draft would be adopted in 1931. — Letters received, 48; despatched, 60.
Turkey. — The Turkish Republic, which is carrying on its work in the field of labour legislation, was unofficially represented at the Fourteenth Session of the Conference by H. H. Mehmed Munir Bey, who also attended the two previous Sessions as observer. — Letters received, 42; despatched, 49.

U.S.S.R. — The Office's relations with the U.S.S.R. remained stationary. The official attitude of the Soviet Government is always strictly negative with regard to the League of Nations and the International Labour Organisation. On the other hand, the exchange of publications which has been established for a considerable number of years continued to develop normally. Some scientific institutions, such as the Communist Academy and the Labour and Social Insurance Museum, have even sent requests to the Office for information and publications. — Letters received, 126; despatched, 242.

United States of America. — Definite developments took place in 1930 in relations between the Office and the United States of America. These relations were facilitated by the re-organisation of the American Consulate in Geneva, and close contact has been maintained with Mr. Prentiss-Gilbert, the Consul.

The Government of the United States officially participated in the Silicosis Conference, sending as its representative Assistant Surgeon-General A. E. Russell, of the U. S. Public Health Service. Dr. L. U. Gardner of the Trudeau Sanatorium, Saranac Lake, was also present as an expert. This is the first time since 1922 that the United States Government has participated in a Conference organised under the auspices of the International Labour Organisation.

Official co-operation also took place in the Ford-Filene enquiry. The statistical data for Detroit, which formed the entire basis of the enquiry, were prepared, in collaboration with the Office, by representatives of the Bureau of Labor Statistics and at its expense.

A considerable development also took place in the relations of the Office with various non-official organisations in the United States concerned with economic and industrial matters. The collaboration begun in 1927 with Industrial Relations Counselors Inc., of New York, was strengthened during 1930. In addition to maintaining Mr. Thomas G. Spates, a member of its staff, at the International Labour Office in a technical and advisory capacity in connection with subjects falling within the field of industrial relations, this organisation, early in 1930, made a gift to the Office of $12,000 to be devoted to the broad field of industrial relations research. Similarly, the Social Science Research Council continued its collaboration with the Office in technical studies in connection with comparative wage statistics. To this end, three members of one of its committees, Mr. H. Dennison, President of the Dennison Manufacturing Co., Professor Edwin F. Gay, of Harvard University, and Dr. Leo Wolman, Director of Research of the Amalgamated Clothing Workers of America, attended a conference of European statisticians convened by the Office at Geneva from 29 to 31 May. Again, representatives of the Committee of Governmental Labor Statistics of the American Statistical Association, who engaged during 1930 in research studies of employment offices and labour department statistics in several European countries, made the International Labour Office their headquarters.

In November and December 1930 Mr. H. B. Butler, Deputy-Director of the Office, made another journey to the United States and visited Washington, New York, Chicago and Philadelphia. By seeing people in authority in the capital and in the three other principal industrial cities, he obtained a general view of the industrial situation and the steps taken to deal with unemployment. He found in American official circles an evident desire for collaboration with the Office on all questions of a scientific character and an appreciation of the importance of international research and international action in the present crisis.

It may be said that as the result of the present depression there is a growing appreciation of the international position which the United States as a country with world-wide economic interests now occupies, and of the problems relating to the labour standards and purchasing power of other countries, which are
involved in the maintenance of its own prosperity. As the American Federation of Labor has expressed it: "we depend on foreign countries for an important part of our trade, and the fate of wage earners abroad is closely linked with ours".

As the analysis of the present crisis advances, there appears to be a growing realisation in the United States that its more deep-seated causes are to be found in international rather than local conditions, and that they cannot be isolated or dealt with successfully inside the frontiers of any single nation. — Letters received, 1,470; despatched, 1,238.
CHAPTER II

THE ORGANISATION AT WORK

Under Article 388 of the Treaty of Peace the International Labour Organisation includes (1) a General Conference of representatives of the States Members (the International Labour Conference), and (2) an International Labour Office under the control of a Governing Body.

THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Conference held its Fourteenth Session in 1930 (Geneva 10-28 June). This Session was attended by delegations from 51 States as against 50 States for the Twelfth (General) Session in the previous year, the number of delegates and advisers being respectively 156 and 232\(^1\). This is a record figure.

As at previous Sessions, the Conference had to deal with a number of objections against the credentials of employers’ and workers’ delegates. Six objections were submitted to the Credentials Committee against the credentials of the Greek employers’ delegate and the workers’ delegates of Portugal, Brazil, Italy and Latvia, and against the nomination of an adviser to the Swiss workers’ delegate. On the proposal of the Credentials Committee, however, the credentials of these representatives were approved by the Conference.

Composition of delegations. — Out of the 51 delegations which took part in the Fourteenth Session, 33 were complete in accordance with the provisions of the Treaty, i.e., they included employers’ and workers’ delegates in addition to two Government delegates. In 1928 there were 35 complete delegations out of the total of 46, and at the general Session in 1929, 35 out of 50.\(^1\)

\(^1\) These figures, totalling 388, include substitute delegates and substitute advisers.
The following table shows the figures for each year:

<table>
<thead>
<tr>
<th>Session</th>
<th>Number of States represented by complete delegations</th>
<th>Number of States represented by one or more Government delegates only</th>
<th>Number of States represented by incomplete delegations composed otherwise</th>
<th>Total number of States represented</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington, 1919</td>
<td>24</td>
<td>14</td>
<td>2</td>
<td>40</td>
</tr>
<tr>
<td>Genoa, 1920</td>
<td>16</td>
<td>7</td>
<td>4</td>
<td>27</td>
</tr>
<tr>
<td>Geneva, 1921</td>
<td>25</td>
<td>14</td>
<td>0</td>
<td>39</td>
</tr>
<tr>
<td>Geneva, 1922</td>
<td>20</td>
<td>17</td>
<td>2</td>
<td>39</td>
</tr>
<tr>
<td>Geneva, 1923</td>
<td>23</td>
<td>16</td>
<td>3</td>
<td>42</td>
</tr>
<tr>
<td>Geneva, 1924</td>
<td>24</td>
<td>14</td>
<td>2</td>
<td>40</td>
</tr>
<tr>
<td>Geneva, 1925</td>
<td>29</td>
<td>13</td>
<td>4</td>
<td>46</td>
</tr>
<tr>
<td>Geneva, 1926 (Ordinary Session)</td>
<td>28</td>
<td>8</td>
<td>3</td>
<td>39</td>
</tr>
<tr>
<td>Geneva, 1926 (Maritime Session)</td>
<td>27</td>
<td>8</td>
<td>3</td>
<td>38</td>
</tr>
<tr>
<td>Geneva, 1927</td>
<td>32</td>
<td>8</td>
<td>3</td>
<td>43</td>
</tr>
<tr>
<td>Geneva, 1928</td>
<td>35</td>
<td>8</td>
<td>3</td>
<td>46</td>
</tr>
<tr>
<td>Geneva, 1929 (Ordinary Session)</td>
<td>35</td>
<td>13</td>
<td>2</td>
<td>50</td>
</tr>
<tr>
<td>Geneva, 1929 (Maritime Session)</td>
<td>22</td>
<td>9</td>
<td>3</td>
<td>34</td>
</tr>
<tr>
<td>Geneva, 1930</td>
<td>33</td>
<td>16</td>
<td>2</td>
<td>51</td>
</tr>
</tbody>
</table>

In 1930 thirteen women were nominated either as delegates or advisers, two of them being nominated as workers’ representatives. At the same Session the delegations from Great Britain, Latvia and Luxemburg were headed by the Ministers of Labour or Social Affairs in charge of the department dealing with labour questions. The British delegation was headed by the Rt. Hon. Margaret Grace Bondfield, M.P. The Danish Government was represented by its Finance Minister.

Work of the Conference. — The Conference had to consider the three following questions on its Agenda: Forced labour; Hours of work of salaried employees; Hours of work in coal-mines. It adopted a Draft Convention on each of the first two questions. On the third question, hours of work in coal-mines, the necessary two-thirds majority failed to be obtained by a few votes when the final vote was taken, and the Conference immediately decided to put the question on the Agenda of its next Session for reconsideration. The question will accordingly be reconsidered at the Fifteenth Session of the Conference, which is to open on 28 May 1931.

The Conference also had to deal with a number of proposals submitted by the Governing Body on different questions affecting the Standing Orders of the Conference. In particular, it made
certain amendments to the following Articles in the Standing Orders, i.e.: Article 7 (B) (3) relating to previous examination, by a sub-committee (of 9 members) of the Selection Committee, of resolutions other than those relating to items on the Agenda, Article 11 (4) and (5), relating to the use of non-official languages at the Conference, and Article 12 (7) and (8), concerning the depositing, etc., of resolutions other than those relating to items on the Agenda 1.

**THE GOVERNING BODY**

Under Article 393 of the Treaty of Peace the Governing Body of the International Labour Office consists of 24 members, 12 representing Governments (8 of these are appointed by the States of chief industrial importance), 6 elected by the employers' delegates to the Conference and the other 6 by the workers' delegates. The Governing Body is elected every three years.

In 1930 the Governing Body was composed as follows:

**Government Group:**
- Argentina: Mr. Cantilo. — Belgium: Mr. Mahaim. — Canada: Mr. Robertson. — France: Mr. Fontaine. — Germany: Mr. Weigert. — Great Britain: Mr. Lawson. — India: Sir Atul Chatterjee. — Italy: Mr. de Michelis. — Japan: Mr. Yoshisaka. — Poland: Mr. Sokal. — Spain: Count de Altea. — Sweden: Mr. Molin.

**Employers' Group:**
- Mr. Gemmill (South Africa). — Mr. Hodač (Czechoslovakia). — Mr. Lambert-Ribot (France). — Mr. Olivetti (Italy). — Mr. Vogel (Germany). — Mr. Forbes Watson (Great Britain).

**Workers' Group:**
- Mr. Johanson (Sweden). — Mr. Jouhaux (France). — Mr. Mertens (Belgium). — Mr. Moore (Canada). — Mr. Müller (Germany). — Mr. Poulton (Great Britain).

In addition the Governing Body included the following deputy members:

**Government Group:**
- Czechoslovakia: Mr. Brablec (deputy member for the representative of Poland). — Denmark: Mr. Vedel (deputy member for the representative of Belgium). — Finland: Mr. Mannio (deputy member for the representative of Spain). — Norway: Mr. Thorsen (deputy member for the representative of Sweden). — Rumänia: Mr. Raducanu (deputy member for the representative of France).

**Employers' Group:**
- Mr. Cort van der Linden (Netherlands). — Mr. Čurčin (Yugoslavia). — Mr. Fujita (Japan). — Mr. Gérard (Belgium). — Mr. Oersted (Denmark). — Mr. Tzaut (Switzerland).

Workers' Group:
Mr. Caballero (Spain). — Mr. Hueber (Austria). — Mr. Joshi (India). — Mr. Schürch (Switzerland). — Mr. Suzuki (Japan). — Mr. Zulawski (Poland).

Chairman of the Governing Body: Mr. Fontaine.
Vice-Chairmen: Mr. Lambert-Ribot, Mr. Poulton.

In 1930 Mr. Johanson, who was nominated by the Workers' group, occupied the seat which had become vacant by the death of Mr. Thorberg, Swedish workers' representative. The Canadian Government was represented by Mr. Robertson, Minister of Labour, in place of Mr. Heenan.

The Governing Body held the following Sessions: Forty-seventh Session, 4 to 8 February; Forty-eighth Session, 24 to 29 April; Forty-ninth Session, 5 to 7 June and also on 14 and 28 June; Fiftieth Session, 7 to 12 October.

These Sessions were held at Geneva, except the Forty-eighth, which took place at Paris at the invitation of the French Government, and the Fiftieth, which took place at Brussels at the invitation of the Belgian Government.

Amendment to Article 393 of the Treaty of Peace.—The Conference in 1922 adopted an amendment to this Article raising the number of Government representatives on the Governing Body from 12 to 16 and the number of representatives of the employers' and workers' groups respectively from 6 to 8. The amendment further provided that 6 out of the 16 seats in the Government group and 2 out of the 8 seats in each of the two non-Government groups were to be set aside for representatives of oversea countries. In order to come into force the amendment required to be ratified by three-quarters of the States Members and by all the States represented on the Council of the League of Nations.

Ratification did not make very rapid progress, but in 1929 only two more ratifications were required, those of Italy and Venezuela. Some of the members of the Council of the League are, however, elected every year, and two States which had ratified (Chile and Cuba) have been replaced by Peru (1929) and Guatemala (1930) which have not yet ratified. The number of countries whose ratification is required to bring the amendment into force is thus at present four, i.e. Guatemala, Italy, Peru and Venezuela.

The Office has continued negotiations with these four countries with the object of bringing the amendment into force, if possible, in sufficient time to allow the Governing Body to assume the enlarged form provided for by the amendment when the next election takes place in 1931. The negotiations have not, however,
up to the present produced any positive result. The States of Latin America represented on the Council of the League of Nations have taken no further steps, thus, it would appear, failing to recognise the special interest which that amendment presents for Latin America. As for Italy, the Director addressed an urgent appeal to that country in his 1930 Report, thinking that ratification by the only country with a permanent seat on the Council of the League of Nations which had not yet ratified would have very considerable influence in helping those countries which still hesitate to make up their mind. Italy has, however, informed the Office that the reasons which have hitherto prevented it from giving its definite adherence to the amendment still existed and that accordingly it could not for the present contemplate the possibility of ratification.

There is thus practically no prospect that the amendment to Article 393 will come into force in the near future, and the Conference will again be obliged to elect the Governing Body on the basis of the original Article 393. It is impossible not be deplore this further adjournment of a reform which was thought necessary in 1922, and which in view of the increase in the Governing Body's work and the growing interest shown in it by distant countries is still more urgent to-day. There can be no doubt but that the hopes which have been entertained among employers and workers, as well as among Governments, of an opportunity of direct collaboration in the work of the Governing Body will once more be disappointed. If this continues to be the case there is a danger that circles which had regarded the work of the Organisation with sympathy will in the end lose interest in it.

**COMMITTEES**

A list of the Committees of the International Labour Organisation, noting their present composition and the meetings which they held in 1930, is given below.

I. **Committees consisting of Members of the Governing Body**

In addition to its own regular committees (Standing Orders Committee, Finande Committee and Accommodation Subcommittee), which meet in connection with its Sessions, the Governing Body has set up a number of committees the members of which are selected exclusively from among the members of the
Governing Body itself, but some of which are empowered to consult experts if necessary.

1. **Finance Committee**

   **Chairman:** Mr. Arthur Fontaine.
   
   **Government Group:** Mr. Lawson; Mr. de Michelis; Mr. Weigert.
   
   **Employers' Group:** Mr. Forbes Watson; Mr. Olivetti; Mr. Vogel.
   
   **Workers' Group:** Mr. Jouhaux; Mr. Mertens; Mr. Poulton.

2. **Accommodation Sub-Committee**

   **Chairman:** Mr. Arthur Fontaine.
   
   **Government Group:** Mr. Lawson.
   
   **Employers' Group:** Mr. Tzaut.
   
   **Workers' Group:** Mr. Schürch.

3. **Standing Orders Committee**

   **Government Group:** Mr. Mahaim, Chairman; Mr. Riddell (substitute: Mr. Sokal); Mr. Yoshisaka (substitute: Count de Altea).
   
   **Employers' Group:** Mr. Forbes Watson; Mr. Lambert-Ribot; Mr. Oersted; Mr. Olivetti.
   
   **Workers' Group:** Mr. Jouhaux; Mr. Müller; Mr. Poulton; Mr. Schürch;

4. **Unemployment Committee**

   On the proposal of Mr. Schürch, Workers' deputy member, the Governing Body decided at its Fiftieth Session to ask its Unemployment Committee to make a thorough study of the causes of the unemployment crisis and the possible remedies. The number of members of the Committee was increased for this purpose from three to twelve, and it was authorised to consult experts.
   
   The present composition of the Committee is as follows:
   
   **Government Group:** Mr. Lawson; Mr. de Michelis; Mr. Weigert; Mr. Yoshisaka.
   
   **Employers' Group:** Regular members: Mr. Cort van der Linden; Mr. Lambert-Ribot; Mr. Olivetti; Mr. Vogel. — Substitutes: Mr. Curčín; Mr. Gérard; Mr. Forbes Watson; Mr. Miyajima.
   
   **Workers' Group:** Regular members: Mr. Jouhaux; Mr. Müller; Mr. Poulton; Mr. Schürch. — Substitutes: Mr. Mertens; Mr. Johanson.

5. **Committee on Social Charges**

   **Government Group:** Mr. Cantilo (substitute: Mr. Yoshisaka); Mr. Weigert.
   
   **Employers' Group:** Mr. Hodać; Mr. Forbes Watson.
   
   **Workers' Group:** Mr. Johanson; Mr. Müller.

   The second session of this Committee took place on 13 and 14 October 1930. It submitted proposals to the Governing Body
for defining the scope of the study on social charges in the various countries. It recommended that the information collected should be published in the form of a Directory of social services.

In addition to the six members of the Governing Body of whom the Committee is composed, the following experts attended the session:

- Mr. Jaroslav Janko, Adviser to the Ministry of Social Welfare (Czechoslovakia).
- Mr. F. Zeuthen, Assistant Chief of Section in the Ministry of Social Affairs (Denmark).
- Mr. F. J. Dreyfus, Director in the National Social Insurance Office (France).
- Sir Walter Kinnear, K.B.E., Controller of the Insurance Department, Ministry of Health (Great Britain).
- Mr. A. Anselmi, Secretary-General of the Grand Council of Corporations (Italy).
- Mr. Alf. Frydenberg, Secretary in the Ministry of Social Affairs (Norway).
- Mr. Hermann Horowitz, Director in the General Institute for Mutual Insurance (Poland).
- Mr. Olof André Akesson, Chief Insurance Inspector, Ministry of Social Affairs (Sweden).

6. Committee on Conditions of Work in the Textile Industry

**Government Group:** Sir Atul Chatterjee; Mr. Lawson; Mr. de Michelis; Mr. Yoshisaka.

**Employers' Group:** Mr. Forbes Watson (substitute, Mr. Khaitan); Mr. Fujita (substitute, Mr. Miyajama); Mr. Hodač (substitute, Mr. Ćurcin); Mr. Olivetti.

**Workers' Group:** Mr. Caballero; Mr. Jouhaux; Mr. Müller, Mr. Poulton.

No meeting took place in 1930.

7. Committee on Cost of Living and Wages Statistics

This Committee was originally set up to consider under what conditions the Office could accept a sum of money which had been offered it in order to meet the expenses of an enquiry into real wages and the cost of living in the various industrial countries. It at that time consisted of three members of the Governing Body.

The Governing Body at its Forty-ninth Session instructed the Committee to supervise the work of the Office on the general problem of cost of living and wages statistics. The number of members was raised to twelve in order to enable it to deal with this wider question.

The Committee is now composed as follows:

**Government Group:** Mr. Riddell; Mr. Lawson; Mr. Sokal; Mr. Weigert.

**Employers' Group:** Mr. Forbes Watson; Mr. Oersted; Mr. Lambert-Ribot; Mr. Vogel; **Substitutes:** Mr. Balella; Mr. Vanek.

**Workers' Group:** Mr. Jouhaux; Mr. Mertens; Mr. Poulton; Mr. Zulawski.

The Committee met in its enlarged form on 4 and 5 December 1930. It adopted a report recommending various measures for improving international comparisons of wages.
8. Committee on Conditions of Work in the Coal-Mining Industry

Government Group: Mr. Lawson; Mr. Sokal; Mr. Weigert.
Employers' Group: Mr. Forbes Watson; Mr. Lambert-Ribot; Mr. Vogel.
Workers' Group: Mr. Jouhaux; Mr. Müller, Mr. Poulton.

No meeting took place in 1930.

9. Committee on Correspondents' Offices

Government Group: Mr. Lawson; Mr. Yoshisaka.
Employers' Group: Mr. Curcin; Mr. Olivetti.
Workers' Group: Mr. Mertens; Mr. Schürch.

This Committee met on 13 March 1930. The conclusions which it submitted to the Governing Body enabled the latter to define the conditions under which the system of correspondents' offices and national correspondents could be extended subsequently.

10. Committee on the Language Question

Government Group: Count de Altea; Mr. Lawson; Mr. Mahaim; Mr. Weigert.
Employers' Group: Mr. Curcin; Mr. Oersted; Mr. Olivetti; Mr. Vogel.
Workers' Group: Mr. Johanson; Mr. Jouhaux; Mr. Müller; Mr. Schürch.

No meeting took place in 1930.

11. Preparatory Sub-Committee on Handicraftsmen

Government Group: Mr. de Michelis.
Employers' Group: Mr. Oersted.
Workers' Group: Mr. Johanson.

The first meeting took place on 31 January 1930.

II. Mixed Committees consisting of Members of the Governing Body and Experts or Representatives of other Institutions

1. Joint Maritime Commission

Chairman: Mr. Arthur Fontaine.

Regular members:
Governing Body:
(a) Employers' Group: Mr. G. Olivetti; Mr. J. Lecocq (substitute).
(b) Workers' Group: Mr. E. L. Poulton; Mr. Hermann Müller (substitute).
Shipowners: Mr. Brunelli (Italian). — Mr. E. Deckers (Belgian). — Mr. Cuthbert Laws (British). — Mr. Kojiro Matsukata (Japanese). — Mr. Fr. Odfjell (Norwegian). — Mr. Hans Rehmke (German). — Mr. P. de Rousiers (French).
Seamen: Mr. Brandt (Belgian). — Mr. Ehlers (French). — Mr. Edo Fimmen (Netherlands). — Mr. J. Henson (British). — Mr. F. Kohler (German). — Mr. S. Lundgren (Swedish). — Mr. Mahlman (Belgian).
Deputy members:

Shipowners: Mr. A. J. M. Goudriaan (Netherlands). — Mr. E. de Cortina y Arleta (Spanish).

Seamen: Mr. François Mas (French). — Mr. T. Narasaki (Japanese).

No meeting was held in 1930.

2. **Mixed Advisory Agricultural Committee**

Representatives of the Governing Body of the Office.

**Government Group:** Mr. Arthur Fontaine; Count de Altea; Mr. W. Riddell (substitute).

**Employers’ Group:** Mr. Hodač; Mr. Oersted.

**Workers’ Group:** Mr. Müller; Mr. Schürch.

Representatives of the Permanent Committee of the International Institute of Agriculture: Mr. de Michelis (Italian). — Mr. Bilbao (Spanish). — Mr. Brebbia (Argentine). — Mr. Dop (French). — Mr. Hobson (United States). — Mr. Van Rijn (Netherlands).

Substitutes: Mr. Porn (Rumanian). — Mr. Rovira (Uruguayan). — Mr. de Vuyst (Belgian).

The fifth session of this Committee took place at Geneva on 9 and 10 December 1930. The Committee consulted a certain number of experts at this meeting.

3. **Migration Committee**

Representatives of the Governing Body of the Office

**Government Group:** Mr. Arthur Fontaine; Mr. Molin; Mr. Sokal; Mr. Yoshisaka.

**Employers’ Group:** Mr. Čurčin (substitute: Mr. Okolski); Mr. Gérard; Mr. Lambert-Ribot; Mr. Olivetti (substitute: Mr. Miyajima).

**Workers’ Group:** Mr. Jouhaux; Mr. Moore, Mr. Poulton; Mr. Zulawski.

Permanent Experts ¹: Mr. de Michelis (Italian). — Dr. Fernando Sanchez

¹ One of the permanent experts attached to this Committee, Mr. Variez, formerly Chief of the Migration Service of the International Labour Office, died in 1930. Mr. Variez, having reached the age limit, gave up his regular duties at the Office at the end of 1928. In 1919 Mr. Variez was appointed Director of the Labour Section in the Secretariat of the League of Nations, and in this capacity attended the First Session of the International Labour Conference at Washington. Shortly after, he left the Secretariat and entered the International Labour Office to take charge of the Unemployment and Migration Service. Mr. Variez was already a distinguished pioneer in this sphere. In Ghent, where he practised law and was subsequently a professor at the University, he founded an original system of unemployment insurance, which was widely imitated throughout the world and became famous as the Ghent system. Mr. Variez was an active member of the International Association for Labour Legislation from the time of its inception, and in 1910 he founded the International Association for the Prevention of Unemployment, with Mr. Léon Bourgeois as president and himself as secretary; after the war Mr. Variez was president of this Association until it was amalgamated with the International Association for Social Progress, of which he became a vice-president.

In the International Labour Office Mr. Variez was distinguished by his profound knowledge of labour problems, based on immediate experience, by his faith in the work, and by his inexhaustible enthusiasm and zeal.
de Fuentes (Cuban). — Miss Françoise de Bacourt (French). — Dr. Fritz Rager (Austrian).

At its first meeting held at Paris on 2 May 1930, the Committee drew up a scheme for the report which the Office has to prepare on the recruiting and placing of migrant workers.

4. Advisory Committee on Professional Workers

Representatives of the Governing Body of the International Labour Office

Government Group: Mr. de Michelis.

Employers' Group: Mr. Lambert-Ribot.

Workers' Group: Mr. Müller.

Representatives of the International Committee on Intellectual Co-operation:

Mr. Destrée (Belgian). — Mrs M. Curie-Sklodowska, substitute (French). — Mr. A. Einstein (German). — Miss K. Bonnevie, substitute (Norwegian).

Representatives of the International Confederation of Professional Workers:

Dr. V. Brdlik (Czechoslovak). — Mr. Gallié (French). — Mr. Lathan (British). — Mr. Rygier (Polish).

Representative of the International Federation of Journalists: Mr. Valot (French).

Representative of the German professional workers' organisations: (Seat not yet filled).

Representative of the Italian professional workers' organisations: Mr. Giacomo di Giacomo (Italian).

Representatives of professional workers of overseas countries: Dr. R. P. Paranjpye (Indian). — Dr. Inazo Nitobe (Japanese).

Representatives of the International Organisation of Industrial Employers: Mr. Lecocq (Belgian). — Mr. Olivetti (Italian).

This Committee did not meet in 1930, but its sub-committee on journalists met on 15 and 16 January 1930 to draw up a questionnaire concerning collective contracts of employment for journalists. The questionnaire is to be sent to experts in various countries, including both employers and journalists.

5. Correspondence Committee on Industrial Hygiene

Representatives of the Governing Body of the Office

Government Group: Mr. Molin.

Employers' Group: Mr. Gérard.

Workers' Group: Mr. Poulton.


Experts on questions of industrial fatigue: Mr. Forster (Czechoslovak). — Mr. F. Lee (United States). — Mr. J. S. R. Macleod (British). — Mr. Charles S. Myers (British). — Prof. M. L. Patrizi (Italian). — Mr. Rubner (German). — Mr. John Tait (Canadian). — Mr. D. R. Wilson (British).

The Committee held its fifth session from 5 to 7 May 1930. It discussed draft standard measures of hygiene and draft regulations for the prevention of anthrax infection in the hides and skins industry.

6. Correspondence Committee on Accident Prevention

Representatives of the Governing Body of the Office

Government Group: Count de Altea.

Employers’ Group: Mr. Tzaut.

Workers’ Group: Mr. Herman Müller.

Experts: Sir Gerald Bellhouse (British). — Mr. J. Caen (French). — Mr. L. Deladrière (Belgian). — Mr. Delauney (French). — Mr. Eichhorn (Polish) — Dr. Fischer (German). — Mr. Gorter (Netherlands). — Mr. H. Kresta (Czechoslovak). — Dr. Leymann (German). — Mr. R. B. Morley (Canadian). — Mr. F. Massarelli (Italian). — Mr. Neitze (German). — Mr. Onni A. Pyykkö (Finnish). — Major Henry A. Reninger (United States). — Mr. H. J. Scholte (Netherlands). — Mr. Stevenson Taylor (British). — Mr. Tzaut (Swiss). — Mr. G. Vandeweyer (Belgian). — Mr. Shunzo Yoshisaka (Japanese). — Dr. Zöller (German).

A meeting of experts belonging to this Committee took place from 11 to 13 December 1930. The Committee discussed a draft monograph on the manufacture and use of acetylene which had been submitted to it by the Office, and discussed the possibility of carrying out statistical enquiries concerning industrial accidents.

7. Committee on Automatic Coupling

Representatives of the Governing Body of the International Labour Office.

Government Group: Count de Altea.

Employers’ Group: Mr. Tzaut.

Workers’ Group: Mr. Schürch.

Members of the Committee


Employers’ Group: Dr. A. Ackermann (German). — Mr. Duchatel (French). — Mr. B. O. Ekman (Swedish). — Mr. Francisco Gomez Rojas (Spanish). —
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— Mr. Gutierrez, substitute (Spanish). — Mr. Jenkin Jones (British). — Mr. Riccardo Luzzatti (Italian). — Mr. de Tolnay (Hungarian). — Dr. R. Zehnder (Swiss).

Workers' Group: Mr. C. T. Cramp (British). — Dr. Grenczer (Hungarian). — Mr. A. Forslund (Swedish). — Mr. E. Held (Swiss). — Mr. H. Herrmann (German). — Mr. J. Jarrigion (French). — Mr. N. Nathans (Netherlands). — Mr. R. J. Tallon (Canadian).

Substitutes: Mr. V. Brodecky (Czechoslovak). — Mr. M. Issaief (Bulgarian). Mr. T. Gomez (Spanish). — Mr. K. Maxamin (Polish). — Mr. P. Moltmaker (Netherlands). — Mr. A. Schmidt (German). — Mr. J. Smeykal (Austrian).

This Committee held its first meeting on 2 and 3 June 1930, and decided to meet again in the beginning of 1931 in order to take note of the work which had been done by the International Railway Union. That body is making a study of the practical possibilities of introducing automatic coupling on the principal European railway systems.

8. Mixed Committee on Inland Navigation

Government Group: Count de Altea.

Employers' Group: Mr. Hodac. — Substitutes: Mr. Cort van der Linden; Mr. Curcin.

Workers' Group: Mr. Jouhaux.

Representatives of the Communications and Transit Organisation of the League of Nations: Mr. Sylvain Dreyfus; Mr. Seeliger; Mr. Winiarski.

No meeting was held in 1930.

9. Advisory Committee on Salaried Employees

Representatives of the Governing Body of the Office

Government Group: Mr. Weigert.

Employers' Group: (Seat not yet filled).

Workers' Group: Mr. Mertens.

Members representing salaried employees: Mr. Aufhäuser (German). — Mr. Brost (German). — Mr. Christophe (Belgian). — Mr. Hallsworth (British). — Mr. Horand (Swiss). — Mr. Klein (Czechoslovak). — Mr. Landi (Italian). — Mr. Raabe (Polish). — Mr. Rössiger (German). — Mr. G. J. A. Smit (Netherlands). — Mr. Tessier (French). — Mr. Bunji Suzuki (Japanese).

Members representing employers: (Two seats not yet filled).

10. Technical Committee on Glass Works

The Governing Body had before it at its Forty-seventh Session a proposal that the question of systems of rest in glass works should be placed on the agenda of the 1931 Session of the Conference. As a result of that proposal it asked the Office to collect information and prepare a report on the question, and authorised it to consult a small committee of specialists as soon as the preparatory work had reached a sufficiently advanced stage.
The Committee is composed as follows:

**Government Nominations**

*Representative of the Governing Body of the Office*: Mr. Yoshisaka.

*Experts*: Mr. Schmidt (Germany). — Mr. Wodon (Belgian). — Mr. William Williams (British). — Mr. Berthiot (French). — Mr. Malusardi (Italian). — Mr. Pokorny (Czechoslovak).

**Nominations of the Employers’ Group**

*Representative of the Employers’ Group of the Governing Body*: Mr. Oersted (Substitute: Mr. Vanek).

*Experts*: Mr. Baugnies (French). — Mr. Frachon, substitute (French). — Mr. de Benedetti (Italian). — Mr. Cornaz, substitute (Swiss). — Mr. Larson (Swedish). — Mr. Weinberg, substitute (Swedish). — Mr. Meigh (British). — Mr. Marchand, substitute (British). — Mr. Muhliger (Czechoslovak). — Mr. Otto Seeling (German).

**Nominations of the Workers’ Group**

*Representative of the Workers’ Group of the Governing Body*: Mr. Mertens.

*Experts*: Mr. Caprasse (Belgian). — Mr. Charles Delzant (French). — Mr. Emile Girbig (German). — Mr. John Stoke (British). — Mr. Karl Viktora (Czechoslovak). — Mr. G. Neumann, substitute (Czechoslovak).

*Expert nominated by the Director of the International Labour Office*: Mr. Fromm (German).

This Committee has not yet met.

### III. Committees of Experts

1. **Correspondence Committee on Social Insurance**

The Governing Body decided at its Forty-ninth Session to reorganise this Committee, the composition of which had ceased to correspond to present requirements, to give the Committee a more widely international character, and to include in it experts connected with the various branches of social insurance.

The following persons have been appointed:

2. Committee of Experts on Native Labour

Mr. Domingo de las Barcenas (Spanish). — Mr. Cayen (Belgian). — Prof. J. C. Chamberlain (United States). — Mr. Camille Lejeune (French). — Sir Selwyn Fremantle (India). — Mr. Nobubumi Ito (Japanese). — Lord Lugard (British). — Mrs. Marzorati (Belgian). — Mr. Merlin (French). — Mr. Pollera Orsucci (Italian). — Mr. von Rechenberg (German). — Mr. van Rees (Swiss). — Mr. Sampaio de Mello (Portuguese). — Mr. Taberer (South African).

At its meeting which took place from 15 to 17 May 1930, the Committee was consulted by the Office on the draft for a Convention concerning forced labour.

3. Committee of Experts on Article 408.


This Committee met from 3 to 5 April 1930, and considered 287 reports on the application of Conventions.

4. Technical Committee on Dockers

Mr. Broquaire (French). — Mr. Williams (British). — Mr. Winter (German).

The Committee held three meetings, from 27 to 29 October and from 26 to 30 November at Rotterdam and from 17 to
20 December 1930 at Geneva. It drew up model regulations intended to facilitate the application of the Convention concerning the protection against accidents of workers employed in the loading or unloading of ships which was adopted by the Conference at its Twelfth Session.

5. **Committee of Experts on Conditions of Work on the Principal European International Waterways**

*Experts nominated by the Employers' Group:* Mr. Cort van der Linden; Mr. Vogel; Mr. Vanek (substitute).

*Experts nominated by the Workers' Group:* Mr. Jouhaux; Mr. Rudolph.

*Experts nominated by the International Organisation for Communications and Transit:* Mr. Hostie (Belgian). — Mr. Chargueraud-Hartmann (French). — Mr. Richter (German).

*Independent Experts:* Mr. Eugène Botez (Rumanian). — Mr. Houpeurt (French). — Mr. Alfred Konopka (Polish). — Mr. Sitzler (German). — Dr. Westhoff (Netherlands).

The Committee held its first session from 29 September to 1 October 1930.

**THE INTERNATIONAL LABOUR OFFICE**

The International Labour Office is the permanent administrative body of the International Labour Organisation; the provisions for its working are contained in Articles 394 et seq. of the Treaty of Peace.

There was no change in its internal organisation in 1930; no new services were created and no services were abolished or changed. There were 399 permanent officials, distributed among four Divisions, which are composed of sections and services, under a Director, assisted by a Deputy-Director. On the other hand, at the end of the year the first stage of the administrative changes decided on by the Assembly of the League of Nations was carried out: revision of the staff regulations and regrading of the officials in the First and Third Divisions. There remain to be classified in 1931 officials holding positions of supervision and officials in the Second Division, for whom new grades are to be fixed by the Assembly in 1931.

**Decisions of the Assembly: The New Staff Regulations.** — The Staff Regulations define the general conditions of service of officials. Although the Assembly has more or less modified all these conditions the principal amendments were those relating to the nature of
the functions of officials, duration of contracts, rules of promotion, and protection against social risks (pensions, etc.).

The Assembly emphatically reaffirmed the international character of the staff and its complete independence, in the exercise of its functions, of any Government or authority external to the League. This fundamental principle was laid down at the inception of the international institutions, but the Assembly considered that its importance had been somewhat overlooked. It therefore decided not only to recall the principle, but to safeguard it by requiring every official, before entering the service of any of the League institutions, to give a solemn pledge to remain loyal to it. For similar reasons it decided to forbid any official during his term of service to be a candidate for office of a political character in his own country. The Assembly also laid stress on the principle of the equal right of all nationalities to obtain vacant posts in the international institutions, and it accordingly provided that too much importance should not be attached to a knowledge of the two official languages, so that French and British nationals might not enjoy privileged treatment.

The functions of officials being thus exclusively international, the Assembly considered that they should be given that permanency which is their necessary corollary. For the temporary seven-year contracts which had previously prevailed in the Secretariat of the League it substituted contracts limited in duration only by the age of admission (21 years) and the age of retirement (60 years). These long contracts will in future give officials the possibility of a career in the international institutions and free them from any need they have hitherto felt for maintaining relations with their national administrations. The body of officials governed by these long contracts will constitute the permanent and principal staff of the League of Nations. The latter will also continue to have a staff of temporary officials, which is more suitable for certain services, such as the information services, where a more frequent turnover of staff conduces to the best work, or for carrying out certain enquiries of limited duration.

The conditions of promotion have also been modified. The salary scale for each grade of post, i.e. member of section, interpreter,

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1 Before entering upon his duties, each official is to sign the following declaration: "I solemnly undertake to exercise, in conformity with Article 1 of the Regulations, in all loyalty, discretion and conscience, the functions which have been entrusted to me as an official of the Secretariat of the League of Nations (or of the International Labour Office or of the Permanent Court of International Justice)".
translator and précis writer, has been appreciably enlarged. The principal type of post, that of member of section, now allows of a much longer career, since it combines in one grade the previous grades of member of section B and member of section A. In order that officials may advance within this grade at a rate corresponding to their merits, the Assembly has provided for a special review of their work every seven years, and has empowered the administration on these occasions to accelerate or retard promotion within certain limits.

Protection against the risks of old age, invalidity and death was formerly provided for within somewhat narrow limits, by the Provident Fund. This Fund will continue in existence, as it has certain advantages for officials without family responsibilities and holding short-term contracts. Side by side with it, however, a Pensions Fund has been set up for permanent officials, who, as in national administrations, will thus become entitled to retiring and invalidity pensions. The scheme also provides for widows’ and orphans’ pensions.

The Assembly framed its proposals in the first place for the Secretariat. It then considered how far the arrangements proposed for the Secretariat staff could be applied to the staff of the Office and decided “that there was no essential reason why the conditions should not be made uniform.” It recognised, however, that the autonomous institutions had traditions of their own, and while recommending identical regulations, left it to the competent authorities to make whatever adjustment in the regulations was found necessary for the working of these institutions.

*The New Cadre.* — The Assembly has not only re-modelled the Staff Regulations; it has also modified the cadre of the institutions of the League. The new cadre consists of a permanent staff and a temporary staff. The posts are divided into new administrative grades, grouped in three divisions. The first division comprises the higher posts in the Directorate and officials responsible for preparatory documentation for, and carrying out, the decisions taken by the different bodies of the League; the second consists of the staff responsible for secretarial and current administrative work; and the third includes staff employed solely or mainly on manual work.

*National Offices and Correspondents.* — The system of National Correspondents’ Offices and Correspondents now comprises eight Offices (Berlin, Delhi, London, Nankin, Paris, Rome, Tokyo and Washington) and eight Correspondents (Brussels, Bucharest,
Budapest, Madrid, Prague, Rio de Janeiro, Vienna and Warsaw).

In 1930, a Correspondent's Office was set up in China under Mr. Chan. It has begun its work, in spite of certain material difficulties which obliged the head of the Office to remain temporarily at Shanghai, though the Chinese administrative departments are situated at Nankin.

During the year the International Labour Office suffered the loss of its Budapest Correspondent, Mr. Desiderius Pap. He has been replaced by his brother Mr. Geza Pap.

The Sub-Committee appointed by the Governing Body to study the whole question of National Correspondents has "unanimously recognised the value of the Correspondents' Offices and National Correspondents in providing for liaison with the countries concerned and acting as information centres by means of which the Office could rapidly obtain the information which it required." It recognised "that it would be desirable to contemplate an extension of the system of Correspondents' Offices and National Correspondents within the framework of the general development of the Office" and considered "that the appointment of a Correspondent at Belgrade and a Correspondent at Buenos Aires would meet the most urgent requirements". These two posts will be created in 1931.

Budget for 1931. — There are no special observations to make on the 1931 budget. As approved and transmitted to the Assembly by the Governing Body it totalled 8,573,047 francs, as compared with 8,552,011 francs in 1930.

It included a credit of 68,000 francs for annual increments under the Staff Regulations and a credit of 144,300 francs for the creation of 12 new posts. The Governing Body has also agreed to the creation of two new Correspondents' posts in Argentina and Yugoslavia and to some increase in the provision for Correspondents' Offices, in particular the Office in China, and for committees. A special credit of 45,000 francs was included to meet the cost of a preparatory maritime Conference. On the other hand, substantial reductions were made in the provision for the Conference, as compared with the 1930 budget. In addition, the estimated receipts from the sale of publications were appreciably larger and allowance was made for a substantial contribution from Brazil. Owing to these reductions and this increase in subsidiary items of revenue, the draft estimates for 1931 exceeded the 1930 budget by not more than 21,036 francs.

The Supervisory Commission made no cut in these estimates, and the Assembly added certain supplementary credits, including
in particular sums required for carrying out the new scheme of organisation and for regrading the staff. The budget for 1931 as finally passed by the Assembly was accordingly as follows:

Section I: Ordinary Expenditure

Chapter I: Sessions of the Conference and of the Governing Body

Chapter II: General services of the International Labour Office

Chapter III: Profit and loss on exchange

Section II: Capital Expenditure

Chapter IV: Buildings, permanent equipment, etc.

Section III: Unforeseen Expenditure

Chapter V: Unforeseen expenditure under Chapters I-IV.

Less:

(a) Estimated receipts from sale of publications
(b) Miscellaneous receipts
(c) Interest
(d) Brazilian contribution (1929)

Total

Net total

The International Management Institute

The International Management Institute was founded in 1927 by the Twentieth Century Fund, the International Labour Office and the International Scientific Management Committee. Its aim is to "promote the development of methods of scientific management as essential factors of economic stabilisation and social progress". It is composed of full Members (bodies paying a minimum annual contribution of 5,000 Swiss francs) and Associate Members (bodies or private individuals paying a minimum annual contribution of 100 Swiss francs). In 1930 the number of Members rose from 5 to 9, and of Associate Members from 240 to 588, drawn from 42 different countries. The Members and Associate Members receive the publications issued by the Institute, which supplies them on request with any documents it has available on problems of scientific management. They are also entitled to consult its library.

The work is divided among the Director and four sections: for publications, research, information, and administration respectively.
Control, which was held at Geneva from 10 to 12 July 1930, and which was attended by 197 persons representing 25 countries. Twelve introductory memoranda had been prepared by specialists, and gave rise to a valuable exchange of views and information.

Following on the Conference, groups have been formed in a number of countries for further discussion and study of the application of principles of budgetary control. In addition, the Institute was asked by the Conference to organise a number of international groups for the development of budgetary procedure in certain special trades. Two of such groups are already in being.

The Institute has continued its general work of international collaboration in the field of Rationalisation. In addition to the publication of its monthly Bulletin in English, French and German, it has issued seven special reports, in different languages. Members of its staff have given over 60 public lectures in different European countries. The number of requests for information forwarded to the Institute has risen continuously and averages more than 50 a month. The Institute has been asked to collaborate with the International Chamber of Commerce by providing a report on Distribution in Europe for the Congress of the Chamber to be held at Washington in 1931. The Director of the Institute, Mr. Urwick, has visited Austria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain, Latvia, Lithuania, Norway, Poland and Sweden. In a number of these countries which had previously no national organisation for scientific management, proposals to establish such an organisation are under discussion as a result of the Director's visit.

The Director of the Institute estimates that it can become self-supporting when its associate membership reaches about 5,000. He considers that, if the Institute can be provided with a contributed income not less than the present figure until the end of 1937, this result should be achieved.

Relations with the League of Nations

The International Labour Office maintains constant relations with the Secretariat of the League of Nations, and also collaborates with the various technical organisations set up by the League in addition to the ordinary administrative services of the Secretariat itself. A few examples of the collaboration which takes place are given below.
In addition, the Office is frequently able, owing to the cordial assistance which it always receives from the Secretariat, to act as an intermediary between committees of the League of Nations and the great international federations of workers. It is thus able to secure direct representation of the workers' federations at international meetings held under the auspices of the League, and also to inform the League of the opinion of the organised workers on questions which form the subject of international Conventions.

Economic Organisation. — (a) Economic Crisis. The Assembly of the League of Nations instructed the Economic and Financial Organisation to make a study of the present economic crisis and the means of dealing with it, and the causes of the recurrence of periods of prosperity and depression. It recommended that in connection with these investigations account should be taken of the results of the enquiry conducted by the International Labour Office into unemployment, and that in general there should be continuous co-operation between the organisations of the League and the Office on questions coming within their respective competence. "The Assembly regards such continuous co-operation as an essential factor in the rationalisation of international activities." The Governing Body of the International Labour Office at its Session in October 1930 considered the resolutions of the Assembly, and the Director stated that in the future, as in the past, the Office would neglect no opportunity of making the collaboration referred to as close and active as possible.

(b) Fluctuations in the Purchasing Power of Gold. — The Delegation of the Financial Committee which is entrusted with the study of the causes of fluctuations in the purchasing power of gold and their effect upon the economic life of the nations held two meetings in 1930 (10-17 June and 4-10 November). At the second meeting it took note of a memorandum of the Office on the relation between monetary fluctuations and unemployment.

(c) Coal. — At its Session in September 1929 the Assembly appealed to the International Labour Organisation to deal with those aspects of the coal problem which relate to conditions of labour. In pursuance of this request the Preparatory Technical Conference on Conditions of Work in Coal-mines met from 6 to 18 January 1930, with the result that the question of hours of work in coal-mines came before the Fourteenth Session of the International Labour Conference.

1 Cf. Director's Report to the Fourteenth Session of the Conference, 1930, p. 23.
The Second Committee of the Assembly of the League of Nations (September 1930) once more went into the matter. In its report, which was approved by the Assembly, it took note of the work done by the joint meeting of coal experts which was called by the Economic Committee immediately after the Assembly of 1929, and, in particular, of suggestions for an international organisation grouping together delegates representing the Governments, labour, industry and consumers, as well as for mitigating artificial measures affecting the production or distribution of coal. It did not, however, find it possible in existing circumstances to formulate definite conclusions, but considered it necessary "to await the further progress of the work which is proceeding under the auspices of the International Labour Office on the adoption of international measures about conditions of work, and, in particular, hours of work in coal-mines." It will be remembered that this last question has been again placed on the agenda of the Conference—i.e. the Fifteen Session which is to open in May 1931.

(d) European Union. — The Director's Report for 1930 referred to this question, and the Conference discussed it at some length at its Fourteenth Session. The Office has forwarded to the Secretary-General of the League of Nations a memorandum in which it defines its position with regard to the problem.

Health. — The Industrial Hygiene Service of the Office has continued to collaborate closely with the Health Section of the Secretariat of the League on two important questions, the disinfection of hides and skins and occupational cancer. Laboratory research on the disinfection of hides and skins has, as was stated in previous Reports, been continued more particularly in Italy. It must, however, be admitted that there is not much prospect of arriving at the desired practical results, in the near future at any rate. This is one of the most difficult problems of industrial hygiene, and a practical solution is still to seek.

Interesting information has been collected by the enquiry into the incidence of occupational cancer. A mixed sub-committee, consisting of a few experts of the League and the Office, held its first meeting at London in 1928 and established a scheme of work. The Industrial Hygiene Service of the Office at that time undertook to collect the necessary information on certain special points, viz. the incidence of cancer in the tar and pitch industry and in the textile industry (use of mineral lubricating oils). It completed this work in 1930. The Health Section of the Secretariat devoted special
attention to the incidence of cancer among workers in cobalt and radium mines. The information collected by the two organisations will appear in a joint publication of the Office and the League.

Protection of Children and Young Persons. — The Office has continued to collaborate with the two Committees of the Advisory Commission for the Protection and Welfare of Children and Young People.

At the sixth session of the Child Welfare Committee (Geneva, 9-16 April 1930), the representative of the Office submitted for the information of the Committee a report on those aspects of the work of the International Labour Organisation which appeared to be of special interest to the Child Welfare Committee (international labour Conventions concerning the employment of children; protection of children from forced labour; conditions of employment of children and young persons in non-industrial employment; effect of family allowances on child welfare; and employment of children in cinema studios).

The Committee decided that it would be valuable to study in various countries the social measures which are more directly concerned with the welfare of the illegitimate child. It accordingly requested the Secretariat to prepare a report on this subject, with the aid of members of the Committee and voluntary organisations and in collaboration with the Office.

At the ninth session of the Committee on the Traffic in Women and Children (Geneva, 2-9 April 1930), the representative of the Office submitted a report on those aspects of the work of the International Labour Organisation which appeared to be of special interest to the Committee (preparation for the second discussion, by the Conference, of seamen's welfare in ports; prohibition of soliciting and enticing seamen; prohibition of the employment of male or female attendants in public houses under a certain age; protection and placement of theatrical artistes).

Communications and Transit. — Further progress on the question of the international regulation of conditions of work of persons employed in inland navigation has been made through the meeting of a Committee of Experts composed of four representatives of the Governing Body of the Office, three representatives of the International Organisation for Communications and Transit, and five independent experts. The Committee's conclusions were all adopted unanimously, and as a result of its work it has been
possible to establish a scheme of investigation with a view to the regulation of conditions of work on the principal European rivers.

The Conference for the Unification of River Law, which was called by the Council of the League of Nations at the suggestion of the Advisory and Technical Committee on Communications and Transit, has requested the Office to be represented at its meetings. Some aspects of the work of the Conference, particularly those relating to maritime mortgages and liens, are of concern to persons employed in inland navigation.

The Office got into touch with the Secretariat of the Communications and Transit Organisation on the question of the exemption of seamen from the obligation to produce a passport, which question was raised by a resolution adopted at the Thirteenth Session of the Conference. The best means of giving effect to the suggestion of the Conference were considered by the two Organisations. The matter was laid before the Advisory and Technical Committee on Communications and Transit, which asked that reports on the question should be submitted to it. These reports will be discussed at one of the next meetings of the Committee. Similar action has been taken with regard to men engaged in inland navigation, in pursuance of a resolution of the International Chamber of Commerce.

*Mandates.* — The regular participation of the Organisation in the work of the Permanent Mandates Commission was maintained during 1930, when the Commission held three sessions, the two ordinary sessions and a special session devoted to Palestine.

*Slavery.* — The Office has followed with particular interest the discussions on the proposal submitted by the British delegation to the Assembly of the League of Nations (1930) to revive the Temporary Slavery Commission 1 in a permanent form and to establish an International Slavery Office in connection with it. The outcome of the discussions was that the Sixth Committee, before which the resolution was laid, wishing to give the present procedure another year’s trial, decided to adjourn the study of any possible modifications. In the meantime, it renewed its invitation to the States Members of the League and to non-Members to complete the information on slavery already submitted. The Assembly adopted the resolution of the Sixth Committee.

1 The Office was represented on this Commission, the report of which was submitted to the Assembly in 1925 and led to the adoption of the Slavery Convention.
Disarmament. — The mandate of the Mixed Committee which was set up under a resolution of the Council of the League of Nations dated 12 December 1925, to advise the Preparatory Committee for the Disarmament Conference on the economic aspects of the problems before that Committee, has now expired. The Committee included two members of the Workers' group and two members of the Employers' group of the Governing Body, the two latter acting in their personal capacity.

Calendar Reform. — The question of calendar reform, which has been before the League of Nations since 1924, is of concern to the International Labour Organisation for the following reasons. (1) Calendar reform would eliminate a cause of accidental variation in all monthly statistics which are of direct importance to the workers, more particularly the figures of production and output which are used as a basis for negotiations regarding labour contracts and certain measures concerning their execution. (2) It would provide those responsible for production with a more reliable basis for their calculations and would thus promote their endeavours to regularise industrial activity. Rationalisation of the calendar would thus do much to contribute to all other forms of rationalisation. (3) By making the days of the week fall regularly on certain fixed days of the month it would eliminate the possibility of a day's holiday being lost owing to the fact that it coincides with a Sunday.

In accordance with a request received from the Secretariat of the League and with resolutions adopted by the International Labour Conference and the Governing Body, the Office sent the workers' organisations a letter dated 1 February 1929 drawing their attention to the problem of calendar reform and to the suggestion made by the Assembly of the League that national committees of investigation should be set up.

The question has continued to arouse interest among the workers during the past year, as is shown both by articles which have appeared in the Press and by the fact that the workers' organisations have participated in the national committees which now exist in most countries. The question of calendar reform has been placed on the agenda of the Fourth General Conference on Communications and Transit which is to meet in October 1931.
CHAPTER III

RELATIONS

The International Labour Organisation needs external support for its work. It obtains such support in the first place from employers' and workers' organisations, which are constitutionally associated with its work, under the provisions of Part XIII. It also gets support from private organisations which make it their immediate aim to promote and spread a knowledge of the work of the Organisation or of the League. It is also helped by the big religious or charitable movements and different groups of individuals or interests which in some form or other are working for objects similar to those of Part XIII and which give their support in varying degrees to the work of social justice.

WORKERS' ORGANISATIONS

Workers' organisations are represented at the International Labour Conference and on the Office's Governing Body. At the Conference one of the four delegates of each State Member has to be nominated, as well as his advisers, in agreement with the industrial organisations which are most representative of the workpeople. In the Governing Body 6 of the 24 members are elected by the workers' delegates as a whole at sessions of the Conference at which the periodical elections of the Governing Body take place.

In practice, with the one exception of the Red International of Labour Unions, the Office maintains close relations with all the big international federations and also with the national organisations which are not affiliated to these federations. Some notes are given below on these various groups as well as on the trade union movement in overseas countries.

The International Federation of Trade Unions

This is the most powerful of the workers' organisations. It embraces 26 national federations, with a permanent secretariat at Amsterdam. In addition, there are 27 international trade secretariats with similar tendencies to those of the International Federation of Trade Unions.

The following table gives the available figures as to the membership of the national centres in the countries concerned.
MEMBERSHIP OF ORGANISATIONS AFFILIATED TO THE INTERNATIONAL FEDERATION OF TRADE UNIONS

<table>
<thead>
<tr>
<th>Country</th>
<th>Name of organisation</th>
<th>Membership end 1929</th>
<th>Membership end 1930</th>
</tr>
</thead>
<tbody>
<tr>
<td>Argentina</td>
<td>Confederacion Obrera Argentina, Buenos Aires</td>
<td>82,000&lt;sup&gt;1&lt;/sup&gt;</td>
<td>—</td>
</tr>
<tr>
<td>Austria</td>
<td>Bund der freien Gewerkschaften Oesterreich, Vienna</td>
<td>766,168</td>
<td>—</td>
</tr>
<tr>
<td>Belgium</td>
<td>Commission syndicale de Belgique, Brussels</td>
<td>528,380</td>
<td>—</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>Union des syndicats ouvriers en Bulgarie, Sofia</td>
<td>846</td>
<td>1,936</td>
</tr>
<tr>
<td>Canada</td>
<td>The Trades and Labor Congress of Canada, Ottawa</td>
<td>156,000</td>
<td>—</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>Odborové Sdruzeni Ceskoslovenské, Prague</td>
<td>554,074</td>
<td>—</td>
</tr>
<tr>
<td>Denmark</td>
<td>De Samvirkende Fagforbund i Danmark, Copenhagen</td>
<td>250,162</td>
<td>259,095</td>
</tr>
<tr>
<td>Estonia</td>
<td>Eestimaa Töölisühingute Keskliit, Talinn</td>
<td>5,713</td>
<td>—</td>
</tr>
<tr>
<td>Finland</td>
<td>Suomen Ammattiyhdistysten Keskusliitto, Helsingfors</td>
<td>25,000&lt;sup&gt;2&lt;/sup&gt;</td>
<td>26,734</td>
</tr>
<tr>
<td>France</td>
<td>Confédération générale du travail, Paris</td>
<td>640,790&lt;sup&gt;1&lt;/sup&gt;</td>
<td>—</td>
</tr>
<tr>
<td>Germany</td>
<td>Allgemeiner Deutscher Gewerkschaftsbund, Berlin</td>
<td>4,948,267</td>
<td>—</td>
</tr>
<tr>
<td>Great Britain</td>
<td>The Trades Union Congress, London</td>
<td>3,673,144</td>
<td>—</td>
</tr>
<tr>
<td>Greece</td>
<td>Confédération générale du travail de Grèce, The Piraeus</td>
<td>39,500</td>
<td>—</td>
</tr>
<tr>
<td>Hungary</td>
<td>Ungarländischer Gewerkschaftsrat, Budapest</td>
<td>124,000</td>
<td>—</td>
</tr>
<tr>
<td>Latvia</td>
<td>Zentralbüro der Gerwerkschaften Lettlands, Riga</td>
<td>23,556</td>
<td>—</td>
</tr>
<tr>
<td>Luxemburg</td>
<td>Commission syndic. de Luxembourg, Luxembourg-Gare</td>
<td>15,377&lt;sup&gt;1&lt;/sup&gt;</td>
<td>—</td>
</tr>
<tr>
<td>Memel</td>
<td>Gewerkschaftsbund des Memelgebietes, Memel</td>
<td>1,064&lt;sup&gt;1&lt;/sup&gt;</td>
<td>—</td>
</tr>
<tr>
<td>Netherlands</td>
<td>Nederlandsch Verbond van Vakvereenigingen, Amsterdam</td>
<td>—</td>
<td>553,456</td>
</tr>
<tr>
<td>Palestine</td>
<td>General Federation of Jewish Labour in Irez Israel, Tel Aviv</td>
<td>255,384</td>
<td>275,796</td>
</tr>
<tr>
<td>Poland</td>
<td>Zwiazek Stowarzyszen Zawodowych w Polsce, Warsaw</td>
<td>231,369</td>
<td>—</td>
</tr>
<tr>
<td>Rumania</td>
<td>Confederatia Generala a Muncii din România, Bucharest</td>
<td>44,421</td>
<td>27,390</td>
</tr>
<tr>
<td>Africa</td>
<td>Industrial and Commercial Workers' Union of Africa, Johannesburg</td>
<td>8,212</td>
<td>—</td>
</tr>
<tr>
<td>Spain</td>
<td>Union General de Trabajadores de España, Madrid</td>
<td>225,000</td>
<td>—</td>
</tr>
<tr>
<td>Sweden</td>
<td>Landsssekretariatet, Stockholm</td>
<td>508,107</td>
<td>553,456</td>
</tr>
<tr>
<td>Switzerland</td>
<td>Union Syndicale Suisse, Bern</td>
<td>186,701</td>
<td>—</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>Ujedinjeni Radnicki Sindikalni Savez Jugoslavije, Belgrade</td>
<td>24,326</td>
<td>31,438</td>
</tr>
</tbody>
</table>

<sup>1</sup> End 1928. <sup>2</sup> Affiliated 1930.
Despite the economic depression, the organisations affiliated to the International Federation of Trade Unions have, on the whole, not only maintained their membership but in several cases have improved upon the previous year.

The chief concern of these organisations in 1930 was the maintenance of existing labour standards. Issues such as the problem of the United Front with communist and extremist elements have receded for the time being to the background. Preoccupied by the economic crisis the workers' organisations have been at grips with immediate problems of wages and working hours, and this has led them to give more attention to purely economic questions.

The direction of labour desires in these matters was clearly revealed at the Congress of the International Federation of Trade Unions which was held at Stockholm from 7 to 11 July 1930. The Congress was attended by 250 delegates, representing 22 national trade union confederations in direct affiliation with the International Federation, and 27 international federations organised on the basis of industry or craft. Economic policy and social legislation were the chief items discussed, but the Congress also dealt with the important problems of trade union organisation and expansion.

Economic policy. — The draft economic policy adopted by the General Council of the Federation at Prague, in May 1929, was unanimously endorsed at Stockholm. The keynote of its demands is workers' supervision of the present economic system and recognition of the right of trade unions to participate in the managerial functions of industry. It also calls for the institution of an International Economic Office where economic problems can be treated and their solutions elaborated.

Joint Activities with the Labour and Socialist International. — The Executive Committee of the International Federation of Trade Unions, at the meeting where the carrying into effect of the Stockholm decisions was discussed, came to the conclusion that it was necessary to establish co-operation with the Labour and Socialist International for the realisation of the economic programme of the Federation. A joint ad hoc Committee was appointed, the Federation nominating its president and three vice-presidents to serve thereon. One of the functions of this Committee will be to draft statements of policy for the guidance of the workers' representatives who will attend meetings held under the auspices of the Economic Organisation of the League of Nations.
The Executive Committee also decided on a similar course of procedure with regard to unemployment and agreed to the appointment of a joint committee of the International Federation of Trade Unions and the Labour and Socialist International. This Joint Committee has held various meetings and in a declaration adopted at the conclusion of its labours stated that the most important task of the labour movement was to oppose wage reductions, because the increase in the productive capacity of industry and agriculture since the war had not been followed by a sufficient rise in wages "to increase the consumption of the masses to the same degree." It was absolutely necessary, stated the Joint Committee, to adjust hours of labour to this greatly increased productivity of labour. The Joint Committee further demanded financial support for the unemployed and short-time workers and urged that the labour movement should use its resources to defend unemployment insurance. Other demands were formulated aiming at the public control, with the collaboration of trade unions and co-operative societies, of monopolistic combinations, the transformation of the Bank for International Settlements into an organ of international credit policy, and cancellation, or at least reduction, of the sum of reparations and war debts.

Social Legislation. — Foremost among the points stressed for action at the Stockholm Congress was the need for an international regulation of working hours below 48 hours in the week, i.e. less than the standard stipulated in the Washington Convention. A demand was formulated on the initiative of the British Trades Union Congress for a 44-hour working week. The Congress declared that, in view of the great increase of production, the intensification of work and the growth of unemployment, it was necessary that steps be taken for the protection of the workers and that there was urgent need for reduction in the hours of work. The speedy establishment of the 44-hour working week as a step towards a further reduction of working hours was advocated; and the Executive Committee was asked to organise and direct a world campaign with this object in view. To this new demand was added a note of indignation at the failure of "most of the more important countries" to ratify the Washington Hours Convention.

The lead given at Stockholm in favour of a shorter working week has since been followed by the whole trade union movement. The Belgian trade union centre pledged itself to conform to any plan of action adopted by the International Federation. The British Trades Union Congress called upon the British Government
to introduce legislation, believing that the time was ripe for immediate effort to institute a normal working week of 44 hours. The centre in Czechoslovakia, where the Washington Convention has been ratified, demanded a further reduction of working hours as a partial remedy for unemployment. The French Confederation of Labour, endorsing the same standpoint, stated in a declaration, however, that the Stockholm demand would not run counter to trade union efforts to secure the ratification of the Washington Convention, as it was necessary to consolidate this essential reform on an international basis. The German centre went so far as to demand a 40-hour week for so long as the labour market is still over-burdened, with an obligation on employers to engage new labour in proportion to the shortening of working hours. Even more direct was the demand of the Austrian Federation of Trade Unions at a Conference held specially to discuss unemployment. It requested the International Federation of Trade Unions to propose to the International Labour Office that a Convention should be framed prescribing internationally a reduction of working hours from 48 to 40 in the week (in continuous processes 6 hours a day), without a reduction of wages.

Support of the policy of a shorter working week has also been readily forthcoming from the International Federations of Crafts and Industries, e.g. the Metal Workers', Printers', Factory Workers' and Transport Workers' Internationals.

Organisation of the International Federation of Trade Unions. — The report submitted to the Stockholm Congress by the Executive Committee revealed the continued existence of a state of war with the Red International of Labour Unions and those Communist elements which are seeking to graft themselves on to the trade union movement. Emphasis was placed on the failure of the strategic drive undertaken by the Red International of Labour Unions in Scandinavian countries: and Communist efforts elsewhere have not affected the solid foundations of the International Federation. No progress was reported with regard to the Federation's relations with the Pan-American Federation of Labor, which embraces the trade union movement of the United States of America. Despite the advocacy in America of "hemispheric trade union jurisdiction", no proposals appear to have been officially submitted for the consideration of the International Federation of Trades Union. On the other hand, the Federation can point to its expanding influence in Latin America as well as in countries like Japan and New Zealand: it has also been in the position of welcoming
as a reconstructed trade union federation the return of the most influential wing of the Finnish trade union movement. In India the schism of the trade union movement has led to the abandonment, at any rate for the time being, of an Asiatic trade union congress which was planned by Japanese and Indian trade unionists and which was to explore, *inter alia*, the possibility of linking up the forces of trade unionism in Asia with the Federation.

In this connection it may be noted that the Federation attaches great importance to the continuous contact it has established with a large number of unions and organisations in all parts of the globe through the medium of the annual sessions of the Conference.

Considerable discussion took place at Stockholm concerning the relations of the International Federation of Trade Unions with the International Federation of Christian Trade Unions. The delegation of the Trades Union Congress of Great Britain, where denominational trades unionism has never found any footing, asked that the attitude of the Federation should be defined in respect of the co-operation of workers' representatives, who were affiliated to the Federation, with the representatives of Christian and Fascist workers' organisations accredited to sessions of the International Labour Conference. The reply given was to the effect that for the vacancies on the Governing Body of the International Labour Office only representatives of unions belonging to the International Federation of Trade Unions and identically constituted organisations would be supported, but that delegates belonging to the Federation at the Conference would be left to decide on each occasion as to the composition of committees.

The most controversial of all the questions at the Stockholm Congress was undoubtedly that of re-organisation. It had been raised chiefly by the International Transport Workers' Federation, the largest of the autonomous industrial federations associated with the International Federation of Trade Unions, which demanded the re-organisation of the International Federation on the basis of the international industrial and craft federations as opposed to the present system of confederated national trade union centres. It was, however, no less a body than the British Trade Unions Congress which asked the Congress to instruct the Executive Committee to devise the details for a scheme of re-organisation on these lines. The Austrian trade union centre, for its part, desired to incorporate the autonomous industrial craft federations into the existing framework of the Federation. The Congress
hesitated to make a definite pronouncement, but instructed the Executive Committee to prepare a report for the next Congress.

National Federations. — Some notes are given below, for a number of countries, on the activities in 1930 of national centres which are affiliated to the Amsterdam Federation.

Belgium. — The Belgian trade union centre has pronounced against the granting of the exemptions provided for under the Belgian Eight Hours Act and urged the reduction of overtime to the utmost limit. It has also advocated the execution of large-scale public works, the creation of a national joint council to deal with factory inspection, the payment of old age pensions to workers reaching the age of 55 years, and holidays with pay for all employed persons.

Czechoslovakia. — The Czechoslovak trade unions have renewed their efforts to secure ratification of international labour Conventions. They have pressed for the raising of the school-leaving age, the extension of post-primary education and vocational guidance, and an immediate reduction of hours of work of young persons to 44 in the week and later to 36, including school attendance.

Denmark. — The Danish Confederation of Trade Unions has endeavoured to obtain paid workers' holidays by negotiation with the employers. The Confederation has also taken action to strengthen the Danish Factories Act with the object of giving factory inspectors greater powers than at present prescribed by law.

Finland. — The Socialist elements have definitely detached themselves from the old Confederation on account of its Communist bias and have formed themselves into a new Confederation of Trade Unions. This new Confederation has recommended its constituent unions to join their representative international craft or industrial federations, and has already established close collaboration with the confederations of trade unions in Scandinavian countries. It will take part in the work of the International Labour Organisation and nominate workers' representatives to the Conference.

France. — The General Confederation of Labour has championed the principle underlying the new Social Insurance Act, although it has urged speedier measures for a normal and regular administration. The strike movement against the prescribed deductions from wages was settled in the metal industry by an increase in wages, but in the textile industry a widespread stoppage of work took place. After long negotiations the unions affiliated with the General Confederation of Labour and the Christian trade unions succeeded in obtaining a reimbursement of workers' insurance contributions.

The Confederation convened in February 1930 a Conference of North African trade unions. This Conference examined the possibility of applying the French Eight Hours Act to Algeria, Tunisia and Morocco, and urged the French Administration to issue regulations for trades not yet embraced by the Act. It also made practical suggestions for the application to natives of the French Social Insurance Act, for factory inspection, freedom of association, the right to strike, education, etc.

Germany. — The German trade union movement has again had to bear the brunt of a concentrated attack by Communist dissenters, which does not appear to have had much success. The Executive Committee of the General Federation of German Trade Unions, confronted with an ever-growing volume of unemployment, has not merely subscribed to a policy of shorter working hours but has also reiterated its demand for a cancellation of international war debts. The scope of the crisis as it is affecting Germany may be appreciated by the experience of the German Factory Workers' Union which is affiliated to the General Federation, and which, in the year ending 30 September 1930, was involved in no less than 253 wage movements.
An important stoppage occurred in October 1930 in the Berlin metal industry. A wage reduction was imposed as the result of arbitration proceedings. Its justification was "to alleviate the economic crisis by lowering the cost of production".

The General Federation has made an important contribution to workers' education by opening in May 1930 a new trade union school at Bernau, where rank and file trade union members will have facilities afforded them for tuition in economics, sociology, labour legislation and trade union organisation.

Great Britain. — The year 1930 was one of great activity for the British trade union movement. It has presented, in conjunction with the representative group of employers who were concerned with the original Turner-Mond negotiations of 1927, a final report dealing with industrial re-organisation and industrial relations. Although the agenda of the original conference has not been entirely covered, nevertheless it has led to the establishment of machinery for consultation on agreed questions between the National Confederation of Employers' Organisations and the Federation of British Industries on the one hand and the Trades Union Congress on the other.

At Nottingham, where the last session of the Trades Union Congress was held, it was noted with satisfaction that the British Government had given a prominent place in its legislative programme to the Bill to ratify the Washington Hours Convention. This the Congress regarded as a necessary complement to an effort to secure a normal working week of 44 hours to meet the displacement of workers caused by rationalisation. In this last connection the Congress also advocated the introduction of State pensions for persons of 65 years of age and over, in order to provide avenues of employment for younger workers.

Further, the Congress decided against legislation for the introduction of family allowances, the opinion prevailing that such allowances spent individually by mothers would not be so effective as collective expenditure devoted to improved social services.

Hungary. — The Hungarian Federation of Trade Unions at its Ninth Congress held at Budapest in March 1930 formulated a demand for unemployment insurance and asked for a survey to be made in order to determine the possibility of employing more labour by introducing a working week of less than 48 hours. A question of foremost importance to the Hungarian trade unions is the right of coalition, and they are also using their efforts to obtain the right of republication of trade union journals.

Irish Free State. — In March 1930 the Irish Labour Party and Trade Union Congress transferred its political activities to a separate organisation, the Irish Labour Party, and reverted to the title of Irish Trade Union Congress adopted when it began its career nearly forty years ago. It was anticipated that the change would strengthen rather than weaken the organisation on the trade union side and this has proved to be the case, one of the first results being the re-affiliation of the National Union of Seamen, which had withdrawn because of its unwillingness to participate in political activity. The change may also prove eventually to have facilitated closer contact with the international trade union movement, but though the Irish Trade Union Congress maintains close contact with the International Federation of Trade Unions, it remains at present unaffiliated to any trade union international.

Netherlands. — The Netherlands Federation of Trade Unions celebrated at the end of 1930 the 25th anniversary of its foundation.

By the introduction of the Sickness Insurance Act on 1 March 1930 the trade unions have assumed new and important administrative functions. The newly formed Sickness Provident Council, moreover, consists of representatives of the trade union movement.

In accordance with a decision of the Netherlands Federation a trade union commission of enquiry will proceed to the Dutch East Indies in the spring of 1931 to study the labour and social problems of these colonies.

Palestine. — The General Federation of Jewish Labour celebrated in 1930 the tenth anniversary of its foundation. Help has been given by the
Federation to Arab workers in dispute with their employers. The recurrent problem of the displacement of Jewish workers in the agricultural colonies by cheaper Arabs, however, has again been in evidence, and, while the relations between the workers of the two races are often markedly friendly and there has been much discussion of the general question of Arab-Jewish relations, it cannot be said that agreement has yet been reached on the policy to be adopted in this difficult field.

The setting up of a special secretariat to deal with the housing of urban workers shows how the Federation's activities extend much beyond those of an ordinary trade union.

In September 1930 a conference of delegates from most European countries and the United States of America convened at Berlin by the General Federation established a World League of Labour Palestine, for the purpose of disseminating information and organising support throughout the labour movement generally.

Sweden. — The Swedish Confederation of trade unions has devoted attention to the development of workers' education and voted important sums to assist pupils to attend the trade union school at Brunnsvik. The Swedish Confederation and the Swedish Co-operative Union have participated in the preference stock of the Swedish Tobacco Monopoly Company. This is not merely due to the fact that the investment may be considered specially advantageous, but also to the possibility of realising in this way a demand of the trade union concerned for facilities to participate in the management of the monopoly.

Switzerland. — During 1930 the Swiss Confederation of Trade Unions reached the 50th anniversary of its foundation. The Congress of the Confederation where the anniversary was celebrated desired that further action be taken to obtain amended legislation fixing the weekly rest period, fuller protection against occupational diseases and the introduction of statutory annual holidays for workers. It also voiced a protest against the delay in ratifying the Washington Hours Convention.

**International Federations of Crafts and Industries**

((International Trade Secretariats))

As has already been stated, there are, in addition to the national centres, a considerable number of international federations of crafts and industries (International Trade Secretariats).

**Membership of International Trade Secretariats**

((Orientation, I.F.T.U., Amsterdam))

<table>
<thead>
<tr>
<th>Secretariat</th>
<th>Membership end 1929</th>
<th>Secretariat</th>
<th>Membership end 1929</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bookbinders</td>
<td>92,000</td>
<td>Painters</td>
<td>250,303</td>
</tr>
<tr>
<td>Building operatives</td>
<td>1,009,771</td>
<td>Post, telegraph and telephone workers</td>
<td>414,952</td>
</tr>
<tr>
<td>Clothing workers</td>
<td>256,839</td>
<td>Pottery workers</td>
<td>146,676</td>
</tr>
<tr>
<td>Diamond workers</td>
<td>23,891</td>
<td>Public services</td>
<td>513,358</td>
</tr>
<tr>
<td>General factory workers</td>
<td>595,000</td>
<td>Salaried employees</td>
<td>779,729</td>
</tr>
<tr>
<td>Food and drink trades</td>
<td>382,400</td>
<td>Stone workers</td>
<td>128,774</td>
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<tr>
<td>Glass workers</td>
<td>98,676</td>
<td>Teachers</td>
<td>105,000</td>
</tr>
<tr>
<td>Hairdressers</td>
<td>9,572</td>
<td>Textile workers</td>
<td>913,379</td>
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<tr>
<td>Hat workers</td>
<td>36,500</td>
<td>Tobacco workers</td>
<td>130,946</td>
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<tr>
<td>Hotel workers</td>
<td>73,700</td>
<td>Transport workers</td>
<td>2,250,000</td>
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<tr>
<td>Land workers</td>
<td>332,340</td>
<td>Typographical workers</td>
<td>188,487</td>
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<tr>
<td>Leather workers</td>
<td>314,152</td>
<td>Wood workers</td>
<td>1,000,000</td>
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<tr>
<td>Lithographers</td>
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<tr>
<td>Metallurgical workers</td>
<td>1,841,389</td>
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<td></td>
</tr>
<tr>
<td>Miners</td>
<td>1,700,000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 End of 1928.
International Transport-Workers' Federation. — This organisation has a membership of nearly 2½ millions. It has made remarkable progress in overseas countries: new affiliations include the Japan Seamen's Union, the four transport workers' organisations in Trinidad, the Native Railway-Workers' Union in the Dutch East Indies, the Cuban Federation of Dockers and Seamen, and the British India Quartermasters' Union. The Federation, moreover, has resolved to establish secretariats in the Far East and South America, and has levied its European membership to meet the cost of this organisational effort.

Parallel with this development is the ramification of the activities of the Federation. Although it is the standing practice of the Federation to hold sectional conferences of various categories of transport workers in conjunction with its Congress, this practice was extended to other sectional conferences in 1930. This was the case, for example, with the railway workers. The railwaymen's organisations affiliated with the I.T.F asked to be represented at the Conference of the International Railway Association (Madrid, May 1930), which is a body representing State and private railway undertakings; but this request was refused in the great majority of cases. The I.T.F. therefore convened an International Conference of Railway Workers to deal with the items on the agenda of the International Railway Conference from the standpoint of the workers. The decisions of the workers' conference covered road transport competition, participation of the workers in management, vocational training and rationalisation. The secretariat of the I.T.F. was also instructed to take action to secure the establishment of a permanent international body to deal with questions of mutual interest to railway administrations and their staff, and the International Labour Office was invited to convene a conference of the employers, workers and Governments concerned to decide the problems which would be suitable for such discussion.

A feature of the Congress of the I.T.F. held in London during September 1930 was the presence of Japanese and Indian workers' delegates. This was facilitated by the contacts made and negotiations conducted by representatives of the I.T.F. during sessions of the International Labour Conference.

The Congress divided itself into the customary sectional conferences of railway workers, dock and waterside workers, tramway workers, inland waterway workers, seamen and motor drivers. The railwaymen's conference endorsed the collaboration of the I.T.F. with the International Labour Office on the subject of automatic couplings. The dockers' conference received detailed reports concerning the progress of ratification of the Convention concerning the protection against accidents of workers employed in loading or unloading ships, and decided to renew its efforts to induce the Governments concerned to ratify this Convention. The tramwaymen's conference recommended the appointment of a committee to draft an international programme of technical, legal and social demands. The inland waterway workers' conference reviewed the work of the Joint Committee of the League of Nations Committee for Communications and Transit and the International Labour Office, and expressed the opinion that wages, working hours, social legislation and possibly the question of safety were ripe for international discussion. The seamen's conference was chiefly concerned with the proposed international regulation of working hours on board ship; it asked that this question should be finally dealt with at an early session of the International Labour Conference, as distinct from the holding of a preliminary technical maritime conference as decided on by the Governing Body of the International Labour Office. It also called for further action to enforce the Convention concerning facilities for finding employment for seamen, and advocated an enquiry into the general conditions of eastern workers. The motor-drivers' conference desired an enquiry into the organisation and control of road passenger transport, and adopted a resolution with regard to the technical training of motor-drivers.

Miners' International Federation. — The relations of the Office with the Miners' International Federation during 1930 have been of a particularly close character, as a result of the discussions before and at the Fourteenth Session of the Conference on the subject of the international regulation of hours of work in coal-mines. The Congress of the Federation held at Cracow in May 1930 expressed its satisfaction at the fact that, through the efforts of the
Office, the miners' representatives have been received by the International Labour Organisation and the Economic Committee of the League of Nations on a basis of equality with the employers, and that an opportunity had been afforded the miners to advocate freely the policies adopted at their international congresses. The Congress, in fact, voted a resolution asking the Economic Committee of the League of Nations to devote its attention once more to the precarious position of the coal-mining industry, with the object of facilitating international organisation both of coal production and of coal marketing. The Congress also dealt with arbitration and wage questions, vocational training of miners, compensation in the event of accidents, emigration and immigration, inspection of mines, and miners' annual holidays.

The Executive Committee of the Federation has continued to press for final treatment of the question of hours of work in coal-mines at the Fifteenth Session of the Conference. An endorsement of this demand has been made at national conferences of miners' organisations, including the Miners' Federation of Great Britain and the German Miners' Union. In the case of the latter a demand was also made that the entire lignite industry, both underground and surface, should be included in the scope of the proposed international regulations.

International Typographical Workers' Federation. — The Congress of this Federation, held in Amsterdam last September, endorsed the negotiations of its secretariat with the International Labour Office for effecting an international exchange of young workers in the printing trades.

International Union of Hairdressers. — The Congress of this Union, held in Copenhagen in July 1930, discussed the question of the admission of hairdressers to countries other than their own for the purpose of vocational training and of learning languages.

International Clothing Workers' Federation. — At the Congress of this Federation (Leipzig, June 1930) an international programme of demands for furriers was adopted covering overtime, holidays and apprenticeship restrictions.

International Federation of Building Operatives. — Its Congress (Stockholm, July 1930) discussed the question of rationalisation in the building trades and decided to make it the subject of an investigation to be conducted by the Federation. The help of the International Labour Office was sought for the purpose of ascertaining the nature and scope of existing legislation governing the safety of workers in the building industry, and the Federation has recommended its affiliated organisations to secure paid holidays for its members by collective agreement.

International Federation of General Factory Workers. — This organisation has devoted particular attention to the question of the carrying of heavy loads by workers, and has taken the initiative for a joint consultation with the International Federations of Glass and Pottery Workers, with a view to the amalgamation of the three international bodies.

International Union of Food and Drink Trade Workers. — This organisation has concerned itself specially with the difficulties which impede the ratification of the Convention dealing with prohibition of night work in bakeries, and has considered the advisability of convening an international conference of bakery workers to whom this matter shall be referred for further action. The Executive Committee has considered the question of the limitation of weights to be carried by workers as well as that of an international exchange of young workers.

International Federation of Glassworkers. — This Federation has continued its activities to secure internationally a 42-hour week, and the four-shift system in the manufacture of window and sheet glass. Its Congress (Stockholm, August 1930) empowered its Executive Committee to press for the consideration of these questions at Geneva.
International Stoneworkers' Federation. — This body has followed with active interest the work of the Office on silicosis, has again pressed for the international recognition of silicosis as an occupational disease, and has asked that the recommendations of the Johannesburg Conference shall be put into practice through the International Labour Office with the least possible delay (Paris Congress, October 1930).

International Federation of Pottery Workers. — Has likewise taken an active interest in the question of silicosis. The Executive Committee has endorsed the activities of the secretariat with a view to securing the treatment of silicosis as an occupational disease subject to workmen's compensation. The Committee has also asked that measures should be taken in potteries to abolish or to curtail to the greatest possible extent the dangers to which workers are exposed owing to the presence of dust.

International Federation of Textile Workers. — The textile organisations have been largely affected by the rationalisation measures which have permeated the industry. In France, Great Britain, and elsewhere there have been large-scale disputes arising from innovations in conditions of work. Special attention has been devoted to the organisation of operatives in the artificial silk industry. This question and the problem of working hours and wages are to be reviewed at the next international Congress (Berlin, August, 1931).

Painters' International. — Attention has been chiefly devoted to the rapid development of the use of sprayers in painting operations. The Executive Committee is completing an enquiry into this question. At its meeting held in Brussels (September, 1930) it again emphasised the need for a speedy ratification of the White Lead Convention.

International Metalworkers' Federation. — The Congress of this Federation (Copenhagen, August 1930) advocated a shortening of working hours and also endorsed the request of the secretariat of the Federation to the International Labour Office to take preparatory measures with a view to a subsequent enquiry concerning the remuneration of workers in blast furnaces and rolling mills. For the time being the Federation is anxious for the Office to ascertain the different systems of remuneration in this branch of metallurgy.

Christian Trade Unions

The Christian trade unions are grouped in the International Federation of Christian Trade Unions, which comprises 14 national federations in 11 countries and 15 international trade federations with affiliated organisations in 13 countries. In addition, there are Christian unions in Canada and some of the Baltic and Latin-American States which are not yet affiliated to an international organisation. At the beginning of 1930 the total membership of the Christian unions was about 2,300,000, which was a considerable increase on the previous year.

The serious economic depression that prevailed throughout 1930 and the consequent widespread unemployment did not, in contradistinction to previous experience, interfere with the tendency of the membership of the Christian unions to increase. Except in Germany, where 1930 ended with a loss of about 20,000 members (on a total of 1,227,000 on 1 January 1930), the Christian unions in the different countries succeeded not only in consolidating
their gains of 1929 but in making further and notable progress. This was particularly the case in Austria, Czechoslovakia, the Netherlands and Switzerland and more especially in Belgium where the previous year's membership of 180,000 is estimated to have increased by 20,000.

On the other hand, in certain countries, especially Germany and Czechoslovakia, the financial situation of the Christian unions has been proving a cause of serious anxiety. The considerable expenditure they have had to meet under the head of unemployment benefit and the falling off in receipts, since the unemployed pay only a minimum contribution amounting to 10 or 20 per cent. of the ordinary contribution, meant that towards the end of the year they had to have recourse to their reserve funds, which in principle are intended to finance struggles for maintaining and improving conditions of work. One example will give some idea of the disastrous effects of unemployment among the Christian unions which have been most closely affected. The German Federation of Christian Textile Workers, which at the beginning of 1930 had a membership of 80,303, has published the following report on unemployment among its members:

<table>
<thead>
<tr>
<th>Month</th>
<th>Wholly unemployed</th>
<th>Partially unemployed</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>9.4</td>
<td>31.5</td>
<td>40.9</td>
</tr>
<tr>
<td>February</td>
<td>12.5</td>
<td>37.2</td>
<td>49.7</td>
</tr>
<tr>
<td>March</td>
<td>10.1</td>
<td>34.6</td>
<td>44.7</td>
</tr>
<tr>
<td>April</td>
<td>10.7</td>
<td>31.9</td>
<td>42.6</td>
</tr>
<tr>
<td>May</td>
<td>10.3</td>
<td>31.5</td>
<td>41.8</td>
</tr>
<tr>
<td>June</td>
<td>11.2</td>
<td>34.2</td>
<td>45.4</td>
</tr>
<tr>
<td>July</td>
<td>13.3</td>
<td>37.6</td>
<td>50.9</td>
</tr>
<tr>
<td>August</td>
<td>15.0</td>
<td>46.9</td>
<td>61.9</td>
</tr>
<tr>
<td>September</td>
<td>14.3</td>
<td>46.3</td>
<td>60.6</td>
</tr>
<tr>
<td>October</td>
<td>13.9</td>
<td>49.0</td>
<td>62.9</td>
</tr>
<tr>
<td>November</td>
<td>15.2</td>
<td>46.7</td>
<td>61.9</td>
</tr>
<tr>
<td>December</td>
<td>17.5</td>
<td>50.9</td>
<td>68.4</td>
</tr>
</tbody>
</table>

Other organisations, in particular those of tobacco workers and metal workers, are in a similar if not worse situation. The fact that in spite of this there has been no falling off in membership, such as had been observed in previous periods of depression, is clear evidence of the increasing attachment of the workers to their unions.

Apart from the national congresses of the Christian unions
of Belgium, France, Germany, the Netherlands, etc., the principal manifestations of the international organisations were the meeting of the Committee of the International Federation of Christian Trade Unions in Berlin on 25 and 26 April, that of the International Federation of Christian Miners' Unions in Berlin on 24 April, and the Congress of the International Federation of Metal Workers Unions at Salzburg on 14 and 17 July. The Committee of the International Federation dealt chiefly with the questions on the agenda of the Fourteenth Session of the International Labour Conference and drew up instructions for the Christian trade union delegates to the Conference. The number of these delegates was particularly high in 1930, for in several countries the Christian unions have a large membership among miners and salaried employees. The International Federation of Christian Miners' Unions at its meeting in Berlin repeated its demand for international regulation of hours of work in coal-mines, and for an agreement between coal-producing countries with a view to regulating international competition. The Congress of Metal Workers at Salzburg discussed a fully documented report submitted to it by Professor Koelsch, of Munich, on the question of occupational disease in the metal industry, and a report by Mr. Schmitz, of Duisburg, on world unemployment and its effects on the metal industry. The latter report led to the adoption of a resolution demanding an international enquiry into the position of workers in the iron and steel industry, for which enquiry the collaboration of the International Labour Office was solicited. The resolution also demanded the appointment of a special committee of representatives of Christian metal workers in the Ruhr, Belgium, the north of France, Luxemburg, Lorraine and the Saar, to study the situation of the iron and steel industry in these areas and to co-ordinate the work of the organisations concerned, with a view to improving the condition of the workers.

The general tendencies manifested by the Christian unions in all countries in their congresses and other activities during 1930 show that for the present they are principally concerned with combating unemployment and protecting the workers against its effects. One fact should be noted, however. They are not completely united on the subject of this grave problem. In Germany, for instance—where the political influence of the Christian unions is indicated by the fact that their former secretary, Mr. Brüning, has become Federal Chancellor, and their former general-secretary and president, Mr. Stegerwald, Minister of
Labour—these unions have all joined in the campaign for the reduction of prices with a view to increasing the consuming power of the home market and reviving production, as also in the campaign for shortening hours of work with a view to reducing unemployment. But they are not so united on the question of wage policy. The Christian miners, for instance, categorically refuse to consider the employers' demands for lower wages, while the metal workers, who are threatened by the closing of undertakings employing thousands of workers in industrial districts which were previously flourishing, are adopting a less uncompromising attitude. It is interesting to note that the German Federation of Christian Metal Workers' Unions is one of the few Christian trade organisations in that country which has not only had no loss in membership in 1930, but actually an increase. The membership rose from 124,129 at the beginning of the year to 126,500 at the end, an increase of nearly 2,400.

Close and cordial collaboration between the Christian trade unions and the International Labour Office continued during the year. The Governing Body was able to meet their claim for representation on the various bodies set up under the auspices of the Office by inviting them to sit on the new Advisory Committee on Salaried Employees and on the Committee on Automatic Coupling. They have taken an active part in the various investigations made by the Office, for instance, in the questions of workers' education, hours of work, utilisation of spare time, etc.; several of their congresses have demanded the ratification of international labour Conventions; their publications always devote much space to the activities of the Organisation; and the Office frequently receives requests for assistance in their current work.

On the other hand, collaboration between the Christian Unions and the Amsterdam International Federation of Trade Unions was adversely affected in 1930 by controversies in an oversea country, where there is a Federation of Catholic Trade Unions which, incidentally, is not affiliated to the International Federation of Christian Trade Unions. The first result was certain incidents at the Fourteenth Session of the International Labour Conference. As has been seen above ¹ the International Federation of Trade Unions decided at Stockholm to put an end to the understanding reached in 1928 between the two Internationals on the question of the composition of the workers’ groups

¹ Cf. International Federation of Trade Unions, supra, p. 51.
of the Conference and the Governing Body, although it left the
doors open for collaboration at the Conference and particularly
in the committees. The Christian unions at a meeting of the
Executive Committee of their International held at Munich in
September, retorted by protesting against the monopolistic
tendencies of the Amsterdam Federation, and requesting all their
affiliated organisations to take the necessary measures in their
respective countries for countering these tendencies.

Fascist Trade Unions

Certain changes were introduced during 1930 in the management
of some of the great national federations—those of the industrial
organisations and of members of the liberal and artistic professions.
The Ministry of Corporations has replaced the former presidents
who had remained in office after the "unblocking" process, by
commissioners, whose duties include the convening of the national
congresses in due time for the holding of elections, as prescribed
by the rules.

The new directors lost no time in establishing contact with
the International Labour Organisation. They made arrangements
with the Office's Rome Correspondent for ensuring a rapid exchange
of information and more complete utilisation of the services which
the International Labour Organisation is in a position to render.

Trade union membership increased in 1930 from 3,172,308 to
3,355,037. Below are given the numbers of registered members
in each federation, together with the number of workers not regis-
tered but legally represented in accordance with the prescribed
system of vocational representation:

National Federation of Fascist Industrial Workers' Union
1,632,608 members, 2,815,228 represented workers;—National
Federation of Fascist Agricultural Workers' Unions: 1,137,901
members, 2,945,690 represented workers;—National Federation
of Fascist Commercial Workers' Unions: 291,294 members, 908,400
represented workers;—National Federation of Land Transport
and Inland Navigation Workers' Unions: 147,058 members,
220,000 represented workers;—National Federation of Fascist
Seamen's and Airmen's Unions: 51,291 members, 70,000 represented
workers;—National Federation of Fascist Bank Employees' Unions:
19,095 members, 36,464 represented workers;—National Federation
of Fascist Unions in the Liberal and Artistic Professions: 75,790
members, 143,940 represented workers.
The estimated receipts of the seven workers' federations for the financial year 1930-1931 amount to 32,045,887 lire (25,023,380 in compulsory contributions and 7,022,507 balance from the previous year). The estimated expenditure amounts to 23,945,178 lire. The detailed statement for receipts and expenditure of each of the seven federations is as follows:

<table>
<thead>
<tr>
<th>Federation</th>
<th>Receipts (lire)</th>
<th>Expenditure (lire)</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Federation of Fascist Industrial Workers' Unions</td>
<td>11,680,000</td>
<td>10,057,778</td>
</tr>
<tr>
<td>National Federation of Fascist Agricultural Workers' Unions</td>
<td>5,360,000</td>
<td>5,230,052</td>
</tr>
<tr>
<td>National Federation of Fascist Commercial Workers' Unions</td>
<td>2,734,033</td>
<td>2,724,924</td>
</tr>
<tr>
<td>National Federation of Fascist Land Transport and Inland Navigation Workers' Unions</td>
<td>5,524,014</td>
<td>1,869,424</td>
</tr>
<tr>
<td>National Federation of Fascist Seamen's and Airmen's Unions</td>
<td>5,227,840</td>
<td>2,533,000</td>
</tr>
<tr>
<td>National Federation of Fascist Bank Employees' Unions</td>
<td>390,000</td>
<td>390,000</td>
</tr>
<tr>
<td>National Federation of Fascist Unions in the Liberal and Artistic Professions</td>
<td>1,140,000</td>
<td>1,140,000</td>
</tr>
</tbody>
</table>

The trade union activity of the federations consists principally in the conclusion of collective agreements, which now form a network embracing almost every occupation. Statistical information on this subject will be found in another chapter of this volume.¹

No general workers' congresses were held during 1930, but there were frequent meetings of the unions of various groups of workers, of the secretaries of provincial unions, and of the managing committees. These meetings concerned themselves in particular with questions of organisation, assistance, placing in employment, and enforcement of contracts of employment and social legislation, this last being a subject on which the workers' representatives have sometimes made strong comments.

**Trade Unionism in Extra-European Countries**

(a) *In the British Commonwealth*

*Australia.* — The Australasian Council of Trade Unions has continued its efforts to consolidate its position as the authoritative central workers' organisation of the Commonwealth.

At its Congress held in the early part of February 1930 the affiliation of the Council with the Pan-Pacific Trade Union

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¹ Cf. Second Part, Chapter VIII, "Collective Agreements".
Secretariat, a body operating under the auspices of the Red International of Labour Unions, was rescinded. On the other hand, a proposal favouring affiliation to the International Federation of Trade Unions failed to find acceptance. The Congress also overwhelmingly endorsed a resolution in favour of the “White Australia” policy.

As regards industrial legislation and arbitration, the Congress considered the limited powers of the Commonwealth Parliament to be a hindrance to the development of labour policy, and requested the Government to introduce legislation to remedy this situation at an early date. The Congress advocated the reform of courts of arbitration and conciliation, and expressed itself in favour of a court consisting of a president, who should be a judge, and conciliation commissioners, so as to enable the affairs of each industry to be dealt with collectively and expeditiously. Approval was also given to the methods of the Federal Government in dealing with immigration and tariffs, but the Congress asked that a plan of national insurance against unemployment should be proceeded with.

In view of the acute unemployment situation in Australia, the Council convened a special Trade Union Congress at Melbourne in September 1930, which was attended by the acting Prime Minister, Mr. Fenton. This Congress demanded the appointment of an Economic Council with workers’ representation to determine the allocation of credit resources, action against reductions of wages and lowering of the standard of living, and a readjustment of Australian war debts by negotiation with the British Government.

Canada. — The Trades and Labour Congress of Canada comprises the Canadian sections of the international unions federated in the American Federation of Labor. The Congress still continues to press for certain amendments to the British North America Act, so as to enable the Dominion Government to assume larger powers for the enactment of social legislation. At the last Convention attention was devoted to the problem of unemployment. Approval was given to a recommendation of the Executive Council that it should continue its endeavours to secure the establishment of a national system of unemployment insurance and a shorter working week. The Convention also asked that the Canadian Government should restrict immigration to a minimum. Dealing with the subject of tariffs and economic policy, the Conven-
tion recorded its opposition to any industry receiving financial gain through tariffs until an undertaking is given that some of the benefits afforded by tariff adjustments shall be shared with labour. The Convention gave unanimous support to its provincial organisations in their efforts to secure mothers' allowances and improvements in the existing workmen's compensation legislation. The Dominion Government was also asked to adopt a federal scheme for old age pensions for all needy persons over sixty-five years of age.

India. — In British India the trade union movement remains divided into two principal sections, namely, the Indian Trade Union Federation and the All-India Trade Union Congress. This division of trade union forces took place in 1929 when approximately 50 unions were affiliated with the one trade union centre. After the schism 20 unions, with a membership of 91,797, were found to support the All-India Trade Union Congress, while 36 unions, with a membership of 96,639, were in favour of the Indian Trade Union Federation. However, the total number of unions in British India is much larger than the total of the unions affiliated with the Federation and the Congress. By the end of June 1930 there were 94 unions, with a membership of 140,666, in existence in the Presidency of Bombay alone. Of this number 39 unions, with a total membership of 94,143, were registered under the India Trade Unions Act, 1926.

The Executive Council of the All-India Trade Union Congress has not abandoned its extreme left wing orientation. At its meeting held at Calcutta in November 1930 it formulated a programme demanding the establishment of a workers' and peasants' republic in India. A request was sent to this meeting on behalf of the Indian Trade Union Federation for a Conference to discuss the re-establishment of unity in the Indian trade union movement. It is understood, however, that the All-India Trade Union Congress did not send a reply to this communication. The Federation has taken part in the work of the Royal Commission on Indian Labour; and at the Round Table Conference convened by the British Government to deal with the constitutional problem of India it was also represented. At this Conference its representatives voiced the fear that if labour legislation was left to the competence of the Provincial Governments of India its enactment and enforcement would be difficult. The Federation therefore desired that the power of the Indian Central Government,
whether Federal or Unitary, to ratify international labour Conventions and to secure their enforcement should not be limited in any way.

New Zealand. — The New Zealand Alliance of Labour has continued to act as the national centre of the trade union movement in that country. Some slight attempt has been made to revive the Trades Councils Federation, which was formerly a national organisation existing side by side with the Alliance. The Alliance has been active in dealing with unemployment and has been in constant negotiation with the Government with regard to the framework of the new Unemployment Act. It has also taken action with regard to the findings of the Workmen’s Compensation Commission, which has made proposals to amend Dominion legislation governing workmen’s compensation for accidents and occupational diseases.

The Alliance is lending the weight of its influence to secure continuity of representation at sessions of the International Labour Conference. In a statement in the public press on the work of the Fourteenth Session of the Conference the New Zealand workers’ delegate expressed the opinion “that the organised workers of this or any other country cannot afford to ignore the International Labour Conference. It has been called the rallying ground where the opinions of the workers of the world are expressed, and whereby they combine in their demand for justice for those who produce the wealth of the world”.

South Africa. — The South African Trade Union Congress at its Annual Session held in Johannesburg in April 1930 adopted a resolution urging the Government to modify the pass laws in order to bring native workers more nearly under the same conditions as other workers in the Union. On the subject of international relations it was decided that as the Congress had not a constitution which conformed to the rules of any existing international organisation it was inopportune to proceed for the moment with the question of international affiliation. On the other hand, the Congress decided to take part in the convocation of a general conference of South African trade unions, including the Cape Federation of Labour Unions, for the purpose of arranging the formation of a coordinated centre of the South African trade union movement.

This Conference was held in Cape Town in October 1930, when it was decided to establish a central body to be known as the South African Trades and Labour Council. The adoption of a
definite constitution will be voted at the first Congress of the Council to be held at Easter, 1931. The South African Trade Union Congress has already recommended its affiliated organisations to transfer their affiliations to the new Council, which will become the voice of organised labour in South Africa and the channel of communication between the South African trade union movement and the Government or any overseas national and international trade union movements.

(b) The United States of America

Despite the volume of unemployment in the United States, the American Federation of Labor reported to its last annual Convention, held at Boston in September 1930, an increase of 27,551 in membership. The Convention marked the fiftieth anniversary of the foundation of the Federation, and was attended by Mr. Hoover, President of the United States. In his address Mr. Hoover indicated that he shared with the Federation the belief that mass production must be accompanied by mass consumption through increased standards of living. He mentioned that he was cooperating with the Federation and representatives of employers to deal with the problems which had arisen through the rapidity of the application of recent inventions and discoveries to modern industry.

A committee of the Convention went exhaustively into the problem of working hours, and in its report expressed the conviction that, unless a new industry came into existence (as the automobile industry has done), the United States would be faced with a rapidly increasing number of permanently unemployed persons. Wages paid under existing conditions were far from sufficient to enable the masses to consume the products of their own industry, and this was responsible for the piling up of manufactured goods in the warehouses and for periods of economic depression.

The Convention adopted a programme of relief measures intended to alleviate existing unemployment. An important discussion took place on the subject of unemployment insurance. The question, however, was eventually referred to the Executive Council for "thorough investigation". Doubts as to the possibility of applying unemployment insurance to existing American conditions were voiced by the President of the Federation from the platform of the Convention.

The Federation is using every endeavour to secure the passage of legislation to protect trade unions from legal injunctions arising
from "yellow dog contracts", i.e. promises signed by workpeople, as a condition of employment, to the effect that they will not become members of trade unions. The Executive Council of the Federation has promoted an Anti-Injunction Bill which will secure in a certain measure the immunity of trade unions from equity proceedings in the event of trade disputes.

Attention has been focused by the Federation on the desirability of reducing Mexican immigration, and the Executive Council is under instructions to insist on legislation to place Mexico under the Quota Law. On the subject of immigration in general, the Executive Council has declared that all immigration should be stopped until the unemployed working people of the United States are fully occupied.

Believing that in many respects the legal prohibition of alcoholic drink has been a failure, the Federation is also seeking to modify the terms of the Volstead Act.

The Pan-American Federation of Labor. — Attention was directed, in the Report of the Director to the Fourteenth Session of the International Labour Conference, to the articles of Mr. Matthew Woll proposing the division of the world into a western zone of trade union influence reserved to the Pan-American Federation of Labor and an eastern zone reserved to the International Federation of Trade Unions. These articles, it may be recalled, took more concrete form at the Toronto Convention of the American Federation of Labor in 1929, when a resolution was adopted in which the delegates to the Sixth Congress of the Pan-American Federation of Labor were instructed to favour permanent co-operation with the International Federation of Trade Unions on the basis of hemispheric equality. However, no proposals have yet been submitted for the consideration of the International Federation of Trade Unions.

The Pan-American Federation of Labor is an organisation embracing the American Federation of Labor in the United States and those organisations in Latin America which have hitherto shown themselves prepared to co-operate with the trade union movement of the United States in an attempt to create a Pan-American labour movement. It is generally known that the Pan-American Federation of Labor was to have held its Sixth Congress in January 1930, but difficulties which arose at the last moment caused a postponement to be made. It is understood

1 Cf. International Federation of Trade Unions, supra, p. 50.
that arrangements have been tentatively made with the object of holding the Conference in 1931. Organisations in eight countries—Cuba, Dominican Republic, Guatemala, Haiti, Mexico, Porto Rico, the United States, Venezuela—accepted an invitation to participate, whilst the organisations in Bolivia, Colombia and Peru asked that the Congress should still be deferred. The organisations in Argentina, Brazil, Chile, Costa Rica, Ecuador, Nicaragua, Panama, Paraguay, Salvador and Uruguay have not sent replies to the invitation.

The principal business of the Pan-American Labour Congress when it assembles will be, according to the notice convening the Congress, to "constitute (for the American continent) a single organisation to affirm its principles: to influence the solution of the continent".

In a report intended for circulation to the workers' organisations concerned, the Secretariat of the Pan-American Federation of Labor has urged the need for the appointment of a committee of the Pan-American Federation to visit all the countries of Latin America in order to effect a concentration of the trade union movement and to win it over to affiliation with the Pan-American Federation of Labor. The same report deals with the scope of Communist activity in South America where a Communist secretariat has been established with headquarters first at Buenos Aires and latterly at Montevideo. The Communist organisation is pursuing a campaign of relentless opposition to the Pan-American Federation of Labor as well as to the efforts of the International Federation of Trade Unions in Latin America.

(c) Latin America.

Argentina. — An understanding has been reached between the Argentine Workers' Federation and the Argentine Federation of Trade Unions. The consolidation of the two organisations is known as the General Federation of Labour. Several other trade unions of importance have indicated their desire to take part in the work of the consolidated organisation, which is now probably the most important central workers' organisation in Latin America. The aggregate membership affiliated with the new organisation is more than 200,000. The adoption of a definite constitution for the new centre will be decided when a national trade union congress is convened.

Brazil. — The movement in favour of centralising the forces of the trade union movement has been directed by the Brazilian
Labour Party. At the second Congress of this Party, held in Rio de Janeiro at the end of July 1930, there were 183 delegates, representing 58 organisations with a total membership of 165,400. According to recent sources the total number of trade union organisations in Brazil at present is 727, with a membership of 930,000.

*Chile.* — A Confederation of Trade Unions has recently been formed, with the object of merging the trade union forces of that country.

*Uruguay.* — A fusion of trade union forces has also been effected in this country. Last October a congress of representatives of various organisations was held, and decided to form the General Federation of Workers of Uruguay. This Congress also adopted a declaration of principles. One of the objects of the Federation will be to maintain relations with the International Labour Organisation.

**The International Federation of Independent Trade Unions**

The chief feature of the activity of this Federation in 1930 was the Congress (Berlin, November) of the Centre of the German Hirsch-Duncker Trade Unions, which is the most important of the affiliated national centres. The International Secretary referred to the gratifying progress which the Federation had made in the discussion of working-class questions in conjunction with the International Labour Office. The Congress emphasised the necessity of endeavour to maintain the purchasing power of the masses by a "drastic reduction of prices". It was also asked that the consequences of rationalisation should be met by the introduction of the five-day working week in rationalised undertakings.

**The Red International of Labour Unions**

This international organisation held its fifth Congress in August 1930. Since the previous congress in 1928 there has been a decline in the affiliated membership of approximately one million. The present membership is stated to be 18 millions, of which 12 millions comprise the Russian trade unions. Only in one other country does the International claim a membership of more than one million, namely Germany, where the figure is
stated to be about 1,500,000. The Congress reiterated its policy of constituting breakaway movements from existing trade union organisations. The object to be served by this is to "unmask" the proceedings of "reformists" and to establish an atmosphere of sympathy with and confidence in revolutionary trade unionism.

Organisations of Salaried Employees

In general, the international organisations of salaried employees registered an increase in membership during 1930. This increase seems to be due in part to the downward tendencies of salaries and the depression in working conditions, which have induced salaried employees in several countries to rejoin trade unions in order that their interests may be defended. The increase was particularly noticeable at the beginning of the year. The aggravation of the general depression and the growth of unemployment then caused an interruption, but the increase recorded shows that the spirit of solidarity is much more highly developed among salaried employees than it has been in the past.

The following are some of the membership figures, sent in by the organisations themselves:

The International Federation of Commercial, Clerical and Technical Employees (Amsterdam) had, as was noticed above, 779,729 members on 31 December 1929. During 1930 two British organisations, one Rumanian and one Yugoslav were affiliated, with a total membership of 55,748. The Federation now comprises 49 organisations in 20 different countries. Its membership on 31 December 1930 was 874,857.

The International Federation of Christian Unions of Salaried Employees (Strasburg) had 701,904 members on 31 December 1930, as against 655,000 on 31 December 1929. During 1930 two new affiliations were registered (one Dutch and one Spanish organisation). The Federation comprises at the moment 14 organisations in 11 different countries.

The International Federation of Neutral Employees' Organisations (Strasburg) had 401,000 members on 31 December 1930, as against 373,500 on 31 December 1929. During 1930 there were two new affiliations, one Dutch and one Spanish. The Federation comprises 13 organisations in 10 different countries.

1 Cf., supra, p. 54.
The International League of Commercial and Industrial Travellers and Agents (Berne), a mixed organisation, had 72,800 members on 31 December 1930 belonging to 16 organisations in 10 different countries.

The International League of Employees in the Hotel, Café and Restaurant Industry (Berlin), had, as already stated, 73,700 members on 31 December 1929. During 1930 the affiliation of a Rumanian and of a Yugoslav organisation brought the number of component organisations up to 19, in 17 different countries. The membership of the two new organisations has made up for the loss of members in certain national organisations. On 31 December 1930 the total membership was 74,000.

The Geneva International Association of (Hotel and Restaurant) Employees (Zurich) has not published its membership figures since 1 January 1927. It then had 22,000 members, divided among 12 national sections.

There were no congresses of international organisations of salaried employees in 1930.

Civil Servants and Salaried Employees in Public Services

As in the case of international organisations of salaried employees, there has been an increase in the membership of organisations of civil servants and salaried employees in public services.

The International Federation of Civil Servants (Paris) had 397,000 members on 31 December 1930 (as against 339,600 on 31 December 1929) belonging to 9 organisations in 8 different countries. In these figures, two newly affiliated organisations are included, one Swedish and one Polish. The Federation held its Congress at Geneva in August 1930.

The International Federation of Employees in Public Services (Berlin), had, as stated above, 1,513,358 members on 31 December 1929, divided among 14 national organisations. On 31 December 1930 the membership total was 353,183.

1 Cf., supra, p. 54.
The *International Federation of Christian Public Servants' Organisations* (Brussels) founded in August 1930, has about 80,000 members, divided among 5 national organisations. Its constituent congress was held in Cologne in August 1930.

The *International Federation of Postal, Telegraph and Telephone Workers* (Vienna) had 423,397 members 31 December 1930, as against 414,952 on 31 December 1929. During 1930 there were three new affiliations (one Danish and two Norwegian organisations). The total membership is divided among 35 organisations in 23 different countries. The Federation held its congress at Copenhagen in August 1930.

The *International Federation of Christian Postal, Telegraph, and Telephone Workers* (Vaals) had 20,000 members on 31 December 1930 (as against 17,000 on 31 December 1929), divided among 6 organisations in 5 different countries. It held its congress at Amsterdam in June 1930.

The *International Federation of Teachers' Associations* (Paris) had 595,870 members on 31 December 1930, as against 583,850 on 31 December 1929. During 1930 there were two new affiliations (a Polish and a Luxembourg organisation). The total membership is divided among 26 organisations in 19 different countries. The Federation held its congress at Prague in April 1930.

The *International Teachers' Secretariat* (Strasbourg) had 110,600 members on 31 December 1930, as against 101,500 on 31 December 1929. During 1930 there was one new affiliation, that of an Austrian organisation. The total membership is divided among 8 organisations in 6 different countries.

The *International Federation of Police Employees* had 163,899 members on 31 December 1930, divided among 8 national organisations. Its Congress was held at Cologne in September 1930.

Questions of interest common to all these organisations have been submitted to the International Labour Office for documentary studies. Only one question was taken up for 1930, that of paid holidays. At the beginning of the year, the Director again consulted persons belonging to the more important organisations, with a view to examining those demands put forward at Congresses which are within the Office's sphere of activity.

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1 Cf., *supra*, p. 54.
The employers' organisations, like those of the workers, are represented at the Conference and on the Governing Body of the Office. For the Conference one of the four delegates of each State Member has to be nominated by the Government in agreement with the most representative national organisations of employers. For the Governing Body, six out of the twenty-four members are chosen by all the employers' delegates at the sessions of the Conference at which the periodical elections to the Governing Body take place.

International Organisations

The existence of the International Organisation of Industrial Employers (I.O.I.E.) greatly facilitates the representation of employers. This body groups the national confederations of organisations of industrial employers in a large number of countries, including almost all those of Europe and several oversea countries. It has taken as its aim the study in common of the social problems which concern industry and labour throughout the whole world, and "in particular the study and preliminary investigation of all questions dealt with or capable of being dealt with by the International Labour Conference and the International Labour Office".

The directing bodies of the I.O.I.E. (the Executive Committee and the General Council) meet periodically. They held several sessions in 1930.

Among other international associations which were in regular touch with the Office in 1930, mention should be made of the international federations for the cotton and wool industries, and the associations for the transport industry and the hotel industry.

Besides the I.O.I.E., the Central Bureau of the Employers' Federations of the Four Northern Countries (Denmark, Finland, Norway and Sweden) is also established at Brussels. This is the executive body of the Permanent Committee of the Employers' Federations of the Northern Countries. At the meeting of the Committee at Stockholm on 11 and 12 September 1930, Mr. Oersted made a report on the activities of this Bureau, of which he is in charge, and on his participation in the work of the Governing Body of the International Labour Office and in that of the Conference.
National Organisations

The Federation of Austrian Industry held its Twelfth Assembly at Vienna on 15 July 1930. Only economic questions were treated, with the exception of a resolution demanding that "social charges in Austria be reduced, or at least not increased, especially in respect of insurance against unemployment and sickness".

The statutory general assembly of the Belgian Central Industrial Council was held at Brussels on 26 February 1930. The report laid before it by its Managing Committee dealt partly with questions of social insurance and family allowances, in both of which the Central Committee deplored State intervention.

As regards family allowances, the report said in particular: "We confine ourselves therefore to expressing our regret that, once more, the partisans of the policy of intervention have not had the patience to permit the continued exercise of private initiative in a field where it has achieved all with brilliant success, and where confidence could still be placed in it. The noteworthy work it has planned and brought to a high degree of perfection will now be subject to the onerousness, hindrances and inevitable injustices of the law. Besides, the expense to be borne by the country will be considerable—it may be estimated at 410 million francs, less the 90 million francs which represent the cost of the existing institutions—and this burden is in danger of losing its valuable counterpoise in the moral nexus between employer and employed that was the outcome of the spontaneous establishment of a fund. We remark this fact with regret, and not without apprehension for the future".

This meeting had been preceded on 25 February by a conference organised by the Belgian Central Industrial Committee for the study of certain social questions. The conference was opened by a speech by Mr. Jules Carlier, President of the Central Industrial Committee, in which he recalled the special conferences previously organised by the Central Committee to study the prevention of industrial accidents, questions of taxation, and the relations of science with industry. "The previous sittings", he added, "have shown which are the most pressing of the problems facing us, and that in furthering the progress and prosperity of our industries we are equally interested in ensuring better and more stable conditions for our workers".

In the course of this meeting reports were submitted on a variety of subjects: industrial accidents, social insurance, occupa
tional friendly societies, press for the workers' use, workers' housing, etc.

Some months later, the Central Committee heard with regret of the death of Mr. Jules Carlier who, it will be remembered, was employers' representative on and formerly Vice-Chairman of the Governing Body of the International Labour Office. To succeed him in the Presidency the Central Committee appointed Mr. Jean de Hemptinne, Vice-President of the Central Committee and President of the International Cotton Federation.

The Managing Committee of the Union of Bulgarian Manufacturers published in 1930 a report on its activities. This paid special attention to the economic depression from which Bulgarian industry is suffering.

The fifty-ninth annual meeting of the Canadian Manufacturers' Association took place at Toronto from 2 to 5 June 1930. It expressed its opposition to the introduction into Canada of a general system of unemployment insurance, considering that this was "a mere palliative and a palliative that may actually aggravate the evil it is expected to cure", and that "because a palliative has been secured, no attempt is made to find a cure".

As regards industrial relations, the conclusions of the Assembly were as follows: "Industrial relations between employers and workers are wholesome in Canada and have been improving steadily for some years... Many industrial concerns are limited liability companies and employees can buy as much stock as they want, and thus become part owners. Other companies have made special arrangements for employees to acquire stock. Employees are consequently becoming acquainted with manufacturing, and are realising that wages and hours are only part of its problems".

On the whole, the important annual debates of this national association sounded a note of confidence.

The Czechoslovak Federation of Employers' Associations held its twelfth annual meeting at Prague on 14 May 1930. The Secretary-General, Mr. Hodač, reported that the membership of the Federation continued to increase. He stressed the value of the collaboration established between the Czechoslovak and the German industrialists of Czechoslovakia which had developed as a result of the affiliation of the Association of German Industrialists in Czechoslovakia to the Federation.

The greater part of the meeting was devoted to an examination
of the economic situation of Czechoslovak industry. The President, Mr. J. Preiss, insisted on the harmony which should exist between the economic and the social factors. "Any excessive increase in social charges", he said, "has an unfavourable effect on exports. If we cannot maintain the purchasing power of our home market and our competitive power on foreign markets, we must resign ourselves to the idea of suppressing part of our industries. And if, instead of exporting manufactured goods, we had to export labour, the consequences would be very grave indeed for the nation. The responsibility of the authorities in face of so serious a situation is therefore very great."

At a public meeting held on the same day, a similar opinion was expressed by the President of the Association of German Industrialists in Czechoslovakia, Mr. Schicht. After declaring that the present difficult position of industry made impossible any increase in the social charges borne by industrialists, he expressed the view that "the American theory of high wages does not sufficiently allow for the fact that wages are a factor not only in purchasing power, but also in cost of production."

The annual general meeting of the General Confederation of French Production took place in Paris on 21 March 1930. In the realm of social questions, the report of the General Manager of the Confederation, Mr. de Lavergne, dealt in particular with the problems of social insurance and paid holidays. As regards the former, he regretted that Parliament had not provided for the introduction of the measure by stages. On the question of paid holidays, he referred to the heavy charges which their general introduction would inflict on French industry. "One ought to hope", he said, "that the Chamber, when called upon to examine such projects, will realise their consequences and not aggravate the economic situation, which we have already shown to be precarious."

The General Manager's report also dealt with the work accomplished by the International Labour Organisation in the past ten years.

The German Federation of Employers' Associations held a meeting of its members on 12 December 1930. During the year the Federation closely followed the evolution of the economic crisis in Germany and its social repercussions, a subject to which it gave up nearly all the pages of its publication, Der Arbeitgeber. In this organ it has repeatedly advocated a reduction in the fiscal
and social charges that weigh upon German industry, as well as in wages, in order to facilitate German export trade.

The National Confederation of Employers' Organisations in Great Britain issued at the beginning of 1931 a statement on "The industrial situation", accompanied by a letter to the Prime Minister expressing its "profound anxiety". The Confederation attributes the difficulties of British industry to three fundamental causes: maladjustment of wage levels, excessive public expenditure, and legislative restrictions on industry. The remedies proposed are based on the assumption that the cost of production should be reduced to increase the competitive power of exporting industries.

The Fourth National Congress of the Chambers of Commerce and Industry of Greece met at Athens from 16 to 19 February 1930. The Congress discussed the possibility of creating at Athens a Union of all the Greek Chambers of Commerce and Industry, which would serve as a link between the different commercial, industrial, agricultural and economic federations and confederations in the country. A resolution was passed to this effect. Other resolutions dealt with social insurance, the creation of a merchants' and manufacturers' insurance fund, and the economic situation in general.

The third annual meeting of the Federation of Indian Chambers of Commerce and Industry was held at Delhi from 14 to 16 February 1930. It passed a resolution claiming that in future only nationals of India be designated to represent Indian employers at the International Labour Conference.

Some time before, the Associated Chambers of Commerce of India and Ceylon had held its eleventh annual conference (Bombay, 16 and 17 December 1929). It had expressed the desire that the rest of India would follow the example set by the Bombay Government's successful experiments in the promotion of collaboration between employers and workers. It had also expressed its desire to work in harmony with the Indian Federation mentioned above.

A project for an All-India Employers' Federation, floated at the beginning of 1930 by the Committee of the Bombay Millowners' Association, has not yet, so far as the Office knows, had any material consequences.

The ordinary general meeting of the Fascist General Confederation of Italian Industry was held at Rome on 14 February 1930. In his opening address the President, Mr. Benni, gave some indications
of the importance of the Confederation. It comprises 176 associations, whose affiliated undertakings employ more than two and a half million workers. The receipts for the period 1930-1931 amounted to 13,200,000 lire, a figure much greater than that for any one of the five other Italian employers' federations, i.e. those in agriculture, commerce, banking, land transport and inland navigation, and maritime and air transport.

In 1930 the Japan Industrial Club and the Tokyo Chamber of Commerce and Industry engaged in concerted action with a view to opposing the Trade Union Bill which the Government proposed to bring in during the session of the Diet opening in December 1930. Meetings were held on 13 October at Osaka and on 29 October at Tokyo. At this latter meeting the Bill was described as likely to "aggravate the class war and lead to the destruction of industry and to the disturbance of the foundations of national economy, bringing with it a recrudescence of unemployment and a spread of distress among the working class".

The Central Union of Industry, Mines, Commerce and Finance in Poland issued at the beginning of 1930 a report on its activity during the preceding year. In the social field, this report dealt principally with the question of the unification of social insurance. The Union approved this in principle, but opposed the extension of social insurance in periods of depression, and called for amendments to the Sickness Insurance Act.

The Union also expressed the wish that the proposed Labour Protection Institute should be of a purely scientific character.

The General Federation of Rumanian Manufacturers held a meeting at Bucharest on 26 May 1930, at which reference was made to the activities of the International Labour Office. The General Director of the Union, Mr. Mircea, drew attention to the economic difficulties which Rumania had to face, and regretted that the provisions of certain Conventions prepared at Geneva should have been incorporated in Rumanian legislation regardless of these difficulties.

The Thirteenth Annual Convention of the South African Federated Chamber of Industries took place at Kingwilliamstown and East London from 15 to 17 September 1930. It adopted, among others, a resolution requesting "the Minister of Labour to consider, at the earliest possible date, the question of establishing his inspectorate staff, in connection with industrial legislation, upon a more
satisfactory basis”, as “the force of industrial legislation is to an alarming extent nullified through the inability of the present inadequate inspectorate staffs to cope with same”. It also remarked on the advisability of instituting closer co-operation between Departments of State, with a view to giving effect to wage legislation, and of ensuring that wage conditions apply equally to Government departments and private undertakings, in all cases where the former compete with private industry.

The *Spanish Confederation of Employers’ Associations* and the regional federations displayed a certain activity in 1930 with regard to the provisions contemplated for recasting the Corporations Act of 1926. They are in principle in favour of the reform as proposed, but reserve their definite views until the reform is finally passed by the new Parliament.

The *National Association of Manufacturers of the United States* held its annual Congress at New York from 6 to 9 October 1930. The Congress expressed disapproval of different Bills concerning rates of wages for public works, the establishment of Federal employment offices, and the voting of Federal credits for old age pensions. It also called attention to the need of attaching more importance to the prevention of accidents than to their compensation.

On the question of unemployment, the Secretary of the Industrial Council of the Association presented a report, in which he said, among other things, that “the problem of unemployment is looked upon as a purely local problem, to be dealt with plant by plant, business by business, trade by trade, and community by community”.

It is difficult to draw any brief conclusions from the different resolutions and views referred to above. One thing seems clear, however, and that is that the economic depression from which all countries are suffering, though in different degrees, has created a feeling of anxiety in the minds of the representatives of employers’ organisations.

To wait for better days before advancing further with social legislation, or at least to proceed cautiously and by stages, to adapt wages to home conditions and to the possibilities of competition—these are the preoccupations which, with but slight variations, are to be found in employers’ declarations in almost all parts of the world, and which determine, at the present time, the attitude of the employers’ representatives to social problems.
CERTAIN SPECIAL CATEGORIES OF EMPLOYERS AND WORKERS

As in previous Reports of the Director, the two sub-sections which follow deal with employers' and workers' organisations in the shipping industry and in agriculture, two branches of activity which are not always linked up with other employers' and workers' organisations but which often have distinct organisations of their own.

Shipowners and Seamen

In all the most important maritime countries shipowners belonging to the same geographical or commercial areas, or whose ships are engaged in similar trades, have long formed local groups for the defence of their common interests. Social problems, however, and collective agreements are generally dealt with by organisations embracing a wider field, and covering the whole or the greater part of the shipping under one and the same flag. Bodies of this kind exist even in countries like Estonia, Finland, Poland and Yugoslavia, where a national mercantile marine has only quite recently been established. The proportion of national tonnage represented by such organisations amounts to 70 per cent. in Denmark, 90 per cent. in Belgium and France, 99 per cent. in the Netherlands, and 100 per cent. in Italy. In Great Britain the Shipping Federation, established in 1890, groups the great majority of cargo ship owners, while the members of another important organisation, the Liverpool Steamship Owners' Association, own practically all the liner tonnage and 26 per cent. of the entire merchant tonnage under the British flag.

National associations are in their turn frequently affiliated to international organisations. These include: the International Shipping Federation, founded in 1907-1908, which comprises Shipowners' organisations belonging to nine countries (Belgium, Denmark, France, Germany, Great Britain, Norway, the Netherlands, Spain and Sweden), and which also exercises considerable influence in many countries which are not actually affiliated; the International Shipping Conference, established in 1921, with shipowners' representatives belonging to 25 countries; and the Scandinavian Shipowners' Association, representing a tonnage of 3½ millions. In addition, there is the Baltic and International Maritime Conference, established in 1905, with its individual
affiliated members belonging to nineteen different countries and representing a tonnage of 10 millions.

The Office has always maintained more or less active but invariably courteous relations with these different international organisations, and is in particularly close touch with the International Shipping Federation, the organisation which is specially qualified for dealing with labour questions.

Seafarers are also organised in national and international groups. Their chief international organisations, the International Transport-workers' Federation (Seamen's Section), to which reference has already been made, and the International Mercantile Marine Officers' Association both show a steady increase in membership. In 1930 there were 29 national seafarers' organisations, representing 21 countries and grouping 198,450 members (as against 101,895 in 1929 and 22,513 in 1919 when the Federation was formed), affiliated to the International Transport-workers' Federation. The International Mercantile Marine Officers' Association, established in 1926, comprises 30 affiliated organisations of masters and officers belonging to 14 different countries, and also the International Federation of Wireless and Cable Telegraphists. It has a total membership of 35,000. The biennial Congress of the Seamen's Section of the International Transport-workers' Federation as well as a meeting of the Executive Committee of the International Mercantile Marine Officers' Association took place in September 1930. The principal questions on the agenda were the regulation of hours of work on board ship, and the attitude to be adopted towards the Preparatory Technical Conference convened for October 1931 in order to prepare the next Maritime Session of the International Labour Conference. Both organisations, although stating that they considered the holding of the Preparatory Conference inexpedient, decided nevertheless to participate as far as possible in its work. This decision is evidence of the seafarers' continued will to collaborate with the International Labour Office, even when the realisation of their aspirations seems to them to encounter difficulties of discussion and procedure.

Reference may also be made to two other international officers' organisations, the two Inter-Scandinavian Associations grouping masters and deck officers, in the one case, and engineer officers, in the other. Further, it may be noted that the International

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1 Cf. supra, p. 55.
Federation of Christian Transport and Factory Workers’ Unions includes Belgian, Dutch and German seamen’s and sea fishermen’s unions.

The economic depression which is affecting the shipping industry so severely does not appear to have weakened the trade union movement among seamen: in fact, in some countries there has been a slight increase in membership. No doubt the financial strain on seamen’s and officers’ unions is more keenly felt owing to the high percentage of unemployment among their members, but newcomers to the profession realise the necessity for an organisation capable of aiding them in periods of stress.

Agriculturists

A change took place in 1930 in the representation of agricultural employers in the International Labour Organisation. In May the International Farmers’ Organisation, which grouped various organisations of agricultural employers in Denmark, England, Germany, the Netherlands and other countries, terminated its existence. Its work has been taken over by the International Organisation of Industrial Employers, which will thus again undertake to look after agricultural employers’ interests internationally.

The International Commission of Agriculture, in which are represented agricultural organisations from the whole of Europe, with the exception of the U.S.S.R. and two other countries (116 associations in 29 countries) held its annual meeting on 8 August 1930 at Antwerp. The Office was invited to attend. The report on the year’s activity referred to the position of agriculture at the discussion on accident prevention at the Twelfth Session of the International Labour Conference in 1929, and recalled that the International Labour Conference always comprises only a very limited number of agricultural representatives. On the same occasion the Bureau of the Commission decided to carry into execution a resolution adopted at the International Congress of Agriculture at Bucharest in 1929. This resolution calls on the Bureau to establish within the International Commission of Agriculture a special committee for examining all questions concerning agricultural labour and providing for the necessary relations with the International Labour Office. The President of the International Commission, the Marquis de Vogué, in communicating this decision to the annual meeting, expressed the hope that the relations thus established might contribute successfully to the work.
The International Landworkers' Federation groups free (Social-Democratic) trade unions from a dozen countries and has a total membership of 332,340\(^1\) (170,000 in Germany, 47,000 in Poland, 40,000 in Czechoslovakia, 34,000 in Austria, 15,000 in Denmark, 10,000 in Scotland, 7,000 in the Netherlands, 5,000 in Sweden, etc.). The International Federation of Christian Landworkers' Trade Unions has 130,000 members in five countries (80,000 in Germany, 20,000 in Hungary, 15,500 in the Netherlands, 14,000 in Austria, and 500 in Belgium). Outside these Federations important agricultural trade unions exist only in England and in Italy.

The executive committees of both Federations held their annual meetings in October 1930. The International Landworkers' Federation adopted a resolution on the agricultural crisis. The International Federation of Christian Landworkers' Trade Unions communicated to the Office an important statement on Sunday rest in agriculture.

Practical collaboration in the course of the year with the International Institute of Agriculture, Rome, has been close. Preparations for a joint study on the rural exodus, as decided upon by the Mixed Advisory Agricultural Committee, meetings of the (non-official) Inter-co-operative Conference which consists of representatives of agricultural and consumers' co-operative societies, various conferences at the seat of the Institute itself, have all facilitated contact between the staffs of the two institutions. The Chairman of the Governing Body and the Director of the International Labour Office attended the General Assembly of the Institute, which was also the 25th anniversary of its foundation. On the same occasion the International Committee for Co-ordination in Agriculture instituted by the International Institute of Agriculture, on which the Chairman of the Governing Body holds a Vice-Presidency and which groups a number of international organisations and institutions interested in agricultural problems, met in Rome.

The Fifth Session of the Mixed Advisory Agricultural Committee, meeting in Geneva on 9 and 10 December 1930, examined the following important items on its agenda: hours and wages in agriculture; propaganda and education in agriculture by means

\(^1\) End of 1929. Cf. supra, p. 54.
of the cinema; agricultural credit; and the effect of the agricultural crisis on the life and work of agricultural workers. A certain number of agricultural experts took part in this session of the Committee.

An International Conference on Rural Engineering was held at Liége on 3-5 August 1930. This was the first Conference of that nature. The International Labour Office received an invitation. A comprehensive discussion took place on a series of items bearing on scientific management in agriculture and its repercussions on labour.

The first meeting of the newly founded International Conference of Agricultural Technicians was held at Rome on 23-27 November. In a message despatched to the Director of the International Labour Office the meeting expressed the sympathy of the Conference with the Office in its efforts to further scientific investigation into problems of agricultural labour and to encourage the ideal of economic peace.

Both these conferences, though the first of their kind, were attended by delegates from twenty odd countries. It appears that the international movement to organise agriculture is still advancing.

Professional Workers

The national and international movements for the organisation of professional workers continued during 1930 along the usual lines. New federations were formed, and closer relations were promoted between existing organisations, this latter development being a special feature of the year.

An International Federation of Agricultural Technicians was formed in Rome, on the initiative of the National Federation of Italian Agricultural Technicians and the associations of agricultural technicians of Rumania and Yugoslavia.

The International Congress of Dramatic, Musical and Cinema Critics, held in Prague from 19 to 23 September, approved the constitutional rules of an International Federation of Critics, which has fixed its headquarters at Paris.

In Germany, the Schutzkartell amalgamated with the Arbeitsgemeinschaft. This was the first step towards the formation, since effected, of a German federation of professional workers. Included in the Schutzkartell, which has a membership of over
370,000, are some 160,000 persons who in certain countries are considered as public servants and salaried employees.

In Belgium, too, an effort has been made to organise professional workers, and a Belgian Professional Workers' Federation has now been formed.

In Italy, following a meeting held at the Ministry of Corporations on 5 July 1930, it has been decided to set up a Corporation of the Theatrical Profession.

Closer contact between the International Confederation of Professional Workers and the other international federations was guaranteed at a meeting of the Committee of the Confederation held in Paris on 25 May 1930 by a proposal to found a Permanent Conference of International Professional Organisations. The meetings of the Conference are to be attended by the Secretary of the International Confederation, the Secretaries of the International Federation of Authors' Societies, the International Federation of Secondary School Teachers, the Barristers' International Union, the International Medical Association, and the International Dental Association. This proposal was subsequently approved by the Congress of the Confederation, which was held at London in September, the meeting inviting the secretary to continue his efforts for the organisation of a united front of all professional workers with a view to the ultimate establishment of an organisation including all workers. The Congress also requested the secretary to take steps to establish relations with the International Federation of Trade Unions for the purpose of extending to all workers the protection enjoyed by salaried employees in respect of their inventions, and also with the International Federation of Civil Servants.

With regard to the relations of the International Confederation of Professional Workers with the International Medical Association, the Committee of the Association, at a meeting held in October 1930, decided to promote mutual collaboration between the two organisations on the strict understanding that the independence of both bodies would be fully respected. The proposed collaboration is to take the form of an exchange of views between the respective secretaries at which the secretaries of other international professional organisations may be present. Questions concerning the medical profession are, however, not to give rise to joint consideration unless with the approval of the Committee of the Association or, in cases of urgency, its Administrative Commission.
During 1930 the following congresses of international professional workers’ organisations took place:


*International Congress of Consulting Engineers* (Vienna, 4-7 September).

*International Congress of Architects* (Budapest, 7-14 September).


*International Federation of Journalists* (Berlin, 22-26 October).

*Congress of the Catholic Press* (Brussels, 1 and 2 September).

In addition to these congresses, which directly reflect the opinion of professional workers’ organisations, a number of others discussed questions connected with professional work, these including:

*Association for the Protection of Industrial Patents* (Budapest, 9-14 June).

*International Legal Wireless Congress* (Liège, 22-26 September).


The majority of the questions discussed at these meetings were also on the agenda of the London Congress of the International Confederation of Professional Workers, including the following: relations with the international professional organisations; the method of appointing delegates to the Advisory Committee on Professional Workers of the International Labour Office; enquiries carried out in co-operation with the International Labour Office; composers’ rights as regards mechanical music and sound films; and international convention concerning performers’ rights; continuation rights; trade secrets in factories; working conditions of cinema artistes and technical staff; professional diplomas; illegal practice of medicine; hours of work in offices and laboratories; compulsory holidays; rationalisation and its effect on unemployment; social insurance; employment agencies.

The *Congress of the International Federation of Journalists* set up three new institutions attached to the Federation, namely, a
Wireless Press Office, to safeguard journalists' interests in view of the development of wireless and other new technical forms of press work, a Journalistic Copyright Office; and a Tribunal of Honour at the Hague, to settle disputes arising between pressmen in the different countries.

The Congress of the Catholic Press also considered questions connected with the training of journalists, their material conditions and the legal regulation of journalists' contracts of employment, retiring pensions, etc. An executive committee composed of journalists and editors was appointed to give effect to the resolutions adopted.

The Congress of the International Confederation of Professional Workers requested the delegates of the Confederation to bring before the Advisory Committee on Professional Workers new proposals for the protection of persons employed in cinema studios, with special reference to the protection of women and children and hours of work.

The Congress of the International Union of Theatrical Artistes, held in Vienna, urged the Union to request the International Labour Office to take steps to promote the introduction of international regulations concerning hours of work in the cinema industry.

The International Theatrical Congress, held in Hamburg, called on the International Labour Office to study a draft international Convention for the defence of the personal and material rights of performers in connection with the reproduction of performances by mechanical or electrical means, by wireless or otherwise.

The Fourth International Legal Wireless Congress adopted a resolution affirming the moral and material rights of actors and performers engaged in the broadcasting of literary or artistic work. The Congress decided to transmit this resolution to the International Labour Office, and expressed the hope that the Office would continue its study of performers' rights in broadcasting and mechanical reproduction with a view to the speedy adoption of an international convention.

The French National Federation of Theatrical Employees at a Congress held in Paris from 19 to 22 May expressed its satisfaction that the problems arising in connection with mechanical music were being studied by the International Labour Office. The Congress also instructed the Executive Committee of the Federa-
tion to enter into immediate relations with the Office so that reciprocity of treatment might be established between the Governments of the various countries in respect of artistes' pensions.

Relations between the International Labour Office and professional workers' organisations were particularly close in connection with journalists' contracts of employment and performers' rights, two questions at present being investigated by the International Confederation of Professional Workers.

WOMEN'S ORGANISATIONS

Three new international associations of women were founded in 1930. A meeting of business and professional women was held at Geneva in August at the suggestion of the American association, and set up an international organisation with a view to promoting friendly relations between business and professional women of all countries and to co-operate with regard to their common interests.

At the suggestion of another American association, feminists of various countries holding extreme views founded a new organisation at Geneva last September, under the name of the Equal Rights International, the object of which is to promote absolute equality of conditions as between men and women, including conditions of labour.

The progress made in the organisation of women in overseas countries is manifested by the fact, that a Pan-Pacific Women's Association has been set up, in accordance with the decision reached at the second Pan-Pacific Women's Conference which met at Honolulu in August. In spite of the great diversity of conditions of women's labour in the Pacific countries, both as regards hours of work, wages and the effects of increasing mechanisation, the discussions of these two Conferences have shown that women in the countries in question have certain interests in common. The following resolution was unanimously adopted by the Honolulu Conference:

That the women of all the industrial countries represented at this Pan-Pacific Conference who have benefited so much by the Conventions of the International Labour Office of the League of Nations wish to put on record their appreciation of the efforts of the International Labour Office in the welfare of women.

By another resolution Governments were requested to set up the necessary machinery for the collection of data on matters
affecting employed women whenever such machinery does not yet exist.

The *International Council of Women*, which with its 40 million members is still the largest women's organisation, held its eighth quinquennial meeting in Vienna in May-June 1930. The past work of the organisation was reviewed, and it reaffirmed its desire to work for peace and social progress. Its programme, which includes the protection of young persons and the protection of motherhood, women's right to work and the promotion of equal pay for equal work, is closely connected with the activity of the International Labour Office. The quinquennial meeting once more requested the national councils to study the Conventions of the International Labour Organisation and to aid in their ratification and application.

Another international organisation of women, the *International Organisation of Rural Women*, is in process of being set up. At a meeting of the permanent committees of the International Council of Women held in 1929 the representatives of the rural women's organisations were invited to meet by the President, Lady Aberdeen, in order to consider the possibility of setting up an international organisation including all organisations of rural women. This proposal was favourably received by the rural women of all countries. The second international Conference of rural women, which met in 1930 at the same time as the quinquennial meeting of the International Council of Women, dealt more particularly with economic problems such as those relating to the world market, conditions of production, standardisation of products, agricultural education in rural districts, the position of peasant women and their children in legislation, etc. The Conference decided to preserve the character of a liaison committee attached to the International Council of Women and to continue to study all the questions dealt with.

The *International Co-operative Women's Guild* held a Conference at Vienna in August at which the question of the rights of women in co-operative societies and that of the position of women as house-wives and wage-earners were discussed.

The *Women's Advisory Committee of the Labour and Socialist International*, which met at Zurich on 11 and 12 January, devoted much of its time to discussing the propaganda of the Open Door International against the protection of women. A resolution was adopted stating that the policy of the Open Door International
was against the interests of industrial women workers and calling on the Socialist parties of all countries both nationally and internationally to continue to support with all their force the improvement of protective legislation for women, both as workers and mothers, employed in industry. The resolution also draws the attention of women workers to the fact that legislation is inadequate for their proper protection if they are not also organised industrially, and that they must be constantly on the watch in order to ensure that all contemplated legislation affecting their industrial welfare is in accordance with their best interests.

Perhaps the most interesting developments in the direction of women's organisation, however, during the past year took place in the East. Notwithstanding differences of race, nationality, religion and outlook by which they are separated, women of Asia Minor held a conference at Damascus in July with the object of promoting their emancipation by joint action. The programme which they adopted includes the prohibition of the employment of children under the age of 14, compulsory elementary education for children of both sexes, free admission of women to employment and equality of treatment as between men and women with regard to wages and technical training.

The All-India Women's Conference which took place in January 1930 was also an indication of the rapid progress made in Asia by the movement for the representation of women's interests by the women themselves. The Conference discussed questions relating to the well-being of women in industries and factories as well as reforms for the bettering and widening of educational facilities for women. The Conference adopted two resolutions dealing with labour questions. The first urged the appointment of an adequate number of women factory inspectors; the second requested the Standing Committee to enquire into the conditions of women in industry as well as in agricultural areas.

The part played by the women members of trade unions including both men and women is every year becoming more energetic and better adapted to the special needs of organised women workers. In view of their special requirements women trade unionists are tending to act in closer co-operation. The mixed trade unions in various countries have formed women's committees, part of whose duty is to train women to take a leading part in the movement in order to promote the organisation of women workers.
The British Trades Union Congress at Nottingham and the Scottish Trades Union Congress General Council held at Edinburgh decided to form women's committees to advise the Congress on all questions affecting the organisation of women. Similar decisions were taken by the trade union federations in Belgium and Latvia. In Austria the Women's Section of the Confederation of Independent Trade Unions has been at work since 1929 and has already produced appreciable results.

Domestic servants are a class of women workers whose conditions of work are in almost all countries insufficiently regulated; they have however begun to put forward demands for legislation with a view to improving their position. The British National Conference of Labour Women which met in London last June also discussed this question, and decided to draft a domestic workers' charter based on the demands put forward by domestic workers themselves and on the experience of women trade unionists and housewives. In Switzerland a committee of investigation set up by the Swiss Office for women's employment has made an investigation of the position of domestic servants with a view to improving their conditions of work. In Japan a women's committee set up by the Association for Social Legislation has been investigating the economic and social position of the domestic servants and has drawn up draft regulations dealing among other things with hours of work, rest periods, wages, holidays and employment agencies.

Co-operation

The work of co-operative institutions, as a mass movement aiming at organisation and progress, links up with the activities of the International Labour Office in practically every field which the latter covers.

Of all forms of organisation, there can be no doubt but that co-operation has assumed the widest geographical extension. In Europe the co-operative movement, now time-honoured and consolidated, though always in a state of evolution and development, is sufficiently well-known.

In North Africa and the Near East, throughout the Mediterranean countries, in Algeria, Tunis, Palestine, Morocco, Egypt, the Island of Cyprus and Turkey, agricultural co-operation is steadily extending.

In North America, side by side with the large agricultural
co-operative organisations which, as in Canada and the United States, group the majority of the producers and distribute on their behalf, both at home and abroad, a vast quantity of agricultural produce, certain less known forms of co-operation, such as co-operative credit building societies and urban credit societies are constantly growing and expanding.

In Central America, especially in the Antilles, the co-operative movement has already outgrown its infancy; in Mexico its growth is closely allied with the development of agrarian reform.

In South America, the various branches of the movement are steadily gaining ground in Argentina, Bolivia, Chile, Colombia, and Uruguay. In Brazil the agricultural co-operative banks and the rural funds, as well as the fishermen's societies, have developed uninterruptedly during the last few years, and in various South American States interesting experiments are being made by a number of co-operative societies, mostly agricultural, which have been founded by emigrants.

Among countries bordering on the Indian or Pacific Oceans, Australia, New Zealand and South Africa have set up, in addition to a number of distributive societies, powerful agricultural co-operative organisations which have a common marketing agency in London for their three federations.

In India a system of over 100,000 rural and urban credit co-operative societies provides a basis on which all other forms of co-operation are being gradually built up and developed.

Credit co-operation has latterly taken root also in China, the Malay States, the Philippine Islands, Siam and, in a somewhat special form, in the Dutch East Indies and Indo-China.

In Japan certain customs, including that of buying on credit, still hamper the growth of the distributive co-operative movement among the working classes, but credit co-operative societies and the various forms of agricultural co-operation are firmly established.

A recent survey has brought to light the existence of an important co-operative movement among the natives of several tropical countries where co-operative societies have in many cases been grafted on to the old communal institutions and bring their benefits to the native population without destroying the framework of local social traditions. It is quite possible that the co-operative movement among the natives is destined to play an important part in the development of colonial possessions and in the promotion of the welfare of the native population. It is beginning to be recognised that it might perhaps be better to give up endeavou-
ing to impose on the natives methods of production and work which are contrary to their habits and in some cases even injurious to their physical capacities. It is being felt that better results might be obtained from the native peasants and craftsmen if their traditional methods of work were improved by the formation of co-operative institutions specially adapted to meet the various requirements of their small undertakings as regards credit, utilisation and purchase of machinery, and co-operative buying and marketing. It should certainly be possible in this way to raise native peoples progressively to a higher standard of civilisation, while respecting racial characteristics and individual personality.

Apart from special works and the co-operative press, congresses provide the best opportunity of getting into direct contact with the activities of co-operative organisations.

In the early days of the co-operative movement, no doubt, its congresses had rather a doctrinaire character and served mainly to give a somewhat restricted number of ardent followers of the co-operative ideal an opportunity for meeting each other for mutual encouragement of the pioneer work which they had undertaken. The character of these congresses, however, rapidly underwent a change and nowadays they may be said to have all the characteristics of real co-operative parliaments, to which delegates chosen by and responsible to important organisations and large numbers of co-operators come armed with valuable experience for solving the multifarious difficulties which economic questions are constantly raising for the co-operative movement.

During 1930 representatives of the national distributive movements of twenty European and two American countries met in congress and discussed such questions as cash or credit trading, the taxation of co-operative societies, falling prices, customs tariffs, rationalisation, the amalgamation of small societies, the relations between co-operative societies and trade unions, international wholesale trading, etc. In at least as many countries representatives of the agricultural co-operative movement also met and discussed, in addition to problems they have in common with distributive organisations, other questions of particular interest to themselves, such as central agricultural credit institutions, the adoption of national marks, marketing and export questions, etc. By sending delegates to their respective congresses both branches of the agricultural co-operative movement, consumers and producers alike, have given proof of the spirit of solidarity with which they are imbued, thus emphasising the tendency
towards unity and collaboration which is described elsewhere in a more detailed fashion ¹.

The same common aspirations and practical requirements which induce the societies of each country to set up local, provincial and national federations cause these national federations to turn to international collaboration.

In this field the International Co-operative Alliance is the most representative body. Its importance, its activities and the work of its last congress are referred to later.

The Horace Plunkett Foundation in London, while not having the character of a federation, is an important centre of co-operative study and publicity, which issues many valuable publications, chiefly on agricultural co-operation. The International Co-operative Agricultural Purchasing Society ("Intercoop"), founded in 1929, already includes a number of co-operative organisations in Belgium, Czechoslovakia, Germany, the Netherlands and Sweden.

The International Congress of Agriculture convened in Bucharest in the summer of 1929 by the International Commission of Agriculture, decided that it was desirable to establish contact between the federations of agricultural co-operative organisations belonging to this Commission. A special committee on agricultural co-operation was accordingly set up at a meeting held in Paris in December 1929 at which the agricultural co-operative movements of the following countries were represented or had signified their adherence: Austria, Belgium, Bulgaria, Czechoslovakia, Danzig, Finland, France, Germany, Hungary, Luxemburg, Netherlands, Poland, Rumania, Switzerland and Yugoslavia. At this meeting it was decided that the door was left open for other national organisations to come in from time to time, and that the new Committee was to form a distinct part of the International Commission of Agriculture and share its secretariat.

The Paris meeting defined the objects of the new Committee, which are, briefly, to encourage the development of agricultural co-operative organisations in the different countries and to promote their interests. The Committee was also required to secure as far as as possible a unification of the legal basis of agricultural co-operative societies, to promote comparability of their statistics, and to encourage national and international exchange of information and trade reports between societies of the same character. It was agreed that the Commission should meet at least once a

¹ Cf. Part II: "Co-operation".
year. As regards research work, it was decided to make a beginning by collecting information on the development of agricultural co-operation in the different countries, co-operative education of the young, and co-operative auditing. The International Commission of Agriculture met at Antwerp in August 1930 to draw up the Agenda of the International Agricultural Congress to be held at Prague in 1931 and decided that the two main items would be the co-operative education of the young and co-operative auditing. In addition, the agricultural co-operative institutions will hold separate meetings to discuss the rational organisation of markets for agricultural produce, considered as a means of improving the agricultural situation.

Founded in 1895, the International Co-operative Alliance is nowadays recognised as representing the whole of the co-operative movement, both on account of the number of its affiliated organisations and in view of the multifarious activities in the realms of policy, publicity and practical results which it carries out directly or through its auxiliary institutions (International Co-operative Wholesale Society; International Co-operative Banking Committee; Insurance Committee; International Co-operative Women's Guild).

At present the Alliance comprises 117 national federations or unions and 5 regional federations, with 193,000 primary societies and an aggregate membership of 56,000,000. The International Co-operative Wholesale Society comprise 26 wholesale societies, whose turnover in 1928 amounted to £327,500,000 (as against £221,500,000 in 1926, i.e. an increase of 47 per cent.).

The Thirteenth Congress of the International Co-operative Alliance, which was held at Vienna in August 1930, is generally considered to have been one of the most important congresses ever held by the Alliance, not only from the point of view of the number of delegates and the number of countries represented, but also on account of the questions studied, which brought out the wide development of the Alliance, its tasks and its policy.

The present composition of the Alliance and its attitude towards agricultural co-operation indicate that its relations with the agricultural co-operative movement are now clearly fixed and defined. Although the constitutional rules of the Alliance allow the affiliation of co-operative organisations other than distributive societies, and although in fact it included a considerable number.

1 Figures for 1929.
of workers’ producing societies, credit societies, agricultural societies and mixed societies, the Alliance used still to be considered by non-affiliated co-operative organisations as representing only or mainly the interests of the distributive co-operative movement. The French National Institute for Rural Credit and the Canadian Co-operative Wheat Producers signified their affiliation on the eve of the Vienna Congress and thus joined the ranks of the large group of affiliated agricultural co-operative organisations, which includes the Danish co-operative movement, the co-operative organisations of Estonia, the Pellervo Society of Finland, the French Agricultural Co-operative Union, the whole of the co-operative movement in Hungary, the Co-operative societies of Iceland, those of Latvia, the National Co-operative Federation of Rumania and the agricultural co-operative societies of Russia and the Ukraine. These two new affiliations, as well as the report of Sir Thomas Allen on the relations between consumers and agricultural co-operative societies definitely proclaimed the International Co-operative Alliance to be in fact as well as in intention an international organisation capable of uniting harmoniously all the various forms of co-operation.

The discussion of the report submitted to the Congress by the Central Committee and the adoption of certain resolutions furnished fresh proof of the watchful and constructive attitude of the Alliance towards general economic questions and those directly affecting the working classes.

The Congress, for example, urged the Alliance, its affiliated organisations and their members to bring their influence to bear upon the different Governments, and through them upon the League of Nations, so that, by the most appropriate means, free exchange of goods and unrestricted communications might be restored as quickly as possible, the working classes might be relieved from the threat of a lower standard of living, and production might be revived by the restoration of the purchasing power of the consumer.

Similarly, it was decided to intensify the measures taken against international cartels, the Congress advocating the formation of an international supervisory body under the auspices of the League of Nations.

Moreover, the Congress voiced its opposition to the renewed attempts being made to introduce and develop the practice of credit trading among wage-earners and persons with small resources, and made strong references to the danger, distress and loss of
independence which often accompany such practices. It emphatically recommended strict application of cash methods in all co-operative societies. While not denying that credit may be necessary among the less fortunate classes of society and that in certain cases it may improve the economic position of the borrower, the Congress recommended that credit and sales operations should be dealt with quite separately and that credit operations should be reserved to co-operative organisations specially founded for such purposes.

INTERNATIONAL ASSOCIATION FOR SOCIAL PROGRESS

It will be remembered that this Association was formed at Berne in September 1925 by a fusion of the International Association for Labour Legislation, the Association for the Prevention of Unemployment and the Permanent Committee on Social Insurance.

It goes without saying that the Office follows the work of the Association with close attention. The Association held no general meeting in 1930, but the Office was represented at meetings of committees held at Liège on 4 and 5 July 1930, to discuss the problem of an international policy for the migration of workers and the problem of wages. This work is to be carried on at the next general meeting of the Association which is to take place at Paris in 1931.

CONFERENCE OF PRIVATE ASSOCIATIONS FOR THE PROTECTION OF MIGRANTS

The Office has also followed with interest the work of this organisation which met on 11 and 12 September 1930 at the Office as in previous years. The questions dealt with related, *inter alia*, to the maintenance of the families which emigrants leave behind them in their country of origin, and the mental tests to which emigrants desirous of entering the United States are subjected. The Conference also carried on its investigations into the question of the compulsory insurance of emigrants against accidents at sea, and started, with a view to collaborating with the Office's own work, an enquiry into the recruitment and placing of migrant workers.
INTERNATIONAL FEDERATION OF LEAGUE OF NATIONS SOCIETIES

The International Federation of League of Nations Societies held its Fourteenth Plenary Congress in Geneva from 5 to 9 June 1930. The Federation comprises National Societies in the following countries: Argentina, Austria, Belgium, Bulgaria, Canada, China, Cuba, Czechoslovakia, Danzig, Denmark, Estonia, Finland, France, Germany, Great Britain, Greece, Haiti, Hungary, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Palestine, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, Ukraine, United States of America and Yugoslavia. On 7 June, in plenary session under the chairmanship of Mr. Sokal, the Congress adopted a number of resolutions relating to: Improvement in conditions of labour, the school age and minimum age labour Conventions, slavery and forced labour and unemployment. The resolutions were communicated to the President and the officers of the Fourteenth Session of the International Labour Conference on 11 June by a deputation headed by Dr. Dernburg, ex-Minister for the Colonies in Germany, and including representatives of fourteen countries.

THE INTERPARLIAMENTARY UNION

The Office has been in close contact with this Union and particularly with its Permanent Committee for the study of social and humanitarian questions. This Committee, of which Senator Fernand Merlin (France) is Chairman, at its meeting in London on 19 July 1930 asked Mr. François, Senator of Belgium, to carry on the liaison work with the International Labour Office which he had undertaken with such competence and devotion.

Senator François has indeed given valuable help for developing collaboration between the Office and the Union. This collaboration was carried on at the 26th Interparliamentary Conference held at London from 16 to 22 July and which considered possible means of promoting ratification of international labour Conventions. It may be added that the Union has been good enough to give a regular place in its Interparliamentary Bulletin to the activities of the International Labour Organisation.
WELFARE AND SOCIAL SERVICE ASSOCIATIONS

The Office has maintained and developed its usual relations with various international welfare and social service associations. There has been cordial collaboration with the *International Red Cross Committee*, which invited the Office to be represented at its Brussels Conference, and with the *International League of Red Cross Societies*. There has also been close liaison with the *International Association for the Promotion of Child Welfare*, which on many points, as was again shown by the Office’s participation at the ninth meeting at Liége, deals with problems in which the Office is closely interested; with the *Save the Children International Union*, especially on the question of children in non-European countries, which is to be discussed at the international conference of the Union in June 1931; and with the *Permanent Committee of the International Conference on Social Work* in the investigation of the family problems which are to be on the agenda of its Frankfort meeting in 1932. There have also been exchanges of views with the *International Temperance Bureau*, which is concerned with the relations between social progress and the consumption of intoxicating liquor.

INSTITUTE OF PACIFIC RELATIONS

The Institute of Pacific Relations comprises national councils in the following countries: Australia, Canada, China, Great Britain, Japan, New Zealand and the United States of America.

During 1930 the Institute was mainly engaged in the preparation of its next Conference, which is to be held in China in 1931, and the agenda of which is to include the following questions: international economic relations, Chinese foreign relations, food and population, dependent peoples of the Pacific Islands, cultural relations, migration, race problems, labour problems and standards of living.

The Research Secretary of the Institute, Dr. J. B. Condliffe, visited the Office in June 1930 and discussed with members of the staff collaboration between the Office and the Institute. At the request of the Institute, the Office is preparing short memoranda for the information of the 1931 Conference on the possibilities and limitations of international comparisons of family budgets and cost of living, problems of native labour in Pacific Dependencies, and migration problems with special reference to Pacific countries.
The Catholic Church refrains from incorporating in its social programme any economic technique or system which is outside its real competence and its policy. Catholicism, however, adopts an attitude towards the modern organisation of production and its repercussions on the human element which is inspired by principles of justice, dignity and solidarity and which thus link it up with the outlook and action of the International Labour Organisation.

This explains why, in 1930 as in previous years, the International Labour Office collaborated and participated in the meetings of the Catholic internationals, e.g. the congresses of the Catholic Press International, the Catholic Seamen’s Missions and the “Caritas Catholica”, and the “Social Weeks”. For the purposes of this Annual Review only the main outlines of these various manifestations and of the documents emanating from the Catholic hierarchy can be indicated, with special emphasis on four chief points.

In the first place, the ecclesiastical authorities have made determined efforts to propagate the doctrine of the Encyclical *Rerum Novarum* among all classes of society, employers and workers alike. And then action has been taken to foster and expand social instruction in line with the big developments of the present time, and particularly on unemployment, insurance and the growth of new countries, three questions of current importance.

In its letter to the Bishop of Lille the Vatican recalled and on some practical points supplemented the Encyclical, and urged that the Encyclical should be studied and effectively applied in industry. In his enthronement speech, Cardinal Verdier appealed to the “social doctrine of the Church, which is founded on justice”. “We have no fear of progress”, he said, “and we take up the cause of the modifications and improvements in conditions which the working classes legitimately demand”. Monseigneur Schreiber, the first holder of the new bishopric of Berlin, has expressed his solicitude for all the economic, social and political needs of his people—housing, unemployment relief, a living wage, and the like, while the Bishop of Lille has received for his patient activity in the interests of Christian trade-unionism and social organisation the most solemn and active encouragement to “pursue more vigorously than ever in the work he has undertaken”.

In a recent interview, the "vigorous declarations" of which have been emphasised by the *Osservatore Romano*, the Archbishop of Prague denounced capitalism as the cause of pauperism, that is of the general impoverishment of all classes. At Christmas the Pope declared that peace between citizens or social classes could never exist without "that equitable distribution of the advantages and responsibilities, of the rights and duties of capital, management, and labour and of the profits deriving from them which only their friendly co-operation can secure".

Realising, however, that, because it is not yet sufficiently well known among Catholics, the doctrine of *Rerum Novarum* is still far from exerting to the full its potential constructive influence, the ecclesiastical authorities have urged that social education should be undertaken by those working among young people. The 1930 Diocesan Congress of Paris devoted itself exclusively to this subject and has been pursuing investigations among the heads of boys' and girls' schools and clubs and student groups. Cardinal Verdier has advocated progressive development of the social sense by means of a practical educational system which aims at observing the "shock" of realities on the adolescent, making the problems of labour, of economic exchanges and their responsibilities real to him, and steeping him in a social atmosphere; and he announces the coming publication of a practical manual with the object of supplying a solid foundation for classes, study circles and tracts. In Paris and elsewhere the junior members of the French Federation of Professions, a Catholic group of employers, recently founded "the League of Young Catholic Employers" with the aim of "applying the principles of Catholicism" towards colleagues, clients and subordinates, and for this purpose "relating the social and economic to the ethical considerations".

Some years ago the Catholic Institute of Toulouse, co-operating with the Social Union of the South, organised a course of social instruction in three stages. For students and the many pupils taking a correspondence course a three years' University programme, both practical and theoretical, was instituted. Young teachers endeavoured to adapt to adolescents in secondary schools, and even to children in primary schools, practical lessons on current problems of production, labour and industrial organisation, and to prove by facts that "the Church, according to a recent declaration by Cardinal Verdier, exists to ensure the happiness of man not only in the world to come but on this earth".
The Catholic hierarchy perseveres in the application of these general principles to the shifting course of current events. For the year 1930 it affirmed its guiding opinions on the questions which are particularly serious at the present time: Unemployment, insurance, and the economic and national evolution of new countries.

In his Christmas Message the Pope referred to the general, indeed almost universal, financial and economic malaise as one of the unfortunate features of the time. This is the second great event of 1930.

Appealing for action to mitigate the considerable sufferings caused by the widespread unemployment, Pius XI specially denounced severe and unbridled competition as harmful to all concerned and suggested that what was needed was a better social and international equilibrium based on more justice and Christian charity and capable, without overthrowing the Providential order of things, of rendering possible and effective, to the advantage of all, fraternal co-operation between classes and peoples. A few weeks later, stressing the gravity of the crisis, the Osservatore Romano quoted long passages from the memorandum submitted to the Commission of Enquiry for European Union by the International Labour Office and wrote: "The documents of the International Labour Office appear at the appropriate moment to provide new and decisive arguments in favour of international solidarity, which is so much to be desired both for its contribution to the solution of the world-wide economic crisis and for the preparation of that better future to which the Pope referred in his Christmas Message ".

A number of bishops have made similar appeals to their dioceses, cruelly hit by unemployment. Last November the Archbishop of San Francisco, chairman of the Administrative Committee of the National Catholic Welfare Conference, issued a long message in the name of the whole episcopate of North America. More than a year before the crisis, the National Catholic Welfare Conference had protested against the false optimism of the leaders of industry and drawn attention to the unsatisfactory standard of life of unskilled labour, and especially of women. The memorandum of the Archbishop of San Francisco recalled that the joint Pastoral Letter of the American Bishops on social reconstruction and industrial relations stated that in so rich a country, "industrial resources and instrumentalities are sufficient to provide more than a living wage for a very large proportion of the workers ". Increased
purchasing power, moreover, was "the most effective instrument of prosperity for labour and capital alike". "Had this passage been heeded during the dozen years since it was written", observes the Archbishop of San Francisco, "it would in itself have gone far to prevent the calamity we now undergo". At the beginning of that anxious winter, though it was indeed important to come generously to the help of the unfortunate, yet "we ask all to do more than give alms and more even than take measures to provide work and reduce the present army of the unemployed". "Justice should be done. Our country needs, now and permanently, such a change of heart as will, intelligently and with determination, organise and distribute our work and wealth". In December 1930, before the Catholic Conference on Industrial Problems at Washington, the well-known sociologist of the National Catholic Welfare Conference, Dr. John A. Ryan, demanded the primacy of the living wage over that of dividends; and when seeking a policy to combat unemployment, Dr. MacGowan, joint director of the Social Section of the same organisation, did not hesitate to declare that this was not a problem of increased production but of a better distribution of purchasing power. He therefore submitted the following proposals to the members of the National Catholic Welfare Conference: No wage reductions, but a reduction in working hours until exports revive in an atmosphere of international goodwill; the general organisation of labour with a view to achieving equitable wage and working conditions; a nationally co-ordinated system of employment agencies and public and private works; and Unemployment insurance.

The programme of social reconstruction further demanded that labour, helped out when necessary by the State, should be able to insure itself by its savings against industrial risks—a legal system of insurance which has become the common basis of Catholic social systems, as much for the International Union of Social Studies as for the recently-founded General Commission of Social Weeks in Canada. European Catholics have co-operated actively in the development of social insurance in their respective countries; this is the third point to be brought out in this annual review. In France the National Catholic Federation took up definitely and from the very beginning its position in favour of the new law, while public opinion was still in a state of uncertainty and flux. The committees of each diocese, in concert with the Christian trade unions, set up funds covering the risk of sickness on the principle of "current cost", while a Free Accumulative
Fund and a National Union of Family Insurance Funds embracing hundreds of thousands of members were created in Paris. For voluntary insurance, the Federation decided to create a network of mutual benefit societies. In Switzerland, too, the Christian social organisations supported the official old-age and life-insurance scheme which the Bishop of St. Gall recently approved as a work of social justice inspired by an eminently Christian spirit.

Finally—and this is the last point to be brought out as an indication of Catholic thought and action during 1930—the Catholic attitude on the subject of new countries and colonies has been on many occasions more clearly and decisively defined. Immediately on his accession, Pope Pius XI recalled the fact that “there should be neither distance nor difference between European missionaries and native priests, but that they should be united in common respect and charity”. Attributing “the extreme slowness” of the primitive mind to exceedingly precarious living conditions and needs, the Pope affirmed from his personal experience the intellectual equality of “the distant peoples of the East and South”. He also appointed a number of native priests to missionary bishoprics and livings. In these matters therefore education is the factor of prime importance, and, bearing this in mind, the Pope expressed his sympathy with the efforts of the International Institute for the study of African languages and civilisations.

The last Social Week of Marseilles devoted to the evolution of backward tribes a long series of studies in which it adopted and developed the fundamental principles of the social code of the International Union of Social Studies. The letter of approval which Cardinal Pacelli sent on this occasion in the Pope’s name specially referred to the conflict which colonisation is always in danger of arousing “when different cultural activities, those of the colonists and those of the natives respectively, have to be carried on in concert”, and emphasised the fact that it was to the missionaries’ own interest that the social condition of the natives should not be “depressed or corrupted by all kinds of abuses, by the exploitation of human labour and by disorderly morals.”

The resolutions adopted by the Marseilles Social Week recognised the legitimacy of colonial expansion in principle, and pointed out the mutual duty of both natives and colonists to collaborate. In particular, the colonising power must “govern in the interest of the governed, in this case the natives, having regard to the
good of the community as a whole, but with a right to a special measure of profit in compensation for the responsibilities it has assumed”.

There is no need to go into the purely political items of this programme, but reference may be made to the social reforms for which the Social Week, with Cardinal Pacelli, solicited the help of missionaries. Disturbed by the growth of a coloured proletariat created by the employment of native labour, the delegates to the Social Week demanded “that the colonising powers should prove by a policy of loyal collaboration that they are capable of rescuing the natives of whom they have taken charge from the physical and moral causes of their degeneration, especially by promulgating legal regulations on labour and enforcing these regulations with the help of those on the spot—administrators, colonists, missionaries, and the native workers themselves”. As a typical example of what may be done in the spirit of the Encyclical Rerum Novarum, the Social Week referred to the International Draft Convention on Forced Labour.

A similar attitude was adopted by the Catholic Union of International Studies when, supported by representatives of several Catholic internationals, it submitted to the President of the Fourteenth Session of the International Labour Conference a second memorandum on forced labour which, with certain resolutions and suggestions, gave the full approval of numerous figures in the missionary world to the International Labour Office’s proposed draft. From the same standpoint, too, the Reporter on race questions to the first congress of the Catholic University Association for the Relief of Missions (Louvain, March 1930) proposed a Christian policy for the new countries, which, in addition to the suppression of slavery and forced labour, should organise legal protection of coloured workers and prepare the evolution of native labour towards ends and by means inspired by really humanitarian principles. Hence also several studies which were submitted to this Congress on social work and social relief in the colonies, colonial clubs, and the training of men and women destined for the colonies. In collaboration with the institutions already existing, and in conjunction with the International Labour Office the Association decided to create a social secretariat with the triple purpose of collecting information on the organisation of social service in the colonies, of educating public opinion in the mother country, and of providing social training for future emigrants to the colonies.
The Missiological Week of Louvain, the International Academic Missionary Congress at Ljubljana, the courses for departing missionaries at the Catholic Institute at Lille—all these have by some at least of their teaching drawn the attention of the Catholic world to the social crisis through which the new countries are passing and to the position of the educated natives. Within their own field, guided by traditional experience and the potentialities of the native populations, missionaries have experimented with the various formulae of technical instruction, social education, economic association (e.g. savings banks, co-operative societies) and sometimes even of occupational grouping. In 1921 Father B. Huss, director of the native school of agriculture at Marienhill (Natal) organised social courses for the negroes. After their training, the natives, with the support of the Conference of Apostolic Vicars and Prefects of South Africa (Kimberley, July 1927) launched the Catholic African Union, which aims particularly at promoting the intellectual, economic, social, political, industrial, and hygienic development of the negro race, in full accord between Bantus and Europeans. One of the reports of the third Durban Conference, 1930, sets forth the results of the thrift campaign, and one of the leaders of the movement has gone to the United States of America with a grant from the Carnegie endowment to study the economic institutions of the negro communities there.

The investigator will hardly fail to note the great development of Catholic activity in the United States on behalf of the negro. Under the presidency of the Archbishop of Baltimore, a Federation of Coloured Catholics has been created, which at its sixth annual convention at Detroit drew up a declaration of its claims—the the sacredness of human life, full rights of citizenship in proportion to duties and sacrifices, equal right of access to churches with all other members of the same religion, to schools, universities and all professions, possibility of earning a decent livelihood without racial discrimination, facilities for credit, housing, etc. The Social Section of the National Catholic Welfare Conference devoted a whole day of its Congress to the serious problem of negroes in industry, who represent almost one-tenth of the workers of the United States, a problem all the more in need of urgent study in that race hatred intensifies still further to the disadvantage of the negroes the acuteness of unemployment. Though recognising the faults of the employer and the racial prejudice which influences the recruitment of labour, the personnel director of the Negro Workers at the Ford Plant (12,000 men) asked the
coloured workers to study their work more closely and to improve their output. A coloured speaker deplored the lack of opportunity for trained negroes but drew attention to the ground already gained in spite of this handicap, and proposed as a remedy for credit difficulties, following the experience of the whites, the creation of branches of the Parish Credit Union in Negro parishes. All the same, it was emphasised that the future should "witness the economic equality of all citizens".

THE CHURCHES SUPPORTING THE STOCKHOLM MOVEMENT

The "Œcumenical Council of Social Christianity", which is the outcome of the so-called Stockholm Movement of 1925, and on which the Anglican, Orthodox, Protestant and Old Catholic Churches are officially represented with their aggregate congregations of 300 million persons, continued in 1930 its work of promoting Christian unity by social study and action.

A full session of the Council took place at Chexbres (Switzerland) from 31 August to 5 September 1930. A new constitution was accepted in place in the provisional measures adopted in 1925. Among other things, it provides for closer contact between the Council and the great Christian organisations, and for the consultation of other international social institutions. The influence of the Council is making itself felt. In the Orthodox Church, for instance, the Philhellenic Congress of Theologians demanded the development of the social co-operation of the Churches. In many countries ecclesiastical social committees are being set up in increasing numbers. The Federation of Protestant Churches in Switzerland, for instance, has established a national institution.

From the point of view of international social action, the Œcumenical Council aims above all at applying the general guiding principles approved at the Stockholm Conference. It adopted on the questions referred to below, the conclusions of the experts consulted by the International Institute of Social Christianity, which consists of a secretariat and an information and research office of the Council, with headquarters at Geneva.

1. The Œcumenical Council bases its interest in international labour legislation on the essential function of international law, as

recognised by the Stockholm Conference, which held that such law should be established by the League of Nations on the foundation of justice and mercy as shown in the teaching of Christ, and that this should apply both to relations between individuals and to international relations. It also draws inspiration from the conclusions reached by the Conference to the effect that no social order can satisfy human aspirations without being just, and that the industrial problems with which the Christian conscience has to deal "are so grave that they cannot be solved by individual effort alone, but that the community must accept responsibility for them, and must exercise such control over individual action as in each instance may be necessary for the common good."

The Council accordingly began by stating that at the Stockholm Conference "the Churches solemnly pledged themselves to work for the social peace of the nations and of the world". This peace, it added, which should be "based on social justice and protect the personality of employers and workers, is, however, continually exposed to adverse influences. The Churches therefore have a vital concern in the removal of the causes of such disturbances by appropriate measures". It then affirmed that "the International Labour Organisation, through its activity in general and in particular through the preparation and adoption of labour Conventions by the International Labour Conference, was doing most valuable work for the furtherance of social peace", and concluded by stating that it was the only institution in which the Governments of fifty-five countries collaborated, in virtue of legal and moral obligations voluntarily accepted, with employers' and workers' organisations.

This conception of the International Labour Organisation led the Council to practical conclusions. It requested the Churches:

(1) To make the methods and spirit of the International Labour Organisation better known on the ground that the development of international labour legislation "can be made to contribute towards the strengthening of the moral ties binding together the nations of the world, and the furtherance of the welfare of mankind".

(2) To devote attention in each State to Conventions that have not yet been ratified and, among other things, to make a statement on the moral significance of the reasons given for not ratifying. As the Council pointed out, "the adoption of Conventions, irrespective of their particular content and nature, involves definite obligations that cannot be ignored by Governments. It is an error to assume that certain Conventions appear to interest the Churches more directly and that others need not be ratified, without harm to the workers of the world".
(3) To follow attentively the various stages in the procedure of preparing Conventions, to make known, if need be, the specific claims of Christianity in these matters, and to use their influence for the adoption of such Conventions.

The task of carrying this resolution into effect was entrusted to the research institutions of the Churches so far as national action is concerned, and to the International Institute of Social Christianity so far as general information and principles are concerned. In order to be able to submit concrete proposals to the Churches, the Institute has requested the International Labour Office to supply it with a statement on the facts with regard to Conventions. It has also notified its intention of making a thorough study of questions on the agenda of the Conference and also of examining in detail the position of young persons employed in non-industrial occupations.

2. This interest in international labour legislation reappears in the principles adopted concerning unemployment. The evils of unemployment, according to the Stockholm Conference, were morally intolerable; its causes should be found out and eliminated. The Church was profoundly interested in investigations to remove this evil and had to emphasise their importance to all Christian nations, as the problem was not insoluble.

After various preliminary studies, the Council last year called for a thorough and complete knowledge of the facts based on "a study of the whole situation from the Christian standpoint" and for a critical investigation of the causes of and remedies for unemployment. The national federations of the Churches were therefore requested to promote the holding of special conferences at which employers and workers could set forth their points of view and national difficulties and solutions could be discussed. These efforts are to culminate in 1932 in an international conference under the auspices of the Ecumenical Council. In point of fact, the Churches did not await this decision to carry out important preliminary studies. For instance, the Commission on Social Service of the Federal Council of the Churches of Christ in America issued a message which constitutes a far-reaching criticism of the industrial system: after a penetrating and frank analysis of the disordered conditions of production, it makes a vigorous plea for a system of social insurance. Similarly, the memorandum prepared by the British Christian Social Council on the miners' distress and the coal problem established a whole method of investigation. Again, in Germany, the Council of Evangelical Churches has
inspired not only spiritual action, but practical solidarity. On all sides there is evidence of a desire to enlighten public opinion, which for lack of information is apt to fall into erroneous judgments, thus causing misunderstandings that are harmful to social peace.

3. On the question of *rationalisation*, the aims of the Œcumenical Council are the logical outcome of the fundamental postulates of the Stockholm movement: the defence of personality, the protection of the soul, “the supreme value that must not be subordinated to the rights of property or the mechanism of industry”. The Council gave as a reason for its concern with the question “the danger of rationalisation giving added momentum” to the present tendencies. For this reason, it held that the whole phenomenon should be thoroughly studied, that the question of collaboration between the factors of production should be gone into, that the value of the available means of controlling economic forces should be examined, that the effects of a sort of patriarchalism springing from a particular conception of rationalisation should be investigated, and that it should be considered whether the fundamental task is, not the technical problem of increasing production, but the adaptation of production to consumption, especially in the international field. It would appear that the extension of the world crisis of unemployment should have a special influence on these studies.

4. The general problem of the *collaboration of the Churches with the world of labour* (employers and workers) entered on a new stage in 1930. In connection with the report of its Committee on the Churches and Labour the Œcumenical Council defined the guiding principle of its relations with international institutions and industrial and other bodies, on the basis of past experience.

On various occasions the Council has made it clear that it considers the International Labour Office to be the best institution for purposes of collaboration. It has now repeated its declarations of sympathetic interest in the work of the Office, and advocated closer relations with the International Association for Social Progress and the International Co-operative Alliance. So far as employers' and workers' organisations are concerned, the necessary relations should be established not through the medium of official representatives, but of persons with real authority in the circles concerned. In connection with the conclusions of the first International Social Study Week, organised by its Committee on the
Youth Movement, the Council drew the attention of the Churches to the wish that Christians belonging to bodies with different attitudes towards labour questions should try to get into touch with each other. In a general way, the Council affirmed the duty of the Stockholm movement to keep in touch with any organisation including members of the Churches among its supporters.

5. The study of these various problems and their very complexity have led certain theologians, principally Anglicans, to propose the formulation of a Christian sociology, which would work out a theory of contemporary society and provide criteria for testing its industrial and economic manifestations. In this connection the Ecumenical Council drew attention to various proposals made by experts of the International Institute of Social Christianity. So far the discussion is only in its initial stages; the questions at issue may be said to sum up two different standpoints.

On the one hand, the following questions are put: "(1) Whether we can use the idea of Christian Sociology as implying the progressive ordering of industrial and social life in accordance with Christian principles. — (2) Whether the concept of natural law, both in itself, and as the background of the Christian revelation, and in its relation to the questions of the social and economic life of the nations, is valid and useful. — (3) Whether the present form of industrial capitalism as a system which is alleged to militate against a spiritual valuation, both of material things and of human personality, is destined to self-destruction unless it can be made amenable to human control, and has the needs of personality as its supreme end ".

The other set of questions is: " (1) What is the exact meaning of what is termed "Christian Sociology", and is this presumed Christian Sociology a conceivable idea ? — (2) Is the idea of natural law sufficiently clear so as to serve as a basis for any system of philosophy ? — (3) Would not the history of the Christian Churches show that it is a dangerous thing for a Church, as an institution, to adopt a philosophy which in the course of time may prove to have become obsolete ? ".

6. The idea of compulsory arbitration in political disputes was also considered by the Council. This implies an interest in the conciliation of labour disputes in accordance with the views of the Stockholm Conference, which were very definite on this matter.
Independent Christian Organisations

(a) *International Social Service of the Salvation Army.* — In its world work of evangelisation, the Salvation Army attaches great importance to social regeneration. It has over 1,500 social services, including a large number of workshops and employment agencies. It has done important work in the field of vocational training, land settlement, and emigration. It energetically supports anything that can safeguard the protection of labour and the dignity of human life. During 1930 closer contact was established between the Office and the social service of the international headquarters of the Salvation Army.

(b) *The International Missionary Council.* — One of the principal features of the International Missionary Conference (Jerusalem, 1928) was certainly the review it made of the spread of industrialism in Africa and Asia, the development of rural communities, etc. For the better direction of missionary work in this field, the Jerusalem Conference decided to set up a research and information department on industrial and social questions. This body, which has its headquarters in Geneva, started work in September 1930 under the direction of Mr. J. Merle Davies, former general secretary of the Institute of Pacific Relations. From the first this department of the International Missionary Council has kept in touch with the Office, in particular with the Native Labour Section.

(c) *World Alliance of Y.M.C.A. and the Y.W.C.A.* — *The World Student Christian Federation.* — The International Committees of these Alliances have continued to develop their research departments and industrial secretariats.

Preparation for the World Congresses of the Y.M.C.A., to be held at Cleveland and Toronto in 1931, has led to the drawing up of a scheme of industrial and social studies, which also covers labour legislation. The scheme refers to the duties of the associations with regard to the preparation and application "both of national legislation and of the Convention of the International Labour Organisation". It also refers to rural settlement questions in connection with migration, etc.

The Y.W.C.A. is also displaying an increasing interest in social problems and labour legislation. It unreservedly approves the measures taken for the protection of women workers. The transference to Geneva in the spring of 1930 of the International
Secretariat has strengthened the collaboration established with the Office several years ago.

The Work of the World Student Christian Federation forms part of these general activities and in some respects supplements them, largely because of the broad inter-sectarian character of the Federation. This body continues, mainly though its International Student Service, to follow the social changes of the present day and their effects on university life. It provides an opportunity for the discussion of the intellectual and moral effects of present day developments and the revision or adaptation of doctrines which they render necessary.

The three bodies mentioned above, together with the research department of the International Missionary Council and the International Institute of Social Christianity, founded an International Christian Study Centre in the autumn of 1930.

**Inter-denominational Social Work**

The account which has been given of the social work carried on by religious bodies would not be complete without some mention of the Inter-denominational co-operation which has been instituted, more especially in the United States of America, for the study of problems of national industrial life or of events which specially attract public opinion. The joint action thus undertaken is purely practical in character and does not in any way affect the doctrinal autonomy of each organisation. It is simply a case of enquiries carried out jointly, or on the responsibility of one body but with the approval of the others, by the research departments of the Protestant Federal Council of the Churches of Christ, the Social Action Department of the National Catholic Welfare Conference and the Commission on Social Justice of the Central Conference of American Rabbis.

These organisations have already collaborated in four important and detailed enquiries; the most recent, which was published in October 1930, deals with sentences on workers defending the headquarters of their organisation and becoming involved in a disturbance in which persons were killed (Centralia case). The previous enquiries related to strikes, their origin, the persons responsible and the consequences, or to the social effects of the twelve-hour day in the metal industry. This last enquiry was carried out by the Research Department of the Federal Council of the Churches of Christ, but one of the factors which contributed
most decisively to the establishment of the eight-hour day was undoubtedly a joint declaration by the Protestant, Catholic and Jewish committees.

It should also be mentioned that a National Unemployment Conference consisting mainly of delegates of religious bodies is to meet at Washington in January 1931.

Universities and other Educational Bodies

Universities and other educational bodies have continued during 1930 to devote attention to the work of the International Labour Organisation, through the organisation of special course of lectures on its activities, the inclusion of references to it in regular courses of instruction in economics and law, the preparation of theses and the arrangement of individual and collective visits of professors and students to Geneva.

The Office is of course able to collaborate specially closely with the University of Geneva and with other educational institutions in that city, especially the Geneva Graduate Institute of International Studies. A series of lectures has been given by members of the staff of the Office to students attending the law faculty of the University of Geneva.

As usual, members of the staff have also been requested to give addresses at the summer schools held by the Geneva School of International Studies, the Geneva Institute of International Relations, the International Bureau of Education, the International Federation of League of Nations Societies, and other bodies.

Some of these organisations make a special effort to attract teachers to attend their summer schools and thus to assist in making known the work of the League of Nations and the International Labour Organisation. In this connection the Office has remained in touch with the Sub-Committee of Experts set up by the International Committee on Intellectual Co-operation to deal with the instruction of youth in the aims of the League. Special attention has been devoted by the Advisory Educational Committee of the Welsh League of Nations Union to the best methods of giving instruction to school-children in the aims and activities of the International Labour Organisation.

An interesting development in 1930 was the establishment in Geneva of an International people's school for the Scandinavian countries. The courses are to be given in the Scandinavian languages (Danish, Norwegian and Swedish), provision also being
made for the study of English and French if desired, and will be open to all, although they are expected particularly to attract representatives of organised labour. The teaching will be of a practical kind and will seek to make the pupils familiar with international problems.

Support for the work of the Organisation has also continued to be expressed by the various international organisations of students: International Federation of Students, International University Federation for the League of Nations, International Federation of University Women, World Student Christian Federation, Pax Romana, World Federation of Jewish Students, International Student Service and International Federation of Socialist Students. In particular, the International University Federation for the League of Nations held its annual congress in Geneva in celebration of the tenth anniversary of the establishment of the League of Nations and the International Labour Organisation. An arrangement was made with this organisation whereby two of its members from different countries were enabled to spend a month working at the International Labour Office.

Publicity

An account has been given above of the various forces and movements which support the work of the Office. It remains to indicate what the Office itself does to attract and retain the support of its sympathisers. Regrets have frequently been expressed in previous Reports that, although the Office realises that the Organisation cannot live without the active support of the various movements of a social character, it does not possess the necessary financial resources to encourage their work or to carry out publicity on the scale which would be desirable. Within the limits of the funds available, however, it neglects no opportunity of making the work of the Organisation better known to the outside world.

The Office received official visits from various distinguished persons in 1930, including Mr. Scullin, Prime Minister of Australia, Mr. Pierre Laval, then French Minister of Labour, and Mr. Curtius, German Minister for Foreign Affairs. Many other visits were also received, especially from the members of various summer schools, some of which were composed of English and Scottish school-children. Help in receiving these summer schools and in telling them something of the work of the Office was given, as in previous years, by the American Committee of the League of Nations.
Association of the United States and its representatives in Geneva. Over 8,600 persons representing 43 countries and 133 occupations visited the Office in 1930.

In celebration of the tenth anniversary of the Organisation, a volume entitled *Dix ans d'organisation internationale du Travail*¹, giving the history of the Organisation since its foundation, was published. A large number of other publications and articles also appeared in connection with this tenth anniversary ².

The Office has also been represented at various international exhibitions. A special credit voted by the Governing Body enabled it to send exhibits on a considerable scale to the *Exposition internationale de la grande industrie* at Liège and the International Hygiene Exhibition at Dresden. It also participated on a more modest scale in the exhibitions at Antwerp and Poznan.

The Office has made use of the means of publicity offered by modern inventions. At the Conference, one of the foremost European cinema firms made "talkies" of the President of the Conference, the Chairman of the Governing Body, the Director and others prominently connected with the work of the Organisation. Thanks to the world-wide distributing machinery of this firm these interviews have been widely reproduced in the cinemas of the world. Films were also taken at the Session of the Governing Body in Paris. And the Office has had produced a short film illustrating aspects of the work of the Conference, the Governing Body and the Office.

The wireless is another modern invention which has made amazing progress and which has almost unlimited possibilities as a means of workers' education. Some countries, including Czechoslovakia, Germany, Great Britain, Italy and the Netherlands, have already realised its enormous importance from the point of view of the utilisation of workers' spare time. Organisations of working class listeners-in have also been formed. Two International Workers' Radio Conferences have been held, the first in 1927 and the second at Prague in September 1930. An international Workers' Radio secretariat was set up at Hilversum in 1930 with a view to inducing broadcasting stations to make special broadcasts for workers and to give the workers an opportunity of stating their views as regards programmes. A workers' wireless press has grown up in Belgium, Denmark, Germany and the Netherlands.

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¹ The English edition of this volume will be published shortly by Allen and Unwin, London.
² Cf. Bibliography of the International Labour Organisation.
The Office has taken part both directly and indirectly in the utilisation of broadcasting for the benefit of the workers.

In Czechoslovakia the Czech Workers' Radio, the board of management of which meets under the chairmanship of the Minister of Social Welfare and which includes representatives of the principal central trade union organisations, gave during the first four years of its existence (1926-1930) more than a hundred lectures on the work of the Organisation.

In France the Eiffel Tower station reserves a quarter of an hour a day for broadcasting talks on behalf of the Office. Weekly talks are given from the Ecole des P.T.T. in Paris and also in connection with colonial broadcasting, for which a special station is to be set up in the near future. The talks are relayed by all Government stations, and thus reach all French listeners. They deal with the work of the Organisation and also with various incidents in the history of labour and its organisation, labour legislation in the various countries and the industrial questions of the day. They are organised and supervised by the Paris Correspondent’s Office. The Radio-Paris private broadcasting station also devotes some of its wireless talks on the social questions of the day to the Office.

In Germany the principal stations keep their listeners informed about the work of the Office. The Deutsche Welle, a central institution for workers’ education, has obtained help from the Berlin Correspondent’s Office in obtaining information for some of its lectures.

In Great Britain the broadcasts of news and the periodical talks on the League of Nations refer to the work of the Office. The British Broadcasting Corporation relayed from Geneva a series of six talks given at the Fourteenth Session of the Conference by delegates of the British Commonwealth—Miss Bondfield and Mr. Shinwell (Great Britain), Mr. T. Boydell (South Africa), Mr. Tom Moore (Canada)—and also by the Deputy-Director of the Office and Professor Zimmern.

In Italy the E.I.A.R. station (Ente italiano audizioni radiofoniche) of Rome refers to the work of the Office in its talks on the social questions of the moment.

In Japan a series of wireless talks was given in November and December 1930 in connection with the Tenth anniversary of the Organisation. The speakers were the Government, employers’ and workers’ delegates to the Fourteenth Session of the Conference,
as well as Mr. Mayeda, former Japanese Government representative on the Governing Body, Mr. Okuyama, General Secretary of the League of Nations Association of Japan, Mr. Yahagi, professor at the University of Tokyo, and the Director of the Tokyo Correspondent's Office. Before the talks were given an illustrated programme was issued explaining the work and objects of the Organisation and giving a biography of the speakers. Further, Mr. Tomita, chief of the Labour Division of the Bureau of Social Affairs and Government delegate to the Conference, gave a wireless talk on the 1930 Session on his return to Japan.
CHAPTER IV

INTERNATIONAL INFORMATION

Under Article 396 of the Treaty, the functions of the International Labour Office include "the collection and distribution of information on all subjects to the international adjustment of conditions of industrial life and labour ...". The purpose of this chapter is to indicate what was done by the Office in 1930 to carry out this function.

CENTRALISATION OF INFORMATION

Library. — During 1930 the Library of the Office received 8,541 volumes, 8,717 brochures, and 13,805 publications in series, or 31,063 publications in all. The total number of works catalogued at the end of the year was roughly 230,000. As in previous years, a large number of works were presented to the Library.

On the initiative of Mr. Castro Leal, Mexican observer in Geneva, the various Ministries and Government institutions of Mexico sent, during the last six months of the year, a valuable collection to the Library, consisting of over 350 volumes, besides which they supply various social, economic and statistical periodicals.

The number of external readers who come to work in the Library is steadily rising: 260 in 1929, 300 in 1930. The different nationalities represented among the 300 readers last year were as follows: Swiss, 56; German, 48; United States of America, 48; French, 29; British, 25; Polish, 14; Italian, 10; Swedish, 10; Russian, 7; Japanese, 6; Austrian, 6, etc. They included 113 students (38 of whom came to the Library to prepare their theses), 55 teachers (comprising 43 engaged in higher grade establishments), 22 journalists and 19 jurists.

List of cinematograph films. — The list of cinematograph films dealing with social questions, which was started three years ago,
has grown very considerably. At the end of 1930 it contained information on 9,350 films (3,150 in 1929).

Documents Service

There has been a further increase in the number of periodical publications used for information purposes: 4,100 in 1930, as compared with 3,800 in 1929 and 1,570 in 1924. These 4,100 publications represent 230,000 separate numbers over the whole year: 58,800 copies were lent in 1930, and 1,450 collections were prepared for binding. The Reading Room for periodicals was visited by 750 readers on the average every month.

The systematic examination of periodicals is carried out on the same bases and in the same conditions as in previous years, i.e. only a few countries are dealt with. It represents none the less an abundant source of social and economic information. More than one institution and more than one visitor to the Office have manifested a wish to have the benefit of the wealth of information thus collected, but the giving of effect to this wish is unfortunately prevented by financial considerations.

Preparation of Information

In the various departments of social activity the Office in 1930, as in previous years, made fresh contributions to that scientific knowledge of facts which is the basis of any rational and fruitful legislative action.

The sessions of the International Labour Conference and of the Governing Body, the Preparatory Technical Conference on conditions of work in coal mines, the Silicosis Conference, and the numerous meetings of committees naturally necessitated a great deal of research work.

In addition to this preparation of information for discussions on the widest and most varied problems, the Office carried on a large number of other studies.

Studies Completed. — The following were completed during the year: The first volume of the important Encyclopædia of Industrial Hygiene; the fifth and last volume of the large series on Freedom of Association; studies on methods of compiling statistics of railway accidents and on colour vision tests as applied in different countries to drivers in transport services (railways, navigation,
aviation, aeronautics, motor transport); a new and up-to-date edition of the part of the International Labour Directory dealing with co-operative organisations; studies on vocational agricultural education, and on the law on the contract of employment of agricultural workers in Austria, Germany and Hungary; a further study on European housing problems; a study on unemployment and public works; a study on wages and regulation of conditions of labour in the U.S.S.R., closed at the end of 1929—a work of the late chief of the Russian Service of the Office, Simon Zagorsky, who died on 14 March 1930; a series of monographs on industrial relations in certain establishments in various European countries.

Current Studies. — As regards the remuneration of labour, the enquiry asked for by the Ford Company into the cost of living in relation to wages for a number of European industrial towns, as compared with the situation in an American industrial town such as Detroit, will shortly be finished. It is expected that the Office will be able to furnish carefully-prepared information on this subject towards the middle of 1931.

The problem of wages has also been investigated from another angle in a study of what is—wrongly—called “high wages”. A preliminary study into methods of fixing wages in coal-mines will also be published for the Fifteenth Session of the Conference.

Among other economic questions closely connected with social problems, one which has closely occupied the attention of the Office is that of rationalisation in relation to labour conditions. This question in being dealt with in a study which is approaching completion.

In the field of the rights of the workers, the Office has nearly completed its research into conciliation and arbitration. It has also begun a comparative international study on collective agreements and on the principles of the contract of employment as such.

In connection with the present unemployment crisis, the Governing Body has instructed the Office to carry out a thorough enquiry into its various causes and possible remedies for it in the social field. The Unemployment Committee, at its meeting in January 1931, examined a series of preliminary reports prepared by the Office with the help of certain outside collaborators on disturbances in international trade as a cause of unemployment, the unsatisfactory international distribution of capital as a further
cause, wages and unemployment, population (density, etc.) and unemployment, monetary fluctuations and unemployment, and rationalisation and employment, without counting the study mentioned above on unemployment and public works. In pursuance of that meeting, the Office is continuing this wide enquiry, which is to comprise the manifold aspects of one of the most serious problems of the present time.

In the matter of migration, the Office is specially studying, in addition to statistical methods, the effects which the Draft Convention on equality of treatment of foreigners, prepared by the Paris Diplomatic Conference, might have on the living conditions of migrating workers.

As regards social insurance, the Office is carrying on, in addition to its investigations into social charges, a thorough enquiry into invalidity, old age and death insurance, which question has been placed on the agenda of the 1932 Session of the Conference.

In the case of agricultural work, the Office is principally studying the rural exodus, hours of work, the contract of employment and wages in agriculture.

As regards native labour, contract labour is being studied, including penal sanctions and labour conditions in colonies, protectorates and possessions; also slavery, labour conditions in mandated territories, and labour conditions in Asiatic countries, more particularly Japan.

With reference to maritime labour, the Office is carrying on its work for the preparatory technical Conference in October 1931 which is to deal with the questions discussed at the Maritime Session of the International Labour Conference in 1929, and more particularly with the question of hours of work on board ship. Its investigations into the sponge-fishing industry and into inland navigation are also being continued.

On industrial hygiene, the preparation of the second volume of the Encyclopaedia of Industrial Hygiene is being actively pushed forward and will shortly be completed.

On safety, besides studying methods of preventing accidents from acetylene, the Office is dealing with conditions of work of dockers and the international regulations which, in accordance with the wishes of the Conference, should complete the Draft Convention adopted in 1929. Investigations into the prevention of accidents in the use of electricity have also been begun.

Lastly, in view of the forthcoming session of the International Labour Conference, the Office has prepared a preliminary (Grey)
Report on the Age of Admission of Children to Employment in Non-Industrial Occupations as well as a (Blue) Report on Hours of Work in Coal-Mines (including lignite mines).

To complete this recital reference should also be made to a number of other studies on the most varied subjects. To give these in detail, however, would make this summary too long, and mention will therefore simply be made of the following: preparatory research for an enquiry into conditions of work in textile industries; studies on the four-shift system in automatic glass-works or others in which work is necessarily continuous over the week-end; national monographs on systems of industrial relations in various countries; studies on the essential features of a collective contract of service for journalists; investigations into the placing of theatrical performers, the rights of performers in broadcasting and mechanical music, etc.

Labour statistics. — In 1930 fresh improvements were effected in the publication and presentation of statistics of conditions of labour in different countries. The Office now sends out a monthly statistical questionnaire, to which it receives regular replies from the more important States Members. The information thus obtained is more up-to-date than that received hitherto. Furthermore, the Office now has the advantage of certain statistics which were previously inaccessible.

The field covered by the Office's labour statistics has been widened; they now show new headings and additional countries. The statistics of employment and unemployment, which covered only 27 countries in 1928, now cover 37. The migration statistics covered 33 countries and were published monthly; they are now published annually, but cover about 110 countries. New headings have been added to the industrial accidents statistics, varying with the countries concerned. Statistics relating to certain subjects, e.g. the cost of living, are published less frequently, so that new headings may be included.

The Office has devoted special attention to the methods of compilation adopted in the different countries, and their relation to the methods recommended by the various international conferences of official labour statisticians. Notes have been published in the International Labour Review on methods of preparing statistics of unemployment, wages, migration, strikes and lockouts, and industrial accidents, some of which subjects had not been dealt with for a long time and others not at all. Some of
them, however, call for fuller research, in particular the statistics of migration and industrial accidents, which have not yet been submitted to a conference of labour statisticians. The Governing Body has agreed in principle to the holding of conferences to deal with these questions. It is to be hoped that the preparatory work will be carried out soon enough for the convening of these conferences at an early date.

The progress already made with labour statistics has suggested that the Office might begin in the near future the periodical publication of a yearbook of labour statistics. At present the statistics published periodically in the *International Labour Review* are confined to the past twelve months and do not give the reader a general idea of statistics of conditions of work during the last few years. The League of Nations publishes a very useful statistical yearbook on economic problems as a whole, and some of the sections are compiled by the Statistical Section of the International Labour Office. The time seems to have come to consider whether the Office should not contemplate publishing a similar yearbook for labour statistics, which would give not only national official statistics, but the results of special enquiries, e.g. the enquiries into wages in the coal-mining industry in 1925, 1927 and 1929, the annual enquiries into real wages, etc. Meanwhile, the Second Part of the present volume contains a number of statistical tables, giving some idea of the interest of such a yearbook if it were to be published.

*International Dictionary of Labour Law.* — Owing to the pressure of more urgent work, the Office has unfortunately been compelled to postpone the preparation of the *Dictionary* for the time being, but hopes to be able to resume this work in the near future.

*International collection of collective agreements.* — On the other hand, it has been able to continue its collection of the more important collective agreements, which it has added to and completed so far as possible.

**Distribution of Information**

As in the past, numerous requests for information were received from Governments, employers' and workers' organisations, and other bodies, as well as from private persons. The number of these requests, which reached a thousand in 1928, is still above that figure, excluding requests received by the National Corres-
pondents of the Office and replied to directly by them, with or without help from the head office in Geneva.

Requests for information received in 1930 may be classified as follows, according to the principal headings and the nature of the source from which they came:

<table>
<thead>
<tr>
<th>Subjects</th>
<th>Government and national administrative services</th>
<th>Employers' organisations and undertakings</th>
<th>Workers' organisations</th>
<th>Members of Parliament and political parties</th>
<th>Various institutions and private individuals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conditions of work: hours, wages, collective agreements, etc.</td>
<td>20</td>
<td>24</td>
<td>43</td>
<td>3</td>
<td>85</td>
</tr>
<tr>
<td>Social insurance, disabled men</td>
<td>33</td>
<td>11</td>
<td>20</td>
<td>17</td>
<td>67</td>
</tr>
<tr>
<td>Miscellaneous statistics and bibliographies</td>
<td>15</td>
<td>12</td>
<td>29</td>
<td>1</td>
<td>86</td>
</tr>
<tr>
<td>International Labour Organisation: ratifications, interpretation of conventions, etc.</td>
<td>10</td>
<td>4</td>
<td>14</td>
<td>1</td>
<td>78</td>
</tr>
<tr>
<td>Safety, hygiene, occupational diseases</td>
<td>20</td>
<td>10</td>
<td>13</td>
<td>1</td>
<td>48</td>
</tr>
<tr>
<td>Unemployment and placement</td>
<td>13</td>
<td>5</td>
<td>9</td>
<td>—</td>
<td>47</td>
</tr>
<tr>
<td>Cost of living, purchasing power of wages, family allowances, housing</td>
<td>6</td>
<td>4</td>
<td>11</td>
<td>1</td>
<td>31</td>
</tr>
<tr>
<td>Co-operation, handicraftsmen</td>
<td>3</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>44</td>
</tr>
<tr>
<td>Labour law and its administration</td>
<td>8</td>
<td>7</td>
<td>8</td>
<td>—</td>
<td>22</td>
</tr>
<tr>
<td>Apprenticeship, vocational guidance, workers' education</td>
<td>6</td>
<td>2</td>
<td>7</td>
<td>—</td>
<td>22</td>
</tr>
<tr>
<td>Trade union movement</td>
<td>3</td>
<td>4</td>
<td>12</td>
<td>—</td>
<td>17</td>
</tr>
<tr>
<td>Economic situation, production, rationalisation</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>16</td>
</tr>
<tr>
<td>Agriculture</td>
<td>8</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>Migration</td>
<td>5</td>
<td>1</td>
<td>2</td>
<td>—</td>
<td>11</td>
</tr>
<tr>
<td>Workers' spare time, holidays</td>
<td>1</td>
<td>—</td>
<td>4</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Mercantile marine</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>—</td>
<td>5</td>
</tr>
<tr>
<td>Native labour</td>
<td>1</td>
<td>—</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
</tbody>
</table>

Among the countries from which these requests were received, France comes first with 135 requests, closely followed by Great Britain (131) and Germany (130), then by Switzerland (104), Belgium (67), Italy (66), and the United States (63).

Most of the information supplied in 1930 at the request of Governments and Members of Parliament dealt as in previous
years with social insurance (50) and conditions of labour, including
hours and wages (23), followed by safety, industrial hygiene and
occupational diseases (21).

Requests from employers' organisations again dealt principally
with conditions of work in the various countries (24).

The information asked for by international and national workers'
organisations referred to general conditions of labour (43), labour
statistics (29), social insurance (20), general activities of the
Organisation (14) and questions of hygiene and safety (13).

Among the more important replies furnished by the Office, the
following may be mentioned:

Information on the cost of social insurance or social charges in
general (for the French Ministry of Labour and the Rapporteur
of the Social Insurance Act in the French Senate, the Belgian
Trade Union Commission, the Reichenberg Employers' Asso­
ciation, etc.).
International report on the development of sickness insurance
systems (for the International Conference of Sickness Insurance
Funds).
Information on agricultural contracts of employment in France
and Great Britain (for the Italian Ministry of Agriculture).
Information on salary scales of engineers and factory inspectors
in Germany, Great Britain, etc. (for the Belgian Ministry of
Study on changes in the sickness rate of insured workers (for the
British Ministry of Health).
Information on wages in different industries (for the British Ministry
of Labour).
Information on conditions of work in the chemical industry in the
principal countries (for the Italian National Federation of
Chemical Industries).
Information on apprenticeship legislation in various countries (for
the Luxemburg Chamber of Commerce).
Report on the possibilities of applying compulsory social insurance
in India (for the Indian Royal Labour Commission).
Information on the legal status in the different countries of persons
employed in inland navigation (for the Austrian Federation of
Free Trade Unions).
Information on existing legislation on accident insurance in various
countries (for the Association of Trade Unions in the French
Department of the Lower Rhine).
Information on wage scales, holidays, allowances, etc. of officials
in various countries (for the Autonomous Federation of French
Government and Municipal Employees' Unions), etc.

Publications

There was no change during 1930 in the general programme of
the publications by which the Office makes available to the world
the results of its activity both as a collector and distributor of
intelligence on labour matters and as an agency for the scientific study of industrial and social problems.

The periodical publications continued to appear with regularity, and as regards most of them—for example, *Industrial and Labour Information*, the *Bibliography of Industrial Hygiene* and the *Industrial Safety Survey*—no new development is to be recorded. Brief notes are given below on the principal new works issued and the progress of certain other publications.

*Studies and Reports.* — The “Studies and Reports” issued in the course of the year included the following:

**Series A. — Industrial Relations**


This, the fifth and last volume of a work begun several years ago, contains monographs on the history, legal status and position in practice of trade-unions in the United States, Canada, Latin America (Argentina, Brazil, Chile, Colombia, Peru, Uruguay, Venezuela, Guatemala, Nicaragua, Costa Rica, Salvador, Honduras, Panama, and Cuba), South Africa, Australia and New Zealand, India, China and Japan.

**Series C. — Unemployment**


A second edition of the *Bibliography* published in 1926. The first edition covered the period between 1914 and 1919; the new edition covers the period 1920-1929. Entries are classified under the headings: General Literature; Special Problems; Creation and Expansion of Employment; Employment Exchanges (General, Vocational Guidance, Training of the Unemployed, and Emigration and Immigration); Unemployment Insurance and Relief.

**Series F. — Industrial Hygiene**


The International Labour Office took up the study of colour vision tests in 1924, in consequence of a resolution adopted by the Scandinavian Ophthalmological Congress in favour of the adoption of uniform colour vision tests for railwaymen and seamen in all countries. This report, which is illustrated with coloured plates, describes the various methods of testing colour perception, and their adaptation to the requirements of various occupations, including railway transport, navigation, aviation and motoring.

**Series F bis. — Safety**


After describing the causes of accidents with presses and setting forth the difficulties which attend adequate protection of the operator, this study deals with different types of presses, their construction, installation and operation, and examines the fundamental requirements for safety and various devices which have proved satisfactory. The law on the subject in France, Germany, Great Britain, Italy and the Netherlands is set out in the Appendix.
Series K. — Agriculture

No. 10. *The Law on the Contract of Employment of Agricultural Workers in Austria, Germany and Hungary.* English (64 pp.), French (75 pp.) and German (68 pp.) editions.

After dealing with the scope of agricultural labour law in the three countries, and the definition and form of the agricultural contract of employment, the study proceeds to treat of the freedom of contract, general obligations, systems of remuneration, hours of work, employment of women and children, sickness, duration and termination of contract, and other provisions.

Series N. — Statistics


This report, of which the English and German editions appeared in 1929, is one of a number intended to assist the movement towards greater uniformity in the compilation of statistics in order to render them internationally comparable. Dealing solely with industrial risks, it reviews the methods adopted in different countries for recording railway casualties, outlines the principles underlying the calculation of risk, and illustrates the differences in systems of classification in various countries.


The subject of occupational morbidity and mortality had already been dealt with by the International Labour Office from the medical point of view and from the standpoint of insurance. In this report, the problem is approached from the statistical point of view, the object being to determine the relation between occupation and health by the application of statistical methods eliminating the probable effect of non-occupational health factors.

*International Labour Review.* — During 1930 the monthly "International Labour Review" published 35 special articles by outside contributors or by members of the Office staff. Notable articles included four on industrial relations in the Bat’a works, the London Traffic Combine, the French State Mines of the Saar Basin, and the Zeiss works; two articles on the present status of the cotton and wool textile industries; an article on the employment of children in Egyptian industry; and the first of two articles on conditions in the European lignite industry.

An effort was made in 1930 to complete the series of statistics on different branches of labour which form one of the most valued features of the Review. In addition to the regular statistical articles and tables on unemployment, movements in the general level of wages, cost of living index numbers, real wages and migration movements, half-yearly statistics relating to industrial disputes and others relating to collective agreements were given for the first time; a third addition—statistics of industrial accidents—was ready by the end of the year, but was postponed, for technical reasons, until the beginning of 1931.
**Legislative Series. —** Volume VIII of the "Legislative Series", comprising laws and regulations promulgated in 1927, was issued in three parts: Parts I and II, consisting of 1,620 pages and containing the texts of measures adopted in 90 countries and received in 25 languages; and Part III, comprising 172 pages, and forming at the same time an index to the contents of Parts I and II and a general catalogue of the labour legislation of the year. In addition, Part I of Volume IX (1928) was published in German, forming a work of 525 pages, and the corresponding parts of the English and French editions were almost completed. As in previous years, every effort was made to meet demands for translations of particular laws and regulations of more recent date which will appear in later volumes.

**International Survey of Legal Decisions on Labour Law. —** The fourth volume of this annual publication appeared in March 1930. It contained a selection of decisions given during 1928 in England, France, Germany and Italy. A supplement was issued later containing decisions given in the United States, together with an index to the main volume. So far, it has not been found practicable to extend the scope of this publication to other countries. Instead, attention has been concentrated on the improvement of the work in the light of the experience of the last three or four years, especially from the points of view of the sifting of cases to be included, the classification of the records, and the form of presentation, the main purpose being to make the publication of the greatest possible utility to those who desire to follow the developments year by year in the interpretation of statutory measures by the courts.

**Encyclopaedia of Industrial Hygiene. —** The encyclopaedic work on which the Industrial Hygiene Section of the Office has been engaged for some years and which has been issued first in brochure form, under the title of "Occupation and Health", approached its completion towards the end of 1930, when the first of the two substantial volumes composing the final edition was issued in French; the second volume in that language is due to appear in 1931.

This work embodies in a compressed form all that can be gleaned by a systematic and laborious study of available knowledge on the health risks of industrial life. Over sixty experts in industrial hygiene have assisted in its compilation. It covers practically every important industry, process or ingredient involving danger of illness or injury to the worker. Concise information is given as to materials used, processes employed, chemical or biological causes
of disease, sources of poisoning or infection, statistics, symptoms, diagnosis, preventive legislation, and bibliography.

An effort has been made throughout to ensure that the technical and medical data shall be at once sufficiently complete and sufficiently condensed to meet the needs both of the expert and of the non-expert. Testimonies to the accuracy, comprehensiveness and practical value of the publication have appeared in the technical and medical press of several countries.

**Commemoration of Tenth Anniversary.** — Early in 1930, on the occasion of the tenth anniversary of the International Labour Organisation, an illustrated album showing the growth of the Organisation and the work done was published in six languages—English, French, German, Italian, Spanish and Swedish. The album included five articles by representative authors: Mr. Arthur Fontaine, Chairman of the Governing Body; Mr. G. Olivetti, Employers’ Vice-Chairman; Mr. E. L. Poulton, Workers’ Vice-Chairman; Mr. Albert Thomas, Director; and Mr. H. B. Butler, Deputy-Director. The album, which was profusely illustrated with photographs and coloured charts, was widely commended both for the intrinsic interest of its contents and for their artistic presentation.

**Sales and Distribution.** — The proceeds of the sale of publications of the Office in 1930 amounted to 221,722 francs, as against 196,846 francs in 1929 and 173,195 francs in 1928, an increase of 12.5 per cent. as compared with 1929 and 27 per cent. as compared with 1928.
CHAPTER V

INTERNATIONAL LABOUR LEGISLATION

One of the chief duties of the International Labour Organisation is to draw up and to secure the enforcement of the rules of international labour legislation adopted by the Conference in the form of Draft Conventions and Recommendations (Article 405 of the Treaty).

In previous Reports of the Director a whole part was devoted to the action taken by States Members to give effect to the Conventions and Recommendations. Similar information is still given in the Director’s Report in its new form, which also still contains the big tables showing the situation as regards ratification or putting into force of each Convention and each Recommendation.

In the Annual Review it is proposed simply to indicate the results obtained in 1930.

Three tables are also inserted at the end of the volume showing the present state in the procedure of ratification of the various Conventions. The first shows as fully as possible the state of procedure in each country as regards each Convention. The second shows the number of ratifications obtained by each Convention and the third the number of Conventions ratified by the individual States Members. In order that they may agree with the tables contained in the Director’s Report, these three tables show the situation on 15 March 1931.

The number of ratifications registered from 1 January to 31 December 1930 was 30. These ratifications were distributed as follows among the various Conventions:

Unemployment: Belgium. — Unemployment indemnity in case of loss or foundering of the ship: Germany, Irish Free State, Rumania. — Employment for seamen: Rumania. — Age for admission of children to employment in agriculture: Rumania. — Rights of association and combination of agricultural workers: Denmark, Rumania. — Workmen’s compensation in agriculture: Italy. — Application of the weekly rest in

1 Cf. Director’s Report to the Fifteenth Session of the Conference, Part I and the tables appended.

These ratifications are distributed by country as follows:

<table>
<thead>
<tr>
<th>Country</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgium</td>
<td>1</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>2</td>
</tr>
<tr>
<td>China</td>
<td>1</td>
</tr>
<tr>
<td>Denmark</td>
<td>1</td>
</tr>
<tr>
<td>Estonia</td>
<td>1</td>
</tr>
<tr>
<td>France</td>
<td>1</td>
</tr>
<tr>
<td>Germany</td>
<td>3</td>
</tr>
<tr>
<td>Greece</td>
<td>1</td>
</tr>
<tr>
<td>Irish Free State</td>
<td>11</td>
</tr>
<tr>
<td>Italy</td>
<td>2</td>
</tr>
<tr>
<td>Japan</td>
<td>1</td>
</tr>
<tr>
<td>Rumania</td>
<td>4</td>
</tr>
<tr>
<td>Spain</td>
<td>1</td>
</tr>
</tbody>
</table>

Application of Conventions

Each Session both of the Committee of Experts on Article 408 and of the Committee appointed by the Conference to consider the reports submitted by Governments under that Article provides the occasion for some further development in the system provided for by the Treaty of Versailles for mutual supervision of the application of Conventions. At its 1930 Session the Committee of Experts took two decisions of importance.

In the first place, it decided to recommend that in future the forms for annual reports should include a request for information concerning decisions by courts of law, or other courts, regarding the application of the Conventions. This suggestion was approved by the Governing Body. Its adoption should considerably increase the effective value of the annual reports for the purpose of enabling a clear idea to be formed of the manner in which the provisions of the Conventions are really interpreted and applied in the different countries.

Secondly, the Committee decided to follow the example of the Conference Committee in dividing up the annual reports among its members for preliminary examination, each member assuming the responsibility for examining the reports on a certain number

1 For the membership of the Committee, see supra, p. 34
of Conventions before the meeting of the Committee, and for reporting to his colleagues on the results of his examination. The Governing Body welcomed this decision, and in order to enable the new method to be properly applied inserted in the Budget for 1931 sufficient credits to provide for a full week's meeting of the Committee at Geneva this year.

The Committee set up by the Fourteenth Session of the Conference to examine the annual reports furnished under Article 408 also made a number of suggestions, which were subsequently submitted to the Governing Body.

In particular, the Committee drew special attention to the varying effects, from the standpoint of national law, of the mere act of ratification in the different countries. In order to obtain fuller information on this point, the Governing Body decided to insert the following sentence in the forms for annual reports:

Where the national law is not fully in harmony with the provisions of the Convention, please indicate whether the ratification of the Convention has itself had any actual legal effect, and in particular (a) whether, and to what extent, the mere act of ratification is considered as having modified previously existing legislation, and (b) by what means observance of the Convention's provisions can be enforced.

The Committee also recommended that the desirability of increasing the number of members of the Committee of Experts, and of lengthening the Committee's sessions, should be considered. The Governing Body has, as already stated above, decided in favour of the latter course. It preferred to await the results of the new method of examining the annual reports to be adopted by the experts for the first time this year before deciding to increase the Committee's membership.

A further suggestion put forward by the Conference Committee was that the Governing Body should consider the advisability of placing on the formal agenda of the Conference each year the consideration of the reports supplied by Governments under Article 408. Under Article 389 of the Treaty of Versailles the number of advisers who may be appointed to accompany each Delegate to the Conference is limited to two "for each item on the agenda of the meeting". Consequently, the Committee felt that if its suggestion were adopted, it would be easier for the Governments than it is at present to appoint properly qualified persons to perform the increasingly arduous work of examining the annual reports on the Article 408 Committee. The attention of the Standing Orders Committee of the Governing Body had
already been drawn to this question by Mr. Oersted, but no
definite conclusion had been reached concerning it. The Governing
Body has referred the matter afresh to its Standing Orders
Committee, and has still to take a decision in the light of the
Committee's report.

The Governing Body has also referred to its Standing Orders
Committee the question raised by the Conference Committee on
Article 408 of the possibility of improving upon the existing
methods for the interpretation of Conventions.

Lastly, the Article 408 Committee at the Conference last
year raised the question of the possibility of securing periodical
reports on the application of the Recommendations. For constitu­
tional and practical reasons alike the Governing Body was unable
to recommend that any attempt should be made to devise a
system of regular and formal reports, on the lines of that provided
for by Article 408 in the case of Conventions, on the application
of the Recommendations. At the same time it recognised the
importance of studying the practical results of the Recommenda­
tions, and approved the Office's proposal that the information
supplied to the Conference each year on the effects of the Recom­
mendations should be developed as far as circumstances permit.

The rate at which the volume of the annual reports submitted
has grown is shown by the following figures:

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of reports due</th>
<th>Number of pages covered by summaries in Part II of the Director's Report (English edition)</th>
<th>Number of Conventions covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>1927</td>
<td>182</td>
<td>145</td>
<td>16</td>
</tr>
<tr>
<td>1928</td>
<td>209</td>
<td>182</td>
<td>17</td>
</tr>
<tr>
<td>1929</td>
<td>241</td>
<td>220</td>
<td>20</td>
</tr>
<tr>
<td>1930</td>
<td>326</td>
<td>283</td>
<td>25</td>
</tr>
<tr>
<td>1931</td>
<td>392</td>
<td>325&lt;sup&gt;1&lt;/sup&gt;</td>
<td>26</td>
</tr>
</tbody>
</table>

<sup>1</sup> Estimated.

COMMISSIONS OF ENQUIRY AND ASSESSORS FOR LABOUR CASES

The Government of Estonia has submitted the following nomi­
nations for the panel of members of Commissions of Enquiry
mentioned in Article 412 of the Treaty of Versailles:

Representative of employers: Mr. Martin Luther, President of the
Association of Estonian Manufacturers, Member of the Chamber of
Commerce and Industry.
Representative of workers: Mr. August Roí, ex-Minister, Deputy.
Of independent standing: Mr. Anton Püpp, ex-Minister, Professor of
International Law at the University of Tartu (Dorpat) 1.

The composition of the special Chamber for Labour Cases set
up by the Permanent Court of International Justice has been
fixed for the period ending 31 December 1933 as follows:

Members: Mr. Altamira (Chairman); Mr. Kellogg; Mr. Urrutia;
Mr. Schücking; Mr. Wang Chung-Hai.
Substitute members: Sir Cecil Hurst; Mr. Negulesco.

PROCEDURE FOR THE REVISION OF CONVENTIONS

The Director's Report to the Fourteenth Session of the Con­
ference contained an outline of the procedure established for
dealing with proposals to revise Conventions 2. In 1931 the
Conference will have its first opportunity of putting this procedure
into practice.

At its Forty-ninth Session (June 1930) the Governing Body
had before it the draft "ten-yearly" reports prepared by the
Office on the working of eight Conventions adopted by the Con­
ference in 1919 and 1920. Proceeding in accordance with the
terms of its Standing Orders the Governing Body decided in respect
of seven of these Conventions not to place their revision in whole
or in part on the Agenda of the Conference. In the case of the
eighth Convention, that concerning employment of women during
the night, the Governing Body decided that it was "desirable
that the question of placing the revision of the Convention in
whole or in part on the agenda of the Conference should be further
pursued." 3.

---

1 These nominations were approved by the Governing Body in January
1931. The Bureau is considering the revision of the panel. The revised list
will be published in a subsequent edition of the Annual Review.
3 At its 51st Session (28-31 January 1931) the Governing Body definitely
decided to place on the Agenda of the Fifteenth Session of the Conference
the question of the partial revision of this Convention, in respect of the two
following points:
(a) Insertion in the Convention of a clause specifying that the Convention does
not apply to persons holding positions of supervision or management; and
(b) Insertion in Article 2 of the Convention of a provision authorising the
Members of the Organisation to substitute for the interval 10 p.m. to 5 a.m.,
during which night work is absolutely prohibited, the interval 11 p.m. to 6 a.m.
SECOND PART

THE SOCIAL MOVEMENT

CHAPTER I

THE ECONOMIC SITUATION

Any survey of the "social movement" should logically begin with a survey of the economic situation during the period under review. In 1930 the economic situation was dominated by the industrial depression, the effects of which are to be seen in all directions—prices, currency, finance, production, international trade, income and industrial organisation.

I. MOVEMENT OF PRICES

1. General Wholesale Prices

As appears from the table on page 138, general wholesale price index numbers have had a tendency to fall in most countries since the beginning of 1929. This tendency was more marked at the end of that year and in 1930. An exception must be made in the case of three countries where there are special monetary conditions (Russia, China, Spain). Of the 35 countries which publish general wholesale price index numbers, these numbers rose between June 1929 and the end of 1930, in Spain (2.9 per cent.), in Russia.

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1 In the following tables use has been made as far as possible of data published in the *International Statistical Year Book*, the *Monthly Bulletin of Statistics* of the League of Nations, and in the *International Labour Review*. The selection of the data and the method of grouping them and combining them with data from other sources, which are mentioned in each case, are determined by the special objects of this survey, which is intended to illustrate the economic situation during the year in its relation to labour problems. It may be added that the countries referred to in the tables in this survey of the economic situation in 1930 have been given in the order in which they appear in the French edition of this volume, and which it has been considered desirable for practical purposes to retain both for the English and the German editions.

2 November.
## INDEX NUMBER OF WHOLESALE PRICES

(Base 1913 = 100)

<table>
<thead>
<tr>
<th>Country</th>
<th>South Africa</th>
<th>Germany</th>
<th>Australia</th>
<th>Austria</th>
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<table>
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<table>
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<th>Country</th>
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<th>Italy *</th>
<th>Japan</th>
<th>Netherlands</th>
<th>Poland</th>
<th>United Kingdom</th>
<th>U.S.S. R.</th>
<th>Sweden</th>
<th>Switzerland</th>
<th>Czecho-Slovakia</th>
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</thead>
<tbody>
<tr>
<td>Source</td>
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<td>Consiglio provinciale dell' economia di Milano</td>
<td>Bank of Japan</td>
<td>Official</td>
<td>Official</td>
<td>Board of Trade</td>
<td>Official</td>
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</tbody>
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* The index numbers calculated on the basis of the gold value of the present currency unit are as follows: For Belgium: 1927, 123; 1928, 122; 1929, 124 and 1930, 108. For France: 1928, 126; 1929, 124 and 1930, 109. For Italy: 1927, 134; 1928, 131 and 1930, 112.
1 Average of the following month. 2 Since 1926 new series; since 1927, new zloty prices. 3 Until end 1926, "Gosplan". 4 Until end 1925, "Lorenz". 5 Average for 11 months. 6 November.
(4.4 per cent.), and in China (9.2 per cent.), and fell from 4 to 10 per cent. in five countries (New Zealand, Egypt, Peru, Norway, Albania), from 10 to 20 per cent. in fifteen countries (Finland, Germany, South Africa, Dutch East Indies, Danzig, Sweden, Switzerland, Canada, Denmark, Estonia, Czechoslovakia, United States, Poland, Belgium, United Kingdom), and from 20 to 30 per cent. in twelve countries (France, Austria, Chile, Australia, Bulgaria, Yugoslavia, Italy, the Netherlands, Hungary, India, Japan, Latvia).

In the case of four countries for which comparisons of retail prices are made on p. 143 (Germany, United States, France, United Kingdom), the following falls took place between June 1929 and the end of 1930: Germany, 12.6 per cent.; United States, 18.8; France, 20.1; United Kingdom, 19.9.

2. Wholesale Prices of the Principal Groups of Commodities

The following table contains information in the case of four countries (Germany, United States, France, United Kingdom) on

<table>
<thead>
<tr>
<th>Country</th>
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<th>United States</th>
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<td></td>
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<td>Raw materials and semimanufactured articles</td>
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<td>1930 XII</td>
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INDEX NUMBERS OF WHOLESALE PRICES OF THE PRINCIPAL GROUPS OF COMMODITIES – (contd.)

(Base 1913 = 100)

<table>
<thead>
<tr>
<th>Country</th>
<th>Group of commodities</th>
<th>France</th>
<th>United Kingdom</th>
</tr>
</thead>
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<tr>
<td></td>
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<td>General index</td>
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<tr>
<td>Number of commodities</td>
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<tr>
<td>XII</td>
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</table>

Sources:

Wholesale price movements of the principal groups of commodities. The figures given for two countries (Germany and the United States) enable a comparison to be made between the movements of manufactured products and those of other categories of commodities. It will be seen that in Germany, from 1928 (annual average) to December 1930, there has been a fall of 17.9 per cent. for agricultural produce, 17.9 per cent. for raw materials and semi-manufactured articles and 10.1 per cent. for manufactured articles. In the United States during the same period there was a fall of 29.1 per cent. for farm produce, 25 per cent. for raw materials, 23.1 per cent. for semi-manufactured articles and 15.7 per cent. for finished products. In both cases the prices of finished products will be seen to have fallen less than those of agricultural produce, raw materials and semi-manufactured articles.
3. Wholesale Prices of Certain Products

The following table gives information on prices of certain important products.

INDEX NUMBERS OF WHOLESALE PRICES OF CERTAIN IMPORTANT PRODUCTS
(Base 1913 = 100)

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<td>100</td>
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</tbody>
</table>

From June 1929 to December 1930 the following falls occurred:
- coal (London), 10.6 per cent.;
- pig iron (London), 11.4 per cent.;
- copper (London), 36.7 per cent.;
- lead (London), 34.9 per cent.;
- zinc (London), 47 per cent.;
- aluminium (Berlin), 10.7 per cent.;
- tin (London), 44.4 per cent.;
- crude petroleum 1 (Pennsylvania), 54.4 per cent.;
- rubber (London), 58.6 per cent.;
- cotton (London), 46.6 per cent.;
- wool (London), 46.6 per cent.;
- jute 2 (London), 49.8 per cent.;
- raw silk 2 (New York), 50.3 per cent.;
- artificial silk 2

1 November.
2 These commodities are not included in the table.
(New York), 24.8 per cent.; wheat (Winnipeg), 53 per cent.; refined sugar (London), 26 per cent.; coffee (New York), 58.3 per cent.; cocoa\(^1\) (London), 16.8 per cent.; shipping freights (United Kingdom), 10.9 per cent.

In December 1930 the 1913 level was exceeded for one only of the commodities referred to, viz. pig iron (+9 per cent.). In the case of another commodity, viz. aluminium, the 1913 price was again reached, while in the case of all the others the prices were lower than in that year: 7 per cent. for coal; 14 per cent. for wool; 16 per cent. for lead; 18 per cent. for shipping freights; 22 per cent. for cotton; 24 per cent. for crude petroleum; 31 per cent. for copper; 37 per cent. for wheat and coffee; 39 per cent. for zinc; 43 per cent. for refined sugar; 45 per cent. for tin; 88 per cent. for rubber.

4. **Retail Prices (foodstuffs, clothing, heating and lighting) and House Rent**

The following table shows the movement in five countries (Germany, United States, France, Italy, United Kingdom) of retail prices (foodstuffs, clothing, heating and lighting) and house rents.

It is interesting to compare for the same period (June 1929 to the end of 1930) the movements in the prices of the different commodities included in the table — and those of the cost of living\(^2\) which result therefrom — with the general wholesale price movements given earlier (p. 138). The following figures are obtained in this way: Germany: wholesale prices, —12.6 per cent.; foodstuffs, —12.3 per cent.; clothing, —12.8 per cent.; heating and lighting, +1.3 per cent.; house rent, +4 per cent.; cost of living, —7.2 per cent. United States: wholesale prices, —18.8 per cent.; foodstuffs, —6.6 per cent.; clothing, —1.2 per cent.; heating and lighting, —1.1 per cent.; rent, —2.6 per cent.; cost of living, —5.3 per cent. France: wholesale prices, —20.1 per cent.; foodstuffs, +4 per cent.; clothing, +1 per cent.; heating and lighting, +17.4 per cent.; rent, +16.7 per cent.; cost of living, +7.4 per cent. Italy: wholesale prices, —23.1 per cent.; foodstuffs, —7.9 per cent.; clothing, —19.3 per cent.; heating and lighting, +7.5 per cent.; rent, +3.4 per cent.; cost of living, —6.7 per cent. United

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1 These commodities are not included in the table.
2 Cf. *infra*, the section entitled "Wages".
3 June 1930 compared with June 1929.
4 Last quarter of 1930 compared with second quarter of 1929.
Kingdom: wholesale prices, — 19.9 per cent.; foodstuffs, — 7.4 per cent.; clothing, — 6 per cent.; heating and lighting, + 2.9 per cent. rent, + 0.7 per cent.; cost of living, — 5 per cent.

**INDEX NUMBERS OF PRICES OF FOODSTUFFS, CLOTHING, HEATING AND LIGHTING, AND RENT**

<table>
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<table>
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</table>

1 Average of 10 months.
2 October.
3 Month of June.
4 Quarterly averages.
II. Monetary Position

1. Gold

(a) Production. — According to estimates, the world output of gold in 1930 was slightly higher than in 1929. The annual figures since 1914 are as follows:

<table>
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<th>Year</th>
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</tr>
<tr>
<td>1930</td>
<td>20.1</td>
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</table>

The figures calculated from *The Times*, London, 28 Jan. 1931.

(b) Movement of reserves of central banks. — The table on page 145 shows the movement of the gold reserves of the central banks in different countries and for a group of 44 countries, including in some cases the reserves of the Treasuries.

From the end of 1929 to the end of 1930 there was an increase of 28.6 per cent. in France, 28.5 per cent. in Canada, 16.8 per cent. in Belgium, 8.3 per cent. in the United States, 7.6 per cent. in Switzerland, and a decrease of 82.6 per cent. in Brazil, 24.1 per cent. in Japan, 15.8 per cent. in Australia, 4.9 per cent. in Spain and 4.7 per cent. in the Netherlands.

For the 44 countries the 1930 figures show an increase of 618 million dollars, or 5.7 per cent. over those for 1929 (as against 287 million dollars or 2.8 per cent. in 1929 compared with 1928).

(c) International distribution of reserves. — Important changes took place in 1930, and generally speaking during the last two years, in the international distribution of gold reserves. This is shown in the table on p. 146, which contains data for different countries.

---

1 The figures calculated from *The Times*, London, 28 Jan. 1931.
2 Estimated.

---

1 Not included in the table.
2 November.
### MOVEMENT OF GOLD RESERVES

*(In millions)*

Base of index numbers: 1913 = 100

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<th>Countries</th>
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<th>Spain</th>
<th>United States 2</th>
<th>France</th>
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<tr>
<td></td>
<td>Reichsbank</td>
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<td>Bank of Spain</td>
<td>&quot;Federal Reserve Banks&quot; and Treasury</td>
<td>Bank of France and Other Banks</td>
<td>Bank of Italy 3</td>
<td>Bank of Japan and Treasury</td>
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<td>Gold pesos</td>
<td>Index numbers</td>
<td>Pesetas</td>
<td>Index numbers</td>
<td>Francs</td>
<td>Index numbers</td>
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<td>1.04 peso oro = $1</td>
<td>5.18 pesetas = $1</td>
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End of:

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<tr>
<td>1924</td>
<td>819 66 460.3 174 2,535 528 4,090 317 18,128 105 4,198 77 1,175 904 155.6 445 8,933 181</td>
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<tr>
<td>1925</td>
<td>1,274 102 467.2 176 2,537 529 3,855 309 18,142 105 4,207 77 1,155 889 144.6 413 8,926 181</td>
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<tr>
<td>1926</td>
<td>1,897 152 467.2 176 2,557 633 4,083 317 18,146 105 4,245 78 1,172 867 151.1 432 9,191 186</td>
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<tr>
<td>1927</td>
<td>1,934 155 548.9 207 2,604 543 3,977 308 18,126 105 4,547 83 1,087 830 152.4 435 9,546 194</td>
</tr>
<tr>
<td>1928</td>
<td>2,795 225 629.8 238 2,559 533 3,746 290 34,977 185 5,052 92 1,085 835 153.8 438 10,010 203</td>
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<tr>
<td>1929</td>
<td>2,349 189 450.1 170 2,566 535 3,900 302 41,668 241 5,190 92 1,087 836 146.1 417 10,292 209</td>
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<tr>
<td>1930</td>
<td>2,348 189 427.3 161 2,540 508 4,225 328 53,578 309 5,297 97 825 635 148.3 424 10,915 221</td>
</tr>
<tr>
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</tr>
<tr>
<td>VI</td>
<td>1,977 159 546.5 206 2,561 534 3,956 307 36,625 211 5,159 94 1,087 836 155.7 445 10,132 205</td>
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<tr>
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<td>2,349 189 450.1 170 2,566 535 3,900 302 41,668 241 5,190 95 1,087 836 146.1 417 10,297 209</td>
</tr>
<tr>
<td>1930 III</td>
<td>2,562 206 449.5 169 2,468 514 4,061 315 42,557 246 5,202 95 909 699 157.1 449 10,505 213</td>
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</tbody>
</table>

* Expressed in cents.

## Table: Gold Reserves in Certain Countries and Totals for a Group of 44 Countries

### Data for Each Country as a Percentage of the Total for the 44 Countries

*(In millions)*

<table>
<thead>
<tr>
<th>Countries</th>
<th>Germany</th>
<th>Argentina</th>
<th>Spain</th>
<th>United States</th>
<th>France</th>
<th>Italy</th>
<th>Japan</th>
<th>United Kingdom</th>
<th>Total of 44 countries¹</th>
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<td></td>
<td>$</td>
<td>%</td>
<td>$</td>
<td>%</td>
<td>$</td>
<td>%</td>
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<td></td>
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</tr>
<tr>
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<td>93.19</td>
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<td>265.54</td>
<td>65.13</td>
<td>170.34</td>
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<td>444.50</td>
<td>489.55</td>
<td>4,090.45</td>
<td>710.79</td>
<td>218.24</td>
<td>586.66</td>
<td>757.85</td>
<td>8,933.10</td>
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<tr>
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<td>288.32</td>
<td>451.51</td>
<td>490.56</td>
<td>3,985.44</td>
<td>711.80</td>
<td>219.25</td>
<td>576.65</td>
<td>703.79</td>
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<td>493.54</td>
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<td>495.48</td>
<td>3,900.37</td>
<td>1,633.15</td>
<td>273.27</td>
<td>542.53</td>
<td>711.69</td>
<td>10,297.10</td>
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<tr>
<td>1930</td>
<td>528.48</td>
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<td>471.43</td>
<td>4,225.38</td>
<td>2,100.19</td>
<td>279.27</td>
<td>412.38</td>
<td>722.66</td>
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<tr>
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<td>585.58</td>
<td>494.49</td>
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<td>495.48</td>
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<td>273.27</td>
<td>542.53</td>
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<tr>
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<td></td>
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<tr>
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<td>431.40</td>
<td>763.70</td>
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<td>279.26</td>
<td>412.38</td>
<td>722.66</td>
<td>10,915²</td>
</tr>
</tbody>
</table>

¹ Since December 1929, a group of 45 countries, Bolivia being added. The total for the 44 countries at that date was 10,290 million dollars; in March 1930 it was 10,502 million dollars.

² Provisional figures.

expressed in the same currency (dollars) and the percentages for each country as compared with the total of the 44 countries.

From the end of 1928 to the end of 1930 the ratio of the single countries to the total figure has increased from 37.4 to 38.7 per cent. in the United States, from 12.5 to 19.2 per cent. in France, from 1.3 to 1.7 in Belgium ¹ and from 1 to 1.3 in Switzerland ¹, and has decreased from 7.5 to 6.6 per cent. in the United Kingdom, from 6.5 to 4.8 in Germany, from 6.1 to 3.8 in Argentina, from 4.9 to 4.3 in Spain, from 5.4 to 3.8 in Japan, from 2.7 to 2.6 in Italy, from 1.7 to 1.6 in the Netherlands ¹, from 1.1 to 0.7 in Australia ¹, and from 1.1 to 1.0 in Canada ¹.

2. Silver

The price of silver, which has been falling for a number of years past, fluctuated violently in 1929 and collapsed in 1930. The price moved from $31\frac{3}{16}$ pence at the end of 1924 to $31\frac{11}{16}$d. in 1925, 25d. in 1926, 26\frac{3}{8}d. in 1927, 26\frac{7}{16}d. in 1928, 21\frac{7}{16}d. in 1929 and 14\frac{7}{16}d. in 1930 ². As compared with the figure for 1928, the fall in December 1929 was 19.9 per cent., and in December 1930 it was 45.4 per cent.

The movement of output seems to be only to a very slight extent an explanation of the fall in price. The output in 1912 was 231 million ounces, rising to 239 millions in 1924, 245 millions in 1925, 254 millions in 1926 and 1927, 257 millions in 1928 and 262 millions in 1929. For 1930 it is estimated at 244 millions ³. From 1929 to 1930 the decrease is 6.9 per cent.

The extreme depreciation of silver is really due to the almost universal adoption in recent years of gold mono-metallism, and in particular to the change to the gold standard in Indo-China and the sale of considerable quantities of silver by India during 1930. This depreciation is partly responsible for the low purchasing power of China in the international market.

3. Note Circulation

The table on p. 148, shows data concerning notes in circulation in different countries in 1913 and from 1924 to 1930.

From the end of 1929 to the end of 1930 there has been an increase

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¹ Not included in the table.
² According to The Economist, London.
³ The Economist, London, 14 February 1931.
# Notes in Circulation

**In millions**

<table>
<thead>
<tr>
<th>Countries</th>
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<th>United States</th>
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<th>Total of 43 countries</th>
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<td>Pesos</td>
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<td>156</td>
<td>68,571</td>
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<td>187</td>
<td>1,261</td>
<td>153</td>
<td>4,724</td>
<td>245</td>
<td>4,085</td>
<td>159</td>
<td>76,436</td>
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<td>4,343</td>
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<td>4,433</td>
<td>230</td>
<td>4,026</td>
<td>156</td>
<td>68,571</td>
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<tr>
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<td>1,261</td>
<td>153</td>
<td>4,724</td>
<td>245</td>
<td>4,085</td>
<td>159</td>
<td>76,436</td>
</tr>
</tbody>
</table>

2. Including notes of private banks.
4. Existing currency.
5. The figures for 1929 and 1930 are taken from the Federal Reserve Bulletin, Washington.
of 11.8 per cent. in Belgium, 11.5 per cent. in France, 6.6 per cent. in Spain, 6.4 per cent. in Australia, 6.3 per cent. in Switzerland, 1.5 per cent. in the United States, and a decrease of 33.5 in Brazil, 14.2 per cent. in Canada and Japan and 1.7 per cent. in the Netherlands.

4. **Total Circulation**

The following table gives for a certain number of countries (France, Germany, United Kingdom and the United States) data concerning the total circulation (notes, balance of current accounts in central banks and other obligations payable at sight).

**TOTAL CIRCULATION (NOTES AND CREDIT CURRENT ACCOUNTS IN CENTRAL BANKS)**

*(In millions)*

Base of index numbers: 1928 = 100

<table>
<thead>
<tr>
<th>Countries</th>
<th>Germany</th>
<th>United States</th>
<th>France</th>
<th>United Kingdom</th>
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<td>Reichsbank</td>
<td>Federal Reserve Banks</td>
<td>Bank of France</td>
<td>Bank of England</td>
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<td>Index numbers</td>
<td>$</td>
<td>Index numbers</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>End of:</th>
<th>1913</th>
<th>1925</th>
<th>1926</th>
<th>1927</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
<th>1929</th>
<th>1930</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3,538</td>
<td>5,300</td>
<td>6,363</td>
<td>6,031</td>
<td>6,177</td>
<td>6,115</td>
<td>5,814</td>
<td>6,115</td>
<td>5,814</td>
</tr>
<tr>
<td>Reichsmarks</td>
<td>57</td>
<td>86</td>
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<td>98</td>
<td>100</td>
<td>99</td>
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<td>6,334</td>
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<td>6,115</td>
<td>5,814</td>
<td>6,115</td>
<td>5,814</td>
</tr>
<tr>
<td>$</td>
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<td>100</td>
<td>100</td>
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</tr>
<tr>
<td>Index numbers</td>
<td>35</td>
<td>64</td>
<td>71</td>
<td>81</td>
<td>81</td>
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<tr>
<td>£</td>
<td>529.7</td>
<td>513.1</td>
<td>510.2</td>
<td>504.2</td>
<td>494.0</td>
<td>477.4</td>
<td>491.8</td>
<td>491.8</td>
<td>491.8</td>
</tr>
<tr>
<td>Index numbers</td>
<td>107</td>
<td>104</td>
<td>102</td>
<td>102</td>
<td>100</td>
<td>97</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

---

1 The notes in circulation include the notes of the central banks, State (Treasury) notes and the notes (if any) of private banks. The credit current accounts include the balances of the current accounts (a) of private individuals, (b) of the State and "other obligations payable at sight". The data on credit current accounts have been taken from the *Monthly Bulletin of the International Statistical Institute*, The Hague.

2 Average for 1913.

3 Existing currency.

1 Not included in the table.
From the end of 1929 to the end of 1930 the total circulation has increased by 13.2 per cent. in France, 3 per cent. in the United Kingdom and 1.8 per cent in the United States, and has decreased by 4.9 per cent. in Germany. From 1928 to 1929 the circulation increased by 20 per cent. in France and 0.4 per cent. in the United States, and decreased by 0.4 per cent. in the United Kingdom and 5.9 per cent. in Germany.

5. Exchanges

Only one of the European currencies showed any violent fluctuations in 1930, namely the peseta, the gold value of which fell from 69.3 per cent. at the end of 1929 to 54.4 per cent. at the end of 1930. Outside Europe, however, there are a certain number of countries whose currencies have suffered more or less severely, particularly certain Latin American States, Australia and China. From the end of 1929 to the end of 1930, certain currencies fell as follows: Australia, — 6.5 per cent.; Mexico, — 7.2 per cent.; Venezuela, — 7.9 per cent.; Brazil, — 14 per cent.; Argentina, — 18.8 per cent.; Uruguay, — 21 per cent.; China; — 32.2 per cent. (Shanghai) and 33.1 per cent. (Hongkong). These movements are in general due to the heavy adverse balance of trade caused by the drop in the price of raw materials and the chief agricultural products, while in the case of China the fall in the price of silver is an important factor, and some countries have been affected by political agitation and revolution.

III. Finance

1. Capital Issues

The capital issues of certain countries from 1924 to 1930 are shown in the table on p. 151.

From 1929 to 1930 there has been an increase in Rumania of 44.7 per cent., France 46.4 per cent., Netherlands 59.4 per cent., Switzerland 55.1 per cent., Norway 42.5 per cent., and a decrease in Poland of 2.2 per cent., Sweden 8.7 per cent., United Kingdom 7.1 per cent., Italy 15.3 per cent., Japan 7.3 per cent., Czechoslovakia 30.9 per cent., United States 31 per cent., Germany 41.8 per cent., Austria 44.2 per cent., Finland 55.7 per cent., British India 57.1 per cent., and Belgium 64.4 per cent.

1 Not included in the table.
### CAPITAL ISSUES

(In millions)

Base of index numbers: 1913 = 100

<table>
<thead>
<tr>
<th>Countries</th>
<th>Germany 1</th>
<th>United States 2</th>
<th>France 3</th>
<th>Japan</th>
<th>Netherlands 4</th>
<th>United Kingdom 5</th>
<th>Switzerland 6</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Reichsmarks</td>
<td>Index numbers</td>
<td>$</td>
<td>Index numbers</td>
<td>Francs</td>
<td>Index numbers</td>
<td>Yen</td>
</tr>
<tr>
<td>1913</td>
<td>720</td>
<td>100</td>
<td>—</td>
<td>—</td>
<td>2,638</td>
<td>100</td>
<td>542</td>
</tr>
<tr>
<td>1924</td>
<td>180</td>
<td>25</td>
<td>5,598</td>
<td>—</td>
<td>6,775</td>
<td>52</td>
<td>2,625</td>
</tr>
<tr>
<td>1925</td>
<td>662</td>
<td>92</td>
<td>6,220</td>
<td>—</td>
<td>3,689</td>
<td>28</td>
<td>2,449</td>
</tr>
<tr>
<td>1926</td>
<td>808</td>
<td>112</td>
<td>6,344</td>
<td>—</td>
<td>4,941</td>
<td>38</td>
<td>2,737</td>
</tr>
<tr>
<td>1927</td>
<td>1,369</td>
<td>190</td>
<td>7,776</td>
<td>—</td>
<td>7,517</td>
<td>58</td>
<td>3,054</td>
</tr>
<tr>
<td>1928</td>
<td>1,321</td>
<td>183</td>
<td>8,114</td>
<td>—</td>
<td>10,754</td>
<td>83</td>
<td>4,021</td>
</tr>
<tr>
<td>1929</td>
<td>962</td>
<td>134</td>
<td>10,195</td>
<td>—</td>
<td>15,016</td>
<td>116</td>
<td>2,662</td>
</tr>
<tr>
<td>1930</td>
<td>560</td>
<td>79</td>
<td>7,034</td>
<td>—</td>
<td>21,986</td>
<td>169</td>
<td>2,467</td>
</tr>
</tbody>
</table>

* For this period the indices have been calculated on the basis of the monthly average for 1913.

Unless otherwise stated, the figures represent authorised issues of new joint stock companies at home and the increase of capital of existing companies. The data for Germany, the United Kingdom and Switzerland represent the issue value; the others refer to the nominal values. In the statistics of the United States, bonds and preferential shares are entered at par, the ordinary shares at issue values. Bonus shares are excluded from the figures for the Netherlands, the United Kingdom and Switzerland, and conversions are excluded in the case of Germany, the United States, the Netherlands and the United Kingdom.

1 Ordinary and " Kommandit " joint stock companies, not including limited liability companies (G. m. b. H.). Issue values of stocks sold against cash.
2 Domestic, excluding United States Government, issues, foreign, other than Government, issues and loans raised by foreign governments.
3 Subscriptions invited on home market by French companies other than the big railway companies; excluding vendors' shares.
4 Issues exceeding 100,000 gulden, excluding Treasury bills. Subscriptions invited on home market by domestic and colonial companies; issues for foreign companies and governments.
5 Domestic issues and issues of British Possessions and foreign subscriptions invited on home market; excluding issues made by British Government for national purposes, loans by municipal and county authorities except in cases where there is a specified limit to the subscription, and bonds of less than twelve months' currency.
6 Domestic and foreign subscriptions invited on Swiss market, including bonds and local government loans.

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* For this period the indices have been calculated on the basis of the monthly average for 1913.

Unless otherwise stated, the figures represent authorised issues of new joint stock companies at home and the increase of capital of existing companies. The data for Germany, the United Kingdom and Switzerland represent the issue value; the others refer to the nominal values. In the statistics of the United States, bonds and preferential shares are entered at par, the ordinary shares at issue values. Bonus shares are excluded from the figures for the Netherlands, the United Kingdom and Switzerland, and conversions are excluded in the case of Germany, the United States, the Netherlands and the United Kingdom.

1 Ordinary and " Kommandit " joint stock companies, not including limited liability companies (G. m. b. H.). Issue values of stocks sold against cash.
2 Domestic, excluding United States Government, issues, foreign, other than Government, issues and loans raised by foreign governments.
3 Subscriptions invited on home market by French companies other than the big railway companies; excluding vendors' shares.
4 Issues exceeding 100,000 gulden, excluding Treasury bills. Subscriptions invited on home market by domestic and colonial companies; issues for foreign companies and governments.
5 Domestic issues and issues of British Possessions and foreign subscriptions invited on home market; excluding issues made by British Government for national purposes, loans by municipal and county authorities except in cases where there is a specified limit to the subscription, and bonds of less than twelve months' currency.
6 Domestic and foreign subscriptions invited on Swiss market, including bonds and local government loans.
## Credits of Central Banks (Commercial Bills and Acceptances; Advances on Security)

*(In millions)*

### Base of index numbers: 1928 = 100

<table>
<thead>
<tr>
<th>Countries</th>
<th>Germany</th>
<th>Austria</th>
<th>Belgium</th>
<th>Spain</th>
<th>United States</th>
<th>France</th>
<th>Hungary</th>
<th>Italy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Currency unit</td>
<td>Reichsmarks</td>
<td>Index numbers</td>
<td>Schilling</td>
<td>Index numbers</td>
<td>Francs.</td>
<td>Index numbers</td>
<td>Pesetas</td>
<td>Index numbers</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1925</td>
<td>1,925</td>
<td>67</td>
<td>110</td>
<td>53</td>
<td>1,254</td>
<td>37</td>
<td>2,448</td>
<td>123</td>
</tr>
<tr>
<td>1926</td>
<td>1,913</td>
<td>67</td>
<td>124</td>
<td>60</td>
<td>2,462</td>
<td>72</td>
<td>2,319</td>
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<tr>
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<td>3,217</td>
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<td>132</td>
<td>63</td>
<td>2,952</td>
<td>86</td>
<td>1,730</td>
<td>87</td>
</tr>
<tr>
<td>1928</td>
<td>2,553</td>
<td>108</td>
<td>265</td>
<td>104</td>
<td>3,645</td>
<td>100</td>
<td>1,985</td>
<td>100</td>
</tr>
<tr>
<td>1929</td>
<td>3,009</td>
<td>109</td>
<td>307</td>
<td>148</td>
<td>3,920</td>
<td>125</td>
<td>2,209</td>
<td>116</td>
</tr>
<tr>
<td>1930</td>
<td>2,828</td>
<td>99</td>
<td>148</td>
<td>71</td>
<td>4,480</td>
<td>131</td>
<td>2,218</td>
<td>112</td>
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### Countries

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<th>Japan</th>
<th>Netherlands</th>
<th>Poland</th>
<th>United Kingdom</th>
<th>Sweden</th>
<th>Switzerland</th>
<th>Czechoslovakia</th>
<th>Yugoslavia</th>
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</thead>
<tbody>
<tr>
<td>Currency unit</td>
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<td>Gulden</td>
<td>Index numbers</td>
<td>Index numbers</td>
<td>£</td>
<td>Index numbers</td>
<td>Kronor</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1925</td>
<td>456</td>
<td>47</td>
<td>204</td>
<td>53</td>
<td>380</td>
<td>50</td>
<td>103.3</td>
<td>231</td>
</tr>
<tr>
<td>1926</td>
<td>420</td>
<td>43</td>
<td>187</td>
<td>43</td>
<td>377</td>
<td>42</td>
<td>96.7</td>
<td>216</td>
</tr>
<tr>
<td>1927</td>
<td>888</td>
<td>51</td>
<td>247</td>
<td>113</td>
<td>417</td>
<td>68</td>
<td>73.4</td>
<td>166</td>
</tr>
<tr>
<td>1928</td>
<td>978</td>
<td>100</td>
<td>219</td>
<td>100</td>
<td>732</td>
<td>100</td>
<td>46.8</td>
<td>100</td>
</tr>
<tr>
<td>1929</td>
<td>771</td>
<td>79</td>
<td>182</td>
<td>63</td>
<td>781</td>
<td>107</td>
<td>48.0</td>
<td>89</td>
</tr>
<tr>
<td>1930</td>
<td>823</td>
<td>84</td>
<td>148</td>
<td>68</td>
<td>738</td>
<td>104</td>
<td>72.6</td>
<td>102</td>
</tr>
</tbody>
</table>

### Additional Information

2. Credits

(a) Credits of central banks. — The table on p. 152 shows the credits of central banks at the end of 1929 and the end of 1930 (commercial bills and acceptances and advances on security). These credits have increased in Belgium, France, Italy, Japan, Spain, United Kingdom and Yugoslavia, and have decreased in Austria, Germany, Czechoslovakia, Hungary, Netherlands, Poland, Sweden, Switzerland and United States.

(b) International credits. — The following are the figures for foreign loans (not including conversions) on some of the most important capital markets.

United States. — The figures for 1926-1930 (January to September) are as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Foreign Loans (Millions of dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>European Loans</td>
</tr>
<tr>
<td></td>
<td>Dominions</td>
</tr>
<tr>
<td>1926</td>
<td>710.7</td>
</tr>
<tr>
<td>1927</td>
<td>961.3</td>
</tr>
<tr>
<td>1928</td>
<td>993.2</td>
</tr>
<tr>
<td>1929</td>
<td>618.7</td>
</tr>
<tr>
<td>1930</td>
<td>876.7</td>
</tr>
</tbody>
</table>

The very great reduction in issues to foreign countries from 1927 and 1928 to 1929 is a most important factor in the tightness of the money market during the last of these years; from 1929 to 1930 there was a certain improvement. The restriction of American credits to Europe from 1928 to 1929 was very marked, and from 1929 to 1930 there was little sign of any change.

Great Britain. — The loans raised on the British market by the Dominions, by foreign countries in general and by European countries in particular in recent years are shown in the following table:

<table>
<thead>
<tr>
<th>Year</th>
<th>Dominions</th>
<th>Foreign countries</th>
<th>Europe</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>£59,234,036</td>
<td>£30,250,102</td>
<td>—</td>
</tr>
<tr>
<td>1926</td>
<td>57,547,256</td>
<td>64,501,397</td>
<td>—</td>
</tr>
<tr>
<td>1927</td>
<td>98,183,770</td>
<td>54,807,489</td>
<td>£27,930,646</td>
</tr>
<tr>
<td>1928</td>
<td>81,480,926</td>
<td>76,402,528</td>
<td>38,216,367</td>
</tr>
<tr>
<td>1929</td>
<td>58,994,902</td>
<td>52,491,706</td>
<td>18,025,314</td>
</tr>
<tr>
<td>1930</td>
<td>70,914,071</td>
<td>43,767,436</td>
<td>9,712,883</td>
</tr>
</tbody>
</table>
From 1928 to 1929 there was a marked falling off in the figures for all three groups. From 1929 to 1930 there was a certain increase in loans to the Dominions, but the decrease continued for foreign loans and particularly European loans. This latter group in 1930 was approximately half the 1929 figure which, in turn, was little more than half the 1928 figure.

*Netherlands.* — The following are the data concerning foreign loans during the same period:

<table>
<thead>
<tr>
<th>Year</th>
<th>Foreign Loans (Millions of florins)</th>
<th>Year</th>
<th>Foreign Loans (Millions of florins)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>122</td>
<td>1928</td>
<td>303</td>
</tr>
<tr>
<td>1926</td>
<td>274</td>
<td>1929</td>
<td>133</td>
</tr>
<tr>
<td>1927</td>
<td>336</td>
<td>1930</td>
<td>249</td>
</tr>
</tbody>
</table>

As in the case of the preceding countries, there was a noticeable decrease from 1928 to 1929, but from 1929 to 1930 there was a very definite rise.

*Switzerland.* — The amount of the foreign loans (always excluding conversions) is shown below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Foreign Loans (Millions of francs)</th>
<th>Year</th>
<th>Foreign Loans (Millions of francs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>12</td>
<td>1928</td>
<td>84</td>
</tr>
<tr>
<td>1926</td>
<td>247</td>
<td>1929</td>
<td>106</td>
</tr>
<tr>
<td>1927</td>
<td>284</td>
<td>1930</td>
<td>331</td>
</tr>
</tbody>
</table>

A falling off in the value of the loans can be observed in 1928, and the level remained low in 1929. But in 1930 there was a considerable increase, and the figure for that year constituted a record.

**Sources.** — United States: *Federal Reserve Bulletin.*
Great Britain: *The Statist.*
Netherlands: *Economisch-Statistische Berichten.*
Switzerland: *La Vie économique;* monthly review published by the Federal Department for Public Economy.

3. *Movement of Stock Exchange Shares*

The following table shows the movements of stock exchange shares in a certain number of countries.

In Germany, the annual average reached its maximum as early as 1927; in Switzerland and the United Kingdom the maximum was reached in 1928, and in the United States, the Netherlands, Sweden and Czechoslovakia it was reached in 1929. In all these
### INDEX NUMBER OF STOCK EXCHANGE SHARES

<table>
<thead>
<tr>
<th>Countries</th>
<th>Germany</th>
<th>Belgium 1</th>
<th>United States</th>
<th>France 2</th>
<th>Italy 3</th>
<th>Netherlands</th>
<th>United Kingdom</th>
<th>Sweden</th>
<th>Switzerland</th>
<th>Czechoslovakia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of shares</td>
<td>1924-1926 = 100</td>
<td>1926 = 100</td>
<td>1927 = 100</td>
<td>1928 = 100</td>
<td>1929 = 100</td>
<td>1930 = 100</td>
<td>1931 = 100</td>
<td>1932 = 100</td>
<td>1933 = 100</td>
<td>1934 = 100</td>
</tr>
<tr>
<td>Base</td>
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<td>1929 II</td>
<td>1929 III</td>
<td>1929 IV</td>
<td>1930 I</td>
<td>1930 II</td>
<td>1930 III</td>
<td>1930 IV</td>
<td></td>
<td></td>
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<tr>
<td>Average</td>
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<td>11</td>
<td>12</td>
<td>13</td>
<td>14</td>
<td>15</td>
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<tr>
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<td>69.8</td>
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<td>—</td>
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<td>123.6</td>
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</tr>
<tr>
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<td>88.4</td>
<td>200</td>
<td>100</td>
<td>93</td>
<td>110</td>
<td>119</td>
<td>138.4</td>
<td>88</td>
</tr>
<tr>
<td>1926</td>
<td>105.6</td>
<td>—</td>
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<td>233</td>
<td>83</td>
<td>93</td>
<td>118</td>
<td>143</td>
<td>166.8</td>
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<tr>
<td>1927</td>
<td>154.2</td>
<td>—</td>
<td>117.6</td>
<td>287</td>
<td>73</td>
<td>104</td>
<td>127</td>
<td>161</td>
<td>201.2</td>
<td>100</td>
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<tr>
<td>1928</td>
<td>142.4</td>
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<td>154.3</td>
<td>415</td>
<td>86</td>
<td>114</td>
<td>143</td>
<td>225</td>
<td>247.1</td>
<td>142</td>
</tr>
<tr>
<td>1929</td>
<td>126.1</td>
<td>101</td>
<td>189.4</td>
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1 National Bank of Belgium, Brussels. — 2 Ministry of Labour: Bulletin de la Statistique générale de la France. — 3 Gazzeta Ufficiale del Regno d'Italia; Istituto Centrale di Statistica: Bollettino dei Prezzi. — 4 Ordinary industrial shares. — 5 Industrial shares (the most important) and shipping shares. — 6 Shares of companies with a capital of over 5 millions. — 7 Industrial and transport shares. — 8 Average quotations for the month. — 9 Average of closing quotations on every Thursday in the month. — 10 Average of maximum and minimum quotations for every Wednesday in the month. — 11 The percentages are weighted according to the importance of the industries as a whole and the companies in each industry. — 12 End of month. — 13 25th of month. — 14 Average quotations, for every Friday of the month, of all Czechoslovak shares quoted on the Prague Stock Exchange. — 15 From 1924 to 1927, beginning of the year. — 16 For these two dates the number of shares was only 288 instead of 300.

In countries there has been a very heavy fall from the middle of 1929 to the end of 1930. From September 1929 to December 1930 the percentage decrease in Italy was 22.4; in Sweden 24.8; in Switzerland 25.8; in Czechoslovakia 27.1; in the United Kingdom 1 28.2; France 32.6; Germany 37.5; Belgium 40; Netherlands 49.1; the United States, 52.8.

1 On the basis of the average for 1929.
<table>
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<th>Countries</th>
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<th>Austria</th>
<th>Belgium</th>
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1 1916: Rates of the Federal Reserve Bank of New York for 90 days commercial bills. From 1924 to 1930: rates of the Federal Reserve Bank for 60 to 90-days' commercial paper. — 2 From 11 January 1929. — 3 From 1 January 1929. — 4 From 3 to 15 May, 8 per cent. — 5 From 7 to 12 March, 5.50 per cent. — 6 From 7 to 24 March, 3.50 per cent. — 7 From 6 to 19 March, 4 per cent.
4. **Official Discount Rates**

The table on p. 156 shows the general movement of official discount rates in a certain number of countries.

In 1928 and during most of 1929 these rates tended to rise, but at the end of 1929 and during 1930 they again fell. In the United States (New York) the official discount rate rose from 3.50 to 4 in February 1928, 4.50 in May, 5 in July and 6 in August 1929, falling again to 5 in October, 4.50 in November, 4 in February 1930, 3.50 in March, 3 in May, 2.50 in June and 2 in December. In the United Kingdom it rose from 4.50 to 5.50 in February 1929 and 6.50 in September, falling again to 6 in October, 5.50 in November, 5 in December, 4.50 in February 1930, 3.50 in March and 3 in May. In France it fell from 3.50 in January 1930 to 2.50 in April. In Germany it fell from 7 to 6.50 in January 1929, rising to 7.50 in April and falling again to 7 in November, 6.50 in January 1930, 6 in February, 5 in March, 4.50 in May and 4 in June, rising to 5 in October.

There are great differences from one country to another. In 1930, the annual average was 9 in Rumania, 7.21 in Poland, 5.93 in Italy, 5.92 in Hungary, 5.75 in Austria, 5.39 in Japan, 4.78 in Germany, 3.72 in Sweden, 3.42 in the United Kingdom, 3.21 in Netherlands, 3.04 in the United States, 2.96 in Belgium, 2.89 in Switzerland and 2.71 in France.

**IV. Production**

Several countries compile general indices for production. The table on p. 158 contains data on this subject, referring in most cases to the period 1924-1930.

If the year 1928 is taken as a basis, it will be found that in general progress was made during the first half of 1929, and in France, the United Kingdom and the U.S.S.R. this improvement continued to the end of the year. In 1930, however, the falling off was almost universal. Compared with the maximum for the year 1929, the decrease at the end of 1930 was 33.2 per cent. in Germany, 34.1 per cent. in Canada, 35.4 per cent. in the United States, 7 per cent. in France, 25.4 per cent. in Poland, 11.6 per cent. in the United Kingdom and 18.9 per cent. in Sweden.

The U.S.S.R. constitutes an exception, since the figure for December is 93.2 per cent. higher than the average for 1928—e
result which must be studied in connection with the execution of the Five-Year Plan. During the second year (1 October 1929-30 September 1930) official statistics show that the value of production on the basis of 1926-1927 prices increased by 24 per cent. for industry as a whole.

The following table shows the movement in the world output of certain important commodities.

In the case of industrial raw materials there has generally been a more or less marked decline from 1929 to 1930: 8 per cent. for hard coal, 16.7 per cent. for lignite, 9.5 per cent. for coal in general (hard coal and lignite together), 18.6 per cent. for cast iron, 21.5 per cent. for steel, 15.3 per cent. for copper, 5 per cent. for lead,
## World Production of Certain Important Commodities

**Base of index numbers: 1913, 1909-1910/1913-1914 = 100**

<table>
<thead>
<tr>
<th>Products</th>
<th>1913</th>
<th>1924</th>
<th>1925</th>
<th>1926</th>
<th>1927</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
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</thead>
<tbody>
<tr>
<td>Hard coal and Lignite 1</td>
<td>1,253,446</td>
<td>1,240,908</td>
<td>1,246,389</td>
<td>1,237,789</td>
<td>1,335,000</td>
<td>1,300,000</td>
<td>1,380,000</td>
<td>1,250,000</td>
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<tr>
<td>Pig iron 2</td>
<td>78,967</td>
<td>68,280</td>
<td>77,100</td>
<td>78,920</td>
<td>86,640</td>
<td>88,340</td>
<td>98,790</td>
<td>80,370</td>
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<td>Petroleum</td>
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<td>1,010,400</td>
<td>1,064,100</td>
<td>1,090,700</td>
<td>1,255,300</td>
<td>1,314,700</td>
<td>1,484,500*</td>
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<tr>
<td>Plantation rubber</td>
<td>510</td>
<td>1,040</td>
<td>282</td>
<td>276</td>
<td>326</td>
<td>341</td>
<td>385</td>
<td>100</td>
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</tbody>
</table>

### Products
- **Hard coal and Lignite 1**: Metric tons
- **Pig iron 2**: Metric tons
- **Petroleum**: Barrels
- **Plantation rubber**: Metric quintals

### Quantities

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<td>Beet sugar</td>
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<td>91,622</td>
<td>93,656</td>
<td>93,026</td>
<td>94,094</td>
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<tr>
<td>Total sugar</td>
<td>237,220</td>
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<td>258,184</td>
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<td>100</td>
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### Notes

### Additional Notes
- 2.1 per cent. for zinc, 1.7 per cent. for cotton, 14.3 per cent. for flax tow, and 6.6 per cent. for rubber. There has, however, been an increase in the output of real silk of 3.8 per cent. and of 4.9 per cent. in the output of artificial silk.

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1 Not included in the table.
In the case of agricultural products used as foodstuffs there has been a double movement. There was a decrease of 5.5 per cent. for potatoes, 4 per cent. for barley, 19 per cent. for maize, 2 per cent. for oats and 0.8 per cent. for rye, and an increase of 7.9 per cent. for wheat, 6 per cent. for wheat and rye together, 15 per cent. for rice, and 1.7 per cent. for coffee. The output of sugar from both sources has increased by 4.6 per cent. (beet sugar increasing by 25.8 per cent. and cane sugar decreasing by 6.3 per cent.).

The tonnage of vessels in course of building, has fallen from 2,569,036 to 2,326,086.

V. INTERNATIONAL TRADE

1. MOVEMENT OF EXCHANGES

From 1929 to 1930 there has been a falling off in the amount of exchanges as is shown in the two following tables. That on p. 161 deals with the value (monthly averages) of the commodities imported and exported by 36 countries, representing approximately four-fifths of the international trade of the world.

In imports there has been an increase in two countries: Russia and Lithuania. The decrease has been between 1 and 10 per cent. in 8 countries (Norway, Australia, Switzerland, Portugal, Denmark, Sweden, Irish Free State, Yugoslavia), from 10 to 20 per cent. in 14 countries (France, Spain, Netherlands, New Zealand, Belgium, Chile, Egypt, Great Britain, Austria, United States, Latvia, Greece, Italy, Estonia), from 20 to 30 per cent. in 9 countries (Czechoslovakia, Hungary, Canada, South Africa, Germany, India, Rumania, Finland, Poland), from 30 to 40 per cent. in 2 countries (Japan, Brazil), and more than 40 per cent. in one country (Bulgaria, 44.3 per cent.). In exports 4 countries (Russia, Rumania, Spain, Lithuania) show an increase; there has been a decrease of from 3 to 10 per cent. in 5 countries (Bulgaria, Irish Free State, Denmark, Norway, Latvia), from 10 to 20 per cent. in 16 countries (Germany, Hungary, Poland, Netherlands, Yugoslavia, France, Czechoslovakia, Sweden, Austria, Greece, Switzerland, Finland, Portugal, Belgium, Estonia, New Zealand), from 20 to 30 per cent. in 7 countries (Italy, India, Great Britain, Brazil, Canada, Australia, United

1 Not included in the table.
### THE ECONOMIC SITUATION

#### FOREIGN TRADE OF 36 COUNTRIES

*Values*

Monthly averages

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<th>Countries</th>
<th>In thousands of:</th>
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<th>Imports 1930</th>
<th>1930 as percentage of 1929</th>
<th>Exports 1929</th>
<th>Exports 1930</th>
<th>1930 as percentage of 1929</th>
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<td>2,669</td>
<td>—31.8</td>
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<td>Germany</td>
<td>Rmk</td>
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<td>866,096</td>
<td>—22.7</td>
<td>1,055,278</td>
<td>944,020</td>
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</tr>
<tr>
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<td>278,787</td>
<td>224,584</td>
<td>—17.4</td>
<td>182,375</td>
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<td>2,576,812</td>
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<td>2,647,477</td>
<td>2,187,420</td>
<td>—17.4</td>
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<td>321,707</td>
<td>242,376</td>
<td>—24.7</td>
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<td>—44.3</td>
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<td>$</td>
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<td>—22.4</td>
<td>98,534</td>
<td>78,826</td>
<td>25.1</td>
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<td>Pesos</td>
<td>134,773</td>
<td>116,468</td>
<td>—13.6</td>
<td>191,065</td>
<td>110,663</td>
<td>—42.1</td>
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<td>Kroner</td>
<td>142,907</td>
<td>136,201</td>
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<td>8,036</td>
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<td>423,757</td>
<td>345,152</td>
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<tr>
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<td>437,325</td>
<td>—25.0</td>
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<td>1,106,294</td>
<td>904,217</td>
<td>—18.3</td>
<td>582,100</td>
<td>493,201</td>
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</tr>
<tr>
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<td>Pengö</td>
<td>88,564</td>
<td>69,525</td>
<td>—21.5</td>
<td>86,682</td>
<td>76,208</td>
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<tr>
<td>India</td>
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<td>160,563</td>
<td>23.0</td>
<td>268,781</td>
<td>210,433</td>
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<td>4,630</td>
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<td>3,900</td>
<td>3,713</td>
<td>4.8</td>
</tr>
<tr>
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<td>1,443,746</td>
<td>—20.0</td>
<td>1,269,665</td>
<td>1,009,597</td>
<td>—20.5</td>
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<td>Yen</td>
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<td>125,742</td>
<td>—30.4</td>
<td>175,075</td>
<td>119,222</td>
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<tr>
<td>Latvia</td>
<td>Lats</td>
<td>30,179</td>
<td>24,677</td>
<td>—18.2</td>
<td>22,822</td>
<td>20,639</td>
<td>—9.6</td>
</tr>
<tr>
<td>Lithuania</td>
<td>Lita</td>
<td>25,535</td>
<td>26,035</td>
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<td>27,487</td>
<td>27,812</td>
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<tr>
<td>Norway</td>
<td>Kroner</td>
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<td>0.5</td>
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<tr>
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<td>—12.1</td>
<td>4,471</td>
<td>3,636</td>
<td>—18.7</td>
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<tr>
<td>Netherlands</td>
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<td>229,358</td>
<td>201,521</td>
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<td>202,770</td>
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<tr>
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<td>89,150</td>
<td>73,893</td>
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<tr>
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<td>Lei</td>
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<td>1,877,650</td>
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<td>2,410,556</td>
<td>2,375,752</td>
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<tr>
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<td>175,371</td>
<td>147,292</td>
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<td>Czechoslovakia</td>
<td>Koruny</td>
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<td>1,307,707</td>
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<td>1,707,100</td>
<td>1,456,814</td>
<td>+ 14.7</td>
</tr>
<tr>
<td>U. S. S. R.</td>
<td>Gold Rubles</td>
<td>61,317</td>
<td>76,608</td>
<td>24.9</td>
<td>63,607</td>
<td>72,408</td>
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</tr>
<tr>
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<td>580,009</td>
<td>8.4</td>
<td>660,142</td>
<td>565,045</td>
<td>—14.4</td>
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States), from 30 to 40 per cent. in 3 countries (South Africa, Japan, Egypt), and of more than 40 per cent. in one country (Chile, 42.1 per cent.).
The following table shows the quantities imported and exported (monthly averages) in 20 of the preceding countries for which data are available.

### FOREIGN TRADE OF 20 COUNTRIES

**Quantities**

Monthly averages

<table>
<thead>
<tr>
<th>Countries</th>
<th>Imports</th>
<th></th>
<th></th>
<th></th>
<th></th>
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<td></td>
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<td>1930</td>
<td>1930 as</td>
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<td>1930</td>
<td>1930 as</td>
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<td></td>
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<tr>
<td></td>
<td>Thousands</td>
<td></td>
<td>percentage</td>
<td>Thousands</td>
<td></td>
<td>percentage</td>
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<td>4,564</td>
<td>4,759</td>
<td>+ 4.3</td>
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<td>+ 1.6</td>
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<td>+ 1.9</td>
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<tr>
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<td>744</td>
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<td>-17.8</td>
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</tr>
<tr>
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<td>+ 154.8</td>
<td>12,648²</td>
<td>20,521³</td>
<td>+ 62.6</td>
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<td>394</td>
<td>-11.8</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

¹ Not including the weight of livestock.  
² 1928-1929 (1 October to 30 September).  
³ 1929-1930 (1 October to 30 September).

For imports there has been an increase in 3 countries (U.S.S.R., France, Netherlands). The decrease was from 2 to 10 per cent. in 10 countries (Switzerland, Estonia, Belgium, Latvia, Greece, Finland, New Zealand, Italy, Lithuania, Yugoslavia), from 10 to 20 per cent. in 4 countries (Japan, Czechoslovakia, Germany, Austria), from 20 to 30 per cent. in 2 countries (Hungary, Poland), and more than 30 per cent. in one country (Bulgaria, 38.1 per cent.). In the case of exports, 5 countries show an increase (Bulgaria, U.S.S.R., Germany, Netherlands, Greece); one country remains unchanged (Japan); there has been a decrease from 6 to 10 per cent. in 6 countries (Latvia, New Zealand, Lithuania,
Belgium, France and Poland) and from 10 to 20 per cent. in 8 countries (Italy, Yugoslavia, Switzerland, Finland, Estonia, Austria, Hungary, Czechoslovakia).

2. Commercial Policy

(1) Bilateral agreements and customs tariffs

(a) Bilateral agreements. — Eighty-eight agreements have been concluded, of which 59 include the most-favoured-nation clause. Nineteen treaties were extended and six denounced.

(b) Customs tariffs. — A reduction in tariffs has taken place only in exceptional cases, such as Rumania and Turkey. The general trend has been always to increase, as is exemplified by Egypt, Portugal, Sweden and the United States. There have been various changes in the direction of an increase in the tariffs in Canada, Chile, Greece, Hungary, India, Italy, New Zealand, Portugal, France, Germany and Czechoslovakia, (in the last three countries for agricultural produce). Australia and New Zealand have developed a system of preference for the United Kingdom. The fact that China has fixed its customs tariff on a gold basis and the fact that Bulgaria in the month of June increased its agio (rate of conversion of gold duties to paper duties) really mean a revision of their tariff rates.

(2) Dumping

The Swedish delegation to the Assembly of the League of Nations in 1930 raised the question of dumping, and more particularly of anti-dumping measures in relation to the most-favoured-nation clause and quota agreements. The Assembly noted the serious economic consequences of different forms of dumping when encouraged by a policy of State intervention. It requested that the question of concerted action, not only with regard to different forms of indirect protectionism but also with regard to every aspect of dumping, should be studied with the least possible delay within the framework of the Protocol of 24 March 1930.

Russian dumping. — The Russian exports of commodities such as wheat, wood and petroleum have given rise to controversy, particularly on the question of dumping. The point was discussed by the Second Committee of the Assembly.
In France, a Decree was issued on 3 October making a licence compulsory for the introduction of commodities of Russian origin. A similar Decree was passed by the Belgian Government on 24 October. Canada and the United States, as well as certain other countries, have considered the adoption of similar measures against Russian imports.

The Soviet Government has taken reprisals by ordering the Commissariat for Commerce to stop completely or to reduce to a minimum the orders or purchases from any countries which, by administrative measures or legislation, impose restrictions on Russian goods. This will be done by refraining from using the ships, railways and harbours of these countries and by restricting the transit through Russia of goods coming from these countries or passing through their territory.

(3) International Co-operation

Reference will be made here to regional economic conferences and agreements and to action by the League of Nations, which are to some extent interdependent.

A. Regional Conferences and Agreements

(a) Conferences of European agricultural countries. — A meeting of Government experts from Rumania, Yugoslavia and Hungary was held at Bucharest from 21 to 23 July 1930 to discuss the possibility of inducing European industrial States to import the cereals which they require from European agricultural countries rather than from outside Europe. It considered that if European States made an exception to the most-favoured-nation clause for cereals and other agricultural produce, this would be the first step towards their aim. The meeting also advocated that the clause should be replaced by preferential tariffs which would in no way prejudice the protection of agricultural produce in the industrial countries, because only 15 per cent. of the total imports of cereals come from European exporting countries.

A meeting of representatives of the Rumanian and Yugoslav Governments, held at Sinaia on 30 July and 1 August 1930, considered the desirability of a definite customs agreement between these countries which might serve as the foundation for commercial agreements with other countries. The meeting decided to set up a company for purchasing from European industrial countries pro-
ducts equal in value to the agricultural produce which these countries were prepared to buy from the Rumanian-Yugoslav Union.

A conference of Government representatives was held in Warsaw from 28 to 30 August 1930 and was attended by representatives of the following countries: Bulgaria, Czechoslovakia, Estonia, Hungary, Latvia, Poland, Rumania and Yugoslavia; observers were present from other countries and from the League of Nations. This conference decided among other things to consider the creation of a suitable organisation, where no such organisation at present exists, for co-ordinating and centralising agricultural exports. It also advocated the conclusion of an international convention for the purpose of abolishing agricultural export bonuses and obtaining preferential treatment for cereals and agricultural produce of European origin in European importing countries.

A second conference of the same eight countries met at Bucarest from 17 to 19 October 1930, when a permanent committee was set up to collect statistics on agriculture and agricultural trade in the countries concerned. One of the resolutions adopted provides for the institution of special bodies to co-ordinate and supervise agricultural exports.

A conference held at Belgrade on 14 November 1930 and attended by representatives of Bulgaria, Hungary, Poland, Rumania and Yugoslavia, decided to set up a central office for fixing the price and conditions of sale of wheat, maize and oats produced for export purposes. The States represented at the Conference agreed to undertake the concerted study of all proposals for inducing Western European countries to grant preferential treatment for their agricultural produce, it being understood that other countries could adhere to the agreement if the original five countries unanimously accepted them.

(b) Imperial Conference. — An Imperial Conference was held in London from 10 October to 14 November 1930. The representatives of the Dominions did not appear particularly favourable to a policy of Empire free trade. They insisted on the necessity for protecting their industries, and requested that preferential tariffs should be extended and made reciprocal. They also asked the United Kingdom to introduce duties on foodstuffs and certain raw materials as well as on industrial products. The British Government proposed the discussion of certain possible methods of stimulating Empire trade, such as quotas, import boards, mass
purchasing, the direct exchange of goods, the encouragement of industrial agreements and the development of organised Empire consultation on economic questions. The wheat exporting Dominions (Canada and Australia) requested in particular that the United Kingdom should increase its purchases of their wheat. It was decided to adjourn the meeting of the Economic Section of the Conference, which will be held in Ottawa in 1931.

(c) The Oslo Convention. — On 22 December 1930 Belgium (Belgo-Luxemburg Economic Union), Denmark, the Netherlands, Norway and Sweden signed a convention at Oslo undertaking not to alter their customs duties without giving due warning to the other signatory States. This convention was concluded for a period of six months.

(d) European co-operation. — In pursuance of the negotiations in Geneva in September 1929, initiated by Mr. Briand, a Memorandum on Pan-European Union was sent to the Governments of all the European States Members of the League of Nations on 1 May 1930. The purpose of this memorandum was to open a general discussion on the question, and the replies which were received provided a basis for a general discussion in the Assembly in September 1930. The problem of economic co-operation between European States occupied a prominent place in this debate. It was decided that the questions raised should be submitted to the Governments of all the European States Members, who would act, with the Secretariat, as a commission of the League of Nations. A preliminary meeting was held on 17 September 1930.

B. Action by the League of Nations

(a) Conference of agricultural experts. — From 12 to 14 January 1930 the first meeting of agricultural experts convened by the League of Nations jointly with the International Institute in Rome drew up a programme of studies which included the organisation of the markets for agricultural produce and the development of the trade in such produce.

(b) Conference for the unification of laws on bills of exchange, promissory notes and cheques. — This Conference was held in Geneva on 7 June 1930 and drew up three Conventions, which were immediately signed by twenty-five Governments.
(c) **Decisions of the Assembly.** — The Assembly at its Session in September 1930 expressed the hope that the Council would carry into effect at an early date the Programme of Future Negotiations drawn up in February by the Conference for Concerted Economic Action. It also prepared a programme of action which included the study of the proposals of the Warsaw Agricultural Conference, the study of the most-favoured-nation clause and the institution of a permanent conciliation and arbitration board for all disputes between States regarding the application and interpretation of commercial conventions. It asked the Economic and Financial Organisation to consider the possibility of holding an annual conference of Government delegates so as to ensure fuller collaboration by Governments, and it recommended that there should be a close connection between the work of the Commission of Enquiry for European Union and the work on the future negotiations for concerted economic action.

(d) **Convention for the abolition of import and export prohibitions and restrictions.** — For various reasons, the application of the 1927 Convention has so far been impossible. The decision taken by Great Britain in 1930 to rescind the Dyestuffs Import Regulation Act would appear, however, to have increased the chances of applying the Convention, since certain States invoked the existence of this Act as an argument in support of other exceptions to the Convention.

(e) **Conferences for Concerted Economic Action.** — In pursuance of a resolution adopted by the Assembly in 1929, a Conference for Concerted Economic Action was held in Geneva from 17 February to 24 March. A Commercial Convention was signed, by which the contracting States undertake: (1) not to denounce before 1 April 1931 any existing commercial treaties; (2) not to increase their customs duties without giving notice at least twenty days in advance. This Convention was immediately signed by eleven States, and at the same time fifteen States signed the protocol regarding the programme of future negotiations.

A second Conference for Concerted Economic Action was held in Geneva from 17 to 28 November, at which twenty-six States took part and seven others sent observers. In its final act, this Conference decided to extend to 25 January 1931 the time limit for the deposit of ratifications of the Commercial Convention. Although this Convention has been signed by eighteen countries, it could not be put into force, because on 1 November (the limit originally
fixed) it had been ratified by only eight States. Since then it has been ratified by Luxemburg and Italy. The Conference also adopted resolutions concerning the bilateral negotiations of tariffs and the assistance to be given to agricultural countries by the States of Central and Eastern Europe.

VI. Income

1. Industrial Profits

Germany. — Out of a total of 7,586 companies, the number which paid a dividend fell from 2,753 in 1928-1929 to 2,428 in 1929-1930, while the share capital rose from 18,625.1 million Reichmarks in 1928-1929 to 19,211.7 millions in 1929-1930. The total net profits (deducting losses) fell from 1,490.3 million marks to 1,188.1 million, that is from 8 to 6.2 per cent., and the dividends fell from 6.3 to 5.8 per cent.

Japan. — The net profits of banks and industrial companies during the two halves of 1929 and the first half of 1930, are shown in the following table.

<table>
<thead>
<tr>
<th>Number</th>
<th>First half of 1929 Yen</th>
<th>Second half of 1929 Yen</th>
<th>First half of 1930 Yen</th>
</tr>
</thead>
<tbody>
<tr>
<td>Banks</td>
<td>250</td>
<td>86,918,884</td>
<td>81,259,509</td>
</tr>
<tr>
<td>Industrial companies</td>
<td>1,000</td>
<td>271,027,117</td>
<td>249,318,441</td>
</tr>
<tr>
<td>Total</td>
<td>1,250</td>
<td>357,946,001</td>
<td>330,577,950</td>
</tr>
</tbody>
</table>

The total net profits of the 250 banks for the first half of 1930 show a decrease of 27.2 per cent. as compared with the first half of 1929. The net profits of the 1,000 industrial companies have fallen by 48.3 per cent from the earlier to the latter date.

United Kingdom. The following table shows the net profits published during the four quarters of 1929 and 1930 by a group of 1,932 industrial companies.

The total profits of these companies have therefore fallen, as compared with the corresponding period of the previous year, since the third quarter of 1930 (6.4 per cent.), the decrease in the results published for the last quarter being 18.1 per cent.

1 Berliner Tageblatt, 7 March 1931.
2 Figures given in the bulletin of the Mitsui Gomei Kaisha.
3 The Economist, 17 January 1931.
THE ECONOMIC SITUATION

<table>
<thead>
<tr>
<th>Number of companies</th>
<th>Reports published in</th>
<th>Increase (+) or decrease (—)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1929</td>
<td>1930</td>
</tr>
<tr>
<td>1st quarter</td>
<td>516</td>
<td>£ 60,088,497</td>
</tr>
<tr>
<td>2nd quarter</td>
<td>578</td>
<td>£ 73,424,411</td>
</tr>
<tr>
<td>3rd quarter</td>
<td>329</td>
<td>£ 25,232,486</td>
</tr>
<tr>
<td>4th quarter</td>
<td>509</td>
<td>£ 39,272,377</td>
</tr>
<tr>
<td></td>
<td><strong>1,932</strong></td>
<td><strong>£ 198,817,771</strong></td>
</tr>
</tbody>
</table>

From 1929 to 1930 the relation between net profit and ordinary and preference capital decreased from 10.5 to 9.8, the average dividend on preference capital rose from 5.5 to 5.7, and the average dividend on ordinary capital fell from 10.5 to 9.5.

The following table gives the figures for 1930 for ordinary and preference capital, net profits and appropriations to reserves:

<table>
<thead>
<tr>
<th></th>
<th>Ordinary and preference capital</th>
<th>Net profits</th>
<th>Appropriations to reserves, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1930</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1st quarter</td>
<td>£ 595,281,227</td>
<td>£ 62,021,337</td>
<td>10.4 %</td>
</tr>
<tr>
<td>2nd quarter</td>
<td>£ 751,909,913</td>
<td>£ 79,717,393</td>
<td>10.6 %</td>
</tr>
<tr>
<td>3rd quarter</td>
<td>£ 268,078,042</td>
<td>£ 23,626,502</td>
<td>8.8 %</td>
</tr>
<tr>
<td>4th quarter</td>
<td>£ 392,547,450</td>
<td>£ 32,174,677</td>
<td>8.2 %</td>
</tr>
<tr>
<td></td>
<td><strong>£ 2,007,816,632</strong></td>
<td><strong>£ 197,539,909</strong></td>
<td><strong>9.8 %</strong></td>
</tr>
</tbody>
</table>

United States. — According to Moody’s Investors’ Service, the net profits of 744 corporations decreased by 23.2 per cent. in 1930 as compared with 1929, the total being 2,978.9 million dollars as against 3,880.5 millions. A general survey made by the Standard Statistics Company of the net profits of 709 corporations shows a fall of more than 35 per cent. from 1929 to 1930. According to this latter authority, the total fall in profits when the results for all companies have been published will amount to about 40 per cent.

2. Wages in Industry

On this subject reference may be made to the statistics published later concerning nominal wages (in the section on Wages) and the

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1 *The Economist*, 11 April 1931, p. 775.
movement of employment (in the chapter on "Unemployment, Placing, Migration").

3. **Agricultural Income**

The estimates available for Canada and the United States show the movement of agricultural income in 1930.

**Canada.** — According to data published by the Dominion Bureau of Statistics, the value of the harvest in that country fell from $1,125,030,000 in 1928 to $948,981,400 in 1929 and $629,146,000 in 1930. The decrease in 1930 is therefore 33.7 per cent. as compared with 1929 and 44.1 per cent. as compared with 1928.

When cattle are included in the comparison, the decrease in the purchasing power of the farmers, who represent more than 40 per cent. of the population, is estimated at 33.5 per cent. as compared with 1929 and about 50 per cent. as compared with 1928.

**United States.** — On the basis of the prices for farm produce supplied by the Department of Agriculture, the value of the harvest for the chief crops is estimated at $6,274,824,000 in 1930 as compared with $8,675,420,000 in 1929—a decrease of 27.7 per cent.

**VII. INDUSTRIAL ORGANISATION**

1. **International Industrial Agreements**

In 1930 the movement in favour of international industrial agreements became more marked.

(1) **Cartels**

Among the cartels which have been set up mention may be made of those for the following branches:

1. For raw materials: nitrogen (Belgium, Chile, Czechoslovakia, France, Germany, Great Britain, Italy, Norway, Netherlands, Poland); calcium cyanamide (Belgium, Czechoslovakia, France, Germany, Italy, Norway, Poland, Rumania, Sweden, Switzerland, Yugoslavia). The tin cartel has been extended and now includes the most important tin producers in Bolivia.

The zinc cartel (Belgium, France, Germany, Great Britain, Italy, Norway, Netherlands, Poland, Spain) and the pig iron cartel (Belgium, France, Luxemburg) have been dissolved.
2. For semi-manufactured products: hoop iron (France, Germany, Luxemburg); rivets (Czechoslovakia, Denmark, Germany, Netherlands, Norway, Sweden); galvanised sheet iron (Austria, Czechoslovakia); cement (Belgium, Luxemburg); asbestos cement (Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Hungary, Italy, Netherlands, Spain, Switzerland); cellulose (Austria, Czechoslovakia, Finland, Germany, Norway, Sweden). The International Rolled Wire Cartel has been extended to the countries of Central Europe (Austria, Czechoslovakia, Hungary).

3. For manufactured products: bottles (Czechoslovakia, Germany, Netherlands, Poland, Rumania, Saar Territory, Yugoslavia); packing paper (Austria, Czechoslovakia, Yugoslavia); asphaltic roofing board (Free City of Danzig, Poland); wagons (Austria, Belgium, Czechoslovakia, France, Germany, Hungary, Italy, Switzerland); embroidered work (Austria, Switzerland).

The economic depression has given rise to difficulties, particularly in the cartels for raw materials. The International Steel Agreement between Austria, Belgium, Czechoslovakia, Germany, Hungary, Luxemburg and the Saar has been completely unable to fix prices.

(2) **Trusts or Fusions**

Concentration in the form of trusts or fusions has been particularly noteworthy in the following industries: copper (Belgium and Germany); watchmaking (Germany and Switzerland); linen and silk yarn (Germany and Great Britain); sound films (France and Germany). The Continental Linoleum Union has acquired a factory in Holland. The Kreuger and Toll International Match Trust has extended to Bolivia, Guatemala and Latvia, and has also bought up the only match factory in Bulgaria.

2. **Rationalisation**

It is a well known fact that in periods of depression the leaders of economic activity make special efforts to reduce the different factors in the cost of production. In this sense every period of depression is a period of rationalisation. Signs of such a movement have frequently been shown during the past year: among the most apparent is the rapid progress of concentration in industry and banking. Collective efforts for the development of rationalisation have also been intensively pursued.
(1) **International Movement**

The work of the International Management Institute has already been referred to. In July the Institute held an International Conference in Geneva on Budgetary Control, after which the Austrian, German, Dutch and Swiss delegates held a conference at the Management Institute of the Federal Polytechnic in Zurich. The International Congress on Family Education held at Liège in August considered the scientific organisation of education and the training of children for rationalised work. The International Congress on Rural Engineering, which met in the same town during the same month, studied the problems of rationalisation in agriculture. On the occasion of the Second International Congress of Farmers' Clubs at Antwerp in August, an international competition for farmers' wives was organised with a view to promoting rationalisation in household and agricultural work. The Brussels Housing Week in November was devoted in part to the problem of standardisation in the building trade.

The Fourth International Conference on Industrial Psychology was held at Barcelona in April. The International Congress on Building and Public Works in London, which was attended by delegates from 41 countries, spent a considerable part of its time in the discussion of rationalisation problems. In London, also in March, a meeting was held of factory managers and chiefs of service from Austria, Great Britain, Italy and Russia, to discuss questions of staff organisation. The Congress of the Federation of Postal Employees at Copenhagen in August studied the effects of rationalisation in the postal service. At Stockholm in July there was a general meeting of the International Study Group for the improvement of working methods in large stores. At Lwów, in Poland, an International Conference of Associations of Egg Traders was held in September to consider the application of standardisation methods in this field. At the request of the International Committee for Scientific Management, the Polish Management Institute organised Polish weeks in ten different towns in France, Belgium and the Netherlands, to make known the rationalisation methods adopted in Poland. The International Educational Cinematographic Institute in Rome, which is under the auspices of the League of Nations, undertook an enquiry into the work of the cinema in scientific management and in propaganda for rationalisation. The

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International Chamber of Commerce and the International Association for Commercial Education decided at a meeting held in February to set up an international school for the training of factory managers.

(2) The Movement in Different Countries

**Austria.** — The Austrian Standardisation Committee has completed its tenth year of existence, during which it has held 2,200 meetings, worked for 264,000 hours and issued 554 sets of standardisation regulations. A third research group has been set up to deal specially with sales problems.

**Bulgaria.** — The Bulgarian National Scientific Management Committee has set up several special committees dealing with rationalisation in different branches of industry. The Bulgarian Union of Building Craftsmen has set up a committee for rationalisation in building work.

**Czechoslovakia.** — The Central Federation of Czechoslovak Industrialists has created an Industrial Organisation Office. The Czechoslovak Academy of Agriculture is concentrating on the standardisation of agricultural products and the education of the consumer. A million crowns are spent annually in Czechoslovakia on standardisation, and the annual saving resulting from rationalisation is estimated at one hundred millions.

**Finland.** — A Rationalisation Association was instituted in Finland in April.

**France.** — The General Study Committee of the French National Management Committee has set up various commissions for the study of manufacturing problems, accounting, the human factor in production, trade, administration, etc. The Paris Chamber of Commerce has instituted an Industrial and Commercial Research Office and a practical school attached to the Business Training Centre. The Ministry of Education and the Department of Technical Education have prepared a programme of refresher courses for foremen in the iron and steel trades. The French Union of Metallurgical and Mining Industries has been collecting information from the affiliated undertakings as to the results of suggestions made by the staff. In October an exhibition and a congress opened in Paris for encouraging standardisation in fruits and early vegetables.
Germany. — The Reichskuratorium für Wirtschaftlichkeit has set up a special committee for getting in touch with similar organisations abroad and collaborating with them in the international development of rationalisation. With a view to hastening on the rationalisation of railways, the managers of all the German railway lines have carried out enquiries, and reports were submitted to a congress held at Magdeburg in April. The Verband für das kaufmännische Bildungenswesen (German Federation for Commercial Training), with a view to ensuring a better selection of commercial workers in future, decided at its general meeting to institute a committee for examining the best methods of recruiting for commercial careers.

Hungary. — A Rationalisation Committee was created in July, containing representatives of industrial, agricultural and commercial associations. The Budapest Chartered Accountants’ Association has decided to institute a research group.

Italy. — The Fascist National Association of Factory Managers has decided to set up a special service for the exchange of information and technical assistance for the benefit of its members. The Italian General Confederation of Industry has instituted a central committee for the prevention of accidents to ensure co-operation on safety questions between factory managers, foremen and inspectors. The Italian Autonomous Committee for the Study of Inventions, at a meeting held in March, adopted a resolution requesting the League of Nations to consider the possibility of instituting international patents, so as to avoid the serious difficulties resulting from the diversity of national systems of legislation.

Poland. — The first general Conference of Polish Industrial Psychology Institutions was held in January at the Industrial Scientific Management Institute in Warsaw. An Educational Cinematographic Institute attached to the Museum of Industry and Agriculture in Warsaw has been set up with the help of subsidies from different ministries to encourage rationalisation in agriculture and more particularly to show agricultural workers the best methods of work. The Warsaw Management Institute has developed a section for budgetary control and cost accounts, and a railway section which, it is hoped, will hasten on the rationalisation of the railways. The National Building Congress held at Warsaw in March
discussed rationalisation in the building industry and in the naphtha industry. A vocational guidance office has been instituted, based on psychological principles.

**Sweden.** — The Governing Body of the Association of Swedish Industries decided in April to found an institute in Stockholm for the training of foremen. The Stora Kopparberg Mining Company has opened an industrial school in Skutskär, and the Swedish Rural Engineering Association has been carrying on active propaganda for standardisation in agriculture.

**Switzerland.** — The Swiss Association for Rationalised Organisation has throughout the year organised lectures for the spread of rationalisation in Switzerland, and a Society for Applied Psychology has also been set up.

**United Kingdom.** — The Institute of Industrial Welfare Workers, at its general meeting in Cambridge in September, studied the problem of the management of industrial labour. The National Conference of the Institute of Cost and Work Accountants, held at Sheffield in October, dealt with the calculation of the cost price from the point of view of efficient organisation. The programme of the Business Research and Management Association for 1930-1931 includes a number of lectures by experts on subjects such as opportunities for economy, the organisation of research, rationalisation in general, budgetary control and the control of organisation. A company known as the British Colour Council, Ltd., has been set up for the double purpose of paving the way for the co-ordination of the British colour industries and for scientific research into colouring materials. The British Building Industry Council of Review has published a report containing the preliminary results of an enquiry into the possible application of rationalisation principles in the building industry. A central association has been constituted for organising the sale of eggs bearing the national mark.

**United States.** — Two congresses and an exhibition were held in Chicago during the month of March: the National Scientific Management Congress, the First Conference on Industrial Markets organised by the American Scientific Management Association, and the National Exhibition of Industrial Labour-Saving Plant. The National Office Management Association held its tenth Conference at French Lick Springs, Indiana. This same Association is
collaborating with the magazine "System" in undertaking a thorough enquiry into the conditions of office work. A special institute has been set up in Washington for scientific and economic research on behalf of the American textile industry. A philanthropist, Mr. Thomas A. Mitten, in his will left 12½ million dollars for a foundation for encouraging the reorganisation of industry on more scientific and more humane lines.
CHAPTER II

CONDITIONS OF WORK

Hours of Work

NATIONAL REGULATIONS

Argentina. — On 12 September 1929 the Government promulgated an Act making the eight-hour day compulsory in industrial and commercial establishments. The Act came into force on 12 March 1930. In the case of maritime and river navigation, ports, railways, tramways, wireless telegraphy, telephone, telegraph, gas and electricity undertakings, the introduction of the eight-hour day was at first postponed until 12 September 1930. On 10 September 1930, the Government decided to postpone it still further in these industries until 31 January 1931. On 1 January 1931, five decrees were promulgated for different industries fixing hours of work at eight in the day, or at a variable figure within the 48-hour week according to the kind of work. Disputes having arisen between employers and workers regarding unhealthy work, for which a reduction to six hours is provided, a strike broke out in the Buenos Ayres printing trades, after which a special Commission was appointed to decide what forms of work should be considered unhealthy.

Australia. — The movement in favour of lengthening the working week from 44 to 48 hours, which arose after the economic crisis, is still gaining ground.

In Queensland, the Conciliation and Arbitration Act of 1916-1926 which since 1924 had empowered the Arbitration Court to fix hours of work at 44 in the week, has been replaced by the Act of 23 December 1929 setting up an Industrial Court, which has to fix maximum hours of work in industry. Under the Act, any decision as to wages and hours of work must take account of its probable economic effect for the community as well as for the industry or industries in question.
In *New South Wales*, an Act promulgated on 16 June 1930 had repealed the Act of 16 December 1925 amended by the Act of 16 March 1926 on the 44-hour week, and had restored the 48-hour week. The Industrial Commission or the Conciliation Committees were authorised to distribute these 48 hours of work over 5 or 5½ days. The increase in hours of work was not to be held to justify an increase in wages. On the contrary, the 44-hour week might be maintained with a proportionate reduction in wages. Both these provisions were to be automatically included in awards and agreements. Another clause introduced the rationing of work. The object of this measure was to keep as many workers as possible in employment by sharing among them the total amount of work to be done in an establishment. With this object the employer was authorised to suspend in turn a certain number of workers for a definite period. This provision was only to remain in force for one year.

Towards the close of 1930, the Government was replaced by a Labour Government which decided to re-establish the 44-hour week and to abolish the provisions on the rationing of work in private industry as from the beginning of 1931. With this purpose, a new Act was promulgated on 23 December 1930. This Act more or less repeated the provisions of the 1925 Act on the 44-hour week.

A Federal award of 1927 had fixed hours of work on railways at 48 hours per week, but in the States where a 44-hour week was in force, it applied to State employees. As the railways were working at a loss, some of the State Governments desired the introduction of the 48-hour week. Although in *Queensland* and *New South Wales* hours of work of railwaymen were thus increased, workers in *Western Australia* preferred a 5 per cent. cut in wages in order to retain the 44-hour week.

In *Western Australia*, the 44-hour week was maintained by a decision of the Arbitration Court, which had before it a request by the employers’ organisations in the building industry to reintroduce the 48-hour week. The President of the Court stated, in announcing the decision, that workers in the building trades were generally considered to form a class by themselves, and that the special conditions of their work made it necessary to spend a certain amount of time in travelling to their places of work which was not included in the week’s work.

*Austria.* — By the Order of 28 March 1930, the provisional regulations for sawyards mentioned in the Director’s Report last year were extended until 31 December 1931.
The factory inspectors' reports for 1929 show that frequent recourse has been had to overtime, this being justified in certain cases by the fact that lack of space or insufficient mechanical equipment prevents new workers from being engaged.

The Minister of Social Affairs was induced on 21 March 1930 by the economic crisis to forward a circular letter to the employers' organisations requesting them not to have recourse to overtime except in certain definite circumstances, and to replace it as far as possible by engaging unemployed workers. The Minister requested that all manufacturers should collaborate in restoring normal economic life.

Belgium. — In Belgium, two Royal Decrees were issued containing regulations arising out of the eight-hour day Act, for flax-steeping in the fields, and for lorry-driving in the Belgian National Railway Company.

The number of exceptions granted to firms in 1930 to enable them to cope with extra pressure of work due to unforeseen causes was 611. These exceptions affected 27,129 workers and authorised 2,370,160 hours overtime. The total number of permits in 1930 was reduced by 548, the number of workers affected being 22,283 less and the amount of overtime in hours being reduced by 1,728,257.

Breaches of the Act were brought to the notice of the House of Representatives, and the reorganisation of the factory inspectorate was called for with a view to securing more effective enforcement in the factory legislation.

Brazil. — On 16 November 1930, the head of the provisional Government of the State of Sao Paulo issued regulations guaranteeing to the workers a minimum working week of 40 hours and providing that they should receive a 5 per cent. increase in wages.

Canada. — By a Decree of 27 March 1930, the hours of work of all employees of the Federal Government who worked more than eight hours per day were reduced to that figure.

In the Province of Quebec, an amendment was adopted to the 1925 Industrial Establishment Act by which hours of work of women and children of both sexes under eighteen were reduced from 60 to 55 in the week. In Ontario, the eight-hour day was brought in for operators of hoisting engines in mines. The report of the factory inspectorate for this province shows that out of 319,646 workers (313,595 in 1928) employed in factories in 1929,
there were 132,031 who worked a 45-hour week (145,792 in 1928) and roughly 104,000 who worked a 50-hour week (96,265 in 1928).

The Trades and Labour Congress of Canada adopted in 1930 a resolution requesting the Federal and Provincial Governments, with a view to preventing unemployment, to enact legislation, reducing the length of the working day and making the five-day week compulsory. Similar provisions were to be included in all Government contracts and in all contracts for work subsidised by Governments. The reduction in hours of work was not to involve a decrease in wages.

**China.** — The Factory Act of 30 December 1929 is similar in the main to the draft mentioned in last year's Director's Report. Normal hours of work of adults are eight in the day, but may be increased to ten according to local conditions or industrial requirements. In case of *force majeure*, hours of work may exceed ten, but may not exceed twelve in the day, and the total amount of overtime authorised may not be more than 36 hours per month. The coming into force of this Act is fixed for 1 August 1931.

**Colombia.** — In the report of the Advisory Commission of the Labour Office, which was forwarded to the International Labour Office by the Ministry of Industry on 24 January 1929, the Commission stated that the eight-hour day was applied and that there was no difficulty in the way of the adoption of the Convention by the legislative power.

A few years ago the Minister of Industry had instructed the Commission of the General Labour Office to draw up a draft labour code. Taking as a basis the principles of the Washington Convention, the Commission provided that hours of work should not exceed eight in the day, and that as an exception on technical grounds or for reasons of a public character, weekly hours of work should not exceed 58. Overtime should be paid for at 50 per cent. over the normal rate. As it was not possible to discuss the draft at the 1929 Session, the Colombian Government had it examined by a special committee including employers' and workers' representatives. A number of changes were proposed by the committee with a view to making some of its provisions clearer and less general. Its work has just been concluded, and its findings will shortly be submitted to the Chambers.

**Czechoslovakia.** — The proprietor of the largest boot and shoe factory in the country, Mr. Thomas Bat'a, stated so long ago as
1928 that he was in favour of the five-day week. He believed that the most favourable moment for bringing in the five-day week was when wages were sufficiently high to enable the workers to benefit as much as possible by it. He made the experiment in his factory in October 1930 without lowering wages or increasing prices, by fixing the hours worked per week at 45.

This change in conditions of work was made in order to facilitate compliance with the Eight-hour Act, which provides that women are not to be employed on Saturday after 2 p.m.

Mr. Bat’a has asked the social service department of his factory to make suggestions for the utilisation of the spare time which the workers enjoy as a result of this reduction in their hours of work.

The five-day week has also been adopted by the Busi boot and shoe factory at Trebic, which employs 3,000 workers, and by two other boot and shoe factories employing 600 workers. This means that 60 per cent. of the workers in that trade work under this system. The five-day (45 hours) week has also been introduced by the Kutna-hora chocolate factory, and there is a question of applying it in the State tobacco factories. The five-day week is also in force in some 250 establishments belonging to the Czecho-slovak Associations of German Employers and employing 24,000 workers.

Dominican Republic. — A private Bill has been introduced in the Lower Chamber for the purpose of establishing the eight-hour day. One provision in this Bill lays down that establishments should be closed at 6 p.m. provided that the public were not prejudiced thereby.

Estonia. — The Bill on hours of work in industrial undertakings, to which reference was made in last year’s Director’s Report, was rejected on its first reading on 14 October 1930. The representatives of the Central Labour Organisation opposed the Bill on the ground that it did not conform to the Washington Convention.

Finland. — In Finland a Government Commission has considered the possibility of limiting hours of work, particularly in Government establishments, with a view to the adoption of the Washington Convention. As soon as the Commission’s report is published, means of regulating hours of work in Government undertakings will be examined.

As in previous years, regulations by the Council of State were promulgated on 22 December 1930 authorising exceptions from the Eight-hour Act for certain classes of undertakings. These excep-
tions were renewed for the year 1931. The special regulations applying to continuous-working establishments were prolonged for 1931.

**France.** — A few decrees have been published extending the application of the 1919 Act to further industries: rice factories, transport undertakings, furniture removing, hire and garage of vehicles, and undertakers. Orders have been issued extending the scope of the hours of work regulations in certain important trades to the departments of Alsace-Lorraine.

The question of the overtime allowed by the decrees for coping with exceptional pressure of work is still causing anxiety to the workers' organisations. In the iron and steel trades and the textile industry, they have asked for a reduction in the amount of overtime allowed by the decrees in force. In the iron and steel trades the Minister of Labour has drawn the attention of divisional factory inspectors to the requests for exceptions based on work to be done for railway systems, and has given the necessary instructions for avoiding any abuse.

As regards mines, a collective agreement applying to the coal-mining districts of the Departments of the Nord and Pas-de-Calais was signed at Douai on 29 November 1930. Under this agreement the employers have obtained, as compensation for the introduction of holidays with pay, a new method of calculating hours of work and a new system of distributing these hours. In order that this agreement may be applied, however, the 1919 Mines Act would have to be amended. Further, a former Minister of Labour, Mr. Durafour, has introduced a Bill in the Chamber of Deputies for the progressive reduction of the length of the shift to 7 hours, including the collective descent and ascent in the case of underground work in mines.

**Germany.** — The factory inspectors' reports for 1929 show that in consequence of the industrial depression the legal hours of work have not been exceeded in the majority of undertakings, although overtime is authorised by most of the collective agreements. In several cases hours of work have even been appreciably less than 48. Further, on account of financial stringency, orders were frequently given at the last minute, with extremely short delivery periods, with the result that employers experienced great difficulty in arranging their work and ensuring regular employment for their personnel. Differences between employers and workers
were a frequent result, since the latter opposed reductions in staff so long as they were obliged to work overtime.

The Government has tried to mitigate the social consequences of this serious economic crisis, which are taking the form of a continual increase in unemployment, by trying to arrange for a better distribution of hours of work. In a circular addressed so long ago as 15 April 1930 to the Ministers of Social Affairs of the various States, the Minister of Labour of the Reich expressed the desire that the competent authorities should examine, in conjunction with the employment exchanges, the possibility of doing without overtime, with a view to engaging fresh workers. He asked that nothing should be done to aggravate the economic situation, which was already highly critical. In October 1930 the Prussian Cabinet proposed to the Government of the Reich that legislation should be passed to prevent undertakings which find it necessary to restrict output from reducing their staff so long as the establishment could employ it for 40 hours or five days per week. In October, again, the Parliamentary Group of the Social Democratic Party adopted a proposal to the effect that the exceptional unemployment crisis should be met by reducing the working week to 40 hours, which would enable vacancies to be better distributed and the number of workers employed to be proportionately increased. The German Trade Union Federation also called for similar action. The Federation considers that the loss in wages should be partly made up by the consequent reduction in the sums paid in unemployment benefit. A different opinion, however, is held by most of the employers. They consider that the proposal would increase the cost of production and thereby lead to more unemployment, since wages are included in the cost of production. The Institut für Konjunkturforschung (Institute of Economic study) has enquired into the probable effect on the available labour of a reduction in hours of work. At the end of August 1930 there were 2,880,000 unemployed—2,300,000 industrial workers—as well as 1,800,000 partially unemployed. As the total number of industrial workers is estimated at 10,500,000, there should be 6,400,000 workers on full time. There were 6 millions working 48 hours and more weekly. A reduction in hours of work of all workers to 44 per week would mean giving work to 700,000 unoccupied workers, and a reduction to 40 hours would make the number 1,500,000. This calculation is purely theoretical, and the Institut für Konjunkturforschung considers that the different requirements of different regions and different trades must not be neglected, since their effect is to limit the number
of available workers in each economic branch. It cannot be denied that in many cases such an arrangement would be followed by an increase in the cost of production. The workers themselves would suffer a serious fall in wages, which would be followed by a falling off in the sale of numerous commodities. The Institute thus arrives at the conclusion that the favourable effects of lowering hours of work would be less marked than the above figures suggest.

There are undoubted difficulties to be expected from the adoption of a shorter working day, but it helps to diminish the number of unemployed. A Harburg oil works, for instance, which introduced the four six-hour shift system in place of the three eight-hour shift system, was able to increase its staff from 900 to 1,200 workers. The workers accepted a reduction in wages. The management stated that the new régime was satisfactory. The system of working short time is preferred when the nature of the work will not allow the number of workers to be reduced. This system, which was first of all applied to the technical staff, has recently been extended to the commercial staff of the Berlin metal industry.

A number of statistical enquiries show this year, as in previous years, the fluctuations in hours of work in Germany. The Government Federal Statistical Bureau stated that on 1 January 1929 there were 9,401,634 workers normally working 48 hours per week, out of 12,276,060 covered by collective agreements. The percentage of workers working eight hours per day was 75.3 in 1926, 82.7 in 1927, and 85.3 in 1928. In 1928 6 per cent. of the workers worked more than 48 hours as compared with 13.3 on 1 January 1927 and 8.6 on 1 January 1928. Regulations for the 48-hour week in collective agreements are every year more numerous.

In the Director's Report last year mention was made of the investigations of the Federal Statistical Bureau into the chemical industry, the boot and shoe trade, and the metal industries. Figures have since been published on actual hours of work in the iron and steel trades, both foundries and engineering, and the printing and lithography trades.

The enquiry into the iron and steel trades undertaken in October 1928 covered 55,341 workers in the five great branches of the industry: blast furnaces, steel works, rolling mills, iron foundries and repair workshops. Actual hours of work vary between 48 $\frac{3}{4}$ hours for rolling mills and 57 $\frac{3}{4}$ hours for the continuous work on blast furnaces.

The enquiry into the iron and steel and engineering trades took place in October 1928 (January 1929 in the case of naval shipyards).
It covered ten branches of the industry: manufacture of iron and steel goods, manufacture of other metal goods, machine construction, boiler making and manufacture of fittings, iron construction, ship-building, wagon and aeroplane construction, railway wagon construction, electrical engineering, optical and scientific instrument-making. Figures were given for 281,919 workers, representing some 42 per cent. of the workers employed in the industry. Hours of work varied between 45 3/4 hours, including three-quarters hour overtime, for time workers, and 49 1/4, including two hours overtime, for skilled workers on time rates. Hours were usually longer for time workers (average of 49 hours for men including 2 hours' overtime) than for piece workers (average of 47 3/4 hours for men including three-quarters hour overtime). Iron construction, which is almost entirely carried on by time workers, has the longest average, while wagon and aeroplane building and electrical engineering, in which principally piece workers and a large proportion of women are employed, have the shortest working period.

The enquiry into the printing industry was carried out in June 1929, and covered 46,212 workers, or more than a third of the total workers in the industry. Average hours of work were 47.6, including 1.1 hours overtime.

The enquiry into the lithographic trade, which was carried out at the same time as that into the printing trade, covered 14,251 workers. Average weekly hours of work were 47.2, including 1.3 hours overtime.

The five-day week was introduced in the Ford works at Berlin in the case of the assembly shops, where some 300 workers are employed. Eight hours a day are worked from Monday to Friday inclusive.

Great Britain. — The Bill to regulate hours of work in industrial undertakings, which was brought in by the Government on 16 April 1930, did not reach its second reading during the Parliamentary session, and was withdrawn on 6 June 1930. An identical Bill was brought in the House of Commons on 13 November 1930.

The Coal Mines Bill mentioned in the Director's Report last year, which was passed by the House of Commons on 3 April 1930 by 277 votes to 234, was strongly opposed in the House of Lords. It was only passed when a compromise had been reached enabling the 7 1/2-hour working day to be distributed over the fortnight, when the district employers' and workers' organisations made a
request to this effect approved by the Mining Association of Great Britain and the Miners' Federation of Great Britain. Each request must be approved by the Board of Trade, which will have to ensure that it is immediately given effect. After being passed by both Houses, the Bill received the Royal Assent on 1 August 1930.

The clauses relating to hours of work came into force on 1 December 1930, but great difficulties were met with owing to differences between employers and workers both on the question of hours of work and on that of wages. A number of provisional arrangements were concluded on the basis of the spread-over (90 hours in the fortnight) and on the basis of the 7½-hour day. In South Wales these difficulties led to a strike, but the dispute was settled by the Government. According to an agreement ratified by a conference of miners' delegates, hours of work of underground workers will be 7½ hours each week-day until 31 January 1934.

Some experiments have been made in connection with the five-day week in undertakings where the workers live at a considerable distance from the place of work. In the annual report of the Chief Inspector of Factories and Workshops for 1929, it is reported by one inspector that in a large engineering works in one of the suburbs of London the five-day week was introduced at the request of the workers after the general strike of 1926. Output increased by 22 to 26 per cent. and overhead charges declined by 6 to 7 per cent. On no account would the workers return to the previous system. Another inspector remarks that in the largest engineering works in the north-eastern district of London the weekly hours of work were reduced some years ago from 47 hours or 6 days to 43 hours or five days, and an increase in output immediately took place. The workers occasionally worked a few hours overtime or worked on Saturday to carry out urgent orders, but statistics show that work in excess of 43 hours in the week was not economical.

The Wolverhampton inspector reports an important experiment carried out in a tube works employing 3,000 workers, of whom 150 are young persons. The five-day week was introduced during the last two months of 1928. At the end of this trial period the workers took a secret vote and decided by a large majority to revert to the six-day week. The employers, who had hoped for a different result, carefully studied the causes of this decision, and came to the conclusion that the experiment had been tried at an unfavourable season of the year. In winter the early approach of darkness and the bad weather do not encourage workers to work an additional three-quarters of an hour a day in order to obtain an extra day's
holiday in the week. The firm restored the six-day week in January, and made a new experiment from 1 June 1929. This proved a real success, and it appears that the workers now prefer the new system of a five-day week throughout the year. Finally, in a large motor-car factory employing 1,000 workers, including 100 young persons, both employers and workers after two years of continuous experiment consider the five-day week an excellent system.

**Hungary.** — The enquiries which were begun by the Government with a view to framing a Bill on hours of work have been continued. In July 1930 it was stated by the Minister of Social Welfare and Labour that a questionnaire based on information already available had been sent to all the organisations concerned, and that the Government would proceed with the preparation of the Bill when all the replies were received. At the Ninth Congress of the Hungarian Trade Union Federation, which took place at Budapest from 23 to 25 March 1930, a resolution was passed calling for the legal enforcement of the eight-hour day or the 48-hour week in all branches of industry.

**Iceland.** — A Bill was introduced in the Lower Chamber of the Alting by the Labour Party with the object of instituting the eight-hour day, including breaks and meals, in herring and herring-oil factories. As hours of work in this industry, which is in process of rapid development, are from 10 to 12 in the day in unhealthy conditions, the Labour Party considered that the time had come for them to be reduced.

**India.** — On 19 June 1930 the independent State of Baroda adopted an Act fixing hours of work of adults at 10 in the day in factories in general, and 11 hours per day in seasonal trades. The introduction to the Bill states that it is framed on the lines of the Indian Factories Act. It contained special provisions on the work of women and children, on the weekly rest, and on periods of rest.

The question of hours of work on railways, raised by a deputation from the All-India Railwaymens’ Federation to the Member of Council in charge of railways in 1929, was settled by the promulgation of an Act dated 26 March 1930. Under the Act railwaymen’s hours of work are to be 60 in the week. They may be increased to 84 as a maximum in the case of intermittent workers. A weekly holiday of at least 24 consecutive hours must be given. The Act gives effect as regards railwaymen to the provisions of the two international Conventions on hours of work and weekly rest.
It appears from the last statistics published in 1930 for the year 1928 that the total number of factory workers in India was 1,520,315 as against 1,533,382 in 1927. This falling off in the number of workers is primarily due to the reduction in the number of children, which fell from 57,562 in 1927 to 50,911 in 1928, due to stricter enforcement of the legislation on child labour.

Forty-one per cent of the factories employing men and 44 per cent. of those employing women work 54 hours or less per week. Among those employing children, 30 per cent. work a maximum of 30 hours per week.

The Royal Commission on Labour in India, the appointment of which was announced in last year's Report of the Director and which began work at Karachi in October 1929, met in London in June 1930 to sift the evidence already collected. A second visit of enquiry was made in October 1930 with the object of ascertaining the situation in Burma, Delhi, and Bombay. The Commission expects its report to be ready at the end of March 1931.

Italy. — The Bill on hours of work in industry submitted to the Senate, as recorded in the previous Report of the Director, has still not been discussed. The object of the Bill is to enable Italy to withdraw its reservations and formally to ratify the Washington Convention.

Workers in the marble trade where work is continuous were excluded by Royal Decree of 31 March 1930 from the scope of the regulations on hours of work. Under a Decree of 12 May 1930 temporary exceptions on account of the seasonal nature of the industry are allowed for work in connection with shell fish breeding, cheesemaking, preparation of fresh and dried fruit and vegetables for despatch, and erection, handling and fixing of signs and advertisements for open-air publicity.

Japan. — The revised regulations on miners, which were promulgated on 1 September 1928, came into force on 1 September 1930. Time spent underground is fixed at 10 hours per day, including a break of one hour, which means that hours of work are 9 hours. Thus for the first time hours of work of adult male workers in Japan are legally regulated.

Luxemburg. — The Grand Ducal Order of 26 April 1930 on work in mines and quarries lays down that regulations shall be issued for all undertakings in which more than 20 workers are employed, fixing *inter alia* the hours of work. The regulations are subject
to Government approval, and a copy must be given to every worker engaged.

Netherlands. — Certain amendments to the Factory Act of 1919 are made by the Act of 14 June 1930 promulgated by the Order of 17 September 1930. The effect of the amendments is to give increased facilities for granting exceptions in case of work to be performed at night, in special circumstances, or to deal with cases of urgent necessity for which it is impossible to obtain a permit in time.

Norway. — According to information received by the Office, a Government committee in 1930 examined a Bill amending the Factory Act with the view to extending its scope on the lines of the Washington Convention.

Portugal. — A Commission has been appointed to study legislation in force on hours of work and to propose its amendment with a view to harmonising it with the Washington Convention.

Rumania. — By a decision of the Ministry of Labour, Hygiene and Social Welfare, dated 22 July 1930, made under the regulations in force following an agreement between employers and workers, working hours in the Bucarest bakeries have been settled. The daily period of work is to be eight consecutive hours or to correspond to three bakings per shift.

The Ministry of Labour has requested the factory inspectors to pay close attention to the hours worked in all factories, and has emphasised the necessity of ensuring observance of the Eight Hour Act in order to avoid unemployment.

According to statistics issued in 1930 and relating to 1929, a larger number of the collective agreements concluded in the latter year than in the preceding year contain provisions on hours of work.

Sweden. — The provisional legislation on hours of work, which has been in force since 1919 and has been frequently renewed, was replaced by the permanent Act of 16 May 1930. As was mentioned in last year's Director's Report, the Social Democratic Party had proposed resolutions to the effect that the Act should be made permanent, that the exceptions preventing the ratification of the Washington Convention, particularly that relating to establishments employing not more than four workers, should be abolished, and that the law should apply to fire brigades and persons employed in hospitals, institutions for the poor, etc. When the question was
being examined by a Parliamentary Committee, the Liberals supported the resolution of the Social Democratic group to the effect that the law should be made permanent. They pointed out that Sweden was the only Member of the International Labour Organisation which had merely provisional legislation on hours of work, and that the experience of the last ten years showed the futility of a further provisional extension. The majority of the Committee, however, was in favour of maintaining the exception in the case of establishments employing not more than four workers. It was pointed out that the experience of other countries where legislation on hours of work applied to small establishments showed that it remained very largely a dead letter on account of the impossibility of supervising its enforcement.

Hours of work in Government establishments—on which point Swedish legislation differs from the Convention—should in the opinion of the Committee be fixed as in the past by administrative regulation. The hope was expressed that the authorities would adopt regulations in conformity with the principle of the eight-hour day. As regards the extension of the Act to fire brigades, the Commission considered it unnecessary to introduce special legislation for these workers. The proposal of the Communist Party to extend the Act to domestic labour was likewise not approved. Further, the Committee, while recognising that the hours of work of hospital staff were frequently long and tiring, did not think that the remedy was to be found in applying the eight-hour Act. The Government Bill introduced into the Riksdag deals with lunatic asylums, and fixes hours of work at 240 in thirty days for the day staff and 216 for the night staff. It is probable that the adoption of this Bill will exercise an influence on the method of dealing with the problem as a whole.

The First Chamber declined to extend the Act to undertakings employing less than four workers, thus adopting the conclusions of the Committee, contrary to the demand of the Labour Party.

The adoption of the Act by the First Chamber was followed by its acceptance by the Second Chamber, and it came into force on 1 June 1931.

In 1930 an enquiry into hours of work was held by the Trade Union Federation, similar to the enquiry undertaken in October 1928 on the proposal of the International Federation of Trade Unions. The enquiry dealt with the week from 28 September to 4 October 1930, and covered 266,379 workers employed in the building, iron and steel, chemical, woodworking, boot and shoe,
textile, mining and publishing trades. The number of partially unemployed has been particularly high on account of the economic depression; it rose from 7 per cent. in 1928 to 11.5 per cent. in 1930. There were 78.4 per cent. of workers who worked 48 hours per week in 1928, and only 74.4 per cent. in 1930.

Switzerland. — On 24 October 1930 two Orders were issued by the Federal Council laying down the conditions of work of Federal Railway employees and those in Federal Government services. Their regular hours of work are fixed at 45½ hours per week on the average. For the lower grades hours are eight or nine per day.

The Finance Department has continued to limit the exceptions to the normal working week allowed under Article 41 of the Federal Act. This Article allows 52 hours to be worked instead of 48 for certain periods. The number of exceptions authorised in 1929 was considerably less than in the previous year,—1,544 as against 1,753. The number of permits issued for less than 52 hours has also increased,—87 factories obtained in 1928 a permit for less than 52 hours, while 302 of the 415 factories in question only received in 1929 a permit for 50 hours. 209 applications were refused as against 232 in 1928. The number of workers who actually worked 52 hours per week was ascertained when a census was taken in the week 19-24 August 1929 for the purpose of drawing up factory statistics. Out of 409,083 workers employed in establishments coming under the Factory Act, 69 per cent. worked a maximum of 48 hours and 26.1 per cent. worked under the system of the modified normal week. The remaining 4.9 per cent. were principally workers working on a shift system, part of whom also had a maximum week of 48 hours. It is true that no account was taken of the overtime worked by certain groups of workers during the census week in virtue of Cantonal permits nor of overtime authorised for accessory work. These extensions, however, only relate to some 9,000 workers.

In 1930 the number of overtime permits was still less than in 1929 on account of slackness in trade.

The Swiss Trade Union Federation Congress in October 1930 adopted a resolution calling for the abolition of overtime permits on account of the increase in unemployment. The resolution also called for legislation on trades and crafts which would enable the Eight Hours Convention to be ratified.

A manifesto was also issued by the Swiss Socialist Party calling for the strict enforcement of the 48-hour week in all undertakings.
covered by the Act, compensation for overtime by a corresponding period of rest, and a further reduction in hours of work, while maintaining present wages.

Turkey. — In Turkey the Factory Bill prepared by the Ministry of Finance and at present being discussed by the National Assembly contains a provision to the effect that no worker may work more than eight hours per day.

U. S. S. R. — The five-day week and the system of continuous production without a break have made fresh progress in 1930, according to the plans of the authorities responsible for State industry. At the end of the year some 67 per cent. of industrial workers came under the system of the five-day week. On the other hand it seems that in the various public offices a certain amount of psychological opposition has been encountered.

The seven-hour day applied in December 1930 to 44 per cent. of the workers in industry. During 1931 it is to be extended to 90 per cent. of industrial workers, as well as to railwaymen. A new problem arose when the seven-hour day was introduced in continuous working establishments. The exact observance of the seven-hour day is difficult in such undertakings, since it implies that two or three hours per day are not utilised. In most of these undertakings, therefore, the men work 7½ hours a day. The system of three-shift working is ensured, however, by a break of half an hour, which means that the time spent at the place of work is eight hours a day.

United States. — The periodical enquiries of the Federal Office of Statistics into wages and hours in various industries have been continued. In 1929 and 1930 enquiries were made, among others, into the iron and steel trades, the silk industry, the woollen industry, dyeing, and cigarette manufacturing.

In the iron and steel trades a slight increase in hours of work was found except in the case of puddling mills where weekly hours of work had fallen from 52.1 in 1926 to 50.3 in 1929, and in sheet and tinplate works where they had fallen from 48.1 in 1926 to 47.4 in 1929. In the rolling mills the normal average is the same in 1929 as in 1926, viz. 48.9 hours.

To lessen the effects of the economic depression on the railways a conference was held at Chicago in November 1930 by the Big Four Railroad Brotherhoods, when a proposal was discussed to carry on propaganda in favour of the six-hour day while maintaining
existing wages. Another proposal by the same organisation was considered, the object being to limit the working month to 26 working days. It was thought that such a measure would enable 50,000 railwaymen to be immediately re-engaged without any increase in costs.

The five-day week continues to receive the attention of the workers. At the Fiftieth Annual Convention of the American Confederation of Labor at Boston in October 1930, the President of the Federation, Mr. W. Green, stated that in his opinion the country had arrived at a period when the institution of the five-day week in all industries outside the service industries should be immediately inaugurated. In his view, if increase in individual efficiency and collective productivity meant anything it ought to mean an increase in leisure, in the opportunity to live and enjoy life. The establishment of a five-day week as a remedy for the present economic situation was also recommended by the National Advertisers' Convention and by the President of the Connecticut Manufacturers' Association. An increase in spare time with the maintenance of present wages would enable the workers to spend more and should thus increase the consumption of products by about one-twentieth.

Uruguay. — In a message communicated on 9 May 1930 to the General Assembly on the subject of the ratification of the Conventions of the Eleventh and Twelfth Sessions, the President of the State re-affirmed his opinion in favour of the ratification of the Conventions adopted by the Conference at previous sessions, and also stated that the National Administrative Council had stressed the importance of legislative approval of these international agreements, in view of the fact that Uruguay is one of the countries which have not yet adhered to these agreements, and that its labour legislation was sufficiently advanced to enable it to accept them. It may be mentioned that the Chamber of Deputies had approved the ratification of the Conventions adopted at the first three sessions of the Conference on 6 September 1928.

The International Movement

The international movement has been principally characterised by the claims of the workers' organisations, which have constantly striven for a reduction in hours of work. The Congress of the International Federation of Trade Unions, held at Stockholm from 7
to 11 July 1930, suggests in a resolution—since endorsed by the international congresses of various trade union federations as well as by national trade union congresses—that hours of work should be shortened with the object of preventing unemployment. After mentioning that only a few States have ratified the Washington Convention, the Congress declared in favour of the introduction as soon as possible of the 44-hour week for all manual and intellectual workers. The International Congress of Typographical workers, the International Glassworkers' Federation, and the All-Scandinavian Metalworkers' Conference call for the 42-hour week, while the International Miners' Federation demands that the period of work to be mentioned in the international Convention should be less than eight hours.

The Labour and Socialist International and the International Federation of Trade Unions have decided to appoint a joint committee to examine the causes of the present depression and of unemployment 1.

INTERNATIONAL REGULATION 2

In the notes above references have been made in some cases to action taken by States Members in respect of the 1919 Convention. In other cases, where mention has been made of fresh legislation its agreement with the provisions of the Convention has been indicated. It will, therefore, be enough here merely to enumerate the measures taken or contemplated in 1930 for ratification in the strict sense of the term.

Convention limiting the hours of work in industrial undertakings to 8 in the day and 48 in the week (1919)

Albania. — The Government has proposed to Parliament that ratification of the Convention should be reserved.

Australia. — The Commonwealth Government has reminded the Office that the Hours Convention was submitted in 1921 to Parliament and brought to the attention of the State Governments. The Federal Government observed that although it was possible under Paragraph (9) of Article 405 to treat as Recommendations Labour Conventions in respect to which the Commonwealth's powers were limited, it had informed the States that it was prepared to ratify any Conventions to the provisions of which all the States had given effect under their domestic legislation and in respect to which they had given an assurance that they would not modify such legislation so as to make it

1 Cf. supra, First Part, Chapter II, International Federation of Trade Unions, p. 48.

2 The information given here refers only to 1930. See the tables appended to this volume for the general situation as regards this Convention.
inconsistent with the provisions of the Conventions without previous discussion with the Commonwealth. The Federal Government has also informed the States that they must all of them give effect to the provisions of Conventions before the Commonwealth can ratify (letter of 3 April 1930).

Brazil. — The President of the United States of Brazil re-submitted the Convention to the National Congress by a message of 31 March 1930. A Bill for the ratification of the Washington Convention had already passed its first reading in 1920 in the Chamber of Deputies.

Colombia. — The Government has requested Congress to approve the ratification of the Hours Convention as well as of the other Conventions adopted by the Conference at its first eleven Sessions. (Letter from the Minister of Colombia at Berne of 8 October 1930).

Cuba. — The Hours Convention was approved by the Senate on 16 May 1928 with the reservation that its application should be subordinated “to the bringing into conformity of the national legislation in force”.

The Office pointed out to the Cuban Government that ratifications with reservations were not permissible under the Treaty of Peace and the Cuban Government replied that the Convention would be re-submitted to the Senate, which will consider the possibility of approving it without reservation. (Letter of 20 February 1930).

Germany. — Ratification of the Hours Convention still depends upon the passing of two Federal bills respecting protection of the workers and respecting mines. The Bill of 1 October 1929 for the unconditional ratification of the Convention is still before the Reichsrat. In November 1930 the Reich Minister of Labour had an interview with the British Minister of Labour in London. The German Minister stated to the press during this interview that the two Governments had gone over the difficulties which application of the Convention raised and contemplated a fresh discussion of these difficulties in order to facilitate ratification.

Great Britain. — In reply to a question in the House of Commons on 1 October 1930, the Minister of Labour stated that the British Government intended to ratify the Convention when the Hours of Industrial Employment Bill had been passed.

The above review of national laws and events and of the international movement in connection with hours of work in 1930 shows two characteristic features. In the first place, as in previous years, legislation on the subject has been extended. New States, such as China, have adopted legislation on the eight-hour day. Others have adopted a still lower limit. Great Britain has reduced hours of work to 7½ for underground workers in coal-mines, while New South Wales has returned to the 44-hour week which had been abandoned last year.

Secondly, apart from legislation, the movement for reduction has been influenced by two factors. In the first place, the five-day week has successfully taken root in many establishments, and sometimes in whole industries, in Germany, the United States, Great Britain and Czechoslovakia, and this system has involved further reductions in hours. Secondly, the persistence and deve-
The development of economic depression has more and more led both Governments and manufacturers, particularly in Germany, to adopt reductions in hours of work in order to enable the available labour to be better distributed, at all events provisionally.

The development of the problem of hours of work has in fact been dominated by the economic crisis.

It has been maintained that during a period of depression a fresh impulse may be given to industry by lengthening hours of work and thus lowering the cost of production. The exceptionally serious unemployment of the last few years has affected so many workers that no one any longer suggests a solution of this kind. On the contrary, the idea is gaining ground that a reduction in hours of work will enable a greater number of workers to remain in employment. There is a well-defined movement in this direction. In those countries which have suffered the most, instructions have been given to the authorities to refuse, as far as they can, permission to work overtime. An appeal has been made to manufacturers not to resort to overtime except in case of extreme necessity. Suggestions have also been made for the legal reduction of hours of work in certain definite circumstances, or generally, in order that available work should be better distributed among the workers. These proposals for a temporary reduction in hours of work have in some cases given place to suggestions for a permanent reduction. Workers' organisations have expressed the view that the depression is to a large extent due to the fact that production has considerably increased on account of post-war technical improvements, while consumers have been unable to increase their purchasing power to the same extent. They desire to reduce the quantity of goods produced, or increase the number of workers employed, according to the industry, by reducing the period of work to 40 hours and 5 days a week. In this way, under the impulse of the present critical situation an extremely interesting movement has developed, the effects of which have been abundantly illustrated in the preceding pages.

**HOURS OF WORK IN COAL-MINES**

After the Fourteenth Session of the Conference had failed to adopt the Draft Convention concerning hours of work in coal-mines \(^1\) and had placed the question on the agenda of the Fifteenth Session,

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the Office made preparations for consulting Governments in the usual way by sending out a questionnaire which had been approved by the Governing Body. On the basis of the Governments' replies it drew up a Blue Report which will be submitted to the Conference.

In the meantime several European States which are large producers of coal, at the suggestion of certain of the Governments concerned, entered into direct negotiations with a view to settling certain of the difficulties which had been encountered in discussing the original Draft Convention, particularly with regard to the question of overtime.

The Office has collected further information on the question of lignite, which was the subject of much discussion in January and June 1930. On this subject again conversations have taken place between the Governments concerned.

**Hours of Work of Salaried Employees**

*National Regulations*

**Argentina.** — The Act of 29 August, 1929, which came into force on 12 March 1930, applies to all salaried employees and workers. It fixes hours of actual work at eight in the day and 48 in the week. By agreement between the interested parties, a different distribution of working hours may be made over the week or fortnight, provided that the weekly average does not exceed the maximum fixed by law.

**Czechoslovakia.** — In October 1930, the Ministry of Social Welfare issued a circular to factory inspectors, asking them to exercise greater vigilance in the enforcement of the eight-hour day in commerce, by increasing the frequency of their visits and by inflicting penalties in cases of infringement of the law. Inspectors were asked to send in reports on this subject before the end of November.

**France.** — Various establishments covered by the International Convention on hours of work in commerce and offices have been brought within the field of application of the Act of 23 April 1919 on the eight-hour day. Decrees of local or regional effect have regulated hours of work in pharmacies, butchers' and pork butchers' shops, bakeries, confectioners' shops, hotels, cafés and restaurants, shops and hairdressers' establishments in a certain number of towns or departments.
Great Britain. — In March 1930 a Bill was introduced into the House of Commons with the object of limiting the hours of employment of shop assistants to 48 in the week. The Bill provides for overtime employment of persons of over 18 years of age up to 20 hours in the month, on condition that a total of 60 hours' overtime in the year is not exceeded. After the Bill had passed its second reading, the Government came to the conclusion that the information at its disposal was insufficient, and set up a Select Committee under the chairmanship of Mr. Charles Roden Buxton. The Committee has already taken the evidence of the representatives of numerous societies, associations and other organisations. The Draft Convention and Recommendations on hours of work of salaried employees were the subject of a question in the House of Commons put on 19 November 1930 with the object of ascertaining the Government's intentions on this point. The Parliamentary Secretary of the Ministry of Labour stated that the question was at present under consideration.

Greece. — The Act of 5 March 1930 amended in some respects that of 24 April 1928 on hours of work in commercial establishments. At the request of the employers' and workers' organisations concerned, the prefects are empowered to authorise the working of overtime for not more than two hours in the day during a maximum period of one month in the year. They also fix the increased rates of pay for such overtime. This Act is the first to regulate the hours of work of the staff of joint stock companies, banks and offices in general. It fixes the working day of these establishments at eight hours, without prejudice to more favourable conditions where they exist. The Minister of National Economy may authorise exceptions justified by the nature of the work or necessitated by pressure of work. For such overtime he fixes increased rates of pay ranging from 25 to 35 per cent. above the normal rate per hour, except in the case of employees receiving a monthly salary of over 5,000 drachmas.

Netherlands. — The Government has declared that it proposes to extend the application of the Act of 1919 on hours of work to offices, hotels, restaurants and pharmacies. Appropriate decrees are in course of preparation.

Rumania. — The Ministry of Labour has authorised banks to extend the working day of their accounting clerks by an additional two hours per day, except on Saturdays, for the balancing
of their half-yearly accounts. Such overtime is to be paid at an increased rate of 50 per cent. above the normal salary.

Spain. — The Decree of 4 October 1930 fixes the maximum working day in banks at eight hours, with the exception of Saturday, when it is normally 5½ hours. The persons employed are expected to work 50 hours' overtime during each period of six months, for which they receive remuneration in the form of bonuses distributed in July and December. For any further overtime worked payment is at the rate of time and a fifth.

Some account must also be given of the demands put forward by various national and international organisations for the regulation of hours of work of salaried employees.

In Czechoslovakia the Union of Commercial Employees demanded in its annual report a stricter enforcement of the hours fixed for the opening and closing of shops, so that shop assistants' hours of work should not exceed eight in the day.

In France the National Federation of Salaried Employees' Unions, at its Congress in August 1930, demanded the ratification of the Convention and the adoption of the necessary measures to ensure the application of the eight-hour day to all salaried employees.

The International Conference of Insurance Clerks, which met in Vienna in March 1930, demanded a reduction of working hours and the abolition of overtime.

The International Federation of Post Office, Telephone and Telegraph Workers adopted at its Congress in August 1930 a resolution demanding the enforcement of a maximum working week of 48 hours.

The Committee of the International Federation of Commercial, Clerical and Technical Employees, which met in Budapest in September 1930, put forward similar demands and declared itself in favour of ratification of the 1930 Convention.

International Regulation

The Conference at its Tenth Session in 1927 considered that the time had come to draw up international regulations on hour of work for salaried employees. A first discussion took place
at the 1929 Session, and a draft questionnaire for the consultation of Governments was established. The second discussion took place at the Fourteenth Session of the Conference in 1930. The discussions in the Committee set up by the Conference to consider this question revealed the existence of considerable difficulties.

The first difficulties arose in connection with the scope of the application of the Convention. The workers' delegates wished it to apply to certain classes of undertaking which were excluded from the preliminary draft submitted by the Office (hospitals, hotels and restaurants, theatres). The question of the application of the Convention to employees in the postal, telegraph and telephone services also gave rise to much discussion. Other difficult questions were those of exemptions for undertakings in which members of the employer's family only are employed, public administrations in which the staff is engaged in connection with the administration of public authority and persons occupying posts of management or employed in a confidential capacity. Serious differences of opinion arose on other questions, particularly with regard to permanent and temporary exemptions.

On the final vote in the Conference the Draft Convention was adopted by 86 votes to 31. Three Recommendations concerning the classes of undertaking which were excluded from the Convention (hospitals, hotels and restaurants, theatres), were adopted by the Committee and were also voted by the Conference by 103 votes to 18.

The States Members have already begun to take measures to give effect to these decisions of the Conference.

*Convention concerning the regulation of hours of work in commerce and offices (1930)*

**Albania.** — The Government has proposed to Parliament that ratification of this Convention should be reserved.

**Argentina.** — Submitted for examination to the competent technical services.

**Canada.** — Referred to the Law Officers of the Crown to decide whether the subject matter of the Convention falls within the jurisdiction of the Dominion or of the Provinces.

**Colombia.** — Submitted for examination to the General Labour Office and the Advisory Committee of this Office.

**Denmark.** — Submitted to the Rigsdag by a report of the Minister of Social Affairs.

**Dominican Republic.** — Submitted for examination to the Secretariat of Labour and Transport.

**Estonia.** — Submitted for examination to the Minister of Public Education and Social Affairs.

**Irish Free State.** — Submitted to Parliament on 17 December 1930.
Lithuania. — Referred to the competent authorities.

Luxemburg. — Submitted for observations to the Industrial Chambers concerned.

Poland. — Bill for ratification (in preparation).

Portugal. — The question is being examined by a Committee entrusted with the revision of existing legislation on hours of work in order to put into force the International Conventions on the subject.

Rumania. — Submitted for examination and observations to the public authorities and the employers' and workers' organisations concerned.

Uruguay. — Submitted to Parliament.

Recommendation concerning the regulation of hours of work in hotels, restaurants and similar establishments

Recommendation concerning the regulation of hours of work in theatres and other places of amusement.

Recommendation concerning the regulation of hours of work in establishments for the treatment or care of the sick, infirm, destitute or mentally unfit.

(Communication to the Secretary-General of the League of Nations)

Lithuania. — Referred to the competent authorities (12 September 1930).

(Other information)

Albania. — Submitted to Parliament.

Canada. — Referred to the Law Officers of the Crown to decide whether the subject matter of these Recommendations falls within the jurisdiction of the Dominion or of the Provinces.

Denmark. — Submitted to the Riksdag by report of the Minister of Social Affairs.

Irish Free State. — Submitted to the Houses of Parliament on 17 December 1930.

Rumania. — Submitted for examination and observations to the public authorities and to the employers' and the workers' organisations concerned.

Weekly Rest

Enactments or administrative measures of varying scope have been adopted in a fairly large number of countries on the subject of the weekly rest. Its application is one of the objects of various social and religious movements, some national, others international, which aim at securing greater respect for the almost universally recognised principle of the weekly or Sunday rest.

Weekly Rest in Industrial Undertakings

National Regulations

Canada. — In the Province of Saskatchewan, under an Act dated 10 April 1930, applicable only in towns, wage earners employed in industrial undertakings must be granted 24 consecutive
hours of rest in the course of every period of seven days. So far as possible this rest must be given on Sunday.

At its Annual Convention in September 1930 the Trades and Labour Congress protested against the violation of the law on weekly rest in certain large industries and urged that the proper authorities should prosecute establishments which were violating the law.

_China._ — The Factories Bill, mentioned in last year’s Director’s Report, and which provided for a rest day every week for the workers covered, became law on 30 December 1929. The date of its enforcement is fixed for 1 August 1931.

_Colombia._ — The draft Labour Code drawn up on instructions from the Ministry of the Interior by a Committee of the General Labour Office lays down as a general rule that Sunday work is prohibited for any person subject to a contract of employment. The draft Code will shortly be laid before the Chambers.

_France._ — The weekly rest for specialised workers in continuous-process factories is still occupying the attention of the manufacturers and workers concerned. The draft amendment to the Decree of 31 August 1910, which was laid before the Public Works Section of the Council of State on 1 April 1930, substitutes for the present system, which simply prescribes a rest of 24 hours every three weeks without any other rest in compensation, a system under which workers receive as many rest periods of 24 consecutive hours as there are weeks.

_Hungary._ — The system set up by the Decree of 18 November 1921 on Sunday rest has been modified for certain industries or undertakings: the manufacture of compressed cork, mineral water manufacture, undertakers’ businesses, Debreczin butchers, etc.

_India._ — The Act of 26 March 1930 amending the 1890 Railway Act provides, as a general rule, that railway workers shall have the right to a rest period of at least 24 consecutive hours every week. This Act, which is to come into force for the various railways at the latest by the end of February 1932, will give effect to the Convention of 1921 on weekly rest in industrial undertakings.

In the State of Baroda, the Factory Act of 19 June 1930 stipulates that workers must have four days’ rest in the month. The interval between any two of them must not exceed 10 days.
Lithuania. — The Holidays and Rest Days Act of 28 November 1924 has been replaced by an Act promulgated in the Vyriausybės Žinios on 14 May 1930 and supplemented by the Administrative Regulations of 2 September 1930. The new law replaces the detailed enumeration of work forbidden on holidays and days of rest by a general prohibition of all work in undertakings in industry, handicrafts, agriculture and forestry which employ wage labour. Bakeries must be shut on six of the public holidays in a year; on Sundays and the other holidays they must be shut from 10 a.m.

Mexico. — In the State of Querétaro an Act to be promulgated on 1 January 1931 introduces the principle of the paid weekly rest. Every worker employed during the six working days of the week is to be entitled to wages for the weekly rest day, as well as for the working days. The employers have protested to the President of the Republic against the adoption of this Act.

Rumania. — A decision of 22 July 1930 regulated the weekly rest of bakers in Bucarest. These workers must be allowed a weekly rest of 24 hours and receive in turn one complete Sunday rest each month.

The Ministry of Labour has taken steps to regulate the publication of newspapers on Sundays and to secure an uninterrupted weekly rest of 24 hours for the editorial staff. The rest should, except in case of necessary work, be taken on Sundays.

In answer to the campaign for the modification of the Sunday rest system, the competent authorities have on several occasions declared their intention of maintaining the weekly rest laws intact.

Spain. — An Order dated 28 March 1930 laid down that work carried out on Sunday gives the right to increased pay only so far as it exceeds 8 hours for that day or 48 for the week. The increase is then to be at least 40 per cent.

Sweden. — The Bill to amend the 1912 Labour Protection Act which the Government has just laid before the Riksdag makes the necessary changes in the present Sunday rest regulations for bringing them into conformity with the Convention on weekly rest in industrial establishments and so making it possible to ratify the Convention.

United States. — A study issued by the Bureau of Labor Statistics (United States Department of Labor) in the Monthly Labor Review of September 1930 gives a table of all the legal regulations con-
cerning Sunday rest in the United States. All the States and territories, with the exception of the District of Columbia and the Philippine Islands, have passed laws prohibiting various sorts of work on Sunday and have made this day the legal weekly rest day. The laws in force forbid in principle all Sunday work, except in Nevada and Oregon, where only barbering is prohibited. In all the States except Montana, exceptions are allowed and certain types of work authorised. Among the latter figure, in general, necessary or urgent work and works of charity. These are the only types of work authorised in Arizona, Colorado, Delaware and Tennessee. In California, the law provides only for one day of rest in seven, laws forbidding Sunday labour having been held unconstitutional. Persons engaged on Sunday on work recognised as necessary must be given one day of rest during the week.

International Regulation ¹

Convention concerning the application of the weekly rest in industrial undertakings (1921)

Albania. — The Government has proposed to Parliament that ratification be reserved.

Brazil. — Laid before the National Congress by a Presidential Message on 31 March 1930.

Colombia. — The Government has invited Congress to ratify.

Denmark. — Notice has been given in the Rigsdag of a resolution proposing ratification.

Irish Free State. — Ratification registered on 22 July 1930.

Weekly Rest in Commercial Establishments

National Regulations

Czechoslovakia. — In this country the Commercial Employees’ Union and the Federation of Salaried Employees continued their campaign in favour of a uniform system of regulation of complete Sunday rest in commerce. As a result of their representations to the Minister of Social Welfare, the regional inspectors have been asked to superintend strictly the observance of the legislation in force, in order to prevent any abuse.

¹ The information given here refers only to the year 1930. The tables given at the end of this volume show the general situation in respect of this Convention.
France. — A Decree of 12 June 1930 includes stations for the supply of petrol and lubricating oil in the list of undertakings required to give a weekly rest in rotation. In Paris an Order of the Prefect of Police dated 19 June 1930 fixed Monday as the day for the closing of butchers' shops in the capital, with the exception of certain shops in the centre which are to remain open on Mondays instead of Sundays. Paris shop assistants have held several meetings with the object of obtaining the closing of shops on Sundays and have been supported by certain traders.

A Bill which has already passed the Chamber of Deputies proposes to make an exception to the general closing regulations under the Act of 29 December 1923 in favour of sites rented by exhibitors within exhibitions, fairs or salons, on condition that the paid staff be not employed during the weekly rest day.

Great Britain. — An Act of 1 August 1930, which came into force on 1 January 1931, provides for the compulsory closing of hairdressers' and barbers' shops on Sundays and with certain exceptions provides that no person may carry on the work of a hairdresser on Sunday.

In April 1930 the House of Commons rejected a Bill restricting, with some exceptions, the opening of shops and commercial establishments on Sundays. It was argued that at present Sunday opening of shops is illegal and that the passing of the Bill would, in certain cases, legalise it. Another Bill, providing for the closing of retail bakers' shops on Sundays, has been introduced into the House. In several districts the workers concerned have protested against the increase of Sunday baking and sale of bread. The question of the Sunday opening of cinemas gave rise to a decision in a Divisional Court, which refused to recognise the right of the London County Council to authorise Sunday opening of cinemas. A Bill authorising Sunday performances in cinemas and theatres is being prepared. It is opposed by The Lord's Day Observance Society.

Italy. — Despite the propaganda of the "Italian Catholic Action" in favour of Sunday rest for religious motives, it seems that the tendency of traders to keep their shops open for five hours on Sunday mornings has gained ground in average-sized towns. As regards the exercise of this exemption, a circular issued by the Minister of Corporations on 12 July 1930 prescribes that before authorising any such exemption the prefect should consult, not only the magistrate, and if necessary the Provincial Economic Council, but
also the local organisations of traders and salaried employees concerned.

_Switzerland._ — On 27 May 1930, the Federal Council submitted to the Federal Assembly a Bill relating to the weekly rest, the general features of which were analysed in a previous Report. Its object is to make it possible for the Confederation to ratify the 1921 Convention on weekly rest. It was passed by the National Council on 1 October 1930 and sent up to the Council of States. The Swiss Federation of Trade Unions is not altogether satisfied with the text, and passed a resolution at its Congress at Lucerne in October 1930 declaring that it would await events.

**International Regulation**

*Recommendation concerning the application of the weekly rest in commercial establishments (1921)*

_Albania._ — Laid before Parliament.

_Brazil._ — Laid before the National Congress by a Message of the President of the Republic, dated 31 March 1930.

### WEEKLY REST IN OCCUPATIONS OTHER THAN INDUSTRIAL OR COMMERCIAL

**Germany.** — The Domestic Servants (Conditions of Work) Bill laid before the Reichstag on 19 May 1930 provides that these workers are to have the right to a normal period of rest for the fulfilment of their religious obligations and for churchgoing. This Bill differs but little on the whole from that which was laid before the Reichstag in 1929 and which was fully analysed in the last Director's Report.

**Spain.** — Regulations limiting working hours on board vessels engaged in the Spanish coasting trade, issued by a Royal Decree of 2 October 1930, stipulate that the weekly rest must so far as possible be granted on Sundays, in default of which equivalent time off may be given on other days in any port where the ship is making a sufficiently long stay, on the basis of 24 hours' rest for every 8 hours' work on Sundays. Any weekly rest period outstanding for one month or at the time of the seaman's discharge is to be remunerated at ordinary overtime rates.

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1 The information given refers only to 1930.
INTERNATIONAL ACTIVITY IN 1930

A. Public Opinion

Besides the national movements, religious in Great Britain and Italy, and social in Canada and Czechoslovakia, referred to above in favour of the Sunday rest, two international resolutions on the matter should be mentioned.

The Executive Committee of the International Federation of Christian Trade Unions, at its meeting at Berlin in April 1930, passed the following resolution:

Sunday rest and the observance of its religious character are increasingly threatened by influences emanating from capitalism and Marxism. Anti-Christian forces are striving to profane Sunday either by useless work or by demonstrations which are often held at the same time as religious services. The Committee therefore appeals to all Christian groups, and more especially to Christian workers in all countries, to oppose such tendencies with all means in their power. When Sunday work is absolutely indispensable no worker should be compelled to work for two consecutive Sundays when he could be replaced. A rest day during the week can never compensate for Sunday. Sunday work should not be authorised unless it is indispensable, and should be paid at higher rates.

The Executive Committee of the International Federation of Christian Land Workers, at its last meeting at Venlo (Netherlands), adopted a resolution in favour of the observance of the weekly rest, closing with an appeal to "all Christian employers and Governments to allow land workers the Sunday rest and the opportunity of fulfilling their religious duties."

B. The Conference

The International Labour Conference, at its Fourteenth Session, gave its attention on two occasions to the problem of weekly rest. The Draft Convention on forced labour lays down that a weekly day of rest shall be granted to all persons from whom forced or compulsory labour of any kind is exacted, and that this day shall coincide, as far as possible, with the day fixed by tradition or custom in the territories or regions concerned. The Draft Convention on hours of work in coal-mines, which at the final vote failed to obtain the majority necessary for adoption, stipulated that miners should not be employed on Sundays and legal public holidays. It reproduced, on the whole, the provisions of the Convention of 1921 on
weekly rest in industrial establishments, but specified the exceptions necessary to carry out certain work, and the various compensations to be granted. Thus the Conference affirmed its wish both to extend the benefit of international regulation to new groups of workers, and to limit to the strict minimum any exceptions needed for work that must be done on Sunday.

Weekly rest conditions are being improved in all branches of human activity, and each year certain tendencies grow stronger: the tendency to extend weekly rest regulations to new groups of workers; the Christian organisations' ardent campaign for Sunday rest; the preference for a collective rest day, which makes it easier to see that it is observed. Yet to make the Sunday rest day and the collective rest day coincide is sometimes difficult. Certain industries, e.g. glass works, are in process of transformation and are adopting methods of work that create new obstacles to the application of collective Sunday rest. So, since the 1924 and 1925 Sessions of the Conference, which failed to approve a Draft Convention on a weekly stoppage of 24 hours in glass works where tank furnaces are used because of the technical obstacles in the way of interrupting the mechanical manufacture of sheet glass, glass workers have continued to press for international regulations introducing the system of four shifts of eight hours in sheet glass factories. Under this system each worker would have a weekly rest of 24 consecutive hours, when the shifts change over. In any case, the worker must be protected against the strain that may follow on changes in technical methods, and some way must be found to ensure that he may enjoy his rightful rest, on which he depends for the maintenance of his physical and mental powers.

Night Work in Bakeries

Albania. — The Government has asked Parliament to reserve ratification of the Convention.

Belgium. — The Minister of Industry, Labour and Social Welfare drew attention in the Senate, on 10 April 1930, to the fact that the question of ratifying the international Convention had been

1 The indications contained in this section have for the most part some relation to the Convention (1925) on night work in bakeries. It accordingly seemed unnecessary to repeat them in the form of the usual notes given separately on the international regulations in the matter. Information on the progress of ratification of this Convention is given in the large tables appended to this volume.
examined by one of his predecessors, who had noted that ratification would entail far-reaching changes in the Eight-Hour Day Act of 14 June 1921, owing to the extension of the prohibition of night work to the employer himself and the adoption of a new time-table (prohibition covering the period from 11 p.m. to 5 a.m. instead of from 9 p.m. to 4 a.m.), and had expressed himself on 18 October 1927 against ratification. The present Minister informed the Senate that he agreed with his predecessor.

_Czechoslovakia._ — The Minister of Social Welfare made yet another attempt, by convening a meeting on 14 February 1930, to bring about agreement between the representatives of employers' and workers' organisations in the bakery trades with a view to opening further negotiations for the ratification of the Convention. The representatives of the workers' organisations expressed themselves in favour of ratification. The delegates of the Central Association of the Chambers of Industry and Commerce demanded that the working day should begin at 3 a.m. The representatives of the food industry declared themselves in favour of the maintenance of night work. No agreement was reached.

_France._ — A conference of representatives of national employers' and workers' organisations in bakery trades was held on 21 February 1930 at the Ministry of Labour. It studied the question of the prohibition of night work, but no conclusions were reached. The first congress of the Provençal Master Bakers' Organisations adopted a resolution in September 1930, requesting the Ministry of Labour to convene another conference to continue negotiations.

_Great Britain._ — The Scottish Trades Union Congress held at Edinburgh in April 1930 considered the question of prohibiting night work in bakeries. They contested the view that the prohibition of night work would prevent the public from receiving new bread in the morning. In their opinion the argument was unfounded, for the progress of machinery made it possible to surmount the difficulty in question.

The annual meeting of the Scottish Bakers' Union, held at Aberdeen in June 1930, transmitted a resolution to the Prime Minister, the Home Secretary and the Labour Party, expressing its regret that the Government had not passed the Factory Act, certain provisions of which prohibited night work in bakeries, and its hope that this measure would be passed during the forthcoming session of Parliament.
Sweden. — In 1926 a Bill had been introduced in the Riksdag on night work in bakeries which aimed among other things at bringing national legislation into agreement with the International Convention. Various amendments were subsequently adopted, for instance, concerning the period of validity of the Act, which made immediate ratification of the Convention appear impracticable. This Act was to come into force on 1 January 1927 and be repealed on 31 December 1930. On 2 April 1930 the Riksdag decided that the Act on night work in bakeries should become permanent as from the beginning of 1931. The Swedish Government does not appear to have reconsidered the question of ratifying the Convention.

Shop Closing

Great Britain. — The Manchester branch of the Union of Shop Assistants, Warehousemen and Clerks passed a resolution in August 1930 asking that the closing time for tailors' shops should be put forward and fixed at 7 p.m. on the first four days of the week and at 8.30 p.m., as at present, on Fridays and Saturdays.

Netherlands. — The Bill analysed in the Director's Report for 1929 was passed on 29 November 1930. It prohibits keeping a shop open to the public between 8 p.m. and 5 a.m. as a general rule. Provision is made for exceptions for different classes of establishments, such as chemists' shops, restaurants, etc.

Poland. — A Legislative Decree of 22 March 1928 (referred to in last year's Report of the Director) on closing hours for commercial establishments and certain industrial establishments provided that a Ministerial Decree would determine the conditions to be fulfilled by shops selling foodstuffs and by restaurants. This Decree is dated 13 August 1930 and applies to shops selling the following products: bread, milk, etc., eggs, fish, game, fruit, vegetables, sugar, coffee, sweets, chocolates, pastry, wine, spices, etc. These establishments are not subject to the general provisions of the Decree of 1928, and opening hours are to be fixed by the authorities appointed for the purpose.

Annual Holidays with Pay

Workers and salaried employees in all countries continue to make the right to an annual holiday with pay one of their principal demands. Hence the growing need of international regulation,
as shown by the repeated efforts to bring the question before the
International Labour Conference. The Governing Body provision­
ally selected the question for the Agenda of the 1931 Session, and
it was only eliminated on the second vote and referred to the
January 1931 Session of the Governing Body.

Belgium. — In addition to the Bill submitted to the Chamber by
the Socialist Party, to which reference was made in last year's
Report of the Director, two new Bills on annual holidays with pay
have been introduced at the instance of the Confederation of
Christian Trade Unions. The first provides for a holiday of not less
than six days for workers not covered by any agreement concerning
holidays with pay. Another provision would extend the holiday
to ten days in certain industries, or when economic conditions allow.
The second Bill proposes that the Act on contracts of employment
should be supplemented by a provision giving salaried employees
the right to an annual holiday with pay. In October last the
Belgian Trade Union Centre organised a petition in support of the
enactment of legislation on holidays.

France. — A 24-hour strike took place on 6 October 1930 in the
mining industry in consequence of the failure of the negotiations
opened in November 1929 to give miners in all coalfields the right
to an annual holiday with pay. The employers' representatives
had demanded that surface workers should be excluded and that all
leave granted should be made up, conditions which the miners
considered unacceptable. The employers thereupon confined
themselves to making certain adjustments in the application of the
Eight Hour Day Act, as a means of granting the reform. The
Federation of Underground Workers was, however, categorically
opposed to any modification of the law. Negotiations were
accordingly broken off and the protest strike of twenty-four hours
took place.

On 29 November 1930 an agreement was concluded for the coal-
fields of the Nord, Pas-de-Calais and Anzin, fixing a holiday with
pay of not more than six days for underground workers, and three
days for surface workers. The coming into force of this agreement
is conditional on the adoption by Parliament of certain amendments
to the Eight Hour Day Act of 24 June 1919 concerning the calcu-

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1 At its January Session the Governing Body reconsidered the question with
a view to the Agenda of the Conference in 1932. It gave preference, however,
to invalidity, old age and widows' and orphans' insurance.
lation of the shift and the distribution of hours of work. The Minister of Labour has recently introduced a Bill in the Chamber of Deputies for this purpose.

Germany. — According to the official statistics published by the Minister of Labour on 1 January 1929, 97.8 per cent. (95.8 per cent. in 1928) of the total of about twelve million workers covered by collective agreements were entitled to an annual holiday with pay. As a rule the collective agreements fix the minimum and the maximum length of the holiday. Most of the agreements calculate the holiday according to the worker’s age and his length of service in the occupation and undertaking in question.

Netherlands. — The number of undertakings granting holidays with pay and the number of workers covered by such measures continued to increase in 1930. Out of 1,505 collective agreements in force on 1 June 1930 covering 335,569 persons (87 per cent. of all industrial workers as compared with 81 per cent. in 1929), 1,267 contained provisions on annual holidays with pay. Out of this total, 1,215 agreements, or 99 per cent. as compared with 98 per cent. in 1929, made provision for the payment of wages during the holiday, and some of the agreements granted special holiday allowances. The length of the holiday varied from one to three days for 39 per cent. of the workers; from one day to one week for 36 per cent.; was over one week for 14 per cent., and over two weeks for 1 per cent.

Sweden. — The Government submitted to the Law Council a Bill to amend the Labour Protection Act of 1912. This Bill includes provisions for an annual holiday with pay of four working days.

Switzerland. — In 1930 two Federal measures were adopted granting annual holidays with pay for the workers concerned. The Federal Act of 26 June 1930 on technical education introduced a compulsory annual holiday with pay of not less than one week for all apprentices (about 14,000). The Federal Decree of 4 October 1930 concerning the wages and holidays of workers employed in the workshops of the Confederation and the Federal railways provided for an annual holiday with pay for all workers subject to the Factory Act and not covered by the Act of 6 March 1920 on hours of work in transport undertakings.

Finally, the Bill on holidays with pay submitted to the Grand Council of the Canton of Basle-Town mentioned in last year’s Report of the Director was amended on certain minor points
during the second reading in November 1930. The Council recommended that the Bill should be submitted to a referendum.

The question has recently been raised of making up for the holiday by a corresponding extension of hours of work during the rest of the year. This view was put forward at the Preparatory Technical Conference on conditions of work in the coal-mining industry, which discussed the possibility of an international Convention on hours of work of workers employed underground in coal-mines. In France, during the negotiations that led to the agreement between employers and miners in the Nord and Pas-de-Calais coalfields known as the "Douai agreement", the employers' representatives adopted a similar attitude, for they considered that the granting of holidays with pay should be made conditional on the workers making up the time so lost. In Belgium, too, during the last few months of 1929 employers in the metal and engineering industries declared their readiness to discuss the question of holidays with pay in a joint committee, subject to certain conditions, one of which was the making up of lost time.

To counter the above argument it has been pointed out that the original reason for granting holidays with pay is that the constantly accelerating rhythm of rationalised and technically improved production makes such a demand on industrial workers that they need a prolonged rest period during the course of the year so as to be able to cope with the additional strain on their strength. If the holiday is to be made up by longer hours during the rest of the year, it would cease to be efficacious, and the principal reason for granting it would disappear. It would simply be equivalent to a redistribution of rest periods over the year. This suggests the desirability of an international Convention to establish certain guiding rules, which would place the principle of holidays with pay above discussions of this kind.

Public Holidays

In addition to the weekly rest day, which usually coincides with the rest day prescribed by religion—Sunday for Christians, Friday for Moslems, Saturday for Jews, etc.,—and to annual holidays with pay, the workers have other rest days recognised as such by civil or religious law, or collective agreement, or simply custom. These are public holidays or holidays in the narrow sense of the expression.
Public holidays correspond to certain religious festivals—for Christians, Epiphany (6 January), Lady Day (25 March), Good Friday, Easter Monday, Ascension Day, Whit Monday, Corpus Christi Day, Assumption Day (15 August), the Nativity of the Virgin Mary (8 September), All Saints' Day (1 November), Conception Day (8 December), Christmas Day (25 December), Christmas Eve and Boxing Day, etc.; for Moslems, Ramadan Bajram, Kurban Bajram, etc.; for Jews, Easter, Whitsun, the Feast of Tabernacles, New Year's Day, the Passover, etc.—or civil festivals commemorating important events in the life of a country (national independence, liberation of the nation, date of the Constitution, anniversary of the birth or death of illustrious men, etc.). The first of January is also a public holiday, and in certain countries election days and Labour days. To these holidays, recognised by a whole country or religious community, may be added others for particular localities or institutions.

The number of public holidays varies very much from one country to another, and even in the same country, according to religious and other customs and locality.

Among these holidays only a certain number are recognised as compulsory rest days by law or collective agreements. In this case, they are subject to special regulations concerning the exceptions allowed and compensation, in particular, the increase in rates of pay for any work done in virtue of such exemptions. The other holidays are governed by custom, and it sometimes happens that the time lost on certain holidays is made up by longer hours of work on the following days. Occasionally, this procedure is prescribed by law.

When a holiday has to be made up, the ultimate result is merely a redistribution of hours of work. When it is not made up, there is a genuine reduction in the annual working hours in the same way as in the case of the weekly rest and annual holidays. It is unusual for wages to be paid for holidays of this kind.

**National Regulations**

*Italy.* — By a Royal Decree, 11 February, the anniversary of the signature of the Lateran Agreements, has been substituted in the list of holidays regarded as civil festivals for 20 September, the anniversary of the entry of the Italian army into Rome.

*Lithuania.* — An Act of 14 May 1930, which took the place of the Act of 28 November 1924 on holidays and rest periods,
reduced the number of official holidays from fourteen to eleven, and stated which days were to be regarded as holidays in the Memel territory.

United States. — A study on holidays and collective agreements, undertaken by the Bureau of Labor Statistics and the Federal Department of Labor and published in the Monthly Labor Review of April 1930, shows that a fair number of collective agreements provide for the observance of holidays with full pay. The number of such holidays with pay varies between three and thirteen. For continuous processes, several agreements limit the hours that have to be worked on the holiday, full pay for the whole day being due.

Industrial Medicine

Industrial Physiology

The problems of industrial physiology, such as fatigue, effort and output, are of interest mainly to scientists who are seeking in the laboratory and in the factory for the laws which govern these biological phenomena. The persons directly concerned show only sporadic and occasional interest, but there is a tendency for this interest to grow.

Fatigue and Weights. — Certain new legislative provisions have been issued in 1930. In Chile the maximum weight to be carried has been fixed by a Decree of 13 May 1930. In Finland an Act of 28 March prohibits the employment of women under 20 years of age on the work of loading or unloading. In the U.S.S.R. the weight of loads to be carried was regulated by an Order of 30 June.

In the international sphere, the International Federation of Workers in the Food and Drink Trades has asked that special legislation should be adopted for the protection of workers, and in particular for regulating the maximum loads to be carried by men and women respectively. The executive of the International Federation of Christian Agricultural Workers' Trade Unions at Venlo in September adopted a resolution, which was also accepted by the executive of the International Federation of Christian Factory and Transport Workers' Trade Unions, fixing the maximum load at 75 kilograms for men and 20 kilograms for women on the understanding that national legislation would fix lower

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1 Cf. supra, p. 56.
limits in proportion to age for persons under eighteen years. The executive committee of the International Federation of General Factory Workers, at a meeting held in Dresden in June, adopted the plan of an enquiry into the transport of packages by human labour.

At the International Congress on Industrial Psychology in Barcelona an official of the Office's Industrial Hygiene Service submitted a report on the question of fatigue as a personal contribution.

*The Human Factor in Industry.* — The participation of doctors in the study of scientific management has brought out the importance of the physiological factor in rationalised work; doctors are now actually using the expression "physiological rationalisation", in which the human factor is given the most important place. This view is supported by the workers. In France, for example, the Federation of Trade Unions of Catholic Salaried Employees in Paris appointed a Committee of Enquiry in March 1930 to study the effects of the introduction of office machines on the work and health of salaried employees. The same question was raised at the Congress of the Union of Post Office Workers in Great Britain, which was held at Belfast in May. The British Federation of Industries, the Polish Railways Department, and the Association of German Industrialists in Czechoslovakia, have all stressed the importance of health measures and of the human factor in rationalisation. Several important industrial undertakings have created their own laboratories for psycho-technical examinations.

For some years past, a similar movement has drawn attention to the importance of the human factor in the prevention of industrial accidents. For a long time the opinion prevailed that the majority of accidents was due to the absence or inadequacy of protective devices or to other technical faults. Nowadays, however, it is believed that the general adoption of safety devices could not reduce the total number of industrial accidents by more than 10 per cent. The Office therefore intends to study the question from the physiological and clinical points of view.

The human factor also plays an extremely important part in absenteeism on account of sickness. As 92 per cent. of all the absences in industry are due to sickness, employers must necessarily devote great attention to the health of their workers, if only for economic reasons.
INDUSTRIAL PATHOLOGY

Poisons

Lead Poisoning. — Lead poisoning and the dangers of the daily use of lead by workers caused the International Labour Conference to adopt a Recommendation in 1919 and a Convention in 1921. During 1930 the following measures were taken by the States Members in connection with these texts.

Recommendation concerning the Protection of Women and Children against Lead Poisoning (1919)

Albania. — Submitted to Parliament.

Austria. — Submitted afresh to the Fourth Legislature of the National Council.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning the use of White Lead in Painting (1921) ¹

Albania. — The Government has proposed to Parliament to reserve ratification of the Convention.

Brazil. — Submitted to the National Congress by Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Germany. — An Order concerning the protection of workers in the painting trades against lead poisoning was issued on 27 May 1930; this Order permits, until 1938 at the latest and only in exceptional cases, the use of zinc oxide containing more than 2 per cent. of lead (up to a maximum of 5 per cent.).

Netherlands. — The Supreme Labour Council has had laid before it the draft of a Bill for the revision of the Industrial Safety Act containing the necessary provisions for bringing Netherlands legislation into harmony with the Convention.

There is still considerable discussion between the advocates of ratification of the Convention of 1921, i.e. of the prohibition of the use of white lead, and those who wish merely to enact measures for the protection of the workers in the painting industry. This has been seen, for example, in Australia, particularly in Queensland where cases of chronic lead nephritis among children were found to be due to contact with paint having a lead basis which had been used on palings and the wood-work of bungalows. Under the action of the sun, the paint easily peeled off, and the children, when they touched it, were exposed to chronic injuries, particularly of a cardio-renal nature, the consequences of which were sometimes serious. Regret was therefore expressed in the House of Representatives at the delay in ratifying the 1921 Convention.

¹ See the tables appended to this volume for the general situation in respect of this Convention.
In the Irish Free State, the National Amalgamated Society of Operative House and Ship Painters and Decorators has protested against the delay in ratification.

In New Zealand, certain members of Parliament, at the request of the Painters' Union, have brought in a Bill for the protection of these workers by prohibiting dry pumicing and the use of white lead in painting. After an interesting discussion the Government replied that an enquiry was being carried out, and the question was referred to the Committee on Labour Legislation for study.

The advocates of prohibition and regulation each produce a number of arguments in favour of their respective points of view. It is true that the serious cases which were formerly met with in the pathology of painters have become rare, but there are still a number of mild cases which are classified by experts as slight forms of lead poisoning, the consequences of which are all the more serious for the individual and for the race because the disease remains latent for a number of years and develops slowly without any striking symptoms, so that it is not discovered until the poison has done irreparable damage to important organs and therapeutic measures are no longer of any value. The early diagnosis of such injuries is therefore extremely necessary. In addition to the new methods for the micro-chemical study of the blood with a view to detecting lead, an expert in Boston has recently proposed a chemical-radiographic method. He found that lead introduced into the organism produces marked fan-shaped shadows on the extremities of the long bones and a thicker zone than usual on the diaphyses; a chemical examination of these parts revealed the presence of lead.

Doctors and organisations concerned have drawn the attention of the competent authorities to the problem of lead poisoning in certain industries.

In spray painting, the International Secretariat of Painters in Brussels adopted in September 1930 a resolution requesting that spraying with lead paint in the inside and on the outside of buildings should be prohibited so as to protect workers against the inhalation of spray containing lead. This new technique involves not only the risk of lead poisoning but also other dangers due in particular to the use of solvents—a question on which enquiries are being carried out, for example, in Great Britain and Canada. The use that is sometimes made of siliceous products in addition to compounds of lead or benzene has led to the prohibition of the employment of
young persons under 18 years of age in spray painting in the State of Pennsylvania.

In the manufacture of enamels and in enamel work, the French representative on the Governing Body of the Office proposed that the substitution of non-toxic products for the lead compounds used in the preparation of enamel should be studied. In France and Belgium medical inspections have shown that lead poisoning sometimes attacks between 60 and 70 per cent. of the workers employed. The Industrial Hygiene Service of the Office has collected information on this subject and will consult the members of its Correspondence Committee.

In the manufacture of accumulators, although mechanical processes are more and more being employed, there are still certain factories and certain operations in which the workers come in contact with the toxic product and are exposed to lead poisoning. On this subject also the Hygiene Service has collected information to serve as a basis for study by the Committee of Experts when it next meets.

With regard to lead tetra-ethyl, much has been written on the danger of poisoning for the public by the exhaust gases from motors using ethyl petrol. Enquiries carried out, particularly in the United States and Great Britain, are said to have shown that while there is an obvious danger for workers engaged in the manufacture of lead tetra-ethyl and on the repair of motors using this product, the risk to the public is less than had originally been thought.

Numerous legislative measures have been adopted during the year to meet the risk of lead poisoning in painting.

In Belgium, a Royal Order of 14 April regulates the use of spray painting.

In Estonia, an Order of 12 April contains measures concerning the use of white lead in painting.

In France, two Decrees of 8 August deal with the use of white lead and lead sulphate in work of this type.

In Germany, an Order of 27 May concerning protection against lead poisoning in painting reproduces the principles of the 1921 Convention. It gives the inspectorate the right to demand a medical inspection of the workers and makes it compulsory for
employers to ensure medical supervision of their staff if they employ more than five workers; provision is also made for a compulsory medical inspection on engagement. A Circular of 31 May contains instructions for the use of doctors carrying out such inspections and other instructions for workers concerning the occupational risks by which they are threatened.

After consulting the employers' and workers' organisations, the Ministry of Labour issued a notice on 21 November according to which the prohibition of the use of lead paint does not apply to iron buildings, to the doors and windows of industrial warehouses, or to swimming baths or gymnasiums.

In Latvia, an Act of 13 June 1930 deals with the sale of white lead and its use in painting.

In Poland, an Order of 13 September contains provisions concerning the preparation and use of colours containing white lead, lead sulphate and other lead compounds.

In Rumania, an Order of the Minister for Labour, Hygiene and Social Welfare of 23 May prohibits the use of white lead in painting.

In the U.S.S.R., an Order of 27 March regulates the way in which old paint should be removed from the metal coverings of wagons, and the Order of 22 June deals with the protection of persons employed on spray painting in the building industry.

Legislation has also been passed for the prevention of lead poisoning in other industries.

In Argentina, the National Health Department has recognised the unhealthy nature of the printing trade, particularly with regard to the risk of poisoning by lead or antimony. Printers thus enjoy the benefit of the Act of 11 March 1930 which provides for a shorter working day with full pay.

In Belgium, the Royal Order of 14 March prescribes special measures to be used in workshops for the hot enamelling of iron and cast iron.

White phosphorus. — A Recommendation on this subject was adopted at the First Session of the Conference. The following measures were taken on it in 1930.
Other forms of poisoning. — The Industrial Hygiene Service of the Office has received from the director of an association in the chemical industry a proposal for the organisation of an exchange of information on all cases of poisoning due to little-known causes or occurring under unusual conditions. Such information would be extremely useful for the managers of industrial establishments. It has not proved possible to carry out this plan immediately, but the Industrial Hygiene Service is keeping in touch with the organisation in question.

An important chemical factory has informed the Office of certain rather serious cases of poisoning among workers engaged in handling chloro-ortho-toludine, and asked whether the Office had any knowledge of similar cases in other countries. With the assistance of certain members of the Hygiene Committee, the Hygiene Service has been able to collect some important information.

The problem of solvents, an increasing number of which are being put on the market in the form of mixtures of toxic products, is occupying the attention of scientists and technicians. The Hygiene Service is at present preparing a plan of research which will be submitted to its Correspondence Committee.

In France it has proved possible to carry out an enquiry into aniline poisoning, thanks to the assistance of a member of the Union of Chemical Industries; the French Industrial Hygiene Association has also undertaken research into benzene poisoning in dye-works and cleaning works.

The transport of ferro-silicon, particularly on vessels, has caused numerous serious accidents, sometimes with fatal results. The International Public Health Office has been asked to study measures for the protection of persons, and more particularly mercantile marine workers, who are exposed to poisoning by arseniuretted and phosphuretted hydrogen and has undertaken to collect the necessary information, which it has kindly consented to communicate to the Office.

Poisoning by carbon-monoxide is the subject of a request for
research into prophylactic measures by the Belgian Association of Workers in the Public Service.

The Office's Industrial Hygiene Service has applied for unofficial information with regard to the number of deaths at Engis in Belgium, the cause of which is still unexplained but which were attributed to the fog which covered the district for a number of days. In certain technical circles it is believed that the high rate of mortality was due to the presence of sulphuric acid in a nascent state, resulting from the transformation of the sulphurous acid in industrial fumes when brought into contact with the particles of water in the fog. It will be wise to await the results of the present official enquiry, although it may already be considered as proved that a number of exceptional conditions existed simultaneously: a thick fog, cold and a calm atmosphere in a very narrow valley where a number of metal factories were at work.

Infection

Anthrax. — The Conference has adopted a Recommendation on the subject of anthrax infection, with regard to which the following measures were taken in 1930.

Recommendation concerning the prevention of anthrax (1919)

Albania. — Submitted to Parliament.

Austria. — Submitted afresh to the Fourth Legislative Section of the National Council.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

In past years the members of the Mixed Committee set up by the Health Committee of the League of Nations and the Correspondence Committee on Industrial Hygiene of the International Labour Office for the study of the disinfection of hides and skins, have reported on the results obtained in their search for an effective method of disinfection; 17 notes have been distributed to members and other interested persons. Certain experts have published in extenso in their own countries the results of the work carried out by them either in laboratories or in industry. While the methods proposed by the Italian experts Ottolenghi and Casaburi or others may give positive results in the laboratory and perhaps also in the pre-industrial stage, it is impossible to judge of their practical value without experiment on a large scale in a tannery. The International Labour Office and the Health Section of the
Secretariat could only provide the experts with limited funds, and experiments in industry require more extensive financial resources. There is little hope of arriving at a positive conclusion in the near future. The Office has therefore been asked on several occasions to hasten the adoption of protective measures; the Trades Union Congress of Great Britain in 1929, for example, adopted a resolution to this effect. Since 1928 the Industrial Hygiene Service has, with this in view, been preparing draft regulations for the hides and skins industry and for industries engaged in the manipulation of bones, horns and hoofs, until such time as an adequate industrial method of disinfection should be discovered. The Correspondence Committee on Industrial Hygiene asked that separate texts should be prepared for each of these industries, and at its Session in May 1930 it was able to draw up draft regulations concerning the hides and skins industry. They were submitted to the Governing Body at its session in January 1931. Such a system of regulation is the only possibility at the moment of ensuring protection for the workers. The experts who drafted the regulations have taken account of the national systems, some of which contain even more detailed provisions. On the points of application which are left to the discretion of the competent authorities, the draft has left ample room for adaptation to meet national legislation or the principles recognised by the medical schools in each country.

Among the national prophylactic measures taken in 1930 with regard to anthrax, reference should be made to those enacted in Egypt for the Alexandria cattle parks with a view to protecting public health by preventing the spread of anthrax spores and by making harmless the handling of wool from Syrian sheep.

Silicosis. — In accordance with the decision of the Governing Body, the International Conference on Silicosis convened by the Office met at Johannesburg from 13 to 27 August 1930, thanks to the financial assistance of the South African Chamber of Mines and the facilities granted by the Government of the Union of South Africa. The agenda included the following items: medical aspects of silicosis, preventive measures and compensation. The twelve expert delegates belonged to the following countries:

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1 At its Session in January 1931 the Governing Body took note of these draft regulations. It instructed the Office to communicate this document to the Governments by way of suggestions and to ask them to make their observations on it and indicate what measures they would be prepared to take for its application.
Australia, Canada, Germany, Great Britain, Italy, the Netherlands and the United States of America. They collaborated with a number of experts belonging to South Africa in studying the questions on the agenda, and their recommendations, which were approved by the Governing Body, may be divided into four groups:

(a) Recommendations laying down general principles to be followed as regards prevention, compensation and after-care. It is left to each Government to determine to what extent they can be applied or adapted to the special conditions of its industry.

(b) Recommendations as to agreement on terminology and radiographic technique. In this connection comparison is difficult, if not impossible, in the absence of uniform standards, so that the experience of one country cannot be used by another. The Industrial Hygiene Service will consult such experts as may seem necessary and prepare proposals which will be submitted to representative experts.

(c) Recommendations pointing out the urgent necessity for further scientific research. This refers to medical and physical questions, the work on which the Office will co-ordinate after having studied the results obtained by experts. The Conference indicated the points on which further research is required. The Office will try to determine which public or private organisations should be entrusted with the proposed research. It can count on the assistance of the delegates to the Conference, who promised to get in touch with research organisations in their respective countries on their return and inform the Office of the result. There is no doubt that certain Governments will also be prepared to help directly or indirectly. The experience already gained in connection with research into the disinfection of hides and skins has shown that the results arrived at are inadequate unless sufficient means are available. The problem here, too, is one calling for laboratory research and observation over a long period into the clinical and radiographic aspects of the question. The Office would be glad to have the assistance of other institutions. The Governing Body has authorised it to devote a credit to the investigations suggested on silicosis which might possibly be repeated in future budgets; but it would be desirable if it could be supplemented by voluntary contributions from those interested.

(d) Recommendations as to the collection of additional information with regard to the incidence and development of the disease
and the investigation of rehabilitation schemes. This research will be of a statistical rather than of an experimental nature and therefore should not meet with any great difficulties. The Industrial Hygiene Service will get in touch by correspondence with the authorities and organisations concerned so as to obtain the necessary information.

The Conference further requested the Office to publish periodically a bibliography on pneumoconioses. The Office already publishes a Bibliography of Industrial Hygiene in which works on silicosis are grouped together. It has also collected references to the literature on the subject which now number about 1,500; these will be published in the Office series of Studies and Reports.

This Conference aroused the greatest interest not only among experts in industrial medicine but also among the industrial groups concerned. The International Secretariat of Stone Workers, which had considered a report on the subject at its meeting in Frankfort in February 1930, invited the Chief of the Industrial Hygiene Service of the Office to give a lecture on the results of the Johannesburg Conference at Paris in October. The Secretariat adopted a resolution requesting that compensation should be granted not only for silicosis but also for pneumoconioses.

A discussion on the same problem took place at a meeting of the International Miners’ Committee in Amsterdam in the Spring of 1930, where a resolution was adopted expressing the readiness of the Committee to collaborate with other occupational organisations for the recognition of silicosis as an occupational disease affecting miners. At its meeting in March the Executive Committee of the British Miners’ Federation noted the increase in the number of cases of silicosis and requested that the problem of injuries caused by dust should be studied. The Federation itself, in August, dealt with the same question and reminded the British Government of its promise to facilitate as far as possible the granting of compensation to workers suffering from silicosis, who at present have to prove that the proportion of silica in the dust which they inhaled was 50 per cent. before they can obtain compensation.

Several countries have organised research into the subject of pneumoconiosis. In Great Britain the Royal Commission appointed in 1928 to consider the medical organisation necessary for paying
compensation for silicosis concluded its work by proposing that research should be undertaken into the clinical, pathological and experimental aspects not only of silicosis but of pneumoconioses in general. It also proposed that a central office should be set up for undertaking the medical services required by law. The Medical Research Council has also instituted a special committee to carry out similar studies. Various reports on the subject have been submitted to congresses: to the Liège Congress of the Society for Medicine, Accidents and Occupational Diseases in Belgium; to the Congress of the German Industrial Hygiene Association in Breslau; and to the Rome Congress of the Industrial Medicine Society in Italy.

It is not necessary to enumerate all the studies begun in other countries; they were, incidentally, referred to in the report submitted by the experts to the Johannesburg Conference. It will suffice to mention two points of particular interest: the problem of injuries to the lungs caused by asbestos dust and the danger involved in the presence of siliceous products in the paints used for spray painting. In the case of asbestos, studies have been undertaken, either in laboratories or in factories, in Great Britain, Italy and the United States. The first result has been the proposed extension of the legislation for the compensation of silicosis to workers exposed to asbestos dust which has recently been adopted in Great Britain. In the case of paint containing silica, as has been seen above, the employment of young persons under eighteen years of age on spray painting has been prohibited in Pennsylvania when the paint used contains siliceous products. In order to facilitate propaganda among doctors, and more especially among workers in the categories exposed to diseases of the respiratory organs caused by dust, a propaganda film has been prepared in Germany during the course of the year. In Sweden silicosis has now been included among the occupational diseases for which compensation is granted as from January 1931.

Other diseases. — The booklet on Colour Vision Tests published by the Office in 1930 has been very favourably received.

In recent years occupational dermatitis has become very common, and medical literature contains an increasing number of reports on cases of skin diseases caused by a variety of products, particularly among workers in the chemical and dye-stuffs industries. The International Congress of Clothing Workers held in Leipzig in June 1930, after examining a medical report on the subject,
adopted a resolution requesting that measures should be taken for protecting workers engaged in cleaning skins and furs, and that the latter should be completely freed from dust after dyeing. The Swedish Hairdressers' Union requested its Executive in June 1930 to take steps for guaranteeing them against the risk of contagious diseases of the skin which may lead to invalidity among them and possibly contagion for their families.

With regard to occupational cancer, one of the most important causes of which is to be found in the use of lubricating oils, a committee set up in Manchester has been carrying out research over a number of years with a view to discovering a lubricant which would be free from all danger of causing cancer and could be sold at a reasonable price. According to the last report of this Committee, it would seem that success is at hand and that the experimental results will lead to practical proposals at an early date.

Extensive research into "the real relations" of tuberculosis with industrial work was suggested by the League of Red Cross Societies. A preliminary enquiry was organised in Milan and the results have now been published, but further experiments are required before definite conclusions can be drawn. The Office was represented at the inauguration in June 1930 of the Clinique-manufacture internationale set up at Leysin, Switzerland, on the initiative of Dr. Rollier. There can be no doubt as to the extreme value of such an institution, which aims at providing helio-therapeutic treatment for sufferers from surgical tuberculosis while placing at their disposal in the mountains the materials, tools and organisation necessary for them to engage in remunerative employment. Such intellectual or manual work, judiciously measured by the doctor, will bring into the lives of these sufferers a certain amount of balance, well-being and financial profit.

Scientists and the organisations concerned are being led more and more to consider prophylactic measures against occupational diseases as being more important than compensation, which should be merely a last resort when even a well-organised system has proved inadequate to avoid disease. In this connection the American National Association of Manufacturers, at its meeting held in New York in October, pointed out that compensation could only be a provisional substitute for the prevention of industrial diseases and accidents.
Medical Assistance

Even milder forms of disease may seriously affect the physical condition of the worker, involve a heavy burden on his finances, and disturb the normal output of industry by unnecessary changes in the labour supply. Such diseases are common colds, disturbances in the respiratory and digestive systems and skin diseases (not including accidents) which compose two-thirds of the cases of sickness giving rise to compensation, not counting the still higher number of absences lasting less than seven days. This sickness, which is so costly for the national economic system as well as for the worker, is often due to the fact that the latter is not suited for the work which he undertakes. Too often the doctor has not been consulted with regard to the choice of a career. Unfitness for the occupation selected causes a reduction of the workers' output which has been estimated at 50 per cent.

Medical examination. — The suggestions made by the Correspondence Committee on Industrial Hygiene with regard to the medical examination of workers in certain unhealthy industries have been favourably received by several Governments. It is being more clearly realised that medical supervision of the workers when engaged and periodically during their work is desirable. In Australia the Industrial Hygiene Conference demanded psychological tests for young persons with a view to preventing industrial accidents and discovering the physical capabilities of industrial workers. A social service has been organised in Czechoslovakia to deal systematically with the protection of young persons. In Italy, the Labour Polyclinic in Genoa offers young workers, free of charge, a radiographic examination of the thorax, with a view to protecting them against the danger of latent diseases of the respiratory organs. In Peru, the Pan-American Child Welfare Congress pointed out the practical value of such supervision for young persons in industry and the necessity for making it compulsory. In Poland, it has been proposed that railwaymen should be psycho-technically examined and a social laboratory set up for this purpose. In Sweden, an enquiry was carried out with regard to the medical examination of young persons in industry, and a detailed report of the results appeared in the International Labour Review. In the United States, the White House Conference on Hygiene and Child Welfare, held in Washington in November, asked that a compulsory examination of physical aptitude should be instituted before children were
admitted to employment and should be repeated periodically up to the age of 18 years.

Legislative measures with regard to medical examination have been adopted in several countries. In Denmark, an Act concerning ships' engineers was adopted on 19 March and supplemented by a Notification of 12 May. In Greece, a Decree was issued on 18 January prescribing a medical examination for persons in certain occupations.

The Committee of Management of the International Association of Opticians discussed with officials of the Hygiene Service several aspects of the problem of the hygiene of the eye as connected with industry—a problem which has been studied for some considerable time by the Office. Collaboration has been proposed in a study for discovering and correcting defective vision among workers.

Rehabilitation. — Medical assistance must also cover the re-education not only of the victims of accidents but of all workers who have been incapacitated for work by a serious disease. The experience of the Act promulgated in the United States in 1920 and accepted by 44 States of the Federation would appear conclusive; it is reckoned that the cost of guiding, training and placing a disabled worker is about $250, whereas the cost of maintaining the same worker as unfit for work may easily amount to $300 or even $500 a year, so that in the case of a worker young enough to remain in employment for another twenty years, his first year of work covers the cost of guiding, training and placing him and the 19 succeeding years represent a net profit for the individual and for society.

With regard to the blind, opinion in many countries seems to favour the adoption of legislation concerning their employment, but this is becoming more and more difficult in industry and trade. This fact was discussed by the Conference of Officials of the Labor Departments of the United States and Canada, and has also been placed on the agenda of the World Conference on Work for the Blind, at which 52 countries will be represented, in New York in April 1931.

Social service. — In connection with medical assistance, mention must be made of the development of social services attached to modern hospitals. Such services are destined to become a real social laboratory, in which the sickness of the individual is made to play a part as a positive contribution towards the development of general preventive measures.
General industrial hygiene. — In spite of the heavy charges which the economic system has to bear in the majority of States, fresh progress has been made in legislation on industrial hygiene.

In Australia, the State of Victoria is at present discussing a Labour Bill which contains a number of important measures in the realm of health and hygiene.

In Bolivia, a Decree of 2 June has instituted a general department for health, hygiene and safety in industrial establishments.

In China, the Factory Act provides, although in no great detail, a number of hygiene measures to be applied in factories and workshops.

In the Portuguese Indies, regulations on hygiene, sanitation and safety in industrial establishments were issued on 6 May.

Rumania promulgated on 4 July its new Act on health organisation, which contains provisions concerning industrial hygiene.

In Sweden, the instructions of 26 September deal with the prohibition of the employment of young persons in certain unhealthy and dangerous occupations.

Special hygiene measures for certain industries. — Special legislation has been adopted with regard to a number of industries.

In Belgium, work in glue factories, gelatine factories and rag picking works has been regulated by the Royal Order of 22 February.

In Denmark, an Act of 15 April deals with operations involving the use of X-rays, etc.

In Germany, a Bill concerning work in mines was discussed by the Economic Council in April.

In Great Britain, an Order of 12 February prescribes protective measures for cement workers, and an Order of 2 May contains provisions concerning the protection of workers in tanneries.

The Italian Decree of 10 February contains provisions on the subject of first aid.

In Japan, important regulations with regard to the hygiene of mines came into force on 1 January 1930. They deal with gas,
temperature and humidity in mines, etc., and officials have been appointed to supervise their enforcement.

In Morocco, an Order of the Director of Agriculture, Commerce and Land Settlement dated 1 March lays down the precautions to be taken by persons using products containing arsenic.

In Venezuela, the Decree of 7 August regulates work in workshops where the workers are exposed to the action of hydrocarbons and inflammable mineral oils.

The Trend of Opinion

The employers' and workers' organisations have initiated or followed the general movement for the protection of workers from the point of view of hygiene.

General industrial hygiene. — In Egypt the Industrial Association pointed out in its bulletin the importance of industrial hygiene measures which can be introduced by international agreement. These, it stated, are the aspects of social legislation which can be most easily realised and are the first which can be adopted, particularly in a country like Egypt, if they are drawn up with a full knowledge of the facts and taking account of the possibilities in industry.

Special hygiene measures for certain industries. — The workers in the chemical industries have been specially active in demanding improvements. The International Confederation of Workers in Water, Gas and Electricity Works, at their congress in Kiel in August 1930, discussed general and individual hygiene conditions and requested the introduction of a shorter working day for persons employed in certain operations and the organisation of an enquiry by the International Labour Office into occupational diseases in these industries. The Confederation of Christian Workers in the Chemical Industry at a meeting at Mannheim in October also drew attention to the health conditions and working hours of these workers, demanding the organisation of three or four shifts, the prohibition of the employment of women and young persons in workshops where there is obvious danger, and a sustained effort to prevent injuries to workers.

A great number of resolutions have been adopted by associations of salaried employees: by the Union of Office Employees in Spain
with regard to general hygiene and cleanliness and also to ventilation and the avoidance of the use of artificial light wherever possible; and by the Council of the International Federation of Professional Workers in Paris, requesting that an international enquiry should be organised into office hygiene. Similar wishes were expressed by the Association of Commercial Employees in Rio, etc.

The International Congress of Postal, Telegraph and Telephone Workers in Copenhagen in August 1930 adopted a resolution in favour of the development of hygiene measures. In April 1930 the Central Association of the German Cinematographic Industry demanded the introduction of hygiene measures in the film industry.

In Germany also the Association for Industrial Hygiene met at Breslau to discuss labour and housing problems, health conditions in offices and commercial undertakings, and various other questions of industrial hygiene and medicine.

*Standard measures of industrial hygiene.* — In preparing these *standard measures* the Office has aimed at supplying a guide for the use of those interested in the protection of the health of workers. The principles which should form the basis of hygiene regulations in industrial undertakings are discussed on the basis of the experience acquired in various industrial countries which have already introduced legislation on this question. The main idea of the Office has been that it must aim not only at safeguarding the life and health of certain classes of workers but should protect all the hundreds of millions of workers who are employed in workshops or factories.

Taking into account administrative and practical necessities, the Office has had to present its proposals in tabular form. These measures represent the best possible conditions which it would be desirable to adopt everywhere. In order to facilitate the carrying out of such a programme the text has been supplemented by a note on the scientific and practical aspects of the different problems.

In this form the *standard measures of industrial hygiene* provide a means of propaganda amongst Governments, employers and wage earners who, the Office hopes, will find in them useful suggestions for the improvement and completion of existing regulations, and more especially for the adoption of new regulations, particularly in countries which are at present dealing with these problems.
Compensation for Occupational Diseases

This question has been dealt with in an international Convention and a Recommendation, on the subject of which the following steps were taken in 1930:

_Condition concerning workmen's compensation for occupational diseases (1925)_

_Albania._ — The Government has proposed to Parliament that ratification of the Convention should be reserved.

_Brazil._ — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

_Colombia._ — The Government has requested Congress to approve ratification.

_Denmark._ — A Bill respecting sickness, invalidity and old age insurance which among other matters applies the Convention was introduced in the Rigs-dag at its Session in October 1930.

_Estonia._ — The Riigikogu has taken note of the Convention.

_France._ — A Bill for the ratification of the Convention was adopted by the Chamber of Deputies on 3 June 1930 and submitted to the Senate on 30 June 1930.

An Act to amend French legislation in conformity with the Convention has been adopted by the Chambers (Promulgated on 1 January 1931).

_Recommendation concerning workmen's compensation for occupational diseases (1926)_

(Communications to the Secretary-General of the League of Nations)

_Austria._ — No special action is necessary; the list of occupational diseases is drawn up in Austria by Ministerial Order (13 February 1930).

_Bulgaria._ — The procedure indicated in the Recommendation is laid down in the Social Insurance Act (27 January 1930).

(Other Information)

_Albania._ — Submitted to Parliament.

_Brazil._ — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

National Legislation

In_Czechoslovakia_, the draft of a Bill on compensation for occupational diseases contains a very extensive list: poisons, certain infections, injuries caused by electricity, X-rays and radio-active substances, diseases of the skin of occupational origin, cataract and neuritis. In November 1930 the Minister of Social Welfare stated in a speech that the Bill would very soon be passed.

_In France_, the Chamber adopted in June a Bill for the ratification of the 1925 Convention. The new Act was promulgated in January

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1 See the tables appended to this volume for the general situation as regards this Convention.
1931 along with certain alterations referring to the two diseases (lead poisoning and mercury poisoning) for which compensation was granted under the Act of 1919, and added to the present list the following diseases: phosphorus necrosis, poisoning by tetrachlorethane, benzene and its homologues, radio-active substances and X-rays.

In Great Britain, an Act of 1 August extended the provisions of the 1925 Silicosis Act to workers exposed to asbestos dust.

In Italy, the question whether malaria was to be regarded as an industrial accident under the 1904 Act has for years given rise to different and sometimes conflicting interpretations in the law courts. A recently adopted Bill has settled the question by excluding malaria from industrial accidents.

In Southern Rhodesia, the Act of 30 May 1930 amending the Order concerning workmen's compensation for accidents provides for compensation for occupational diseases.

In Spain, the Legislative Decree of 16 May grants special pensions to persons injured by X-rays.

In Sweden, the Act of 12 September included among the harmful substances which could lead to occupational diseases for which compensation was due, stone dust leading to diseases of the respiratory organs, including silicosis.

Several States in the United States of America have extended the existing schedules of diseases. It would be impossible to analyse these new measures even briefly; they will be studied in the forthcoming publication of the Office on workmen's compensation for occupational diseases.

Action by workers' organisations. — In Belgium the Central Organisation of Workers in the Public Services adopted a resolution requesting that occupational diseases should be assimilated to industrial accidents for purposes of compensation. In France the Abbaye National Federation of Women's Trade Unions, at its congress held in Paris in March, asked that a permanent committee should be instituted by the Supreme Commission on Occupational Diseases, and the Christian workers in the chemical industry adopted a resolution for the assimilation of diseases contracted during the manufacture of chemical products to occupational diseases for which compensation is due. In South Africa the
Trade Union Congress, which met in Johannesburg in August, requested that a list of occupational diseases for which compensation was legally due should be extended. In the United States a Committee on the employment of women set up by the National League of Women Voters, recommended among other things that the League should support the inclusion of occupational diseases in the legislation on workmen’s compensation. It has already been noted that the International Miners’ Federation adopted a resolution on the increased incidence of accidents and diseases among miners and the necessity for compensation. The Accident Insurance Conference of the four Northern countries held at Oslo in August 1930 dealt with several problems of insurance against occupational diseases, and in particular cranial injuries, injuries to the fingers and alcoholism in relation to accidents.

The cost of compensation for occupational diseases. — At the request of the National Industrial Accident Insurance Fund in Rome the Office undertook an enquiry into the cost of workmen’s compensation for occupational diseases. The information required referred to the number of cases of illness notified and the number for which compensation was paid, their distribution according to consequences (degree of incapacity), with special mention of cases of permanent incapacity and the sums granted to sick persons. The information collected covers only the last five years and deals with the following countries: Belgium, Germany, Great Britain, Switzerland, the States of Victoria and New South Wales (Australia), New York, Ohio and Wisconsin (United States). It will be used in the pamphlet published by the Office on compensation for occupation diseases.

Industrial Medical Inspection

This question has been dealt with in a Recommendation on which the following measures were taken in 1930:

Recommendation concerning the establishment of Government health services (1919)
(Other information)

Albania. — Submitted to Parliament.

Austria. — Submitted afresh to the Fourth Legislative Section of the National Council.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.
The development of industrial medicine is bound up with that of legislation on prevention and compensation. The legislator cannot frame protective measures unless he has available such data as can be furnished only by scientific centres which are well equipped and have the assistance of enlightened experts. Such measures as may be laid down, moreover, cannot be properly applied without an adequate and well-trained staff. There are too few scientific centres and too few scientists who can devote themselves to problems of industrial medicine. If solid and effective results are to be achieved, scientific research and educational centres require to be organised for the scientific application of the preventive and relief measures which may be enacted (inspection for determining vocational aptitude, periodical inspection for the discovery of diseases, the supervision of health conditions, etc.) and systematic and clear publicity requires to be carried on among the general body of the public.

In Canada, where Dr. Pedley's industrial clinic in Montreal has been working for some time, the employers now propose to set up a clinic for first aid in the case of accident. Every district would, according to this plan, have a special clinic with the permanent services of a doctor and nurse.

In Germany, the International Hygiene Exhibition is to remain open during this year and will prove instructive to visitors by its suggestive propaganda on the rules of general hygiene and industrial hygiene in particular. An Order of 1 July provided for the institution of a Safety Museum in Berlin.

In Italy, a circular of the National Minister of Education invited the universities to set up chairs of industrial medicine in the medical faculties. Industrial polyclinics have been organised by employers in Rome and Turin.

In Japan, under the auspices of the Welfare Association of the Mine-Owners Association, and with the support of the Government, a Health and Safety Week was organised in November throughout the whole country, as has been done each year since 1928; at the same time an exhibition was held in Tokyo.

In Spain, the Medicina del Trabajo e Higiene industrial is published regularly by the Occupational Rehabilitation Institute in Madrid.
In the United States, the Association of Officials of the Labor Departments of the United States and Canada, at its meeting in Louisville in May, dealt with various problems of industrial medicine. An Advisory Committee of Industrial Medicine has been created in Massachusetts.

From this survey of legislation and the general trend of opinion, one conclusion can be drawn, namely, that there is a growing interest in problems of industrial medicine. These problems will once more be brought into the foreground by the Sixth International Congress on Industrial Accidents and Industrial Medicine to be held in Geneva in August 1931, the organising committee for which is in collaboration with the Office.

Perhaps the most striking feature of the year has been the greater interest taken by industrial organisations in the health of the workers. The views expressed by workers' congresses have been referred to in the preceding pages and in the chapter on Relations: the Congresses of International Trade Secretariats of Stoneworkers and Pottery Workers in particular (meetings in Paris where the Chief of the Hygiene Service of the Office was asked to speak on the problem of silicosis and the results of the Johannesburg Conference), the Congresses of various federations and the social programme of the Amsterdam Federation adopted at Stockholm. The movement is also spreading to professional workers and workers in the public services, as is shown by the fact that the Congress of Workers in Water, Gas and Electricity Works in Kiel asked the Office to undertake an enquiry into occupational diseases in gas works and electric or hydraulic power stations, with a view to the adoption of a Convention on the subject.

Prevention of Industrial Accidents

The year 1930 has yielded an average harvest of national accident prevention regulations; and, in the international sphere, although there was no event equal in importance to the adoption, by the International Labour Conference, in 1929, of the important Recommendation on accident prevention, there are nevertheless a number of matters that deserve consideration.

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1 Cf. supra: First Part, Chapter III, "Workers' Organisations", p. 46.
THE SOCIAL MOVEMENT

NATIONAL REGULATIONS

General Regulations

In the Saar Territory, an obligation to submit detailed plans, sufficient for an examination from the standpoint of technical safety, on the occasion of the construction or alteration of industrial premises, or the opening or removal of industrial undertakings in existing premises, is laid by police regulations upon all factory owners who in their premises employ at least five workers, or make use of fixed machinery driven by a motor of at least one horse power (Official Gazette of the Governing Commission, 1930, No. 15). These regulations meet one of the most important requirements of the Recommendation of 1929 on the prevention of industrial accidents.

In Trinidad, accident prevention in general forms the subject of a Proclamation issued on 6 March 1930.

Special Regulations

Lifts and hoists. — A German (Prussian) Decree of 12 December 1929 deals with the safety of passenger lifts.

Celluloid goods and films. — On the prevention of accidents in the manufacture and use of celluloid goods and films, new regulations were issued in Denmark (20 March 1930), Germany (20 October 1930) and Luxemburg (26 February 1930). The German regulations are once more noteworthy as following a procedure that has already proved successful with steam boilers, acetylene plant, lifts, emery wheels, and electrical plant, the procedure, namely, of confining themselves to quite general principles and entrusting the application of these principles to a committee on which all parties are represented and which possesses legislative powers.

Steam boilers. — Regulations concerning the construction and operation of steam boilers were issued in Danzig (13 January 1930) and Norway, Spitsbergen, (11 April 1930).

Electricity. — The prevention of accidents in connection with the generation and use of electricity was dealt with in regulations by Belgium (7 May 1930), Germany (Prussia, 1 April 1930) and Sweden

1 Most of the measures mentioned below have been analysed during 1930 in the Industrial Safety Survey of the International Labour Office.
(29 November 1929). The technical side of this important problem has for many years been the concern of the Association of German Electrical Engineers, which publishes very strict rules in the matter. The Prussian regulations in question confine themselves to giving force of law, subject to certain conditions, to these rules and future amendments to them.

In France, by Decree of 7 July 1930, a permanent central Committee for the prevention of accidents due to electricity was set up. The appointment of this Committee is a practical application of the idea of active co-operation between all the parties concerned, which was strongly stressed by the Twelfth Session of the Conference in the Recommendation already referred to. The Committee includes representatives of producers and consumers of electric current, technical organisations, safety associations, and accident insurance institutions.

Compressed and liquefied gases. — A Decree on the handling of such gases was issued in Belgium on 4 March 1930.

Inflammable liquids. — During the last 12 months regulations concerning the transport and storage of inflammable liquids were issued, among other countries, by Austria (7 February 1930), Cyprus (23 May 1930), France (15 March 1930), the Federated Malay States (25 April 1930), Northern Rhodesia (15 May 1930), and Tasmania (1 April 1930).

Mines and quarries. — Very numerous also have been both general regulations for the prevention of accidents in mines and quarries and special regulations for the handling of explosives. In Belgium, there were Decrees of 4 April and 29 September 1930, the former containing special regulations on the use of liquid air or oxygen as an explosive. In British Guiana, a Decree was issued on 2 August 1930. In France, there were three Decrees, (1) of 30 July 1930 concerning the use of electricity in mines, (2) of 9 August 1930 concerning blasting operations, and (3) of 15 September 1930 on stone quarries, and in Germany two, of 19 November 1929 and 28 October 1930, respectively, the latter concerning precautions in connection with overhead tracks for the removal of dead rock. Other Decrees were issued in Japan (16 December 1929), Portugal (17 July 1930), South Australia (4 December 1929 and 5 February 1930), and Sweden (29 November 1929).
Spray coating. — The dangers of lacquer spraying are dealt with in a Belgian Decree of 14 April 1930.

Autogenous welding. — An Egyptian Decree of 5 July 1930 deals with autogenous welding and cutting.

Transport. — A number of measures have been taken with regard to safety in the transport industry, especially transport on inland waterways.

In France, the handling of carbide and liquid fuels on rivers and canals was regulated by a Decree of 19 March 1930; and a very detailed Decree of 20 April 1930 deals in a general way with the handling and transport of dangerous substances on railways, roads and—with particular strictness—waterways.

In Germany, the Federal Labour Gazette of 19 December 1929 published three Orders of the International Elbe Commission concerning respectively the conveyance of inflammable liquids in tank vessels (6 January 1929), the conveyance of inflammable substances other than explosives, and corrosive substances, on the Elbe (4 December 1929), and the safety requirements that seagoing and inland vessels on the Elbe must satisfy (5 December 1930).

In Somaliland, a Decree of 2 May 1930 regulated the handling of dangerous and inflammable goods in ports.

Switzerland issued a Decree on 1 July 1930 concerning the transport of dangerous substances on the Rhine at Basle.

The Progress of the Safety Movement and Institutions

The "Safety First" Movement

During 1930 the Office received a considerable number of communications concerning the founding of various associations, safety posters, safety calendars, and the like. It seems that Safety First methods are to some extent already becoming standardised.

Safety Museums

In last year's Report of the Director reference was made to a meeting in Berlin of directors of industrial safety museums from different countries, a meeting that led to a lively exchange of views
and gave great satisfaction to all the participants. In response to a request made by this meeting the Office has made its Industrial Safety Survey available for occasional notices.

In Germany, this tendency of museum directors towards international contact—a second meeting is to take place in London in May 1931—has assumed an official and a concrete form. By Decree of 1 July 1930 the German Industrial Safety Museum (Deutsches Arbeitschutzmuseum), hitherto directly administered by the Federal Ministry of Labour, was organised as an independent Federal authority, and made responsible for the establishment and maintenance of relations with similar undertakings, organisations or institutions at home and abroad.

INTERNATIONAL ACTION

Automatic Couplings

The tripartite committee for the prevention of accidents in the coupling of railway wagons, set up in conformity with a resolution of the Eleventh Session of the Conference, held its first meeting 2-3 June 1930. The discussions, in the course of which light was thrown on the problem from all sides, made it manifest that the statistical investigations undertaken by the International Railway Union were not sufficiently advanced to enable an answer to be given to the question put by the Union, namely, whether it could be assumed that, in consequence of the introduction of automatic couplings, accidents would be fewer than with screw couplings. Meanwhile, enquiries among the railway administrations affiliated to the Union showed that screw coupling in Europe is not responsible for a higher accident rate than automatic coupling in the United States of America. However, the figures communicated by the Union leave open the question whether the American railways are operated under greater general risks than the European, and consequently whether the share of coupling accidents in the aggregate of railway accidents is not higher in Europe than in America. If this were so, the introduction of the American coupling would of itself be a technical contribution to accident prevention. But the reply to this question is after all of only secondary importance, since to-day there are actually available substantially improved coupling systems that in particular make it possible to couple the air and steam pipes and the electric conduits automatically and simultaneously, work that still causes numerous acci-
dents in America. In the view of the International Railway Union none of the now known systems can be recommended for introduction in Europe without preliminary, exhaustive, and therefore protracted, tests on a large scale. Further, the Union estimates that the total costs, spread over 15-33 years, to Europe, including Russia, would amount to from nine to eleven milliards Swiss francs, an outlay that it feels would not be counterbalanced by any appreciable savings. The statements of the Union formed the basis for the discussions of the second session of the Committee, held in Geneva on 2 and 3 February, 1931.

The Protection of Workers engaged in Loading or Unloading Ships

When adopting the Draft Convention on the protection against accidents of workers employed in loading or unloading ships (protection of dockers), the Twelfth Session of the Conference requested the Governing Body to consider whether a technical committee should not be set up to prepare model regulations that would facilitate uniform application of the Convention by the ratifying States. The Governing Body acceded to this request, but the actual setting up of the small committee was delayed by the sudden death of the Dutch expert, Mr. de Fremery, who had been appointed a member. The Committee eventually was formed by Mr. Broquaire (Dunkirk), Mr. Williams (London), and Mr. Winter (Hamburg).

In the course of three sessions held in 1930 (at the end of October and the end of November, in Rotterdam, and in the middle of December, in Geneva), the Committee dealt in detail with the problem before it, and framed draft model regulations accompanied by an explanatory note. These the Office laid before the Governing Body with the suggestion that they should be communicated to the States Members.

The present position is that only one member of the International Labour Organisation, the Irish Free State, has ratified the Draft Convention, which accordingly is not yet in force. In other countries, especially those with a large mercantile marine, the possibility of ratification is being carefully considered.

1 At this second meeting the members of the Committee were of opinion that there was every chance of finally arriving at a system of coupling which would be satisfactory in all respects. A sub-committee was appointed to be present at the test of the types of coupling which it was proposed should be carried out under the International Railway Union and to present a report to the Committee itself.
The Correspondence Committee for Accident Prevention

This Committee held its fourth session at Geneva from 11 to 13 December, 1930. This was the first session under the new standing orders, which allow members to be accompanied by experts for each question on the agenda, provided that no additional expenditure is thereby incurred by the International Labour Office. In this way distinguished experts were enabled to take part in the discussions, and the final drafting of the monograph, on the prevention of accidents in the production and utilisation of acetylene.

Future programme. — During the discussions on the programme of work to be undertaken in the next year or two, the Committee was unanimous in feeling that it is preferable, for practical results, to publish short monographs on specific and limited problems. Accordingly, the proposal to study safety in the generation and use of electric current was accepted on condition that two special monographs should be prepared, the one on low tension transformers for portable tools, and the other on safe holders for electric lamps.

The following further subjects were selected for treatment: passenger and goods lifts; protection of eyes against flying particles (otherwise than by goggles); lacquer spraying; protective clothing, especially in metal working industries; and, in compliance with a wish expressed by the President of the International Federation of Building Workers, two problems concerning the protection of these workers, namely, scaffolding and the testing of building materials.

International statistics of industrial accidents. — The agenda of the Committee included an exchange of views on the problem of international industrial accident statistics. The Recommendation concerning the prevention of industrial accidents adopted by the Twelfth Session of the Conference affirms, inter alia, that the compilation of accident statistics, especially accident-cause statistics, may be expected to contribute to the prevention of accidents. The Conference also requested the Governing Body to consider the desirability of convening a committee or conference of experts in accident prevention and accident statistics for the further

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1 For the composition of the Committee, cf. supra, First Part, Chapter II, p. 31.
investigation of this subject from the international point of view. This being so, it was desirable that leaders of the accident prevention movement should attempt to define clearly their attitude to the question whether, and if so under what conditions, they expect to derive assistance from international accident statistics in their own practical work.

On this point there arises the preliminary question as to what, in the light of the preparatory work so far accomplished by statisticians, is to be understood by "international accident statistics". In a few words it is roughly this: a comparison between different countries and the different industries and occupations by means of figures as to rates for accident frequency and accident severity obtained by uniform methods. Accidents can also be classified by uniform methods, again, by causes or attendant circumstances. In the national sphere this method has given very satisfactory results; but the difficulties attending its transference into the international field are considerable. For the most part they are due to the fact that, at least up to the present, it has been impossible to separate out really comparable industries or occupational groups in the different countries. The Committee was unanimous in holding that this avenue of research could not be expected to yield, at least within measurable time, an answer to the only question of concern to accident prevention, namely, whether, and if so why, accident risks for the workers of comparable industries or occupations in various countries are not uniform. The Committee could not credit international statistics of this kind with any value for accident prevention work, but this does not imply that it questions their value for the international treatment of technical insurance or general economic problems (socials charges, for instance).

On the other hand, the need for comparisons of the accident position in the different countries is so great, and the desire to know whether in the domain of accident prevention anything can be learned from, or taught to, neighbouring or competing countries so strong, that there can be no question of giving up all attempts to solve the problem. At all events, every endeavour should be made to achieve partial results. Hence the request made by the International Labour Office to the Committee for Accident Prevention to express its opinion on the following procedure. Experience in all countries shows that numerical records of the results of systematically prosecuted enquiries and investigations concerning accidents—in other words, accident statistics—are of
the greatest and most direct use for accident prevention work in the undertaking to which the statistics apply. Further, such "works statistics", when properly compiled, enter into such detail that it will not be very difficult to extract the bases necessary for comparisons with corresponding statistics of similar undertakings. This is true not only of undertakings in one and the same country, but also in the international field. The Office's proposal thus was to try to secure like undertakings in different countries that would make their private statistics available for purposes of comparison and perhaps also adjust their methods to one another's, so as to render their statistics more easily comparable. The members of the Committee declared their readiness to help in this experiment; for it is only an experiment, but if it succeeds, it might immediately produce useful results.

INTERNATIONAL REGULATIONS

The Draft Conventions and Recommendations adopted by the Conference in 1929, i.e. the big Recommendation on accident prevention and the Draft Conventions and Recommendations on the marking of packages and on the protection of dockers, have already been followed by important measures on the part of the States Members.

Recommendation concerning the prevention of industrial accidents (1929)

(Communications to the Secretary-General of the League of Nations)

Belgium. — Recommendation approved; the legislation in force largely complies with the provisions of the Recommendation (16 June 1930).

Guatemala. — The question of accident prevention is the subject of Decrees Nos. 652 and 669; new provisions will be embodied in a Labour Bill which is shortly to be introduced in the National Assembly (22 December 1930).

Netherlands. — Submitted on 30 September 1930 to the Second Chamber of the States-General. Dutch legislation is in accordance with many points in the Recommendation; account will also be taken of them when the Industrial Safety Act is revised. A Bill for the amendment of that Act has been submitted to the Supreme Labour Council (1 November 1930).

Poland. — Legislation respecting industrial health and safety and in particular the President of the Republic's Decree of 16 March 1928 give effect to the Recommendation (24 December 1930).

Uruguay. — Applied to a large extent by the legislation and regulations in force; further measures are being considered by the National Labour Office (15 March 1930).

1 The information given here relates only to 1930. For the general situation in respect of the Conventions on accident prevention see the tables appended to this volume.
(Other Information)

Albania. — Submitted to Parliament.

Australia. — Submitted to the Commonwealth Parliament on 21 March 1930, and also communicated to the State Governments.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council laying down to what extent the subject matter of the Recommendation falls within the competence of the Dominion Parliament or the Provincial Legislatures; also communicated to the Provincial Governments.

Cuba. — Submitted to the Senate by a Presidential Message of 15 April 1930.

Czechoslovakia. — Submitted to the Council of Ministers on 13 November 1930 with a view to the procedure of adherence.

Denmark. — Submitted to the Rigsdag by the report of the Danish delegates to the Conference.

Finland. — Submitted to the Chamber of Representatives; the Recommendation is very largely applied in Finland; further action will be taken to make its application still more complete.

India. — Submitted to the Indian Council of State on 10 March 1930 and to the Legislative Assembly on 31 March. These bodies adopted on 10 March and 7 July 1930 respectively a Resolution recommending the Governor-General in Council to examine the possibility of giving effect to the Recommendation and the question that the result of this examination should be submitted to the Council of State within a maximum period of eighteen months.

Irish Free State. — Submitted to the House of Parliament on 12 and 19 February 1930.

Japan. — Approved by the Cabinet on 19 December 1930.

Latvia. — Submitted on 18 December 1930 to the Cabinet of Ministers.

New Zealand. — Submitted to the House of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.


Sweden. — Submitted to the Riksdag on 11 February 1930. The Government considers that the Recommendation does not call for any immediate action of great importance, but that the efforts already being made to reduce the danger of accidents should be continued in the various spheres affected.

Switzerland. — Submitted to the Federal Assembly by the Federal Council's report of 8 December 1930. The Federal Council approves of the Recommendation in principle and notes that it is already widely applied. Future legislation, and in particular the industrial and commercial legislation now in preparation will, if possible, apply the Recommendation very widely. The Cantonal Governments have been requested to consider the teaching of accident prevention in schools.

Yugoslavia. — Submitted to the Council of Ministers, which possesses the legislative power.

Convention concerning the marking of the weight on heavy packages transported by vessels (1929)

Albania. — The Government has proposed to Parliament that ratification of this Convention should be reserved.

Argentina. — Submitted for examination to the competent technical services.

Australia. — Submitted on 21 March 1930 to the Commonwealth Parliament; also communicated to the State Governments.
CONDITIONS OF WORK

Austria. — Submitted to the National Council; the Federal Government's report states that the ratification of this Convention by Austria must depend upon its ratification by the other Danube States, and proposes to the National Council to abstain from ratification for the time being.

Belgium. — A Draft Royal Decree in conformity with the provisions of the Convention has been submitted to the Supreme Labour Council.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council declaring the Federal Parliament to be competent as regards this Convention.

Cuba. — Submitted to the Senate for approval by a Message of the President of the Republic of 15 April 1930.

Czechoslovakia. — Submitted on 13 November 1930 to the Council of Ministers with a view to beginning the procedure of ratification.

Denmark. — Submitted to the Rigsdag by the submission of the report of the Danish delegates to the Conference; a Bill for ratification is in preparation.

Estonia. — A Bill respecting transport by sea which, among other matters, gives effect to this Convention is in preparation.

Finland. — Report of the Government submitted on 16 December 1930 to the Chamber of Representatives on the subject of this Convention; the Government proposes that ratification should be adjourned until a guarantee is obtained that international reciprocity can be realised on the subject.

Germany. — Submitted to the Reichsrat on 28 June 1930.

Great Britain. — Submitted for examination to the Departments concerned.

India. — Resolution adopted by the Indian Legislative Assembly and the Council of State on 14 and 15 July 1930 recommending the Governor-General in Council to ratify the Convention.

Irish Free State. — Ratification registered on 5 July 1930.

Japan. — Submitted on 18 December 1930 to the Privy Council.

Latvia. — Submitted on 18 December 1930 to the Cabinet of Ministers.

Luxembourg. — Bill for the approval of the Convention submitted on 4 November 1930 to the Chamber of Deputies.

Netherlands. — A Bill reserving to the Crown the right to ratify this Convention was introduced on 2 September 1930 in the Second Chamber of the States-General.

New Zealand. — Submitted to the Chamber of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.

Norway. — In a report submitted to the Storting on 31 January 1930 the Government stated that the Convention had been submitted to the Ministry of Commerce and that the question of ratification would be discussed when the Ministry had made known its views.

Poland. — Bill for ratification (in preparation).

Rumania. — Bill for the ratification of the Convention (in preparation).

South Africa. — Submitted to the competent authority on 6 December 1929.

Sweden. — Both Houses of Parliament decided on 1 April 1930 to postpone ratification of the Convention; it has not yet been possible to examine sufficiently the legislation necessary to apply the Convention.

Switzerland. — Submitted to the Federal Assembly by the Federal Council's report of 8 December 1930; the Federal Council approves of the Convention in principle. It will submit to the Federal Assembly a Draft Decree for the adherence of Switzerland to the Convention when it has ascertained the attitude of the States in whose territory are the most important embarkation ports for overseas Swiss trade. In the opinion of the Federal Council it would be
advisable to amend the international Convention of 23 October 1924 respecting the transport of goods by railway to bring it into conformity with the Convention.

Uruguay. — Ratification was approved by a Decree of 22 May 1930.

Yugoslavia. — Submitted to the Council of Ministers, which possesses the legislative power.

Convention concerning the protection against accidents of workers employed in loading or unloading ships (1929)

Albania. — The Government has proposed to Parliament that ratification of the Convention should be reserved.

Argentina. — Submitted for examination to the competent technical services.

Australia. — Submitted on 21 March 1930 to the Commonwealth Parliament; also communicated to the State Governments.

Austria. — Submitted to the National Council; the Federal Government's report states that Austrian legislation already contains provisions which give effect to a considerable extent to the Convention.

Belgium. — A Draft Royal Decree in conformity with the provisions of the Convention has been submitted to the Supreme Labour Council.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council declaring that the Federal Parliament is competent as regards this Convention.

Cuba. — Submitted to the Senate for approval by a Message of the President of the Republic of 15 April 1930.

Czechoslovakia. — Submitted on 13 November 1930 to the Council of Ministers with a view to beginning the procedure of ratification.

Denmark. — Submitted to the Rigsdag by the submission of the report of the Danish delegates to the Conference; a Bill for ratification is in preparation.

Finland. — Report of the Government submitted on 16 December 1930 to the Chamber of Representatives on the subject of the Convention; the Government proposes to postpone ratification until it obtains guarantees that international reciprocity can be realised on the subject.

Germany. — Submitted to the Reichstag on 28 June 1930.

Great Britain. — Submitted for examination to the Departments concerned.

India. — Resolution adopted by the Indian Legislative Assembly and Council of State on 14 and 15 July 1930 recommending the Governor-General in Council to examine the possibility of giving effect to the Convention; the results of this examination are to be communicated to the Legislative Assembly and the Council of State.

Irish Free State. — Ratification registered on 5 July 1930.

Japan. — Submitted to the Privy Council on 18 December 1930. The Cabinet has decided not to recommend the ratification of the Convention.

Latvia. — Submitted on 18 December 1930 to the Cabinet of Ministers.

Luxembourg. — Bill for the approval of the Convention submitted to the Chamber of Deputies on 6 November 1930.

Netherlands. — A Bill reserving to the Crown the right to ratify the Convention was introduced on 2 September 1930 in the Second Chamber of the States-General.

New Zealand. — Submitted to the House of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.
Norway. — In a report submitted to the Storting on 31 January 1930, the Government stated that the Convention had been submitted to the Ministry of Commerce and that the question of ratification would be discussed when the Ministry had made known its observations.

Poland. — Bill for the conditional ratification of the Convention (in preparation) 1.

Rumania. — Bill postponing ratification until national legislation has been put into conformity with the Convention (in preparation).

South Africa. — Submitted to the competent authority on 6 December 1929.

Sweden. — Both Houses of Parliament approved on 1 April 1930 a Government proposal for the ratification of the Convention.

Switzerland. — Submitted to the Federal Assembly by the Federal Council’s report of 8 December 1930; the Federal Council proposed to the Federal Assembly not to adhere to the Convention, which cannot be applied in general to Swiss navigation.

Uruguay. — Ratification was authorised by Decree of 22 May 1930.

Yugoslavia. — Submitted to the Council of Ministers, which possesses the legislative power.

Recommendation concerning responsibility for the protection of power-driven machinery (1929)

(Communications to the Secretary-General of the League of Nations)

Guatemala. — The National Labour Department has submitted a report recommending the adoption of the Recommendation (22 December 1930).

Netherlands. — Submitted on 30 September 1930 to the Second Chamber of the States-General. Account will be taken of the Recommendation when the Industrial Safety Act is revised. A Bill for the revision of that Act has been submitted to the Supreme Labour Council. The Government is postponing its decision as regards the adoption of some points in order to profit by the experience which will be gained by this new legislation (1 November 1930).

Uruguay. — Applied to a large extent by the legislation and regulations in force; further legislation is being examined by the National Labour Office (15 March 1930).

(Other Information)

Albania. — Submitted to Parliament.

Australia. — Submitted on 21 March 1930 to the Commonwealth Parliament; also communicated to the State Governments.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council laying down the extent to which the subject matter of the Recommendation falls within the competence of the Federal Parliament or Provincial Legislatures; also communicated to the Provincial Governments.

Cuba. — Submitted to the Senate by Presidential Message of 15 April 1930.

Czechoslovakia. — Submitted to the Council of Ministers on 13 November 1930 with a view to the procedure of adherence.

Denmark. — Submitted to the Rigsdag by the report of the Danish delegates to the Conference.

1 The coming into force of the Act will depend upon ratification of the Convention by the following countries: Great Britain, Denmark, Finland, Germany, Norway and Sweden.
Finland. — Submitted to the Chamber of Representatives; the greater part of the Recommendation is applied in Finland; further action will be taken to make the application still more complete.

India. — Submitted to the Indian Council of State on 10 March 1930 and to the Legislative Assembly on 31 March.

Irish Free State. — Submitted to the Houses of Parliament on 12 and 19 February 1930.

Japan. — The Cabinet decided on 19 December 1930 not to adopt the Recommendation immediately since an enquiry has to be carried out.

Latvia. — Submitted to the Cabinet of Ministers on 18 December 1930.

New Zealand. — Submitted to the House of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.


Sweden. — Submitted to the Riksdag on 11 February 1930. The Government considers that the Recommendation does not call for special action.

Switzerland. — Submitted to the Federal Assembly by the Federal Council's Report of 8 December 1930. The Federal Council proposes to maintain the regulations in force and not to give effect to the Recommendation.

Yugoslavia. — Submitted to the Council of Ministers, which possesses the legislative power.

Recommendation concerning reciprocity as regards the protection against accidents of workers employed in loading or unloading ships (1929)

(Communications to the Secretary-General of the League of Nations)

Belgium. — Recommendation approved; the regulations in force concerning the prevention of industrial accidents apply to all workers without distinction of nationality (16 June 1930).

Guatemala. — The National Labour Department has submitted a report recommending the adoption of the Recommendation (22 December 1930).

Netherlands. — Submitted on 30 September 1930 to the Second Chamber of the States-General. Dutch legislation agrees in a large number of points with the Recommendation. Account will also be taken of it when the Industrial Safety Act is revised. A Bill to revise that Act has been submitted to the Supreme Labour Council (1 November 1930).

Uruguay. — Applied to a large extent by the legislation and regulations in force; further action is being examined by the National Labour Office (15 March 1930).

(Other Information)

Albania. — Submitted to Parliament.

Australia. — Submitted on 21 March 1930 to the Commonwealth Parliament; also communicated to the State Governments.

Brasil. — Submitted to the National Congress by Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council declaring the competence of the Federal Parliament as regards this Recommendation.

Cuba. — Submitted to the Senate by the Presidential Message of 15 April 1930.

Czechoslovakia. — Submitted to the Council of Ministers on 13 November 1930 with the view to the procedure of adherence.

Denmark. — Submitted to the Rigsdag by the report of the Danish delegates to the Conference.
Finland. — Submitted to the Chamber of Representatives; the greater part of the Recommendation is applied in Finland; further action will be taken to make its application still more complete.

India. — The Indian Council of State and the Legislative Assembly adopted on 15 and 14 July respectively a Resolution recommending the Governor-General in Council to examine the possibility of giving effect to the Recommendation and requesting that the result of this examination should be submitted to the Council of State and the Legislative Assembly, within a maximum period of eighteen months.

Irish Free State. — Submitted to the Houses of Parliament on 12 and 19 February 1930.

Japan. — At its sitting on 19 December 1930 the Cabinet decided not to adopt the Recommendation for the time being.

Latvia. — Submitted on 18 December 1930 to the Cabinet of Ministers.

New Zealand. — Submitted to the House of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.


Sweden. — Submitted to the Riksdag on 11 February 1930. The Government considers that reciprocity agreements might be concluded wherever the need for them is felt.

Switzerland. — Submitted to the Federal Assembly by the Federal Council's report of 8 December 1930. The Federal Council considers that this Recommendation is without object for Switzerland.

Yugoslavia. — Submitted to the Council of Ministers which possesses the legislative power.

Recommendation concerning the consultation of workers' and employers' organisations in the drawing up of regulations dealing with the safety of workers employed in loading or unloading ships (1929)

Communications to the Secretary-General of the League of Nations

Belgium. — Recommendation approved; a Draft Royal Decree has been submitted to the Supreme Labour Council for the application of the Recommendation (16 June 1930).

Guatemala. — The National Labour Department has submitted a report recommending the adoption of the Recommendation (22 December 1930).

Netherlands. — Submitted on 30 September 1930 to the Second Chamber of the States-General. Dutch legislation agrees on a large number of points with the Recommendation; account will also be taken of it when the Industrial Safety Act is revised. A Bill for the revision of that Act has been submitted to the Supreme Labour Council (1 November 1930).

Uruguay. — Applied to a large extent by the legislation and regulations in force; further action is being examined by the National Labour Office (15 March 1930).

(Other Information)

Albania. — Submitted to Parliament.

Australia. — Submitted on 21 March 1930 to the Commonwealth Parliament; also communicated to the State Governments.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order in Council declaring the competence of the Federal Parliament as regards this Recommendation.

Cuba. — Submitted to the Senate by a Presidential Message of 15 April 1930.
Czechoslovakia. — Submitted to the Council of Ministers on 13 November 1930 with a view to the procedure of adherence.

Denmark. — Submitted to the Rigsdag by the report of the Danish delegates to the Conference.

Finland. — Submitted to the Chamber of Representatives; the greater part of the Recommendation is applied in Finland; further action will be taken to make the application still more complete.

India. — The Indian Council of State and Legislative Assembly adopted on 13 and 14 July 1930 respectively a Resolution recommending the Governor-General in Council to examine the possibility of giving effect to the Recommendation and requesting that the result of this examination should be submitted to the Council of State and the Legislative Assembly within a maximum period of eighteen months.

Irish Free State. — Submitted to the Houses of Parliament on 12 and 19 February 1930.

Japan. — At its sitting on 19 December 1930 the Cabinet decided not to adopt the Recommendation for the time being.

Latvia. — Submitted to the Cabinet of Ministers on 18 December 1930.

New Zealand. — Submitted to the Chamber of Representatives on 16 July 1930 and to the Legislative Council on 23 July 1930.


Sweden. — Submitted to the Riksdag on 11 February 1930. The Recommendation contains no provisions which are not generally applied in Sweden and no special action therefore seems necessary to give effect to it.

Switzerland. — Submitted to the Federal Assembly by the Federal Council's report of 8 December 1930. The Federal Council considers that the Recommendation is without object for Switzerland.

Yugoslavia. — Submitted to the Council of Ministers, which possesses the legislative power.

Women's Work

Employment of Women

Although the absence of up-to-date statistics for all countries renders it difficult to make a yearly survey of the question of the employment of women in the different trades, it can be said that the actual number of women workers, which increased by leaps and bounds during the War and the early post-war years, is still high. It also remains relatively high even in countries seriously affected by the economic depression, where unemployment seems to affect women less than it does men. In Great Britain, for example, notwithstanding a fresh increase in unemployment in the textile industry, where female workers are extremely numerous, the unemployment insurance statistics for December 1930 show that the percentage of insured persons thrown out of work is lower for women than for men, being 18.8 per cent. for women as against 20.7 per cent. for men.
Indeed, the number of women employed shows a distinct tendency to increase in some countries, the most striking example being that of Russia, where the requirements of the Five-Year Plan have led the authorities to tap the immense reserves constituted by women’s labour, which the belligerent States used some few years ago. Thus the Russian economic plans for 1931 provide for the employment of 800,000 women in industry and the building trades, and for a more extensive use of female labour in agriculture in order to set free a certain number of male workers for employment in industry. In industry, women are to be employed mainly in textile and metal undertakings.

The presence of large numbers of women in the labour market, combined with the constant increase in the number of trades invaded by them, has raised a series of problems, several of which have attracted considerable attention during 1930 and have undergone a marked development.

These problems, which are of a complex nature, may be divided into those which arise directly from the presence of women in the national economic system and the effects of their presence on the general state of the labour market and, secondly, those connected with the conditions of labour under which women work and the results of unsatisfactory conditions of employment on women’s health and welfare.

The present survey has been confined to a summary of the measures taken during 1930 in connection with these problems, and of the proposed legislative measures now under consideration in the national Parliaments.

Place of Women’s Work in the Economic System

The measures taken in this connection have been based on two conflicting tendencies. Amid the general uneasiness caused by the growth of unemployment, a tendency has arisen in a number of countries, if not exactly to hold the presence of large numbers of women on the labour market responsible for unemployment, at least to seek a partial and artificial remedy for it by various

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1 The futility of such action, which merely shifts unemployment from one group of persons to another, is explained by Prof. L. Hersch in the memorandum “Population and Unemployment,” which he prepared for the Unemployment Committee of the Governing Body (26-27 January 1931). The memorandum will appear in the forthcoming publication Unemployment Problems in 1931.
measures for the reduction of the number of women in employment. As the exclusion of unmarried women and women responsible for the maintenance of dependants cannot justifiably be contemplated, the measures taken are in most cases directed against married women. Some of the measures adopted, however, are of a more general character.

**Australia.** — The Factory Bill which has been introduced in the Parliament of the State of Victoria stipulates that permits for home work are not to be granted or renewed in the case of women who are supported by their husbands.

In **New South Wales** and **South Australia**, the question of unemployment among unmarried women has been brought to the notice of the Labour Ministers in the form of petitions and requests. The Ministers have promised that their respective Governments will take steps to find employment for such women or to assist them otherwise.

**Canada.** — In the province of **Alberta** the principle of freedom of labour has been vindicated during 1930 by the adoption of a law which stipulates that no person may be prevented on account of sex or marriage from holding a public or other position, exercising a profession, or joining a recognised society.

**Germany.** — The question of the employment of married women in periods of unemployment has been studied from the standpoint of double wages. Although the Unemployment Insurance Institute has not issued a precise definition of persons in receipt of double wages (*Doppelverdiener*), it would seem that the general conception of this term is wide enough to bring the double wages earned by a married couple living in the same household under the regulations issued by the Federal Labour Ministry in 1926 and to which attention was called anew in the communication addressed to the Employers' Federation on 22 December 1930. The regulation in question stipulates that except where particular hardship would be involved, persons benefiting from double wages should be dismissed first when unemployment is rife, and should not be engaged unless no other persons competent to do the work are available.

Furthermore, the Economic Party has requested the Reichstag to exclude married women from employment in the Federal administrative departments and State and municipal offices. Women civil servants have protested against this proposal, taking
their stand on Article 128 of the Weimar Constitution, which lays down that all provisions imposing disadvantageous conditions on women civil servants are to be revoked.

**Great Britain.** — The old question of the right of married women to hold a public position has again cropped up and a Royal Commission was appointed in 1930 to obtain the opinion of the Government Departments and persons concerned as to the effects of the marriage bar rule whereby the marriage of a woman official entails her resignation. It is to be noted that the Married Women Teachers' Employment Bill, at present under discussion in Parliament, aims at withdrawing the right of Municipal Departments to demand the resignation of women teachers who marry.

**Italy.** — On the Minister of Corporations being asked by a deputy whether it might not be advisable to recommend the employers' organisations and the Departments attached to the Ministry to substitute men for women employees working without any strict necessity to do so, the Under-Secretary of State in the Ministry of Corporations replied that the position of the female staff employed in public Departments could only be altered by a Government Decree. The existing Act of 6 June 1929 concerning measures to promote the growth of the population lays down a rule for both sexes that in case of equal merit, preference is to be given, in engaging staff for all kinds of public employment, to married persons with children, and then to married persons without children, over unmarried persons. This rule has been declared applicable to private employment.

**New Zealand.** — Women workers have been excluded from the Unemployment Act of 1930 (21 Geo. V, 1930, No. 10), which establishes an unemployment fund constituted from the proceeds of a special unemployment levy. Unemployed women are not entitled to unemployment benefit, and the unemployment levy is therefore payable only by the adult male population. The Committee appointed to study the Bill had asked that women should be eligible for unemployment insurance, but this proposal was ultimately rejected.

**United States.** — While there are no definite measures to be noted, the right of married women to work during an unemployment crisis has been much discussed. The Federation of Women's Trade Unions protested on several occasions in its bulletin and at its meetings against the systematic dismissal of married women, these
protests being based on the statement made by the Women's Bureau of the Department of Labor that investigations have shown that the majority of married women in employment work because they are forced to do so by financial circumstances.

**U.S.S.R.** — In order to facilitate the placing of women in industrial employment, the present system of domestic life is to be gradually transformed by the establishment of common dining-rooms, nurseries and municipal laundries, into a system which will organise family life in accordance with the basic principles of Communism.

Attention may also be called to the evolution which the question of part-time employment has undergone during 1930. In several countries such as France, Germany and the United States, this question has occupied the attention of various charitable organisations which have taken steps to provide married women, and mothers in particular, with employment for a few hours a day, in order to allow them to supplement the family income without giving up the care of their household and children. The increase in unemployment has, however, given a new aspect to this question. In France, for example, the trade unions have expressed the fear that a system of part-time employment for married women might, instead of simply providing short-time employment for women who wanted it, tend to be imposed on all women workers of certain kinds, and thus become a hidden form of partial unemployment. Indeed it is to be observed that in countries suffering from intense unemployment, partial unemployment in the form of short-time affects women much more than it does men. In Germany and Great Britain, where women are less affected by total unemployment than are men, short-time is much more widespread among women. In Germany the percentage of trade unionists working short-time in December 1930 was 26.6 per cent. for women, against 15 per cent. for men; in Great Britain the percentage of insured persons employed on short-time at the same period was 6.7 per cent. for women, against 4.6 per cent. for men.

**General Protection of Women Workers**

The extensive use made of female labour in industry calls for close supervision of the conditions in which women's work is performed, if the danger to women's health which may result from bad conditions is to be avoided.
In addition to the measures taken in accordance with the two international labour Conventions concerning female labour, the following facts are worthy of mention.

Belgium. — The employment of women in the glue and gelatine industries has been regulated by a Royal Order.

Bolivia. — A Decree of September 1929 concerning the protection of women and children in industry, and the administrative regulations issued for its application in 1930, totally or partially prohibit the employment of women and children in unhealthy industries or occupations entailing physical or moral danger, lay down the maximum load which a woman may carry, and contain provisions concerning hours of work and breaks applying to women only.

China. — The Factory Act which was promulgated on 30 December 1929 and is to come into operation on 1 August 1931 lays down regulations concerning the employment of women in dangerous or unhealthy occupations, in addition to the provisions mentioned later concerning night work and employment during maternity, and stipulates that women are to receive equal wages for equal work.

Dutch East Indies. — Mines Regulations issued on 3 September 1930 prohibit the employment of women underground.

Finland. — An Act dated 28 March 1930 prohibits the employment of young women under twenty years of age for certain loading and discharging work.

France. — A Decree dated 8 August 1930 strengthens certain points of the existing provisions concerning the employment of women in dangerous work.

Germany. — Thanks to a subsidy from the Federal Labour Ministry, a scientific study, the first results of which were published in 1930, has been made into the effects of the industrial employment of women during childbirth.

During the same year a number of Orders confirmed and defined the protective measures taken in connection with the employment of women in certain work of a particularly dangerous or arduous nature, such as work in iron foundries, rolling mills and glass-works (Orders of 26 March 1930) and the use of paints with a white lead basis (Order of 27 May 1930).
Great Britain. — Investigations concerning the working conditions of women employed in brickworks have led the Ministry of Labour to take steps to induce industrial employers to improve the conditions under which female labour is employed.

Hong Kong. — An Order dated 17 April 1930 regulates the employment of women in dangerous work.

Poland. — During 1930 the Ministry of Labour made a study of the information given by the factory inspectors' reports concerning women's work, especially from the point of view of maternity, in order to ascertain the results of the 1924 Act concerning the protection of women.

Tanganyika. — Regulations issued during 1930 concerning safety in mines prohibit the employment of women underground.

Turkey. — In addition to provisions for the protection of maternity, the Public Health Act of 24 April 1930 contains clauses guaranteeing the future regulation of the employment of women in unhealthy and dangerous work.

U. S. S. R. — The scarcity of labour which is at present making itself felt in the Soviet Union and the extensive use of female labour, have brought to the fore the question of the employment of women. Although the prohibition to employ women on night work has practically been abolished, the Labour Commissariat has during the past year repeatedly drawn attention to the fact that women may not be employed on particularly arduous work. Thus according to Order No. 177 of 17 May 1930, women may not be employed on underground work, the smelting and rolling of metals, stoking, most forms of railway and water transport work, and in a large number of chemical processes.

Night Work of Women

Last year the prohibition of night work for women was extended, especially in the extra-European countries. In certain countries a tendency has developed to forbid women working in two shifts, in view of the evil results of that system on their health and family life.
National Regulations

China. — The Factory Act was adopted and promulgated by the Government on 30 December 1929, the date of entry into operation being fixed for 1 August 1931. The new Act embodies provisions prohibiting the employment of women between 10 p.m. and 6 a.m.

Colombia. — The new Labour Code prepared by the General Labour Office, which will shortly be submitted to Parliament, is based on the International Labour Conventions. The night work of women is forbidden in industrial establishments between 10 p.m. and 5 a.m.

France. — On 3 June 1930 a number of deputies submitted a Bill for the prohibition of night work for women and children between 7 p.m. and 6 a.m. In accordance with the provisions of the Washington Convention, the Labour Code authorises such employment between 5 a.m. and 10 p.m. The Bill aims at securing more adequate protection for women workers, particularly in the textile industry, by abolishing the present two-shift system which is alleged to be prejudicial to health, morality and family life. The Bill has been referred for consideration to the Labour Committee.

Germany. — The work of women and children in glass works has hitherto been regulated by an Order issued in 1912 which expired on 31 March 1930. The new provisions, which are inspired by the evolution of labour legislation during recent years, prohibit night work for women in certain cases.

Great Britain. — The two-shift system authorised by the 1920 Act concerning the employment of women and children, which in future will be regulated by the Factory Act, has also been the subject of sharp criticism. In certain undertakings women are obliged to work from 6 a.m. to 2 p.m. and from 2 p.m. to 10 p.m. In reply to a question in the House of Commons, a representative of the Government stated that this system should not become permanent in British industry and that appropriate measures would be taken as soon as possible.

India. — On 8 May 1928 the Senate of Travancore adopted mines regulations whereby underground work is forbidden for women and surface work authorised only between 6 a.m. and 6 p.m.
Japan. — Since the entry into operation on 1 July 1929 of the provisions of the Factory Act, which prohibits the employment of women and children on night work, cotton mills work in two 9-hour shifts with a break of one half-hour—i.e., from 5 a.m. to 2 p.m. and from 2 p.m. to 11 p.m. Hours of work have thus been reduced from 20 to 17,—a reduction of 15 per cent. In 1930 the Japanese Cotton Spinners' Association was obliged to restrict output to a large extent, and it was decided to seal a number of spindles and to increase the number of extra holidays. The majority of the employers are not inclined to waive their right to prolong hours of work from 10 to 11 p.m. or to adopt a single 10-hour shift per day. Nevertheless at the end of August 1930, 8 per cent. of the manufacturers had adopted the single-shift system.

United States. — During 1930 a strong agitation arose in favour of the abolition of night work for women in industry, especially in the cotton trades. At the annual meeting of the National Association of Cotton Manufacturers in June 1930 the chairman of the William Whitman Company advocated the elimination of night work for women through a voluntary agreement of manufacturers, and suggested a survey of the entire industry to find out the sentiments of the mills on the question.

An important employers' organisation, the Cotton Textile Institute, at a meeting held in New York on 12 September 1930, adopted a resolution recommending that night work for women and young persons under eighteen years of age between the hours of 9 p.m. and 6 a.m. should be abolished as soon as possible, and in any case not later than 1 March 1931. At the annual meeting of the Institute which took place at New York on 15 October 1930, Mr. Walker D. Hines, Chairman of the Board of Directors, put forward a plan for the complete abolition of night work for women and young persons, to be spread over three years as from 1 March 1931. He stated that owners representing 20,749,000 spindles, or 64 per cent. of the entire industry, had expressed approval of the plan, while only 2 per cent. had rejected it. Mr. Hines' proposal was unanimously approved by the Institute.

The United Textile Workers of America, meeting in convention at New York in September 1930, also expressed their opposition to night work for women and minors. On the other hand, the National Women's Party has protested against any special measures of protection for women. The chairwoman of the Party stated that women worked at night only because they needed the wages in
order to live, and that in such circumstances their right to work at night should not be gainsaid.

Information collected by the Women's Bureau of the Federal Labor Department shows that the percentage of women employed at night is small. Although night work for women is legally forbidden in only sixteen States, the employers show themselves to be increasingly opposed to this system.

**International Regulations**

*Convention concerning employment of women during the night (1919)*

*Albania.* — The Government has proposed to Parliament that ratification should be reserved.

*Brazil.* — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

*Colombia.* — The Government has asked Congress to approve ratification.

**Opening of revision procedure.** — Of the eight Conventions adopted by the first two sessions of the International Labour Conference at Washington and Genoa, the Convention concerning the employment of women in industrial establishments during the night is the only one for which the Governing Body has opened procedure for revision.

The revision of this Convention was requested by the Belgian and British Governments, both of which have ratified the Convention, and by the Swedish Government. The principle of the Convention has not been called in question, and modifications have only been suggested on two clearly defined points of application

(1) A distinction should be made between working women and women employed in a supervisory capacity. As the Convention prohibits the employment of women in industry during the night without making any exception for persons holding a position of supervision or management, the British Government desired to have it made clear that the Convention is not to apply to women employed in a supervisory capacity, for example, in electric power stations.

(2) Some latitude would be desirable in fixing the beginning and end of the night period during which the employment of women is prohibited. According to the Convention "night"

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1 The information given here applies only to 1930. See the tables appended for the general situation as regards this Convention.
means a period of at least eleven consecutive hours including the
time between 10 p.m. and 5 a.m. The Belgian and Swedish
governments desired that the convention, while maintaining the
period of eleven hours during which work is prohibited, should
be made less rigid as regards the specific hours to be included
in this period.

As already stated, the revision procedure laid down by the
Governing Body has been applied in this case, and the revision
of the Convention in respect of the two above-mentioned points
has been put on the agenda of the Fifteenth Session of the
Conference.

The next conference will therefore have to deal with this matter.
The decisions already taken indicate that any revision adopted
will be confined to points of application which have so far given
rise to certain difficulties, and that the principle of the prohibition
of night work and the eleven-hour period of prohibition will not
be affected. It is moreover certain that the prohibition of night
work for women in industrial employment is far too well-estab-
lished and far too general for there to be any question, in con-
sidering revision of the Convention, of anything else but of finding
some method which will allow the greatest possible number of
States to ratify the Convention on the removal of certain diffi-
culties of application which the experience of the last ten years
has shown to exist.

Employment of Women Before and After Childbirth

Although the new legislative provisions do not quite coincide
in all cases with the stipulations of the 1919 Convention, further
progress in the improvement of national laws concerning the
protection of women at the time of childbirth was made in 1930.

National Regulations

Belgium. — A Government Bill and four private Bills containing
provisions for the indemnification of rest periods at childbirth are

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1 Cf. First Part, Chapter V, p. 135.
2 As a matter of fact, the Standing Orders of the Conference (Article 6 (a),
paragraph 1) provide that the Conference shall not revise in whole or in part
a Convention which has previously been adopted by it save in respect of the
question or questions placed by the Governing Body on the Agenda of the
Session ".
still awaiting discussion by the Chamber of Representatives. In view of the fact that the Belgian Government has reiterated its intention of ratifying the Maternity Convention, and considering that the establishment of a system of health insurance including maternity insurance is urgently demanded by the trade union organisations, these Bills may be expected to come up before Parliament for discussion in the near future.

**Bolivia.** — The Decree of 29 September 1929 concerning the work of women and children came into operation in March 1930. Working women are entitled to cease work one month before confinement, and their places must be kept open for them. On resuming work they are allowed special rest periods to nurse their children.

**Canada.** — In 1929 the Parliament of British Columbia appointed a Royal Commission to collect information on health and maternity insurance and to make recommendations on the feasibility of establishing an insurance scheme. In February 1930 the Commission presented a preliminary report which recommended the establishment of a compulsory scheme. The Commission considered that a national scheme would be preferable, but in its absence advised the Government of British Columbia to adopt a scheme for that province. If this advice is followed this will be the first time that such measures have been tried on the American continent.

**Czechoslovakia.** — Towards the end of 1929 the Minister of Social Welfare of Czechoslovakia included in his programme the adopting of measures to give effect to a number of decisions taken by the International Labour Conference, including the Convention concerning the employment of women before and after childbirth. On 11 November 1930, when discussing before the Budget Committee the policy followed by his department, the Minister stated that measures for the ratification of that Convention were in preparation. The Czechoslovak trade unions have continued to call for the improvement and extension of legislation concerning maternity protection. During the year the same claim was submitted to Parliament by the Salaried Employees’ Union, which demanded the introduction of a Salaried Employees Act containing provisions relating to maternity protection.

**China.** — The Factory Bill has now been promulgated and comes into operation on 1 August 1931. The Act entitles women workers to cease work on full pay for a total period of eight weeks either before or after confinement. As a result of the adoption of the Bill steps
have been taken in the Shanghai district, where it is considered that the majority of factory workers are women, to organise maternity homes for the use of women workers.

**Denmark.** — The proposals for the reorganisation of insurance and social welfare legislation, submitted by the Government to Parliament, introduce extensive improvements in the system of maternity benefits. Under the present system the insurance funds are required to pay a maternity allowance of not less than one crown per day during a maximum of ten days following confinement provided that the person concerned is not eligible for maternity benefit granted under the Factory Act. The new proposals, however, allow women employed in factories a daily allowance which varies with the district in which they live from 1.80 to 3 crowns and is payable during the three weeks following confinement, or during six weeks when the woman retains charge of her child and ceases all paid work.

The scheme differs from the Convention insofar as provision is made for the payment of allowances prior to confinement in exceptional cases only.

**France.** — There have been important new developments during the past year. The national budget for the financial year 1930-1931 makes provision for a considerable increase in the maternity allowances and nursing benefits granted under the Act of 17 June 1913. These increases will be highly appreciated pending the full application of the maternity benefits granted by the Social Insurance Act which came into operation on 1 July 1930.

Under the new Act maternity benefits become payable if the insured woman has paid the statutory contributions for 60 days during three months, or for 240 days during the twelve months preceding pregnancy. Maternity benefits include medical and pharmaceutical benefits similar to those granted under the health insurance system, the insured person being required to pay 15 to 20 per cent. of the medical expenses and 15 per cent. of the pharmaceutical expenses; daily cash benefit equal to 50 per cent. of the basic wage during the six weeks preceding and the six weeks following childbirth on condition that the insured woman ceases all paid work during this period; nursing benefit during nine months or milk vouchers; and in all cases of illness during pregnancy or illness following confinement a special system of benefits in kind and in cash during the pregnancy and the six months after childbirth.

As a result of the entry into operation of the social insurance
system, the French Government, considering that the new system is capable of providing the maternity allowances stipulated under Article 3 of the Washington Convention, has decided to complete the adaptation of French legislation to the provisions of the Convention. With this end in view a Bill was submitted to Parliament on 4 November 1930 for the purpose of extending from 4 to 6 weeks the period of compulsory rest following confinement. Previous legislative measures had already made provision for an optional rest period of six weeks prior to confinement and guaranteed women against dismissal during the period of protection.

On 4 November also a Bill was submitted to Parliament for the ratification of the Maternity Convention.

**Greece.** — A draft Social Insurance Bill prepared by the Directorate of Labour and Social Welfare of the Ministry of National Economy which, *inter alia*, makes provision for maternity benefits was submitted to a Committee of Experts in Athens in May 1930. The Committee decided to collect the necessary information with a view to the preparation of a definite Bill.

**Italy.** — A Decree dated 28 August 1930 containing public administrative regulations issued under the Legislative Decree of 1929, which was analysed in last year's *Report of the Director*, strengthens in several respects the protection granted to pregnant women by the original Decree. In addition to the rest period of one month before and one month after confinement, guaranteed by the 1929 Decree, the new enactment allows working women and female salaried employees to cease work six weeks before the presumed date of confinement and guarantees that their place will be kept open for them during the whole period of optional and compulsory rest; if confinement occurs later than was expected, the same right is enjoyed during the extra period. Under the new Decree premature confinement after the sixth month of pregnancy entitles the person concerned to the same privileges as full term confinement as regards compulsory rest, employment and the benefits granted under the health insurance and unemployment insurance schemes. In cases of miscarriage and therapeutic abortion (with the exception of criminal abortion) the woman's place is kept open for her, her rights to the above-mentioned insurance benefits being the same except that confinement benefit is reduced from 150 to 100 lire.

**Mexico.** — An industrial hygiene and social welfare service has been set up by Decree, and is to study questions connected with the protection of working women during childbirth.
Panama. — A Maternity Protection Act was published on 5 November 1930. It prohibits employment of women in industrial and commercial establishments for a total period of eight weeks before and after childbirth. During this time 50 per cent. of wages is to be paid, and dismissal for pregnancy is forbidden. Women nursing their children are to have, without any deduction from wages, 15 minutes' rest every four hours. Provision is also made for the establishment of crèches in certain parts of Colon and Panama.

Spain. — The entry into operation of the maternity insurance scheme, which was to take place in May 1930 under public administrative regulations dated 29 January 1930, has been postponed on account of practical difficulties.

Turkey. — In Turkey the Public Health Act of 24 April 1930 establishes a rest period of three weeks before and three weeks after confinement and protective measures for working women during the latter months of pregnancy.

International Regulations

The Washington Convention has undergone its decennial survey. The Governing Body decided that there was no call to open revision procedure. During 1930 no new ratifications were announced, but future ratifications may be expected as several countries have taken preliminary steps in that direction.

Convention concerning the employment of women before and after childbirth (1919)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to ratify.

Czechoslovakia. — Bill for bringing national law into line with the Convention submitted to Departments concerned for consideration.

France. — Bill for ratification introduced on 4 November 1930 in the Chamber of Deputies. On the same date a Bill submitted to the Chamber for modifying section 54 (a) of Book II of the Labour Code (rest for women in childbirth).

The Protection of Children and Young Persons

The protection of children is again in the foreground of the activities of the International Labour Organisation, since the

1 The information given here refers only to 1930. See the tables appended to this volume for the general situation on this Convention.
Agenda of the Fifteenth Session of the Conference contains the question of the age of admission of children to employment in non-industrial occupations.

AGE OF ADMISSION OF CHILDREN TO INDUSTRIAL EMPLOYMENT

National Regulations

Nine States, Territories or Protectorates have imposed by law (Acts or Orders) fresh restrictions on the work of children employed in industrial, and in some cases other, occupations.

Bolivia. — The employment in industry of children under ten has been prohibited by a Decree, which also regulates the employment of children over that age, besides regulating the age of admission to certain non-industrial occupations.

Canada (Alberta). — The Coal-Mines Regulation Act, adopted at the beginning of the year, prohibits the employment of boys under 16, or girls of any age, above ground in coal-mines.

China. — The new Factory Act, which is to come into force on 1 August 1931, forbids the employment of children under 14 in the establishments to which it applies, and of young persons under 16 in specified occupations or places.

Germany. — An order relating to glass works prohibits the employment of young persons under 18 in many occupations in glass works and requires all workers under 18 in glass works to be medically examined at intervals.

The Economic Council has terminated its examination of the Mines Bill, which provides for medical examination of young persons under 16, and also regulates the age of admission to underground work.

New Zealand. — The Education Committee of the House of Representatives has recommended that the compulsory school age should be raised to 15.

Syria. — In this territory under French Mandate a new Order forbids the employment of children under 11 years old in industrial undertakings.

Turkey. — A new Public Health Act of 24 April 1930 lays down that children under 12 may not be employed as workers
or apprentices in mining, and empowers the Ministry of Health to determine in what dangerous and unhealthy occupations the employment of children and young persons from 12 to 16 is to be prohibited.

Uganda. — In this British Protectorate an Ordinance has been passed to regulate the employment of children in factories and workshops. Children under 12 may not be so employed, and there are provisions regarding medical fitness relating to those under 14 years.

United States. — The national Conference of Commissioners on Uniform State Laws has recommended that a uniform statute be enacted in the several States and territories to prohibit the employment of minors under 14 years of age in any gainful employment (with certain exceptions in the case of newspaper vendors) and to restrict the employment of minors between the ages of 14 and 19. "Gainful employment" is defined as pursuit for gain of any trade, occupation or labour, except agriculture, domestic service and athletic games. The White House Conference, convened by the President of the United States and sitting at Washington in November, recommended as a general legislative standard a minimum age of 16 years for employment, except that employment outside school hours might be permitted between 14 and 16 in a restricted list of occupations. Higher age minima were advocated for employments declared by State Labor Departments to be physically or morally dangerous or injurious. The Conference also recommended that there should be a physical examination on starting work and periodically thereafter up to the age of 18.

**International Regulations**

*Convention fixing the minimum age for admission of children to industrial employment (1919)*

**Albania.** — The Government has proposed to Parliament to reserve ratification.

**Brazil.** — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

**Colombia.** — The Government has asked Congress to approve ratification.

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1 The information given here refers only to 1930. See the tables appended to this volume for the general situation in regard to this Convention.
HEALTH AND PROTECTION

At the Fourteenth Session of the Conference a resolution was passed requesting the Office to explore the means of securing, in increasing measure, the health and protection of children and young workers. In conformity with this resolution the Office has lately devoted particular attention to these matters in so far as they may affect juvenile employment, industrial or otherwise.

Australia. — An arrangement has been reached between the New South Wales and Commonwealth Governments by which the operation of the New South Wales Child Welfare Act (governing among other matters, dangerous performances and street trading by children) is to be extended to the Federal Territory subject to certain reservations.

Bolivia. — The Decree already referred to in connection with minimum age in industry prohibits the employment of juveniles in any work prejudicial to morals, and also regulates work on the stage. Employment underground, and in dangerous or unhealthy industrial occupations is also regulated by the Decree.

British North Borneo. — A Bill has been introduced to regulate the employment of girls as domestic servants ("mui tsai"), and to prohibit the employment in that capacity of girls under 10 years old.

Canada. — A Children's Protection Act has been adopted in New Brunswick, which prohibits or restricts the employment of children under 16 in street trading and in places where intoxicating liquors are sold, and totally forbids their employment in such places at night. In the Province of Quebec an amendment to the Industrial Establishments Act reduces the maximum working hours allowed for young persons under 18 from 60 to 55 weekly.

Ceylon. — A Bill to regulate alleged abuses in connection with the adoption of children has passed the first reading of the Legislative Council.

Czechoslovakia. — An office for the protection of young persons in industry has been created and attached to the Ministry of Social Affairs.
Germany. — A new Decree makes effective the prohibition of the employment of young persons in industries where lead is used in painting and the like.

Great Britain. — New legislation has been passed which raises from 16 to 18 years the age up to which restrictions are placed on taking children abroad for the purpose of employment on the stage. As regards legislation contemplated, a Children and Young Persons Bill is in preparation which makes provision for the regulation of the employment of young persons under 18 in certain occupations not covered by existing regulation. In the meantime an enquiry is being made into the hours of employment of young persons in such occupations.

India. — It is proposed to extend the operation of the Factory Act to ginning and pressing factories, a step which would have the effect of securing additional safety for children employed in such places and reducing their hours of labour.

Italy. — The National Institute for the Protection of Mothers has advocated raising the normal admission age for industry to 15, or at least 14, years in the interests both of production and race preservation.

Japan. — A Bill has been drafted by the Bureau of Social Affairs which, if passed, will benefit children employed in public entertainments.

Turkey. — The new Public Health Act, already referred to, dealing with non-industrial occupations, provides that the employment of young persons under 18 years old in bars, dancing establishments, cafés and hammams is to be prohibited by Municipal Councils.

Uganda (British Protectorate). — A new Ordinance requires children under 14 employed in industry to be medically examined for physical fitness.

United States. — The White House Conference, referred to above, recommended as regards non-industrial occupations a minimum age of 16 years for newspaper selling and 14 years for carrying and delivering papers on fixed routes. Other recommendations dealt with the regulation of the work of children under 16 employed in agriculture, and the school attendance of minors up to the age of 18.
Night Work of Young Persons

National Regulations

Most States already possess legislation prohibiting the night work of young persons. Certain new measures, however, were promulgated during 1930 with the object of extending this form of protection or making it more effective; and in particular a tendency may be observed to abolish the two-shift system, the effects of which, it is alleged, are harmful to health, morals and family life.

Canada. — Among the social measures adopted by the New Brunswick Legislature at its spring session, 1930, was one concerning the protection of children in street trades and unwholesome occupations. It forbids boys under 16 to engage in a street trade or occupation between 10 p.m. and 6 a.m. The employment of boys under 16 years old in bowling alleys, billiard rooms or pool rooms after 10.30 p.m. is forbidden.

China. — The new Factory Bill already referred to provides that young persons under 16 may not be employed between 7 p.m. and 6 a.m.

Colombia. — The provisions of the new Labour Code, drafted by a Committee of the Department of Labour, are in conformity with the international Conventions. The Code forbids the night work of young persons under 16 years old in industrial establishments between 10 p.m. and 5 a.m., and in commercial establishments a similar provision applies to children under 14. Further, the Government is taking steps to secure ratification of the Convention concerning the night work of young persons in industry.

Czechoslovakia. — The Minister of Social Affairs, in a statement made on 11 November 1930 before the Budget Committee of the Chamber of Deputies, declared that the Government is preparing to ratify the Convention concerning the night work of young persons in industry. "The Ministry", he declared, "takes the greatest possible interest in the work of the International Labour Office, whose programme it accepts in its entirety. It regrets that in spite of all efforts it has not yet been able to obtain assent to the ratification of so important a Convention as that relating to the night work of young persons".
**Germany.** — The two Orders passed before the war which regulated the employment of young persons in glass works, forges and rolling mills expired on 31 March 1930. The new regulations which replace them take into account the recent evolution of German labour legislation. In glass works the employment of young persons under 16 years and of women is forbidden in certain occupations. In forges and rolling mills the employment of workers under 16 years at night will only be allowed during a short transitional period. By way of exception, in undertakings working on two shifts young persons employed on the second shift will be allowed to work until 10 p.m. A Prussian Ministerial Circular has limited the term of these Orders to two years. Economic and technical changes in the glass industry have prompted the Prussian Minister of Labour to put into force in that industry provisions similar to those in the Washington Convention. The Minister has decided not to take advantage of the transitional provisions concerning forges and rolling mills. The situation will be re-examined after a report has been submitted on the application of these measures.

**Great Britain.** — The two-shift system, permitted by the Employment of Women, Young Persons and Children Act, 1920, was, as has been seen, the subject of questions in the House of Commons. It would appear that young persons and women are required in certain industries to work from 6 a.m. to 2 p.m. and from 2 p.m. to 10 p.m. The Government, in reply to these questions, said that it was not desired that the two-shift system should take a permanent place in industrial organisation, and that measures to suppress it would be taken as soon as possible.

**Hong Kong.** — The Industrial Employment of Women, Young Persons and Children Ordinance, 1922, as amended in 1929, has been amended by a Notification dated 23 June 1930, which extends the prohibited hours from the period between 10 p.m. and 6 a.m. to that between 9 p.m. and 7 a.m.

**India.** — In the Native State of Baroda the Factory Act of 19 June 1930 forbids the employment of children under 15 between 7 p.m. and 5.30 a.m.

**Syria.** — The employment of children is regulated by a Decree of 6 July 1930. It provides that young persons under 16 years may not be required to work between 7 p.m. and 6 a.m.

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Turkey. — The Public Health Act, dated 24 April 1930, contains provisions relative to the employment of children and young persons in industry and certain non-industrial occupations. It prohibits the employment of young persons of 12 to 16 years old after 8 p.m.

United States. — A number of proposals have been made with a view to suppressing the night work of children in the cotton industry. They have been referred to already in connection with the night work of women. In addition, the White House Conference, convened by the President of the United States, and meeting at Washington in November 1930, recommended as a general legislative standard that night work be prohibited for minors under 18 years old.

International Regulations

Convention concerning the night work of young persons employed in industry (1919)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Czechoslovakia. — Bill for bringing national legislation into line with the Convention submitted for consideration to the Departments concerned.

Factory Inspection

The factory inspectorates of the States Members of the International Labour Organisation, like other living organisms, are steadily developing, and their growth is so gradual and regular that all the progress made cannot be indicated from year to year. The following notes relate only to the most significant features of this progress.

National Regulations

Belgium. — In Belgium a Royal Decree of 20 June 1930 and a Ministerial Decree of 21 June 1930 re-modelled the conditions for recruiting engineers for the factory inspectorate. Only persons holding an engineer’s diploma, obtained after not less than five years’ study, may enter for the examinations, which cover applied

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2 Cf. supra, "Age of Admission of Children to Industrial Employment", p. 268.
3 The information given here refers only to 1930. See the tables appended to this volume for the general situation in respect of this Convention.
mechanics, industrial chemistry, electricity and its use in industry, and social legislation in general, and comprise in addition the writing of a memorandum on some technical question of labour protection. Two other Decrees, of 25 February and 8 October 1930, regulated the inspection of steam boilers and electrical equipment by the mines inspectors and factory inspectors on the one hand, and by special bodies, such as the Railway Inspection Department and the Central Electricity and Electrical Engineering Office, on the other.

Germany. — In Prussia, certain regrettable accidents that occurred in undertakings which the inspectorate had not known in time were working, because they had been installed in premises already in existence, led to the promulgation of a Ministerial Decree of 18 July 1930 on the use of inflammable, explosive, and unhealthy substances. This Decree requires occupiers to notify in the statement they have to make when opening or re-opening an undertaking (a statement compulsory throughout Germany) whether, and if so to what extent, they propose to use dangerous substances (in particular, celluloid, mineral oils, lacquer, carbide, explosives, certain chemicals, and compressed or liquified gases). The notification has to be made in reply to a questionnaire issued by the police authorities, who then submit a report to the competent factory inspectorate.

A second Prussian Decree (of 23 April 1930) lays additional stress on the obligation of factory inspectors to consult the representatives of the works council, if any, or the statutory representative of the workers (Betriebsobmann), and to discuss with them the safety regulations and other matters of accident prevention, etc.

Italy. — Hitherto the work of factory inspection has been divided among various bodies, but a Royal Decree, No. 2183 of 14 November 1929, set up a Corporative Factory Inspectorate. The labour inspectorates and the technical industrial inspectorates have been abolished, their work and staff being taken over by the new institution.

Japan. — An interesting measure concerning "self-inspection" of industrial undertakings was enacted by the new mining regulations of 16 December 1929, which came into force on 1 January 1930. These regulations require all holders of mining concessions employing not less than 150 workers to appoint a special technical inspector, and if the competent authority considers it expedient,
it may extend this obligation to smaller undertakings. The regulations also tighten up the inspection of mining undertakings in other respects. Thus, steam boilers, electrical conductors, locomotives, etc., for which formerly a simple notification was sufficient, now have to be officially inspected and approved before use.

Luxemburg. — A Luxemburg Decree of 31 December 1929 on workers’ committees in industrial undertakings is no less interesting. These committees must in future designate one of their members to act as workers’ representative on safety matters. Once a fortnight this representative is to accompany the head of the undertaking on a tour of inspection and note any observations in a record to which the factory inspectors have access.

Rumania. — All the regulations mentioned above give effect to principles laid down by the Fifth and Twelfth Sessions of the Conference for the organisation of factory inspection—principles which are much more appreciated throughout the world than might be supposed from official communications. Proof of this has been received on a variety of occasions. To take only one example: the Rumanian Director of Factory Inspection terminates the introduction to his report for 1928 and 1929, in which he complains of the smallness of his staff as compared with their excessive subsidiary duties, by asking that “inspectors should be restored to their legitimate duties as defined in the decisions of the International Labour Conference”.

International Action

The International Labour Office is fully aware of the value from the point of view of international labour organisation of developing relations with factory inspectorates, these being important bodies for ensuring the protection of the workers. During the past year it made further progress in the international utilisation of reports of factory inspectors. Last year’s Report of the Director suggested that it should not be difficult to collect valuable material, on the basis of the inspectors’ reports, for making comparisons on important questions of labour protection, if the Governments of the States Members would instruct their inspectors each year, in the course of their ordinary duties, to pay particular attention to one or two specific problems of international interest fixed in advance, and to discuss them in their annual reports. The Fourteenth Session of the Conference was interested in this question and asked the Governing Body in a special resolution
to approach the Governments on the matter. A circular was issued to the Governments, and although the time limit set for the reply had not been reached at the time of preparing this volume, there is reason to hope that the initiative will prove successful. Perhaps the time has come, now that the Recommendation on factory inspection has had time to take effect, to draw up an international statement on the factory inspectorates of the States Members, i.e. to determine on a fixed date by means of a questionnaire the number of factory inspectors of different categories at work, the number of undertakings subject to inspection and the approximate number of workers employed in them, the number of visits made annually, and the additional work undertaken by the inspectors. Some of this information may be found in most of the annual reports of the inspectors, but unfortunately not in comparable form. A special enquiry would surely yield valuable information, and should not prove a heavy burden for anyone.

**International Regulations**

*Recommendation concerning general principles for the organisation of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers (1923)*

**Albania.** — Submitted to Parliament.

**Brazil.** — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

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1 Information for 1930 only.
CHAPTER III

SOCIAL INSURANCE

All previous Reports of the Director have noted vigorous developments in social insurance: new compulsory insurance legislation; progressive enlargement of the circle of insured persons; increase in the resources employed in covering occupational and social risks; increase of benefits and revalorisation of pensions; enlargement of the functions of insurance so as to include not only compensation and treatment, but also prevention; efforts towards a more rational administrative organisation, a better co-ordination of independent institutions and a larger participation of the representatives of the insured in their management. They have also indicated an increasing activity in the international sphere: progressive elaboration by the International Labour Organisation of a system of international regulation of social insurance, comprising a series of Conventions and Recommendations on workmen's compensation for accidents and sickness insurance; birth and rapid growth of international collaboration, culminating in the creation of associations of insurance institutions, and of co-operation between States, which has led to the conclusion of an increasingly compact network of treaties.

In 1930, though the manifestations of international co-operation have not diminished, there is less to record in the way of national progress than in previous years. The economic depression has not been without its influence on social insurance legislation and institutions. It has strengthened the position of the advocates of a policy of economy in social services, restrained initiative and led to the postponement of important schemes, which appeared likely to be put into effect at an early date. With its concomitants of unemployment and reduction of wages it has diminished the resources of insurance institutions just at the time when the charges on them were increasing, thus producing difficult financial situations.

However, if the rate of progress has slackened, schemes already in force have been maintained, and insurance institutions still exist, and carry out their work of social protection. Their exis-
tence is not seriously challenged, but they are more than ever indispensable.

**National Regulations**

An examination of the evolution of the national systems country by country resolves itself to a great extent into an analysis of the effects of the economic depression and of unemployment on social insurance.

*Austria.* — In Austria the sickness funds have been particularly affected by the depression, which has diminished the contributions received and increased their expenditure on behalf of insured persons who have become unemployed and are compelled by deprivation to apply to the funds. More frequent delays in the payment of contributions have affected the solvency of the best administered funds. The movement in the direction of concentration and administrative reorganisation of the funds has, however, been completed. There are no longer more than about 100 primary funds insuring sickness and maternity risks for all wage earners in industry, commerce and agriculture. The recent creation of two national unions of sickness funds, one comprising the industrial workers' funds and the other those of agricultural workers, has given the final touch to the work of concentration undertaken several years ago.

The system of workers' pensions, at 60 years for industrial workers and 65 for agricultural workers, applied provisionally in 1927, is already working, but the necessary machinery for the operation of invalidity and survivors' insurance has not yet been created. A Bill which is the result of a popular referendum instigated by the Labour Party and which obtained more than a million and a half signatures, aims at bringing into full operation within a short period invalidity, old-age and death insurance for all workers. It is at present under discussion by the Federal Parliament. Further, the Federal Government, which came into power after the General Elections of November 1930, has included in its programme the establishment of these three branches of insurance, which have long been unanimously demanded by the workers. The carrying out of this object is, in the view of the Government, bound up with the reorganisation of unemployment insurance, which, owing to the volume of unemployment, is inevitably very onerous for employers, workers and the public funds liable to make advances to unemployment funds. The
aggravation of the depression in the winter of 1930 appears to have
delayed both the measures announced in the Government
programme.

Belgium. — Important modifications were introduced in 1930
into Belgian social insurance legislation, Parliament having adopted
most of the Bills the introduction of which was announced in last
year's Report of the Director.

Of the amendments made on 18 June 1930 to the Workmen's
Compensation Act the most considerable concerns the extension
of the protection secured to all workers, apprentices or salaried
employees in public or private undertakings, whatever the amount
of their remuneration, with the sole exception of those in the service
of employers habitually employing wage-earning workers for less
than two months in the year.

Though the Workmen's Compensation Act, which was consider­
ably amended in 1929, has not undergone important modifi­
cations, except as regards its scope of application, the old-age and
death insurance Acts have been the subject of important changes,
both as regards the general system and the special systems for
salaried employees and miners.

The Bill relating to the general system of old-age and death
insurance, analysed in last year's Report of the Director, has been
adopted without essential amendment. By virtue of the Act of
14 July 1930, which is to come into force on 1 July 1931, there will
no longer be any maximum wage limit for the liability of workers
to insurance. The funds will be normally provided as to two­
thirds by contributions of the insured and their employers and
as to one-third by contributions from the Government.

Old-age and death insurance for salaried employees, originally
established by the Act of 10 March 1925 and the application of
which had to be partially suspended in view of the protests of the
parties concerned, is now regulated by an enactment in the nature
of a compromise which takes account, so far as possible, of the
objections made to the original provisions. The new Act, of
18 June 1930, maintains the obligation to insure and the deduction
of contributions, but reduces the contributions payable by the
insured from 5 to 3 per cent. of the salary and fixes the employer's
contribution at 4 per cent. for a period of 30 years. Employees
obtain the free choice of the insurance organisations to which
they desire to be affiliated: the National Pensions Fund, the General
Savings and Pensions Fund, works funds, joint employers' funds
or legally constituted insurance societies. Further, pensioners will have the right to require payment in cash of not more than three-sevenths of the capital value of their pension, in the case of old-age pensioners, and five-tenths in the case of widows of insured persons. As the new Act cannot come into force before the beginning of 1932, the obligation to pay the contributions provisionally fixed by the Act of 10 June 1926 has been maintained up to 31 December 1931.

The amendments made in the legislation relating to old-age and death insurance for miners consist principally in a recasting, codification and co-ordination of the special system with the general system. The Act of 1 August 1930, however, also makes an appreciable improvement in the pensions. By means of an increase in contributions, the total amount of which is changed from 5 to 7 per cent. of wages (4 per cent. payable by the employer and 3 per cent. by the worker), a minimum pension is now secured to an insured person who has completed 30 years’ service and attained 55 years of age, in the case of an underground worker, or 60 years, in the case of a surface worker. This minimum is fixed at 4,800 frs. for married workers who have ceased work. The pension constituted by the employers’ and workers’ contributions and the State subsidy will, however, normally amount to 6,000 frs. for underground workers fulfilling the required conditions as to length of service and age. There is a reversion of the old-age pension to the widow, to an extent which varies according to the age of the husband at the time of death and the difference in age of the spouses but which amounts in principle to from 35 to 50 per cent. of the pension payable to the insured. Moreover, while the earlier legislation only provided for the payment of an invalidity pension in the case of permanent and absolute incapacity, any worker incapacitated for his normal work in the mines will henceforth be entitled to an annual allowance at the rate of 120 frs. for each year’s service, with a minimum of 1,800 frs.

The system of workmen’s compensation for accidents and the various systems of old-age and death insurance being now co-ordinated and readapted to the economic conditions, it may be hoped that the Bills relating to sickness and invalidity insurance, the provisions of which were explained in last year’s Report of the Director, will be considered by Parliament without undue delay. The Belgian Government has in fact reminded the International Labour Office of its intention to ratify the Conventions concerning sickness insurance and the employment of women
before and after childbirth as soon as the Chamber of Representatives and the Senate have adopted legislation in conformity with them.

Brazil. — In Brazil the application of the special system of social insurance established in favour of railwaymen calls for a considerable revision of its financial bases. It is proposed that this revision, which is necessitated among other things by the very high cost of the benefits in kind (medical and pharmaceutical benefits), should endeavour both to increase resources and to reduce charges. The scale of contributions would be raised from 3 to 4 per cent. of wages, while the limits of age and service required for the commencement of the right to a pension would be respectively fixed at 55 instead of 50 and 35 instead of 30 years. Further, it is proposed that the right to benefits in kind should henceforth be limited to insured persons. Members of their family might continue to receive medical attendance but in the form of a supplemental benefit. This reform would also apply to the funds established for the benefit of employees in maritime and river undertakings and ports by the Act of 20 December 1926, the complete application of which has had to be postponed.

Bulgaria. — Bulgarian social insurance has not yet got over all the difficulties noted in previous Reports of the Director. So far as legislative measures are concerned, regulations for the application of the invalidity, old-age and death sections of the general Act of 1924 have still to be issued. There seems to be no longer any disposition to dispute the financial independence of the central social insurance fund, the authority of its organic rules, the desirability of its having its own investment policy in accordance with the general objects of social insurance, the necessity of its securing a return on all its available funds in the interest of its financial equilibrium. Regular application for the benefit of the fund of the current contributions of the State under the Act of 1924 and amortisation on a definite plan of the arrears of contributions for previous years will probably enable the central fund progressively to increase the cover indispensable for the rights in course of acquisition by insured contributors and to extend, by the promotion of healthy dwellings and sanitary appliances, its action for the improvement of the health conditions of the insured population.

Canada. — In Canada the salient facts of 1930 are the growth of the movement in favour of compulsory health insurance and the
introduction of a system of non-contributory pensions in two of the Eastern provinces.

The movement in favour of compulsory health insurance appears to be particularly advanced in British Columbia, where a Royal Commission for the study of the question, the constitution of which was announced in last year's Director's Report, has issued its preliminary conclusions. These recommend that, in accordance with the general desire, an economical, sound and adequate system of public health insurance should be established based on the compulsory principle. The Commission attaches great importance to the organisation of medical benefit not only for insured persons themselves but also for their dependants. Such benefit will constitute the foundation of a national policy for the protection of health. Federal legislation, which would be preferable on practical grounds to the introduction of particular measures taken by each Province, is considered to be incompatible with the Canadian constitution. Failing this, the Commission recommends the establishment of a system of insurance in British Columbia to which the Dominion Government should be invited to contribute, following the precedent established in the case of old-age pensions.

The legislature of the Province of Alberta, although during 1930 it rejected a proposal to institute a system of compulsory insurance, instructed the Provincial Government to continue its study of the subject in co-operation with the authorities of other Provinces.

The rural municipalities of Saskatchewan, which has a sparse population over a vast territory, are creating public medical services which secure medical benefit free of charge to all ratepayers and their dependants. The Canadian medical profession admits the necessity of organising medical aid for all classes of the population and especially for the inhabitants of rural districts, but does not consider that this obligation should involve the establishment of a publicly administered medical service: on the contrary, it sees the solution of the problem in a system of voluntary insurance administered by the medical profession.

The legislatures of the Provinces of New Brunswick and Nova Scotia have adopted non-contributory pensions schemes the benefits of which are reserved to mothers, similar to the systems which have been introduced in five other Provinces during the last fifteen years. The Province of New Brunswick has further adopted a general system of old age pensions, while Nova Scotia considered that the cost of such a system would be prohibitive under present
economic conditions by reason of the high proportion of aged persons comprised in the population. The Province of Quebec, which, unlike the other Canadian Provinces, does not grant pensions either to necessitous mothers or aged persons, has appointed a Commission to study the whole field of social insurance.

Chile. — The application of the general legislation on social insurance is proceeding smoothly, and the number of insured persons at the beginning of 1930 already exceeded one million. Since 1928 the service of medical and pharmaceutical benefits and the cash benefits of the sickness branch has been transferred to the Central Public Welfare Committee and its local organs, which receive in return from the Central Social Insurance Fund a proportion of the contribution income. This method of organisation, which can be compared only with the medical service in Soviet Russia, is certainly most advantageous to the Central Public Welfare Committee, whose financial resources are thereby considerably increased. It is not so certain that it will be satisfactory to insured persons and employers or that it will enable their representatives to exercise proper supervision over the working of the medical service. As yet it is hardly possible to give an opinion, in the absence of exact information as to the motives which led to this change, the details of the new organisation, and the results of its working.

China. — The Factory Act of 29 December 1929, which is to come into force on 1 August 1931, provides for compensation for occupational diseases and industrial accidents for workers in all undertakings employing at least 30 persons and making use of mechanical power. The employer is personally liable for the payment of the compensation secured by the Act, which consists of a proportion of wages in case of temporary incapacity, medical attendance and the grant of a lump sum in case of permanent incapacity or death. It is intended that these provisions shall subsequently be replaced by a system of social insurance covering the risk of incapacity for earning whatever its origin.

Cuba. — In Cuba the efforts to extend social insurance to new classes of workers, noted in last year's Director's Report, have continued. On 4 March 1930 the Chamber of Representatives approved a Bill for the establishment of social insurance for the benefit of workers in the sugar-cane industry. The Office at present possesses only incomplete information as to this Bill. The insurance will
apparently apply not only to all workers and salaried employees in the sugar-cane industry, but also to those employed in refineries, distilleries and mechanical workshops carrying on work principally for the sugar-cane industry, i.e. the principal group of wage earners in the Cuban Republic. The scheme would cover the risks of invalidity, old age and death. The insurance funds would be constituted by compulsory contributions by the insured fixed at 5 per cent. of wages and by a contribution from the undertakings subject to the Act. The administration of the insurance would be entrusted to a national fund which would be autonomous and administered by a joint council. The Bill is at present before the Senate.

Czechoslovakia. — The sickness insurance institutions were unable to meet their obligations without demanding from the Central Institute for Social Insurance a temporary increase in contributions beyond the normal rate of 4.8 per cent. of average wages. In order to reduce their deficit, the Central Institute must agree to demands for increase presented, among others, by the sickness insurance institutions of the industrial districts.

The Central Institute has been able to furnish the great majority of insured persons with individual books, certifying that the holder is insured for a pension. It has developed its investment policy, which aims both at improving the medical equipment available in the service of the insured population and, what is particularly desirable in a period of economic depression, at increasing social wealth by giving facilities for mortgage loans, the erection of workers' dwellings and the development of roads. In this way the resources representing the sinking fund paid by the workers are used, until they are liquidated in the form of old-age and survivors' pensions, for the general benefit of the country in the form of investments of great utility not involving excessive charges for interest.

The special systems for salaried employees and miners will apparently be shortly reformed and enlarged. The pensions insurance scheme for salaried employees has been improved by the amounts granted to pensioners who, through no fault of their own, are unable to acquire rights corresponding to the total duration of their career as employees. On the other hand, the Bill on sickness insurance for salaried employees, which was to have been organically attached to the pensions insurance, has not yet received legislative sanction. Similarly, the recasting of the miners'
insurance, which is certainly necessary, has not yet been carried out, in spite of the exhaustion of the reserves of the Miners' Central Insurance Fund.

**Denmark.** — In Denmark the extensive reform of the system of social insurance undertaken by the Government has made good progress. At the end of 1930 the Minister of Social Affairs introduced into Parliament a Bill codifying all the social insurance and assistance Acts in force, with a view to simplifying their administration and improving the system of benefits.

The governing idea of the Bill is that every loss of capacity for work, including loss of capacity arising from accident, sickness, invalidity, old age or unemployment should be covered by insurance. Assistance will only play a subsidiary part, for meeting needs arising from risks which are not provided for by social insurance legislation.

Accident insurance is the subject of a particularly thorough reform. The Bill rationalises its administration, providing for the replacement of the 40 institutions at present administering the system by four mutual institutions, one for industry and commerce, one for shipping and fishing, and two for agriculture. It adopts the principle of payment of compensation in the form of pensions. Finally, it aims at assimilating to industrial accidents certain occupational diseases, including those which are provided for by the international Convention of 1925.

The changes made in sickness, invalidity and old-age insurance by the "popular insurance" Bill analysed in last year's Director's Report are reproduced in their entirety in the new Government measure, which, in fact, improves them by increasing the amount of maternity benefit and extending its duration from six days to three weeks after confinement (in some exceptional cases, six weeks).

The application of the measures contemplated by the Government, which the Danish Press has generally received with favour, will theoretically increase the total expenses of social insurance and assistance from 226,400,000 to 246,100,000 kroner. Practically, however, in the opinion of the Minister for Social Affairs, the increase will not be so great, owing to the savings which will be effected by the unification of the system of assistance and the abolition of all "double insurance".

**Estonia.** — In Estonia the only modifications introduced in social insurance legislation affect Government employees. With
a view to reducing the expenses of the Treasury, workmen and salaried employees in the public service have been deprived of free medical attendance, while the amount of cash benefit payable to manual workers in case of sickness has been reduced.

France. — In France the enforcement of the new general system of social insurance dominates the other events which mark the year 1930 in the matter of insurance: improvement of miners' pensions, readjustment of pensions payable to victims of industrial accidents, etc.

The discussions raised by the Act of 5 April 1928 have resulted in important amendments to the original Act, which appear in the Act of 30 April 1930. Participation of the mutual aid societies and of private groups of insured persons in the application of the Act has been facilitated. A separate scheme of agricultural insurance has been established, involving a special system of contributions and benefits and a group of funds entirely distinct from the general funds. The doctors, in addition to the freedom of choice, maintenance of professional secrecy and organisation of the medical service by collective agreements, which were secured to them by the original Act, have obtained an assurance that no scale of fees established by the funds shall be imposed upon them, that their fees shall in all cases be paid directly without the intervention of any third party, and that only the medical associations empowered by the National Federation of Medical Associations, or, in case of refusal by the Federation, by the Supreme Council of Social Insurance shall be allowed to conclude agreements with the funds.

With these changes the Act came into force on 1 July 1930. It was put into operation in a favourable atmosphere. In spite of extremely violent Press campaigns, it has generally been well received by those whom it is intended to benefit and by the country as a whole. The strikes which marked the commencement of its application were not really extensive except in the North of France, where, moreover, the object was not to protest against the new legislation, but to obtain increases in wages which the trade unions had demanded before the Act came into force and the necessity for which was, in their view, accentuated by the workers' contributions. According to information furnished to the Senate by the Minister of Labour on 18 November 1930, the number of wage earners registered belonging to occupations other than agriculture was 8,217,636, the expected total of persons subject to insurance being about 8,500,000. While the application of
the law to workers in agricultural occupations meets with more serious difficulties, it is proceeding under sufficiently favourable conditions. On 15 November 1930 the number of compulsorily insured persons in agriculture registered was about 400,000, while the total number subject to insurance can hardly be less than 3,000,000: but since that date further considerable progress has been made. The new legislation has accordingly come into operation without hindrance and its subsequent evolution can be contemplated with confidence.

This evolution will undoubtedly involve amendments to the law. It is already possible to foresee that the principles of the Act will have to be better adapted to the requirements and possibilities of social insurance at least on two essential points: (1) the organisation of the medical service, and (2) the method of grouping insured persons.

(1) At present the French legislation leaves the insured a free choice of a medical practitioner. The doctor has full latitude to charge for his attendance as he thinks fit. The insured person pays the fees and applies to the fund to reimburse him part of the expenditure which he has made in advance. This part is determined according to a scale of liability limiting the obligations of the fund to the insured. The difference between the amount of the fees demanded by the doctors and the scale of liability of the funds is often very considerable, especially in the country. The portion of the expenses of medical attendance which thus remains a charge on the insured becomes all the heavier inasmuch as the rules laid down for entitlement to benefit are severe. There is no doubt but that the Act will have to be amended in such a way that the portion of medical expenses at present borne by the insured is considerably reduced.

(2) The anxiety to associate pre-existing institutions closely with the application of the Act and the facilities given for the creation of new funds for certain classes of insured persons have no doubt had a favourable psychological effect which has facilitated the bringing of the Act into operation and acceptance of the legal obligations involved. The multiplicity of institutions, however, excessively complicates administrative and bookkeeping operations, considerably increases the necessity for and the difficulties of re-insurance, makes supervision more delicate and increases the general expenses of the funds. The necessity for administrative simplification is now generally admitted: its urgency is particu-
larly felt by funds whose outgoings for general expenditure are strictly limited. It may perhaps be hoped that this need for administrative simplification will lead the insurance institutions to recognise that the complications from which they suffer are due to the multiplicity of groups participating in the application of the Act and to accept the re-arrangements indispensable for co-ordination purposes, avoiding overlapping and securing the best return on the efforts of all concerned.

**Germany.** — In Germany social insurance has been subjected to a severe test. With millions of unemployed requiring relief, any idea or proposal for extending or improving the protection of insured persons in employment has had to take second place. As a matter of fact, in order to enable employer and worker contributors to meet the new requirements of unemployment insurance, other branches of insurance have had to be satisfied with considerably diminished receipts, such diminution being ordered by law or resulting either from the reduction in the number of active insured persons or from the systematic lowering of the general level of wages.

Sickness insurance has been the subject of revision with a view to keeping down the budget of sickness funds for the benefit of unemployment insurance funds. An Order of the President of the Reich, dated 26 July 1930, amended by an Order of 1 December of the same year, has cut down the obligations of the funds to sick members. In order to prevent hasty applications to the fund doctor in cases of no apparent urgency, an insured person is required to obtain an attendance slip for which he has to pay a fee of 50 pfennig. This fee need only be paid once for the same case of sickness, and only after the event in case of accident. Unemployed workers, persons seriously incapacitated in industry or the war, and persons suffering from contagious diseases are exempted.

Further, the patient himself bears the cost of every prescription not exceeding 50 pfennig, and in other cases he pays the chemist a fee of 50 pfennig, whatever be the cost of the product prescribed. This form of participation in pharmaceutical expenses does not apply, however, to prescriptions made after the first ten days of incapacity. In addition, profound modifications have been made in the relations between the funds and doctors. The individual liability of the doctor to his fund is increased, and the fund is given means of preventing an immoderate increase in the
medical and pharmaceutical expenses imposed on it. These various provisions have enabled the majority of funds to reduce by about one-tenth the average rate of contributions in force at the beginning of 1930. According to semi-official estimates, the funds will be in a position, with an average contribution of from 5 to 5.5 per cent. of wages, to meet all their obligations, including medical assistance to the families of insured persons.

Another restriction introduced by legislation affects accident and invalidity, old-age, and death insurance, besides sickness insurance. This has been effected by imposing on the insurance institutions certain costs and expenses which had hitherto been borne by the Federal budget: participation in the costs of maternity insurance, postal charges connected with the payment of pensions for accident insurance and invalidity, old-age and death insurance, and costs arising from the sale of insurance stamps. The Federal budget has been lightened at the expense of the insurance institutions.

On the whole, however, the proportion of the product of labour applied to social insurance has increased with every fresh addition to the army of the unemployed. In fact, the important reduction in the expenses of sickness insurance effected by the Presidential Order was preceded and followed by such an increase in the contributions to unemployment insurance that all branches of insurance taken together were receiving at the end of 1930 payments amounting to 17 or 18 per cent. of the wages insured as against 16 per cent. in the first half of 1930—an increase which, in view of the pressing necessities of the time and the hardships of the unemployed, has been accompanied by a marked change in the nature of the benefits. Mere subsistence benefits take the first place and represent the principal expenditure, while curative and preventive benefits momentarily pass into the background—a complete but inevitable reversal of the benefits policy followed since the war by all branches of German insurance.

Great Britain. — In Great Britain no important legislative change has taken place. Under the stress of unemployment, the chief preoccupation of the Government has been to maintain the efficacy of the existing schemes by avoiding all unjustified expenditure and tempering the effect of unemployment on the right to sickness benefits and to pensions.

As regards health insurance, it is a question whether the approved societies will be able to maintain the important additional benefits
which they have been providing for their members since 1922. The resources available for covering the additional benefits have diminished as a result of the reduction of Government grants since 1926, the increase in the volume of claims for benefit and the diminution of contributions by reason of unemployment. The Act of 1928, amending the national health insurance legislation, provided that persons who became unemployed should remain insured and entitled to benefits for an average period of two and three-quarter years, though the rate of benefit is reduced in the last twelve months. The reason for this generous provision was the fact that, the conditions for the maintenance of insurance rights being the same for health insurance and old-age pensions, the loss of the status of an insured person would have grave consequences for the worker and his dependants. This provision was, however, found insufficient. Towards the end of 1930 it became apparent that between 60,000 and 100,000 persons, who had been completely unemployed for two and three-quarter years, would fall out of insurance if special provision were not made in their favour. This was the purpose of the Prolongation of Insurance Act, a temporary measure which gives another year's free insurance at a reduced rate of benefit to persons who have been unemployed for two and three-quarter years. The cost of this measure will be borne by the public funds, which will pay to every approved society a sum equal to the probable expenditure incumbent on it under this head. During the debate on the Bill, a certain number of members suggested that the payment of health insurance contributions of unemployed persons should be guaranteed by the unemployment insurance funds. It appears likely that this proposal will receive further consideration on the definite solution of the problem.

The year 1930 witnessed the publication of the results of an important enquiry into the sickness insurance experience of the approved societies. The object of this enquiry was to ascertain the reasons for the continuous and pronounced increase in insurance claims since 1921. It covered a representative group of 500,000 insured persons during the period from 1921 to 1927. The three principal conclusions were: that the increase is most pronounced in claims of short duration; that the average duration of claims has increased less than the number of persons making claims; that the increase in claims has been more marked among women than among men, and among married women than among unmarried women. The enquiry was supplemented by the examination
by medical referees of a portion of the insured persons who had been in receipt of benefits for at least a fortnight. This examination showed that nearly 15 per cent. of such persons were capable of work. The highest percentages of men found capable of work were in the age group 16 to 25, and in cases where the illness ordinarily causes incapacity of short duration. The British Medical Association sees that part of the responsibility for this state of things will be imputed to its members. It realises that the principle of free choice of doctor, upon which its whole policy is based, will be compromised unless it is possible to place some check on the issue of certificates of incapacity which are not fully justified, and it is therefore co-operating with the Ministry of Health with a view to adopting measures for this purpose.

British health insurance having been unified throughout the Kingdom by the extension to Northern Ireland of a system of medical benefits identical with that applicable in Great Britain, the difficulties which have hitherto prevented the ratification of the Draft Convention on sickness insurance have disappeared, and the British Government has announced its intention of ratifying this Convention. It cannot, however, be concluded from this fact that the provisions relating to medical benefit can be considered as definitive. It is, on the contrary, recognised on all hands that these benefits, which consist essentially in the treatment of the patient at home by a general practitioner and the supply of drugs, must be supplemented by specialist treatment, hospital treatment, the extension of medical benefit to dependants, and maternity benefit. The British Medical Association has drawn up and published a plan of a complete medical service for insured persons and their dependants. This plan is based on the principle of free choice, which is at present in force, but the doctor would have at his disposal a complete system of general and special hospitals, including institutions in which the family doctor could treat his patients. When one remembers the opposition with which the national health insurance scheme was received by the doctors in 1911, it is interesting to observe the distance travelled and the way in which the medical profession had gradually come to appreciate the advantages of insurance. The British Medical Association hopes that its plan will obviate the creation of a public medical service staffed by whole-time medical officers and based rather on treatment by specialists working in clinics than on treatment by the family doctor in the home.

The severity of the present crisis has led to criticisms of the system
of workmen's compensation for accidents. The legislation in force provides that, where an injured workman has so far recovered as to be fit for light work, his compensation shall be reduced unless he proves that by reason of his injury he is not, in fact, able to obtain such work. Owing to unemployment, many partially incapacitated men cannot in fact obtain such work as they are fit to perform. A private member's Bill, supported by the Government, was introduced at the end of 1930 for the purpose of giving an injured workman fit for light work compensation calculated on the basis of complete incapacity, if, after taking all reasonable steps, he fails to obtain such employment. This supplementary benefit, which could not be received cumulatively with unemployment benefit, would have the effect of charging the employer with the risk of incapacity for earning, whether such risk arose from the injury resulting from the accident or from economic conditions. The position of persons suffering from partial incapacity as a result of accident would thus be completely covered, inasmuch as, in all cases where they would not be entitled to unemployment benefit, their accident compensation would be raised to the level provided in case of complete incapacity. The remedy proposed is, therefore, not so much a remedy for a defect in the workmen's compensation legislation as for a want of co-ordination between the latter and unemployment insurance.

In the South Wales coalfields, where 62 collieries have become bankrupt during the last three years, 14 of which were only partially insured against industrial accidents, while eight were not insured at all, the total or partial absence of insurance has had most painful consequences for injured workmen and their dependants. The Government feels that the situation so arising is serious, and can only be remedied by a profound modification of existing legislation. There is, however, no immediate prospect of such modification in the present system of workmen's compensation, and, in particular, it does not seem that the proposal mentioned in the Director's Reports of the last two years for establishing compulsory insurance with an autonomous public institution has made any progress.

Finally, the year 1930 has been marked by the first manifestations of a movement in favour of the extension of the protection of social insurance to the non-manual workers excluded from the scope of the existing legislation by the operation of the maximum salary limit. Some forty organisations of professional workers have set up a committee to frame recommendations as to the lines
on which such extension might be made. It will be seen from this how far this class of workers has travelled from the position which it held twenty years ago in regard to social insurance.

**Greece.** — In Greece, the important draft Bill prepared by the Department of Labour and Social Insurance in the Ministry of National Economy, and which is intended to institute compulsory insurance against industrial accidents, occupational diseases, sickness, maternity, invalidity, old age and death for wage earners in industry and commerce, has been submitted to a commission of experts which met in Athens at the beginning of May 1930. At the request of the Greek Government a Czechoslovak actuary, Professor Schcenbaum, and the Chief of the Social Insurance Section of the International Labour Office, took part in this commission as technical advisers. The Commission was instructed to verify the financial estimates which had been made, to indicate any information which was lacking, to complete the calculations and, if necessary, to determine the method to be followed for collecting and preparing any supplementary particulars which it might be necessary to obtain. After a rapid survey of the existing information, the Commission came to the conclusion that it was desirable to carry out a general enquiry covering, *inter alia*, the number of wage earners, their distribution according to age and sex, their family charges, and the amount of their wages. The enquiry, which was agreed to by the Greek Government, was carried out at the beginning of September 1930, in accordance with plans prepared by the Commission. As soon as the arrangement of the statistics collected has been completed, the consideration of the actuarial and financial bases will be resumed with a view to the final revision of the Bill.

The enquiry, and the working out of its results, which has necessarily been a slow process, have undoubtedly delayed the introduction of the Bill, so impatiently awaited by the workers, into Parliament, but it must be recognised that the Government's desire to obtain more definite financial estimates was due to a real anxiety to produce legislation offering adequate guarantees of security and stability.

**Hungary.** — Hungary has for some years been one of the group of countries which provide all wage earners in industry and commerce with protection in the form of insurance against the risks of sickness, accident, invalidity, old age and death. The three
last-mentioned branches, which were created in 1929, are already in full operation.

The spring of 1930 witnessed the first session of the General Assembly of the National Institute for Social Insurance, which is in charge of all the services involving accumulation of capital and at the same time directs and supervises the primary sickness and maternity funds. The Assembly, consisting of representatives of employers and insured persons in equal numbers, took note of the results of the operations carried out since the beginning of 1929 without the participation of the representatives of the parties concerned. Employers and insured persons unanimously demanded substantial modifications in the methods previously followed: the establishment of precise rules for the investment policy to be observed by the National Institute; the adoption of the principle of financial separation and independence of sickness insurance on the one hand, and invalidity, old-age and death insurance on the other; a simplification of the administrative machinery, which would make it possible to reduce the administrative expenses of the Institute, which were regarded as too high. These first suggestions will no doubt facilitate the internal working of the Institute and better ensure the accomplishment of its present and future work.

Agricultural workers, who constitute the great mass of the Hungarian working class, do not yet enjoy the benefit of a system of compulsory insurance. The present depression has made it almost impossible to resume the preparatory work for establishing the conditions in which a special system of insurance for agricultural workers could operate.

Italy. — Italian social insurance legislation has not undergone any considerable modification, and the action taken has been concerned with the concentration of accident insurance, the creation of corporative sickness insurance funds, better application of the existing systems, particularly that of tuberculosis insurance, and an extension of maternity protection.

Accident insurance is at present administered partly by the National Accident Insurance Fund and partly by the insurance associations established by employers. During the last few years the employers have made a great effort to extend and reorganise these associations. This effort has been marked by an amalgamation movement, the effect of which has been to reduce the number of insurance associations from 46 to 19, and by the
establishment of a consortium of accident insurance associations. The object of the consortium is to co-ordinate the action of the associations, and in particular to create territorial services known as "zone directorates" which undertake, among other things, the settlement of accident claims and the payment of benefits for all the affiliated associations. Further, with a view to increasing the security offered by the associations, a Royal Decree of 12 June 1930 established a joint and several financial liability between the employers affiliated to each association and authorised the collection of contributions according to the rules applicable for the recovery of taxes. It will certainly be very interesting to study the results obtained by this new organisation in the course of the next few years.

Within the corporative system, the development of sickness insurance in industry, although showing some progress, is proceeding somewhat slowly. On 31 December 1930 there were 1,133 sickness funds comprising altogether about 811,000 insured persons.

The National Sickness Insurance Fund for Commercial Employees established in February 1930 is now in full development and numbered about 200,000 insured persons on 31 December 1930. By agreement between the National Fascist Confederation of Commercial Employers and the National Confederation of Fascist Unions of Commercial Employees the sickness insurance contributions have been fixed at 3 per cent. of the salary.

In agriculture the movement for the creation of rural sickness insurance funds is still in the early stages of its development. By Royal Decree of 23 October 1930 a National Federation of Mutual Sickness Insurance Funds for Agricultural Workers was established with the object of promoting the creation of rural insurance funds. The number of agricultural workers at present insured is still small; on 31 December 1930 it amounted to about 86,000.

The National Social Insurance Fund, which administers compulsory tuberculosis insurance, has prepared an extensive plan for the creation of a series of sanatoria which will comprise about 20,000 beds.

Lastly, the Act of 13 May 1929 and the Regulations of 28 August 1930 have appreciably improved the protection of maternity by giving to women insured against unemployment the right, in case of pregnancy and for a maximum period of two months, to a daily benefit which will be added to the lump sum of 150 lire provided for by the maternity insurance legislation.
Japan. — Japanese social insurance did not undergo any modification during 1930, but it is probable that amendments will shortly be introduced into the legislation on workmen's compensation for accidents, which at present only applies to workers in mines and factories. In previous Director's Reports it has been noted that the Bureau of Social Affairs had prepared a Bill for extending the application of this legislation to more than a million workers employed in all kinds of dangerous occupations connected with building, transport, and loading and unloading of goods. On being introduced into the Diet in 1929, the Bill aroused opposition on the part of employers, who wished to see it supplemented by measures relating to the organisation of insurance. Accordingly, the Bureau of Social Affairs has drawn up an additional Bill introducing compulsory insurance, but only for building undertakings. Premiums will continue to be borne by the employer, while the insurance will be administered by the State, which will itself bear the charges of administration.

Latvia. — The year 1930 in Latvia was marked by the controversy aroused by the Legislative Decree on sickness insurance, reducing by half the State subsidy, abolishing free medical attendance and restricting the right of autonomous administration by the insured persons. After being violently opposed by the Socialist Party and amended by the Parliamentary Committee on Social Legislation, which was instructed to consider the text prepared by the Minister of Social Welfare, the measure passed its first and second readings on 27 May, but a special session convened for the purpose of a third reading failed to arrive at a final decision. After a second special session, which affirmed the right of the Government to legislate in cases of urgency during the interval between two sessions of Parliament, the Minister of Social Welfare promulgated a new Legislative Decree which marks a certain progress on the provisions previously contemplated. The reduction of the State subsidy will not be operative until the coming into force of invalidity and old-age insurance legislation. The managing committees of the funds are to consist as to five-ninths of representatives of the insured and as to four-ninths of representatives of the employers. They will be entitled to elect their own president, and, in case no candidate obtains two-thirds of the votes, the president will be chosen by the Ministry from the members of the committee. Moreover, contrary to the demand of the medical profession, which wished that members of all the medical organisations should be authorised
to treat insured patients, the relations between the funds and the doctors will be regulated by collective agreements, which, however, the insurance institutions will be bound to conclude with all the organisations demanding the same.

**Lithuania.** — In Lithuania, where the compulsory sickness insurance legislation does not yet apply to the whole territory, an increase in the sickness rate has had unfavourable consequences for the finances of the funds. The conference of delegates of the managing committees of insurance institutions has strongly complained of the influx of sick workers requiring long periods of treatment, who obtain employment in the districts in which the law is already applicable for the sole purpose of benefiting by free medical attendance.

**Luxemburg.** — In Luxemburg the year 1930 appears to have more or less settled the dispute which has divided the doctors and the sickness insurance funds since 1926 as regards the fixing and payment of medical fees. In accordance with the terms of an agreement entered into on 20 September 1930 between the insurance funds and the representatives of the medical practitioners, medical fees are to be fixed in accordance with a scale which will also determine the method of calculation of travelling expenses. The patient will pay the doctor direct and be reimbursed by the fund. The other benefits are to be settled by the insurance institution on presentation of a monthly report which the doctor will prepare for each case of sickness. Supervision is to be entrusted to a committee consisting of three doctors and one dentist nominated by the medical organisations, to which will be added the medical officer of the fund and the medical officer attached to the Central Committee of Sickness Funds.

The practice of requiring insured persons to participate in medical and pharmaceutical expenses appears to have become general. This system, which has been in use since 1929 by a small number of funds, has, in addition to fulfilling all that was hoped, given sufficiently satisfactory results. It may therefore be hoped that the financial position of insurance and the organisation of the medical service, which have been a continual source of anxiety to the Government and the supervising authorities since 1926, will improve.

**Netherlands.** — In the Netherlands the first year of application of compulsory sickness insurance has not given rise to any difficulties. The majority of insured persons have been affiliated to
occupational associations formed by the central organisations of employers and workers, and the remainder to the territorial funds established by the Labour Councils. A committee established under the Minister of Labour, Commerce and Industry has been specially instructed to re-examine any provisions of the Act which give rise to disputes of interpretation.

The coming into force of the sickness insurance legislation has had an effect on the standard of protection granted to the victims of industrial accidents. In case of temporary incapacity the latter had hitherto only been entitled to daily benefit equal to 70 per cent. of wages, while the benefit provided by sickness insurance is 80 per cent. By two Acts promulgated on 18 July 1930, the temporary incapacity benefits under the general system of accident insurance and the special system for agricultural workers have been raised to 80 per cent., thus placing workers injured by accident on an equal footing with workers suffering from sickness in general.

New Zealand. — In the autumn of 1930 the New Zealand Government introduced a Bill to give effect to the recommendations of a Commission of Enquiry into the operation of the Workers' Compensation Acts. The present legislation is similar to that of Great Britain, i.e. it applies to all employed persons (subject to a maximum salary limit for non-manual workers) and renders the employer liable for the payment of compensation, insurance being optional. The compensation payable to the victims of accidents comprises a lump sum in case of permanent incapacity or death and does not cover medical treatment or rehabilitation.

The National Industrial Conference, a body representing both employers and workers, had in 1928 recommended that insurance should be made compulsory and that the Government should take into consideration the possibility of establishing a monopolistic insurance institution. It also demanded that the compensation granted to victims of accidents should cover medical treatment and rehabilitation. The Commission to which these recommendations were referred only partially accepted them. It only admitted the necessity of compulsory insurance for employers who are not in a position to carry their own risk, and considered that the present methods of insurance with private companies, whose premium rates are controlled by a Government insurance office, which carries on business in competition with them and thus acts as a regulator of premiums, are satisfactory and should not be changed. The Commission has, on the other hand,
given effect to the desires of the National Industrial Conference as regards the need for the provision of medical treatment for the victims of accidents, and recommended that the employer should be made liable for the same up to £25.

The Bill embodies these conclusions of the Commission among the amendments which it proposes to introduce into the existing legislation, which, further, include numerous adjustments in the details of the enactments in force and improvements in the rates of compensation.

Norway. — With a view to reducing the expenses of compulsory sickness insurance, the Norwegian Parliament has introduced numerous amendments into the scope, administration and scheme of medical benefits under the existing legislation. It has decided to except from compulsory insurance all manual workers earning more than 5,000 kr. a year, whereas there was previously no limit except for salaried employees. It has also decided to diminish the number of members of the managing committees of the funds and to strengthen the measures of supervision. It has, further, come to a clear decision in favour of the payment of medical benefits in kind, the system of repayment of part of the medical expenses not having effected the savings which the legislature expected from it. The present system will, however, continue in operation, if the insurance institutions fail to reach an agreement with the medical profession. Immediately after the passing of the new Act, the Union of Norwegian Insurance Funds entered into negotiations with the Medical Association with a view to arriving at an agreement which would make it possible to give insured persons and their families free medical attendance.

Palestine. — In Palestine, the unemployment crisis, the reduction of the voluntary subsidies granted by the undertakings, and the cessation of the financial assistance of the Jewish agency have placed the sickness insurance fund of the Jewish workers in a critical position. It has been compelled to restrict certain forms of benefit, such as preventive assistance and medical attendance to the families of insured persons, to reduce its administration expenses and to raise the contributions of its members.

Poland. — In Poland, the general Bill relating to social insurance, which was intended among other things to introduce insurance against invalidity, old age and death for manual workers (salaried employees and non-manual workers have since 1928 had the benefit
of a unified system of pensions) is still under consideration by the Ministries concerned.

By Decree of the President of the Republic dated 30 November 1930 reorganisation of sickness funds and other social insurance institutions and their unions has now been undertaken. Without affecting the provisions relating to benefits and contributions, the Decree reforms the constitution of the insurance institutions and their organs and defines more clearly the distribution of functions between the independent organisations and the supervising authorities.

The sickness funds retain their territorial basis and their character of inter-trade institutions. Their number will be progressively reduced to about 60 for the whole country, with the exception of Upper Silesia, by the abolition of funds of less than 10,000 members, or in certain regions less than 5,000 members. Considerable changes are made in the internal structure of the funds. The principal organ of each fund, the Board of Management, will consist, like the old managing committee, as to two-thirds of elected representatives of the insured and as to one-third of elected representatives of the employers, and will have at least 12 and not more than 15 members. Funds with more than 100,000 insured persons will, however, have a Board of 22 members, ten elected by the insured, six by the employers and six appointed by the Minister of Labour and Social Welfare from persons who have distinguished themselves by theoretical or practical work on social insurance. Salaried employees will vote separately in the group of insured persons. They will be entitled to proportional representation and to at least one seat. The executive organ, the directorate of the fund, consisting of the director and the chief medical officer, will be appointed by the Board of Management with the approval of the supervising authority (the Insurance Office) from candidates presenting themselves for public competition. The right of appointment will devolve on the Minister where the Insurance Office twice disapproves of candidates presented by the Board. The director is the chief of the administration and of the staff, but he is bound by the advice of the chief medical officer as regards the organisation of medical attendance and the staff engaged on that work. The work of the directorate is under the supervision of a supervisory committee of five members, three elected directly by the employers and two by the insured. Funds which have been reorganised and more strongly concentrated may be entrusted with the collection of contributions and the payment of certain benefits on behalf of other branches of insurance.
The social insurance institutions other than sickness funds—the accident insurance institutions, insurance institutions of salaried employees, miners' insurance, etc.—will, like sickness funds comprising more than 100,000 insured persons, have a Board of Management of 22 members, ten elected by the insured, six by employers and six appointed by the Minister. The Board will organise the operations of the institution and, subject to Ministerial approval, prepare the budget, decide as to the investment of funds, elect its pensions committee and appoint the director of the institution. The latter is responsible for the execution of the decisions of the Board and on questions relating to the grant of pensions is bound by the instructions of the special pensions committee, consisting of four members of the Board, two from the group of insured persons, one from the employers' group, and the chairman, who possesses a casting vote, and who is to be chosen by the whole Board from its nominated members.

The sickness funds are compulsorily affiliated to the regional union and the regional unions to the national union of sickness funds. It is the duty of the regional unions to co-ordinate, render more effective and supplement the action of the funds, particularly in the matter of medical assistance and prevention. The object of the national union is to unify the action of the funds in all departments, to centralise the purchase of the products and materials indispensable for the funds, to co-ordinate building plans and to lay down the principles for the contractual relations between doctors, chemists, health establishments and the funds. The Board of Management of a regional union consists, like that of funds with more than 100,000 insured persons, of 16 elected members, ten elected by the group of the insured and six by the employers' group of the Boards of the funds, and of six members appointed by the Minister, while in the Board of Management of the national union half the members are elected separately and in equal numbers by the respective groups of insured persons and employers on the Boards of the regional unions, the other half being appointed by the Minister from persons who have distinguished themselves by theoretical or practical work in the matter of social insurance. The insurance institutions of salaried employees also form a national union administered by a Board consisting of three numerically equal groups, one of employees, one of employers, elected by the employees' and employers' members respectively of the boards of the affiliated institutions, and one group of members appointed by the Minister. In addition to the
compulsory unions—the national and regional unions of the sickness funds and the unions of the insurance institutions of salaried employees—the regional unions of the sickness funds and the other social insurance institutions may spontaneously by a special vote form federations or associations for particular objects, such as administrative facilities, joint investments and scientific researches in connection with social insurance.

The administrative reorganisation will take place in stages, commencing with the compulsory unions. The Minister of Labour and Social Welfare will then fix the periods within which the reorganisation of the sickness funds and other social insurance institutions shall be undertaken.

Rumania. — In Rumania the idea of the unification of the various regional systems of social insurance appeared last year to be on the point of realisation. The work has now been suspended. The principles which had been taken into consideration do not seem to have been abandoned, particularly: creation of a system of territorial sickness and maternity funds reinsured with a national guarantee and compensation fund, participation in all the administrative, judicial and supervisory bodies of elected representatives of the insured and of employers, and unification of sickness and accident insurance on the basis of the most favourable regional system. It may be hoped that, with the return of more normal economic conditions, the unification of Rumanian social insurance and the adaptation of the standard of benefits and contributions to the cost of living will be carried through.

Spain. — During 1930, contrary to official expectation, it was not possible to bring into operation the Act of 22 March 1929 relating to compulsory maternity insurance. The revision of the legislation relating to compensation for industrial accidents also appears to have come to a standstill. The application of the general system of old-age insurance, however, is proceeding regularly, although present conditions do not favour immediate effect being given to the important reforms contemplated by the National Institute of Social Insurance: the extension of the limit of earnings up to which insurance is compulsory and the introduction of a compulsory contribution by the insured.

Sweden. — In Sweden, the reorganisation of sickness insurance and invalidity and old-age insurance has several times engaged the attention of public opinion.

The hopes of the advocates of a reform of independent subsidised
sickness insurance have not been fulfilled. In spite of the favourable reception given to the Government Bill for replacing the numerous existing insurance institutions by regional funds and local funds with a monopoly of insurance within their areas, making the furnishing of benefits in cash and kind compulsory and raising the State subsidies, the First Chamber of Parliament rejected it by a majority of one. Yielding to numerous requests from the insurance funds, however, the Government has decided to take up the proposal again, introducing certain amendments into it which are demanded, among others, by the medical organisations and which tend to reduce the cost of the system. These amendments give the Department of Labour and Social Welfare power to dispense the funds from the obligation to reimburse two-thirds of the cost of medical attendance, provide measures for avoiding any double insurance, and suggest an extension of the waiting period from three to seven days.

The two committees jointly enquiring into the reorganisation of the national pensions scheme have so far confined themselves to publishing a series of preliminary reports with the object of enabling public opinion to realise the cost of pensions insurance, the movement of population and the expense which would result from modifying the financial side of the system in force.

Switzerland. — In Switzerland attention is concentrated on old-age and survivors' insurance. The Bill of the Federal Council described in last year's Director's Report has been adopted by the National Council without essential modification. While, however, the principle of the introduction of old-age and survivors' insurance is almost unanimously accepted, the methods of carrying it out recommended by the Federal Council are still the subject of discussion. Two counter-schemes have been presented, both maintaining the national character of the system of social aid to old people and survivors. One recommends the substitution of assistance for insurance for all persons more than twenty years of age at the time of the coming into force of the Act. The other would make the right to benefits in case of old age and death conditional on the indigence of the insured person or his dependants. These two counter-proposals, after an unfavourable opinion from a committee of experts, have been rejected by the Committee of the Council of States, and it is probable that the Bill of the Federal Council will be shortly adopted by the Council of States without appreciable modification.
U.S.S.R. — In the U.S.S.R. the estimates made by the State Planning Committee for 1929-1930 contemplated stabilising the percentage of its expenditure which is assigned by the Soviet economic system towards covering social risks. The increase in the budget of the system of social insurance of the Union, estimated at 12 per cent., could only be due to the rise in wages and the increase in the number of insured persons from 10,464,500 to 11,528,400.

This policy of stabilisation explains why the amendments in Soviet social insurance legislation only deal with points of detail. It perhaps also explains the lack of interest which is apparently shown in the problems of social insurance, both among workers' organisations and in the Press.

The amendments to legislation chiefly aim at introducing greater precision into the provisions in force which are moreover extremely complex—the recent Decree regulating all questions of contributions to insurance is evidence of the anxiety of the legislator in this direction—and also at adapting the insurance enactments to the new conditions created in the rural districts by the agrarian policy of the Government.

These amendments also show the desire among the ruling circles in the U.S.S.R. to increase the relative amount of benefits granted in case of permanent incapacity at the expense of the benefit in cases of temporary incapacity, and to improve the medical service for the benefit of the insured. Thus, recent amendments in legislation make the conditions for the grant of cash benefits to insured persons in case of sickness particularly strict, so that the fraction of expenditure assigned to these benefits has been reduced from 25.5 per cent. to 24.4. per cent. The amendments also extend the field of application of old-age insurance to workers in certain branches of industry which had previously not been dealt with by the law (polygraphic industry, glass, tobacco, pottery, chemical industry), and aim at a larger financial contribution by the insurance institutions to the expenses of the public health bodies entrusted with the furnishing of medical assistance to the insured population.

Yugoslavia. — In Yugoslavia, the Ministry of Social Affairs and Public Health, encouraged by the favourable results of a consultation of the employers' and workers' organisations, has prepared a Bill amending the general social insurance Act of 1922. The Bill, which has been communicated to the Chambers of Industry and Commerce and the Labour Chambers for their opinion, maintains
the principles of the Act of 1922 but reforms the existing sickness and accident branches and creates invalidity, old-age and death branches.

Under the terms of the Bill, social insurance will remain uniform in its field of application and its organisation. All wage earners, with the exception of agricultural workers, whose annual wages do not exceed 72,000 dinars, will be compulsorily insured against the risks above mentioned. Unity in technical and administrative organisation is guaranteed by the maintenance of the Central Social Insurance Office as the sole insurer against all risks for the whole Kingdom. For the purposes of direct contact with employers and insured persons the Office will be divided into twenty-four insurance districts. Sickness and accident benefits will undergo some restrictions in certain points: fixing of a special qualifying period for sickness benefit for seasonal workers, reduction of the rate of sickness benefit for newly insured persons, reduction of pensions payable to injured persons who retain not less than half their capacity for work. These restrictions should make it possible to maintain at between 9.5 and 10 per cent. of the basic wages the rate of total contributions for covering all branches of the system—sickness and maternity, accident, invalidity, old age and death. The participation, temporarily suspended, of the representatives of employers and insured persons in the administration and supervision of the Central Office and its district organisations will be re-established by the Bill. The representatives of employers and insured persons in the administrative and supervisory bodies, however, will not be directly elected by their groups, but partly appointed on the proposal of the Chambers of Industry and Commerce on the one hand and the Labour Chambers on the other hand, and partly nominated immediately by the Minister of Social Affairs and Public Health. This Bill is clearly one of the most important social measures introduced in the course of the last few years.

**Bilaterial Treaties**

The bilateral treaties concluded in 1930, like those which have been considered in previous *Reports of the Director*, belong either to the class of conventions which are confined to guaranteeing, by way of reciprocity, equality of treatment and the maintenance of acquired rights in case of removal to a foreign country, or to the class of conventions which go further than this and, in addition
to equality of treatment and the maintenance of acquired rights, secure the preservation of rights in course of acquisition, i.e. the validity and continuity of periods during which an insured person has already paid contributions in the contracting countries.

The Conventions concluded in matters of social insurance between the Argentine Republic and Great Britain (15 November 1930), Belgium and France (23 April 1930), France and Rumania (28 January 1930) and Latvia and Lithuania (24 November 1930) belong to the first group. The first of these two Conventions, moreover, only apply to workmen's compensation for accidents. They lay down that each of the contracting countries will, in case of accident, treat the workers of the country to which it is bound on the same footing as its own nationals and provide that this principle shall also cover the surviving dependants of the victims of accidents and shall apply even in case the person or persons concerned leave the country in which the accident happened.

The Conventions concluded between France and Belgium and Latvia and Lithuania have a wider scope.

The Convention inserted in the treaty of commerce between Latvia and Lithuania guarantees equality of treatment in the matter of labour protection and social insurance and affects therefore not only workmen's compensation for accidents but also sickness insurance.

The Franco-Belgian Convention in the first place confirms the equality of treatment established by previous treaties and expressly extends it to the general system of compulsory social insurance in force in France and to the system of subsidised voluntary insurance and the systems of old-age and death insurance in force in Belgium and to all Belgian legislation which may subsequently be enacted for covering the risks of sickness, maternity, old-age, invalidity and death. This Convention, moreover—and this is one of the material points of its immediate practical interest—regulates the situation of frontier workers. These will have the benefit of the legislation of the country in which they are employed, whatever be their place of residence, the benefits, in case of sickness or maternity, being insured, subject to reimbursement, by the competent fund, specially empowered for the purpose, of the place of residence.

Only the Conventions between Germany and Austria (5 February 1930) and between France and Austria (27 May 1930), however, guarantee to insured persons who have paid contributions in each
of the contracting countries the validity of their periods of insurance by adding these together for the purpose of the acquisition of the right to benefits.

The Austro-French Treaty, which extends identity of treatment both to the general systems of social insurance and the special systems for miners and salaried employees, reserves however for special agreements, to be arranged within as short a period as possible, the method of calculation and payment of the benefits to be granted to workers whose rights arise from services performed in both countries.

The Austro-German Treaty, on the other hand, which forms a supplement to the Convention of 8 January 1926, is able, by reason of the connection between the legislations on which it relies and the similarity of the principles adopted by these legislations for defining and covering the risks insured, to regulate, independently of any agreement on detail, the manner in which insured persons passing from one country to the other will preserve any rights in course of acquisition. By the terms of this treaty, the periods of contributions completed by the same insured person in the two countries will in future be added together as soon as they amount to at least five years, whereas a minimum of ten years was previously required for the cumulation of the periods of insurance in the two countries. Further—and this is a very important element of the new treaty—the identity of treatment is extended to insurance against accidents happening to agricultural workers, so that equality of treatment in all branches of social insurance will now be absolutely complete between the nationals of the two countries.

**International Co-operation**

International co-operation was manifested in 1930 by reorganisation of the Correspondence Committee on Social Insurance, the work of the Committee on Social Charges, preparation for the European Conference on Rural Hygiene, and the Fourth International Congress of Sickness Insurance Funds.

**Correspondence Committee on Social Insurance**

It has been several times pointed out in previous Reports that the Committee of Experts on Social Insurance of the International

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1 For the composition of this Committee, cf. *supra*, First Part. Chapter II, p. 33.
Labour Office, created in 1921, no longer entirely answered to the requirements of the Office, and that it would propose to the Governing Body that it should be reorganised.

The obligations which the International Labour Office has to meet have in fact been modified and the character of its work has somewhat changed. Besides preparing for international regulations and publishing works of international documentation, regular tasks which are carried out systematically, the Office has to reply to requests for information, which amount to nearly 150 a year and are still on the increase. These requests come from Governments, central insurance institutions, workers' organisations, employers' organisations and more frequently still from persons in charge of Bills relating to social insurance in different Parliaments, and they involve not merely the collection of ordinary documentary information, but a critical examination of the experience of various countries. The Office is expected not only to indicate the solutions given to the numerous problems raised by the working of insurance systems, but also to analyse the advantages and disadvantages of the various solutions, to point out the practical difficulties met with in their application and to a certain extent to express its views on the value of them. During the last two years, in fact, Governments and workers' groups have asked the Office for even more extensive assistance. They have submitted Bills on social insurance to the Office for its opinion, before introducing them into Parliament. This was done, for instance, by the Greek Government, with a Bill for establishing compulsory insurance against accidents, sickness, invalidity, old age and death; by the Rumanian Government, with a Bill for the administrative unification of the various systems of social insurance; by the Yugoslav Government, with a draft of a Bill for amending existing legislation on social insurance; and by the Belgian National Federation of Socialist Mutual Benefit Societies, with a scheme of compulsory insurance against sickness, maternity and invalidity.

This work of critical analysis which is being increasingly expected from the Office is extremely delicate. It can only be carried out with full knowledge of the conditions in which the national institutions work. However methodically and attentively laws and regulations and reports on their application may be studied, it would be difficult and even impossible for the Office to carry out a critical study and comparison of national systems with the assurance, which is indispensable, of having complete practical information on them, unless it could avail itself of the collaboration
of a sufficient number of national experts possessing indisputable competence in the various departments of social insurance.

For these reasons the Director, in June 1930, submitted to the Governing Body a report setting out the principles of the reorganisation which appeared to him to be necessary. After consulting the national administrations and central insurance institutions, the Director was able, in October 1930, to submit to the Governing Body, which approved them, a considerable number of names of experts for appointment. The reorganisation is therefore almost complete: the Committee, which has a wide international character, comprises experts belonging to the various branches of insurance and possessing experience, some in problems of legislation or administration, others in matters of supervision, others in medical questions and others, again, in actuarial, financial and statistical questions. With a Committee so reorganised and enlarged, the Office will be in a better position to carry out all the consultations which are indispensable on the manifold aspects of insurance. In 1931, it will avail itself of the collaboration of experts in the study of certain technical problems of invalidity and old-age insurance, and particularly in the problem of the preservation of pension rights by workers who pass from one country to another, pay contributions to various national insurance institutions and are not always able to obtain the benefit of the provision they thus make against the risks concerned.

Committee on Social Charges

The Committee appointed by the Governing Body to follow the work of the Office on social charges has held two sessions, which were attended by the six members of the Committee (two appointed by the Government group, two by the Employers' group and two by the Workers' group) and by certain experts chosen from the national administrations of the countries dealt with by the investigations of the Office.

At its first session (Geneva, 24 and 25 May 1929) the Committee exchanged views on the scope of the studies on social charges. Several members of the Committee and some of the experts asked that the work should be confined to a study of the cost of social insurance, whereas some others considered that it was essential to take account of the cost of social assistance. As it was not possible

1 For the composition of this Committee, cf. supra, First Part, Chapter II, p. 26.
to reach an agreement, the Committee decided to postpone any definite decision on the matter and requested the Office to submit to it at its next session "a report explaining the different ideas put forward with regard to the proper limits of a study on social charges and indicating as far as possible the methods employed in the various countries to cover the occupational and social risks to which the workers are exposed ".

At its second session (Brussels, 13 and 14 October 1930) the Committee had before it a general report of the Office on "the elements and methods of expression of social charges" and a series of national monographs on social charges in a certain number of countries. The Committee was asked to formulate an opinion on three questions:

1. What should be the scope of the studies on social charges?
2. Is it possible at present to express social charges according to criteria allowing of international comparison?
3. Should the Office publish the national monographs on social charges which it has already prepared?

Scope of the studies on social charges. — The Committee was unanimously of opinion that the studies should go beyond the sphere of social insurance and cover the cost of social services. This, in fact, had been the course followed by the Office, which, for the preparation of the national monographs submitted to the Committee, had taken into consideration social services of insurance and assistance satisfying both the following criteria:

(a) That their object is to cover one of the following risks: industrial accidents, occupational diseases, sickness, maternity, invalidity, old age, death, involuntary unemployment and family charges;
(b) That they are established on behalf of classes of the population consisting mainly of wage earners or persons of small means working on their own account.

Although this formula was not considered completely satisfactory, the Committee approved it in the absence of a better one, but asked the Office not to interpret it too rigidly. The Committee further indicated that it might itself draw up a detailed list of the social services to be taken into consideration in the studies of the Office on social charges.

Expression and international comparison of social charges. — In its report the Office had examined the various criteria which might be adopted in order to measure social charges and the social protection afforded by national legislation and institutions. It arrived at the following conclusion:
It has been impossible to express the cost of social services in such forms and by such methods as would illustrate either the extent of the charges or the level of social protection.

(a) Criteria that could be applied are of no value or of very little significance. This applies for instance to the following criteria: average expenditure per occupied person; average expenditure per head of population; average expenditure per actual beneficiary.

(b) Criteria that would result in a useful expression of the level of charges and the level of protection cannot be applied for lack of data. This applies, for instance, to the following criteria: ratio of the cost of social services to the national income; ratio of the cost of social services to the value of national production; ratio of the remuneration of labour (including social expenditure) to the cost of production.

No member of the Committee criticised or contested the analysis of the facts or the conclusions drawn from them by the Office. The Committee did not, however, formally approve this part of the Office's report.

Some members of the Committee seemed to think that the Office's report was perhaps rather pessimistic and the conclusions reached rather too absolute. Though they did not definitely say so, these members seemed to feel that the difficulties at present encountered in expressing social charges, through the absence or insufficiency of information concerning the criteria which might be applied in order to reach conclusions of any value, might be overcome in the future through further investigations undertaken with the co-operation of national administrations.

On the other hand, the Committee found that, on the basis of the information at present available from the different countries, it was impossible to make any international comparison of social charges, and that it was the duty of the Office to make this known and thereby warn individuals, administrations or associations which might be tempted to make such international comparisons, which would inevitably lead to erroneous conclusions.

Publication of national monographs on social charges. — The Office had submitted to the Committee national monographs on social charges in the following countries: Czechoslovakia, Denmark, France, Germany, Great Britain, Italy, Norway, Poland and Sweden. These monographs comprised nearly 500 pages of analyses of legislation and more than 300 statistical tables.

The members of the Committee unanimously recognised the great amount of work done by the Office both in collecting a considerable
mass of information and in presenting it in as systematic and uniform a manner as possible for all the countries concerned.

On being asked to pronounce an opinion on the utilisation of the monographs already prepared, the Committee unanimously decided to suggest to the Governing Body that they should not be published.

The Committee found, in fact, that, in spite of the very extensive assistance received from national administrations, the Office had not been able to obtain for all the countries analogous and complete information on the social services rendering the same assistance to the same classes of the population, and that for many of the countries the monographs were incomplete in important respects and might give rise to misleading international comparisons.

Publication of a year-book on social services. — The Committee expressed the opinion that the preparation of the national monographs on social charges had provided valuable experience and that the proper conclusions should be drawn from the information so obtained. It considered that the collection of information on the financing and cost of social services was one of the most important duties of the Office, and that research in this field should be neither abandoned nor suspended but continued on fresh lines.

In the opinion of the Committee, the Office should continue to collect information on services for social insurance and social assistance and publish it periodically, annually if possible, in the form of a kind of year-book.

The Committee considered in detail and definitely specified the social services to be taken into account for the preparation of such a year-book and the information which it should contain for each social service.

In the opinion of the Committee a year-book prepared on the lines thus indicated would be of undoubted value to public administrations and associations of employers and workers, since it would give them a general view of the social services in each country and of their development, and would also enable the special publications of the Office, particularly those relating to social insurance, which can only be published at long intervals, to be periodically brought up to date.

The report of the Committee has been transmitted to the Governing Body, which will have to decide on the principle of the publication of a Year-book of Social Services and if its decision is in the affirmative, to indicate the social services which should be
taken into consideration and also to place at the disposal of the Office sufficient funds for carrying out the scheme prepared by the Committee.

**European Conference on Rural Hygiene**

During its session in October 1930 the Council of the League of Nations approved a proposal made by the Spanish Government inviting the League of Nations to convene in Geneva a conference of representatives of European States to carry out a technical study on an international basis into questions concerning hygiene in rural areas. The Council decided that the Conference should meet in Geneva on 29 June 1931. The following questions have been placed on the agenda: guiding principles and suitable methods of ensuring effective medical assistance in rural districts; most effective methods of organising health services in rural districts; and improvement of rural districts—most effective and cheapest methods.

The Council decided to entrust the preparation of the Conference to a Preparatory Committee composed of several members of the Health Committee, a representative of the International Labour Office and a representative of the International Institute of Agriculture. The Office took part in the meeting of the Preparatory Committee which was held in Paris on 8 and 9 December 1930 for examining various problems which might be considered as falling under the three questions placed on the Agenda. It appears from this examination that the European Conference on Rural Hygiene will probably be called upon to discuss the important problem of the relations between sickness insurance funds and public health services in rural districts. The representative of the Office has therefore asked the Preparatory Committee to propose to the Governments that a place should be reserved in the national delegations for representatives of social insurance institutions covering agricultural workers. The Office has also communicated to the national unions of social insurance institutions comprising exclusively or principally agricultural workers all necessary information as to the date, agenda and organisation of the European Conference on Rural Hygiene.

**International Conference of Sickness Insurance Funds**

The International Conference of Sickness Insurance Funds and Mutual Benefit Societies held its fourth annual congress at Dresden from 19 to 22 October 1930, when about 200 delegates attended.
Three questions were placed on the agenda: the position of sickness insurance throughout the world, methods of supervision of the medical service in sickness insurance, and sickness insurance and the campaign against social diseases.

After considering the position in each country, the President of the International Committee concluded that

sickness insurance is at present suffering severely from the effects of economic depression and political crises. The argument that social charges are too heavy is immediately raised against any move towards social progress. The organisation of the medical service encounters serious difficulties in many countries. The independence of insurance funds is often threatened, limited and even destroyed in States in which democracy has not definitively triumphed.

The report gave rise to a lengthy debate, in the course of which the representatives of some twelve national federations of sickness insurance funds explained the position of insurance in their countries and voiced their anxieties or hopes. All the speakers expressed their confidence in the future of social insurance, their attachment to the principle of the independence of insurance institutions and their conviction that the retrogression brought about in some countries by the economic depression or by political crises would be of a temporary character, that the difficulties could be overcome by the action of the great masses of insured persons organised in powerful federations, and that insurance would more and more become an essential element in the economic and social edifice of every country desirous of giving its working population the protection to which it was entitled.

The report on methods of supervision of medical services in sickness insurance led to a considerable discussion, which brought out a number of principles of organisation of supervision, accepted by the representatives of sickness insurance funds from all countries, notwithstanding the variety of national systems. The representatives of all the national federations unanimously declared that sickness insurance should provide insured persons with medical treatment and pharmaceutical benefits, and that the replacement of benefits in kind by cash benefits was merely an expedient the general extension of which would seriously compromise the value of insurance as an instrument for the protection of the health of the workers. The delegates recognised that the grant of benefits in kind might give rise to certain abuses, the extent of which was, however, obviously exaggerated by the opponents of insurance, that a permanent supervision should be exercised by the funds over insured persons and doctors with a view to the removal and
prevention of such abuses, and that legislation should give the funds the powers and liberty of action necessary for an effective organisation of such supervision.

In the consideration of the report on sickness insurance and the campaign against social diseases, an important discussion took place on the delicate problem of the co-operation between sickness insurance funds, public health services and private welfare and health associations. This problem has become urgent in a certain number of countries in which the creation of organs of co-operation between the three classes of institutions in question is under consideration. All the delegates were agreed in recognising that, for the purposes of rational and effective organisation of the campaign against social diseases, co-operation between insurance funds, public health services and private associations was necessary. All were likewise agreed in affirming that such co-operation should not interfere with the independence of the insurance funds, should not separate the provision of cash benefits from that of medical benefit, and should not result in transferring to the insurance funds charges which should normally be borne by the State. Further, all the speakers insisted on the pioneer part played by sickness insurance in the campaign against social diseases, and declared that sickness insurance funds should obtain, in any organs of co-operation which might be created, a share in management corresponding to the preponderance of their financial efforts and to the large number of workers whom they represent and protect.

INTERNATIONAL REGULATIONS

Convention concerning workmen's compensation for accidents (1925)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Estonia. — The Riigikogu has taken note of the Convention.

Recommendation concerning the minimum scale of workmen's compensation (1925)

(Communication to the Secretary-General of the League of Nations)


The information given here relates only to 1930. See the tables appended to this volume for the general situation in respect of the Conventions concerning social insurance.
(Other Information)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Recommendation concerning jurisdiction in disputes on workmen's compensation (1925)

(Communication to the Secretary-General of the League of Nations)


(Other Information)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents (1925)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Estonia. — Ratification registered on 14 April 1930.

Irish Free State. — Ratification registered on 5 July 1930.

Recommendation concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents (1925)

(Communication to the Secretary-General of the League of Nations)


(Other Information)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning sickness insurance for workers in industry and commerce, and domestic servants (1927)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Bulgaria. — Ratification registered on 1 November 1930.

Canada. — Order-in-Council determining how far the questions raised come within the competence of the Dominion Parliament or the competence of the Provincial Legislatures. Convention transmitted to the Governments of the Provinces.

Colombia. — The Government has asked Congress to approve ratification.

Estonia. — The Riigikogu has taken note of the Convention.

Finland. — Parliament decided on 7 February 1930 to postpone ratification.

Japan. — The Privy Council decided on 19 March 1930 not to adopt this Convention immediately.
**Convention concerning sickness insurance for agricultural workers (1927)**

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Bulgaria. — Ratification registered on 1 November 1930.

Canada. — Order-in-Council determining how far the questions raised come within the competence of the Dominion Parliament or the competence of the Provincial Legislatures. Convention transmitted to the Governments of the Provinces.

Colombia. — The Government has asked Congress to approve ratification.

Estonia. — The Riigikogu has taken note of the Convention.

Finland. — Parliament decided on 7 February 1930 to postpone ratification.

Japan. — The Privy Council decided on 19 March 1930 not to adopt this Convention immediately.

Yugoslavia. — The competent legislative authority has pronounced against ratification.

**Recommendation concerning the general principles of sickness insurance (1927)**

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order-in-Council determining how far the questions raised come within the competence of the Dominion Parliament or the competence of the Provincial Legislatures. Recommendation transmitted to the Governments of the Provinces.

**Conclusions**

From the above review of national legislation, international co-operation, facts and movements of ideas, two conclusions may be drawn. The economic depression has caused a halt in the development of social insurance and rendered more difficult the working of the institutions, but the principle of insurance itself has not been called in question, the progress already effected has been maintained, and, notwithstanding difficulties, often of a serious character, the insurance funds continue to carry out their work.

New legislative enactments establishing systems of compulsory insurance have not been numerous; and important Government schemes have become more rare. Further, the adoption of important reforms prepared some time ago has been postponed and the application of legal provisions already finally adopted has been delayed. The reason for such postponement and delays is always the economic depression and unemployment, which compel States to restrict their budgets and move employers to cut down wages and call for a lightening of the burdens of social insurance.

The economic depression and unemployment have also exercised
an influence on the working of existing social insurance institutions by diminishing their resources and increasing their expenses.

The resources of insurance institutions have been diminishing because the amount of wages subject to contribution has decreased. The numerous unemployed do not pay contributions and the unemployment insurance funds do not always pay on their behalf. The wages of insured persons still in employment are sometimes subjected to considerable reductions. In consequence of the depression in business the contributions of employers are frequently in arrear. Governments reduce their financial participation and in some cases even fail to pay the subsidies promised.

At the same time the expenses of the institutions have been increasing. The unemployed apply to sickness insurance funds, if no unemployment insurance exists, or when they have exhausted their rights to benefit under such insurance. Privation diminishes the resistance of the unemployed to disease, and the sickness rate increases. Claims for invalidity pensions become more frequent among workers of advanced years who have lost their employment, and who, by reason of their age, are afraid they will be unable to find other employment on an overcrowded labour market which does not offer employment even to younger workers.

In face of this twofold movement of reduction of resources and increase of expenses, the insurance institutions are compelled to practise a policy of severe economy. They organise stricter and more frequent examinations of members in receipt of sickness benefits and in some countries they have introduced participation of the insured in medical and pharmaceutical expenses. As, moreover, the legally obligatory cash benefits and expenses of medical treatment absorb all or nearly all the available funds, the amounts assigned to optional expenses for the establishment of health equipment and the organisation of prevention have been cancelled or considerably reduced, and this has caused an appreciable and regrettable modification of the policy pursued by social insurance institutions during the last few years.

The international co-operation between insurance funds inaugurated in 1927 is developing normally, but has felt the direct influence of the economic depression. The exchange of experiences between national institutions has concerned itself with the practical organisation of supervision for the prevention and removal of abuses and with the better distribution of functions between the public health services and the insurance funds, with a view to lightening the charges on insurance.
As might have been foreseen, the slower process of national legislation has been accompanied by a diminution in the number of ratifications of international Conventions. At a time when existing insurance institutions are meeting with financial difficulties, and when proposals are being made for a diminution of contributions, Governments hesitate to introduce into their legislation the amendments, in some cases of a comparatively trifling nature, which would be necessary to meet the requirements of the Conventions, and to bind themselves by international engagements.

In spite, however, of very real difficulties, social insurance has not suffered any appreciable retrogression. There is no question anywhere of repealing legislation or of abolishing institutions. Even in countries where the depression is particularly severe in extent and duration, social insurance is still regarded as one of the principal departments of social law and as the most rational and effective means of securing a means of subsistence, modest but conserving self-respect—what might be called a right to live—for sick and incapacitated workers, old people and orphans.
CHAPTER IV

WAGES

Statistical Study of Wages

GENERAL STATISTICS

It is hardly necessary to emphasise the importance of the problem of wages as a factor in social questions. From the point of view of the workers the problem is bound up with that of the standard of living. From the point of view of the employers it is closely connected with the question of costs of production and consequently with that of national and international competition.

The Office has always devoted special attention to this fundamental problem. Prudence is necessary in dealing with it because of its great complexity. All the investigations of the Office in this sphere are based on statistics: statistics of nominal wages and statistics of real wages.

For the purpose of comparison of the movement of wages within each country the Office has for some time past published statistical tables showing the movement of wages since the war. A summary of those tables is given below. Statistics showing changes in the cost of living over a period of several years are also given for purposes of comparison.
MOVEMENTS IN THE GENERAL LEVEL OF WAGES

TABLE I. — INDEX NUMBERS OF MONEY WAGES

<table>
<thead>
<tr>
<th>Date</th>
<th>Africa</th>
<th>Canada</th>
<th>America</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>South Africa</td>
<td>Industry, Commerce</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Men</td>
<td>Skilled men</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Weekly rates</td>
<td>Hourly rates</td>
</tr>
<tr>
<td>1914</td>
<td></td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>1924</td>
<td></td>
<td>133</td>
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<td>134</td>
<td>193</td>
</tr>
<tr>
<td>1930</td>
<td></td>
<td>194</td>
<td>188</td>
</tr>
<tr>
<td>1929 III</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>VI</td>
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<td>*</td>
<td>*</td>
</tr>
<tr>
<td>XII</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>1930 III</td>
<td>*</td>
<td>*</td>
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<tr>
<td>VI</td>
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</table>

1See footnotes, p. 324.
MOVEMENTS IN THE GENERAL LEVEL OF WAGES

### TABLE I. — INDEX NUMBERS OF MONEY WAGES

<table>
<thead>
<tr>
<th>Date</th>
<th>Asia *</th>
<th>Europe</th>
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<tbody>
<tr>
<td></td>
<td>Japan</td>
<td>Germany</td>
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<tr>
<td></td>
<td>Industry</td>
<td>Industry</td>
</tr>
<tr>
<td></td>
<td>Men and women</td>
<td>Skilled men</td>
</tr>
<tr>
<td></td>
<td>Daily rates</td>
<td>Hourly rates</td>
</tr>
<tr>
<td>1914</td>
<td>*</td>
<td>100</td>
</tr>
<tr>
<td>1924</td>
<td>*</td>
<td>106</td>
</tr>
<tr>
<td>1925</td>
<td>*</td>
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<td>100</td>
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<td>1927</td>
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<td>102</td>
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<td>1928</td>
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<td>105</td>
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<td>97</td>
<td>99</td>
</tr>
<tr>
<td>1929 III</td>
<td>99</td>
<td>107</td>
</tr>
<tr>
<td>1930 III</td>
<td>97</td>
<td>103</td>
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</tbody>
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* See footnotes, p. 324.
**MOVEMENTS IN THE GENERAL LEVEL OF WAGES**

**TABLE I. INDEX NUMBERS OF MONEY WAGES**

<table>
<thead>
<tr>
<th>Date</th>
<th>Finland</th>
<th>France</th>
<th>Ireland</th>
<th>Italy</th>
<th>Latvia: Riga</th>
<th>Poland</th>
<th>Rumania</th>
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<td>Industry</td>
<td>Agriculture</td>
<td>Industry</td>
<td>Industry</td>
<td>Industry, Commerce</td>
<td>Agriculture</td>
</tr>
<tr>
<td></td>
<td>Men and women</td>
<td>Paris</td>
<td>Various other towns</td>
<td>Men</td>
<td>Men</td>
<td>Men and women</td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>1914</td>
<td>100</td>
<td>100</td>
<td>(100)</td>
<td>(100)</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>1924</td>
<td>1,188</td>
<td>440</td>
<td>379</td>
<td>570</td>
<td>477</td>
<td>219</td>
<td>81</td>
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<td>474</td>
<td>411</td>
<td>607</td>
<td>504</td>
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<td>*</td>
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<tr>
<td>1926</td>
<td>1,285</td>
<td>583</td>
<td>510</td>
<td>700</td>
<td>584</td>
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<td>1,335</td>
<td>585</td>
<td>513</td>
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<td>593</td>
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<td>526</td>
<td>750</td>
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<td>108</td>
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<td>1930</td>
<td>—</td>
<td>774</td>
<td>668</td>
<td>891</td>
<td>732</td>
<td>—</td>
<td>103</td>
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</table>

| 1929 | III | * | * | * | * | * | 100 | 107 | 111 | 118 | 2,739 | 170-175 | * |
| VI  | * | * | * | * | * | * | 103 | 107 | 113 | 120 | 2,785 | 170-175 | * |
| IX  | * | * | * | * | * | * | 103 | 108 | 115 | 120 | 2,781 | 170-175 | * |
| XII | * | * | * | * | * | * | 102 | 108 | 114 | 121 | 2,754 | 170-175 | * |

| 1930 | III | * | * | * | * | * | 101 | — | — | 121 | — | 170-175 | * |
| VI  | * | * | * | * | * | * | 103 | — | — | 121 | — | 170-175 | * |
| IX  | * | * | * | * | * | * | 100 | — | — | 121 | — | 170-175 | * |
| XII | * | * | * | * | * | * | 96 | — | — | 121 | — | 170-175 | * |

1 See footnotes, p. 324.
<table>
<thead>
<tr>
<th>Date</th>
<th>Europe (concluded)</th>
<th>Oceania</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Sweden</td>
<td>Australia</td>
</tr>
<tr>
<td></td>
<td>Industry and Trade</td>
<td>Industry</td>
</tr>
<tr>
<td></td>
<td>Agriculture</td>
<td>Agriculture</td>
</tr>
<tr>
<td>Men</td>
<td>General index</td>
<td>Men</td>
</tr>
<tr>
<td></td>
<td>Men and women</td>
<td>and women</td>
</tr>
<tr>
<td></td>
<td>Hourly</td>
<td>Hourly</td>
</tr>
<tr>
<td></td>
<td>earnings</td>
<td>earnings</td>
</tr>
<tr>
<td></td>
<td>Daily</td>
<td>Daily</td>
</tr>
<tr>
<td>1914</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>1924</td>
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<td>258</td>
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<tr>
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<td>265</td>
</tr>
<tr>
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<td>268</td>
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<td>268</td>
<td>270</td>
</tr>
<tr>
<td>1928</td>
<td>272</td>
<td>273</td>
</tr>
<tr>
<td>1929</td>
<td>278</td>
<td>283</td>
</tr>
<tr>
<td>1930</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1929</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1930</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1 It should be noted that the index numbers based on rates, those based on hourly earnings, and those based on weekly earnings, have not exactly the same meaning. For complete information as to the source, scope and method of compilation of these index numbers and for the money wages on which they are based, see *International Labour Review*, April 1929, pp. 331-357, July 1929, pp. 115-119, January 1931, pp. 70-78.

The base period for these index numbers is generally 1914 = 100, except for the index numbers for Canada (Industrial, 1913), Japan (1926), Germany (1913-1914), Estonia (1923), France (1911), Italy (1928-1929), Poland (1927), Sweden and Switzerland (1913).

(a) 1920-1922: 31.XII; 1923-1926: 30.IX. (b) IX. (c) Yearly averages. (d) IV-VI. (e) Monthly averages. (f) 1920-1922: I-XII; 1923-1929: IV-VI. (g) Quarterly averages. (h) VI. (i) 1921: II; 1922-1923: X. (j) End of month. (k) 30.IX. (l) 31.III.

The sign * signifies: "no figures exist." The sign — signifies: "figures not yet received."
## Table II. — Index Numbers of Real Wages

<table>
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<tr>
<th>Dates</th>
<th>South Africa</th>
<th>Australia</th>
<th>Estonia</th>
<th>United States</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men</td>
<td>Adult male workers</td>
<td>Men and women</td>
<td>Men and women</td>
</tr>
<tr>
<td></td>
<td>Weekly rates</td>
<td></td>
<td>Hourly earnings</td>
<td>Earnings</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Full time</td>
<td>Allowing for unemployment</td>
<td>Hourly</td>
</tr>
<tr>
<td>1914.</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>1924.</td>
<td>101</td>
<td>116</td>
<td>115</td>
<td>91.8</td>
</tr>
<tr>
<td>1925.</td>
<td>101</td>
<td>114</td>
<td>113</td>
<td>92.8</td>
</tr>
<tr>
<td>1926.</td>
<td>103</td>
<td>113</td>
<td>115</td>
<td>92.4</td>
</tr>
<tr>
<td>1927.</td>
<td>102</td>
<td>118</td>
<td>114</td>
<td>97.1</td>
</tr>
<tr>
<td>1928.</td>
<td>103</td>
<td>118</td>
<td>114</td>
<td>97.1</td>
</tr>
<tr>
<td>1929.</td>
<td>104</td>
<td></td>
<td></td>
<td>95.9</td>
</tr>
<tr>
<td>1930.</td>
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<td></td>
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</table>

<table>
<thead>
<tr>
<th>Dates</th>
<th>Germany</th>
<th>Poland</th>
<th>United Kingdom</th>
<th>Sweden</th>
<th>Czechoslovakia (Prague)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Skilled workers (men and women)</td>
<td>Men and women</td>
<td>Men and women (adults and young persons)</td>
<td>Earnings</td>
<td>Men and women</td>
</tr>
<tr>
<td></td>
<td>Hourly rates</td>
<td>Weekly rates</td>
<td>Weekly rates</td>
<td>Daily</td>
<td>Yearly</td>
</tr>
<tr>
<td>1914.</td>
<td>100</td>
<td>*</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>1924.</td>
<td>*</td>
<td>127.2</td>
<td>100</td>
<td>123</td>
<td>121</td>
</tr>
<tr>
<td>1925.</td>
<td>96</td>
<td>109.7</td>
<td>101</td>
<td>125</td>
<td>123</td>
</tr>
<tr>
<td>1926.</td>
<td>103</td>
<td>97.7</td>
<td>103</td>
<td>130</td>
<td>128</td>
</tr>
<tr>
<td>1927.</td>
<td>105</td>
<td>100</td>
<td>102-105</td>
<td>130</td>
<td>131</td>
</tr>
<tr>
<td>1928.</td>
<td>107</td>
<td>107.8</td>
<td>103-106</td>
<td>132</td>
<td>129</td>
</tr>
<tr>
<td>1929.</td>
<td>110</td>
<td>115.0</td>
<td>106-109</td>
<td>137</td>
<td>137</td>
</tr>
<tr>
<td>1930.</td>
<td>116</td>
<td>126.2</td>
<td>110-113</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1929 III</td>
<td>106</td>
<td>113.3</td>
<td>105-108</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>VI</td>
<td>110</td>
<td>115.0</td>
<td>106-109</td>
<td>*</td>
<td>*</td>
</tr>
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<tr>
<td>XII</td>
<td>111</td>
<td>115.4</td>
<td>102-105</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>1930 III</td>
<td>115</td>
<td>123.0</td>
<td>108-111</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>VI</td>
<td>116</td>
<td>126.2</td>
<td>110-113</td>
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<tr>
<td>IX</td>
<td>116</td>
<td>124.0</td>
<td>109-112</td>
<td>*</td>
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</tr>
<tr>
<td>XII</td>
<td>*</td>
<td>122.7</td>
<td></td>
<td>*</td>
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</tr>
</tbody>
</table>

1 For the meaning of these data, their scope, sources and method of compilation, see the remark given with Table I.

The basic period of these index numbers is generally 1914 with the exception of those for Germany (1913-1914) and Sweden (1913).

(a) Annual averages. (b) 1924-1927 and 1930: IV-VI: 1928 and 1929: I-XII.

The sign * signifies: "no figures exist." The sign — signifies: "figures not yet received."
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<tr>
<th>Country</th>
<th>Currency</th>
<th>1925 (a)</th>
<th>1927 (a)</th>
<th>1929 (a)</th>
<th>1925 (b)</th>
<th>1927 (b)</th>
<th>1929 (b)</th>
</tr>
</thead>
<tbody>
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<td>Germany, Ruhr</td>
<td>RM</td>
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<td>8.42</td>
<td>10.04</td>
<td>9.72</td>
<td>11.04</td>
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<td>Old Silesia</td>
<td></td>
<td>5.73</td>
<td>—</td>
<td>7.39</td>
<td>7.35</td>
<td>8.44</td>
<td></td>
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<tr>
<td>Saxony</td>
<td></td>
<td>6.66</td>
<td>7.64</td>
<td>8.93</td>
<td>8.56</td>
<td>9.83</td>
<td></td>
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<tr>
<td>Belgium</td>
<td>Fr.</td>
<td>31.18</td>
<td>32.49</td>
<td>48.50</td>
<td>51.00</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>France</td>
<td>Fr.</td>
<td>30.34</td>
<td>32.38</td>
<td>38.73</td>
<td>41.45</td>
<td>42.34</td>
<td>45.63</td>
</tr>
<tr>
<td>Great Britain</td>
<td>s. d.</td>
<td>11 6</td>
<td>12 0</td>
<td>11 1</td>
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### Underground workers

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1 The figures in the above table are based on special enquiries made by the International Labour Office. See Wages and Hours in the Coal-mining Industry (in 1925) (Studies and Reports Series D, No. 18, Geneva, 1928); Wages and Hours of Work in the Coal-mining Industry in 1927; International Labour Review, October 1929; Wages and Hours in the Coal-mining Industry in 1929; International Labour Review, May 1931.

The figures are based on the total earnings in coal-mines including allowances and the estimated value of coal and housing, free or at reduced rates, and of paid holidays. The figures in columns (a) exclude, those in columns (b) include the amount of employers' contributions to social insurance.
### TABLE IV. — INDEX NUMBERS OF COST OF LIVING

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* See footnotes, p. 329.
## TABLE IV. — INDEX NUMBERS OF COST OF LIVING

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1 See footnotes, p. 329.
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(a) Yearly averages; (b) VI; (c) 1913; (d) 15th of preceding month to 15th of current month; (e) 1924-1930: IV, VII, X, I; (f) Quarterly averages; (g) XII; (i) First of the following month: Great Britain, Luxembourg, U.S.S.R.; (j) Years: VIII; quarters: II, V, VIII, XI.

1 Canada, China (Pekin, Shanghai): 1926 = 100. 2 Chile: base, March 1928. 3 India: since 1927 basic prices expressed in terms of the rupee of 1913 (gold index). 4 Bulgaria, years: 65 towns, excluding rent; months: 12 towns, excluding rent and clothing. 5 Greece: since stabilisation gold index. 6 Italy, Netherlands, U.S.S.R.: change in method of calculation. 7 Netherlands: base 1911-13. 8 Base 1923-1927 = 100. 9 1921 = 100.
Research work into comparative wage levels and the compilation of fresh series of wages statistics in different countries and different industries have been actively carried on during the past year. International comparisons of real wages have been continued without modification at intervals of six months on the new basis adopted in 1929. They have continued to attract considerable attention. A number of proposals have been put forward for extending their scope of application, and if possible widening and perfecting the basis and methods of comparison.

During 1930 the Governing Body of the International Labour Office decided to set up a Committee to consider how the statistics could be improved. The Committee met at Geneva in December 1930 and adopted certain recommendations which it considered should as far as possible be carried out immediately. It also made other suggestions for the further development and improvement of the statistics, and recommended that these should be submitted to a conference of official representatives of those countries which had hitherto collaborated in the statistical work of the Office or whose collaboration was desirable. The immediate steps which were recommended included the collection of information showing the total remuneration of the workers or in other words, their actual earnings, rather than wage rates, the extension of the list of industries and occupations on which the comparisons were based, the inclusion of rent in the list of articles on the basis of which purchasing power was calculated, the making of the calculations not on the basis of a uniform budget for all countries but on that of a series of budgets representing different national customs or habits, and publication of the results once a year instead of twice as up to the present.

The office has already begun to put these suggestions into practice for 1931. It proposes to continue to collect and tabulate the figures supplied by the statistical authorities twice a year (in January and July) so as to make allowance for seasonal variations in prices and wages, but it will only calculate the index numbers once a year. A Conference of Government Statistical Experts is to meet on 20 May 1931 to consider the Committee's latest suggestions. The Office regarded the extension and improvement of its wage statistics, which was carried out in 1929, as

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1 For the composition of the Committee, cf. supra, First Part, Chapter II, p. 27.
only one stage in their development. It was therefore very glad to receive suggestions for their further improvement.

**Special Studies**

In addition to these general comparisons the International Labour Office has continued its studies of wages in certain special industries. It was asked to study conditions of work in coal-mines, and it accordingly undertook special enquiries into wages in that industry for 1925 and 1927. In 1930 it collected figures for 1929 on the same basis. The results of these three enquiries will no doubt be of great value to the Conference when it discusses the problems connected with this important industry in May and June 1931.

The International Labour Office has made preparations for a similar enquiry relating to the textile industry. A detailed questionnaire was drafted by a Committee set up by the Governing Body and was sent to all the Governments concerned with a request that they should state whether they thought it possible to reply to the questionnaire. It is expected that all the replies will have been received before long, and they will then be submitted to the Committee. It is hoped that a final questionnaire will then be drawn up in the light of the views of Governments, and that it will thus be possible to make satisfactory comparisons.

**Purchasing Power of Wages**

*The Enquiry for the Ford Motor Company.* — When comparisons are made between wages paid in different currencies it is not sufficient to convert them all into the same currency. Account must also be taken of their comparative purchasing power. The international comparisons of real wages which were mentioned above only take cash wages as the basic element in the calculation. The Office frequently receives enquiries concerning the comparative cost of living in different countries. One such enquiry in particular was made by the Ford Motor Company Ltd. in London in 1929. The object of the enquiry was to decide what wages should be paid in 17 specified European towns so that the average worker might have the same standard of living as an average

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1 Cf. the table showing the results of these three enquiries, p. 326.
worker in Detroit receiving $7 a day for a five-day working week. Reference was made in last year’s Report of the Director to the scope of the enquiry and the generous participation of the Americans in the expense involved. A special enquiry into the standard of living of workers in the Ford Works was carried out at Detroit in 1930 by the agents of the Federal Bureau of Labor Statistics. The results reached the Office at the end of June 1930. They were analysed, tabulated, translated and so adapted as to be understood in the European countries covered by the enquiry. Members of the staff of the International Labour Office visited most of the towns mentioned in the request. The Statistical Section made arrangements for the enquiry to be carried out in collaboration with national or local statisticians. In each case the necessary modifications were made in the table prepared on the basis of the information from Detroit so as to make allowance for climate and other factors liable to influence the manner of life of the workers. In order that the enquiry might be as accurate as possible the Office sent the administrations concerned samples of clothing, household utensils, etc., obtained from Detroit. The competent authorities of each of the countries concerned gave the Office valuable assistance by supplying the necessary figures or carrying out special enquiries. The time required for obtaining the information has been rather longer than was expected; in one or two countries the work has only just been begun. In the case of most towns, however, the enquiries are completed or nearly completed, and it is hoped that the information for which the Ford Motor Company asked will be supplied in the near future.

The Office realises the difficulty of making comparisons of this kind, and the need for precaution in collecting the information and for reservations when it is published. At the same time, however, it is convinced that the enquiry will be of use not merely to the firm which asked for the information, but also to the industry of all countries in general.

Wages Policy

Minimum Wages

The raising of the standard of living of the lowest-paid workers is one of the duties laid down for States by the Treaty of Peace. There are other considerations of an economic nature in favour of doing this. If the physical condition of the workers is improved,
their capacity to work, and consequently their output, increases, and this in turn decreases costs of production. The raising of very low wages also tends to improve output because although the employers have higher wages to pay, they can effect economies by better administration, improved organisation of work, increased use of machinery, and the development of inventions. Low wages do not necessarily mean low costs of production. Ill-paid work is expensive in the long run.

National Regulations

Great Britain. — In this country 99,732 employers and 1,249,500 workers come under Trade Boards. 70 per cent. of these workers are women or girls. In Northern Ireland, 3,082 employers and 53,909 workers, 89 per cent. of whom are women or girls, come under the Trade Boards.

On 23 July 1930, giving evidence before the Royal Commission on Labour in India regarding minimum wage legislation and the working of the Trade Boards in Great Britain, Mr. F. W. Leggett, Principal Assistant Secretary, General Department, Ministry of Labour, said that one of the main results of the setting up of Trade Boards had been the bringing of the backward employers somewhere nearer the level of the better employers. Enquiries had shown that the rates established by the Trade Boards had not had any unfavourable effect on trade. The minimum rates had not been regarded as maximum rates and some industries, such as the chocolate industry, paid higher rates. Employers who were covered by the Trade Boards had shown no desire to be released.

The cumulative effect of the Trade Boards' work had been that the higher standard created had tended to make other workers and other industries improve their standards. Further, the standardising of wages in a trade indirectly expedited other standardisation in classification of jobs and processes and in the spreading of knowledge and ideas concerning industry.

South Africa. — In a Report of the Wage Board of the Union of South Africa Department of Labour, figures are given showing that the low wages paid in the sweet manufacturing industry in

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Capetown resulted not in a lower but in a higher average wage cost in proportion to turnover there than prevailed in centres where wages prescribed in the Board's determination had been duly paid. Capetown employers urged against the Board's determination that coloured female workers available there could not be worth the same wage as European workers doing similar work in East London or Johannesburg. The Board replied that this contention could not be supported by facts. "Low wages", it said, "inevitably tend to produce low returns. The effects of improvement in wages and conditions of employment in improved results have been overwhelmingly established..... In Capetown itself exactly the same arguments as are now raised by sweet manufacturers were raised by the clothing manufacturers against the wages proposed by the Board for that industry. The majority of the employees in the clothing industry in Capetown were coloured and many receiving wages at least as low as, if not lower than, those which were being paid in the sweet manufacturing industry. Notwithstanding these objections, a determination was made for the clothing industry, and the manufacturers in it have, with insignificant exceptions, faithfully observed the determination."  

The Board refers to its dealing in 1926 with objections of clothing manufacturers on this point. It refused to allow one section of the country to have a scale of wages reducing the standard of living established as affording a civilised basis of existence elsewhere, its policy being to see that labour was not exploited in one district to keep down the standard in another. It did not agree that coloured people could not be trained to do work which would entitle them to a wage on which a white person could live according to civilised standards. "What the Board said then as to the clothing industry had been fully borne out by experience". Between 1926 and 1929 the number of coloured workers in the industry rose from 1,144 out of 1,821 to 1,759 out of 2,971. "Coloured employees in that industry must therefore be considered worth the wage which has to be paid to them and they have evidently responded by showing themselves capable, in more satisfactory conditions than they previously enjoyed, of giving better returns than was generally considered possible."  

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1 Ibid., pp. 54 and 55.
2 Ibid., p. 56.
International Regulations

Convention concerning the creation of minimum wage fixing machinery (1928)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order-in-Council determining how far the questions involved are within the competence of the Parliament of Canada or the Provincial legislatures; Convention transmitted to the Governments of the Provinces.

China. — Ratification registered on 5 May 1930.

Colombia. — The Government has asked Congress to ratify.

Finland. — In accordance with the views expressed by the Riksdag, Government decided on 28 March 1930 not to ratify at present.

France. — Ratification registered on 18 September 1930.

Irish Free State. — Ratification registered on 3 June 1930.

Italy. — Ratification registered on 9 September 1930.

Japan. — The Privy Council decided on 19 March 1930 not to ratify the Convention at present.

Luxembourg. — The Council of State has given an opinion favourable to ratification.

Netherlands. — A Bill reserving to the Crown the right to ratify was adopted by the Second Chamber of the States-General on 14 October 1930. A draft Bill providing for the creation of minimum wage fixing machinery for home-working trades has been submitted to the Supreme Labour Council.

Spain. — Ratification registered on 8 April 1930.

Uruguay. — Ratification authorised by a Decree of 22 May 1930.

Yugoslavia. — The competent authority has decided against ratification.

Recommendation concerning the application of minimum wage fixing machinery (1928)

(Communication to the Secretary-General of the League of Nations)


(Other Information)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Canada. — Order-in-Council determining how far the questions involved are within the competence of the Parliament of Canada or the Provincial legislatures; Recommendation transmitted to the Governments of the Provinces.

Yugoslavia. — The competent legislative authority has decided against adoption of the Recommendation.

1 The information given here refers only to 1930. See the tables appended to this volume for the general situation in regard to the Convention.
Family Allowances

During the past year the problem of family allowances has continued to receive attention, not only in France and Belgium, where the movement for the general application of the system by law has made great progress, but also in Great Britain, where the question of the principle of family allowances was raised at the Trades Union Congress and the Labour Party Conference.

Belgium. — By the Act of 4 August 1930 Belgium has definitely made it compulsory for every employer to pay family allowances. The Act covers all industrial, commercial, agricultural or other undertakings employing persons engaged on the basis of a contract of labour, employment or service. They must be affiliated to an approved equalisation fund or special fund. Special funds have been instituted for certain branches of industry or commerce, such as undertakings for the loading, unloading and warehousing of goods in ports and depots, etc. An auxiliary fund was set up by Royal Decree. Employers who are not members of any approved or special fund automatically become members of this fund. The Committee on Family Allowances, which includes representatives of employers and of workers' and salaried employees' unions, as well as delegates from the Association for Large Families, gives its opinion on affiliation to equalisation funds.

The allowances are calculated on the basis of the number of days' work done during the month and the days lost owing to illness, accident or involuntary unemployment. They amount to 15 francs per month for the first child, 20 francs for the second, 40 francs for the third, 70 for the fourth and 100 for each subsequent child. The regulations of the fund may lay down that the right to a family allowance is to cease after a period of involuntary unemployment of not less than three months. If a worker is unable to work as a result of an accident the allowance is paid throughout the period of illness, and in case of death or permanent incapacity, it is paid until the child attains the age limit.

The Act provides for a system of contributions. The National Equalisation Fund, to which all funds are automatically affiliated, covers any deficit in one of the funds from the reserves constituted by the surplus contributions of other funds. The funds pay half of their surplus contributions to the National Fund, the other half being devoted to a reserve fund. When the reserve fund
reaches a prescribed amount, the surplus is used to increase the allowances and to pay birth benefits or other special allowances. A State subsidy of 30 million francs is set aside to pay the minimum allowances to the third and subsequent children in case the resources of the fund should not suffice to pay those allowances even after the surplus reserves of all the funds have been distributed.

The National Fund also pays allowances to certain kinds of workers in respect of whom no contributions are due, especially workers who live in their employer's household, persons injured in industrial accidents whose contract of service has been terminated or for whom the maximum period of payments has expired, pensioned workers, women employed by the day and young persons who are responsible for maintaining children.

The administrative board of the National Fund consists of representatives of the workers' organisations and of the administrations of the ordinary funds, appointed by the King.

France. — The French National Committee on Insurance and Social Welfare has considered the various Government and private Bills which have been submitted with a view to making family allowances compulsory for all employers. It approved the Bill submitted in July 1929 by the Government. That Bill had previously been accepted by the Committee on Family Allowances. It slightly amended the measure, however, in view of the recommendation made by the Committee on Family Allowances to the Ministry of Agriculture and endorsed by the Congress of the National Federation of Agricultural Family Allowances Funds. This recommendation was that agricultural occupations should be included amongst those to which the compulsory principle was to apply at once. A special system of application is, however, to be drawn up for agriculture.

The Bill covers all employers who habitually employ workers or salaried employees, but excludes domestic service. It proposes to generalise the system of equalisation funds by making it compulsory for every employer to become a member of a fund approved by the Minister of Labour. This system would sanction and generalise the present tendencies of the machinery set up voluntarily by the employers. Between 1 January 1920 and 1 January 1930 the number of equalisation funds rose from 6 to 232, the annual amount paid in allowances from 4 million francs to 342 million and the number of insured workers and salaried
employees from 50,000 to 1,820,000. The total amount paid in allowances in 1929 by the funds, private undertakings and public administrations was 1 milliard 650 million francs. Family allowances sometimes constitute an important proportion of earnings in the case of a large family. The average monthly payments made by all industrial funds on 1 January 1930 was 28 francs for the first child, 67 francs for two children, 116 francs for three children, 182 francs for four children, 255 francs for five children and 320 francs for six children.

The Committee did not propose that the minimum rate should be fixed in the Act itself, but rather by Order of the Ministry of Labour. It is, however, to be equal to the rate paid by the equalisation funds which have already been approved at the time when the Act is promulgated. The rates may not be revised unless variations have been found to exist in the rates of family allowances generally paid. Exceptions to the principle that affiliation to an equalisation fund is compulsory may only be allowed in exceptional cases.

Great Britain. — In Great Britain the question of family allowances has attracted public attention owing to the issue of two reports by the Joint Committee appointed by the General Council of the Trades Union Congress and the National Executive of the Labour Party to consider the advantages and disadvantages of a system of family allowances. The majority report recommends the institution of a scheme of family allowances to be paid in cash to mothers. The money should be provided out of public funds and not by contributions from employers or workers. The report points out that such a scheme would not involve any wastage in administrative costs and would tend to help trade unions in industrial conflicts. The minority report is opposed to a system of allowances to be paid directly to mothers, since this would be an alternative to further development of social services. Far more valuable results would be obtained in the form of improved health, education and other conditions of well-being for children if the money were expended in developing social services.

At the Trades Union Congress in September 1930 the General Council recommended the adoption of the minority report. It considered that the proposal for family allowances was incompatible with the demands already put forward by the Congress for the extension of certain social services. The Congress decided in favour of the minority report, thus rejecting the principle of
family allowances in the form proposed by the majority report. The Labour Party Conference also rejected a proposal of the Independent Labour Party that the question should be reconsidered.

METHODS OF WAGE FIXING IN COAL-MINES

The Office has prepared a report, in response to the request of the Preparatory Technical Conference on conditions of labour in coal-mines, held in Geneva, January 1930, for submission to the 1931 Session of the International Labour Conference. It consists of an international survey of the principles and methods of wage determination in the chief coal-mining countries and is designed to facilitate the examination of the question whether some form of international action may be profitably taken in this field. It considers the principles that are put forward in the various coal-mining areas in the course of general wage negotiations, dealing especially with the two major contentions advanced, viz. that the proceeds of the industry should be divided on an equitable basis between the coal-miners and the coal-mine owners and that there should be some guarantee to prevent coal-mining wages from being forced below a reasonable minimum of subsistence. Under the heading of methods of wage payments are included the fixing of day rates and piece rates, the deductions and additions to which coal-mining wages are subject, and various "social payments" (such as family allowances) and payments in kind. Dealing as it does essentially with the qualitative side of the question it may be regarded as a complementary volume to the quantitative study previously published by the Office under the title Wages and Hours of Work in the Coal-Mining Industry (Studies and Reports, Series D, No. 18).

THE POLICY OF HIGH WAGES

The question of high wages has continued to attract much attention, especially in the United States.

Senator Hearst, in an article in the United States Congressional Record (Vol. 73, December 1930), claims that the principal cause of the difficulties now experienced is to be found in over-capitalisation and in the fact that the country has not taken the opportunity provided by the increase in the profits of industry in order to distribute the greater part of them in the form of
high wages, which would have maintained the purchasing power of the country, and in order to reduce hours of work, which would have prevented unemployment and increased the well-being of wage earners.

In an article in *The Nation's Business*, September 1930, Mr. Filene, Mr. Turnbull and Mr. Derrien draw attention to another aspect of the problem. High wages are dependent on a high quality of management and make it necessary for a high quality of management to be developed.

At the Congress of the American Federation of Labor (Boston, 6 October 1930), Mr. W. Green, President of the Federation, introducing Mr. Hoover, President of the United States, to the Assembly, referred to the unshakeable confidence which Mr. Hoover had shown in the principle that the prosperity of the country largely depends on the maximum development of the consuming capacity of the working masses by the payment of the highest possible wages. The President, he said, had shown his faith in high wages by calling a conference of representatives of labour and industry at the White House in November 1930 in order to maintain industrial peace and to avoid the reduction of wages during the period of unemployment.

It is certain that the great influence exercised by the President at this meeting at the White House has helped to prevent a general reduction of wages.

In Europe, the *International Association for Social Progress* in July 1930 adopted a questionnaire on the problem of real wages and the policy of high wages, in order to guide the work of the national sections. The French and Belgian Associations have organised special discussions on the subject.

At the General Assembly of the *International Silk Federation* (Paris, 23 May 1930) the Swiss delegate, Mr. Stehli, drew attention to the need for developing the purchasing power of the middle and working classes.
CHAPTER V

UNEMPLOYMENT, PLACING, MIGRATION

Unemployment

At the head of this section previous Director's Reports have noted the extent of unemployment in accordance with statistics regularly drawn up, month by month in an increasing number of countries, or quarter by quarter in others. It was then possible to observe with satisfaction that side by side with dark spots there were a few rays of light; in other words, while unemployment was increasing in certain countries it was diminishing in others. In 1930 there was again one welcome exception to the general increase in unemployment, but it is the only one, namely, the Union of Soviet Socialist Republics, where the number of unemployed recorded for the last time in the month of July was only 633,400 as compared with 1,310,600 in July 1929. Since then the statistics of unemployment in the U.S.S.R. have been suspended but all the information available with regard to that country indicates that the problem at the present time is no longer one of a lack of employment but rather of a shortage of labour for the needs of industry. In the tables below it will be seen that there is no other country in which unemployment failed to increase between the end of 1929 and the end of 1930. In certain countries such as Germany the increase, apart from seasonal fluctuations, has been taking place for three years. For most countries this has been the case only since the end of 1929. There are a few countries in respect of which the situation in June 1930 was more satisfactory than in June 1929. They are Denmark, Estonia, Latvia, Norway and Yugoslavia, but even there there were more unemployed at the end of the year than 12 months earlier. At any rate it is satisfactory that in the first four countries just referred to, and also in the Irish Free State, the increase in unemployment has been slight.

1 This chapter differs, in its title and its plan, from the chapter on "Possibilities of employment" formerly included in the Report of the Director. The subsection dealing with vocational guidance is now included in Chapter VII. Further, recruitment and placing of workers now form a distinct subsection of the section devoted exclusively to unemployment. These changes have also made it necessary to group together at the end of the present chapter all the measures bearing on the international regulations on unemployment, placing and migration.
### Statistics of Unemployment in General in Different Countries

<table>
<thead>
<tr>
<th>End of month</th>
<th>America</th>
<th>Asia</th>
<th>Europe</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Canada</td>
<td>United States</td>
<td>Palestine</td>
</tr>
<tr>
<td></td>
<td>Trade unionists unemployed</td>
<td>Wholly unemployed</td>
<td>Partially unemployed</td>
</tr>
<tr>
<td></td>
<td>*</td>
<td>10.4</td>
<td>19.4</td>
</tr>
<tr>
<td></td>
<td>9,250</td>
<td>5.8</td>
<td>*</td>
</tr>
<tr>
<td>1925 VI</td>
<td>9,578</td>
<td>6.1</td>
<td>*</td>
</tr>
<tr>
<td>1926 VI</td>
<td>5,965</td>
<td>4.1</td>
<td>*</td>
</tr>
<tr>
<td>1927 VI</td>
<td>5,410</td>
<td>3.2</td>
<td>*</td>
</tr>
<tr>
<td>1928 VI</td>
<td>5,800</td>
<td>3.2</td>
<td>8.1</td>
</tr>
<tr>
<td>1929 VI</td>
<td>5,723</td>
<td>2.9</td>
<td>6.6</td>
</tr>
<tr>
<td>1930 VI</td>
<td>21,292</td>
<td>10.6</td>
<td>14.3</td>
</tr>
</tbody>
</table>

Total on which percentages for Dec. 1930 are based.

- America: 219,641
- Canada: 803,000
- United States: 4,490,966
- Palestine: *
- Germany ²: *
- Austria: *
- Belgium: *

(See notes on p. 343.)
## Statistics of Unemployment in General in Different Countries (cont.)

<table>
<thead>
<tr>
<th>End of month</th>
<th>Denmark</th>
<th>Danzig</th>
<th>Estonia</th>
<th>Finland</th>
<th>France</th>
<th>Hungary</th>
<th>Irish Free State</th>
<th>Italy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Trade union unemployment funds</td>
<td>Unemployed registered</td>
<td>Unemployed registered</td>
<td>Unemployed registered</td>
<td>Unemployed in receipt of benefit</td>
<td>Unemployed registered</td>
<td>Trade unionists unemployed</td>
<td>Unemployed registered</td>
</tr>
<tr>
<td>1924 VI</td>
<td>13,116</td>
<td>*</td>
<td>1,463</td>
<td>672</td>
<td>527</td>
<td>8,695</td>
<td>24,598</td>
<td>*</td>
</tr>
<tr>
<td>XII</td>
<td>45,206</td>
<td>*</td>
<td>2,156</td>
<td>2,234</td>
<td>509</td>
<td>9,072</td>
<td>33,995</td>
<td>*</td>
</tr>
<tr>
<td>1925 VI</td>
<td>24,185</td>
<td>*</td>
<td>1,771</td>
<td>1,455</td>
<td>626</td>
<td>10,125</td>
<td>34,015</td>
<td>32,735</td>
</tr>
<tr>
<td>XII</td>
<td>85,944</td>
<td>*</td>
<td>3,213</td>
<td>2,176</td>
<td>645</td>
<td>9,502</td>
<td>27,984</td>
<td>31,503</td>
</tr>
<tr>
<td>1926 VI</td>
<td>42,903</td>
<td>*</td>
<td>1,051</td>
<td>924</td>
<td>384</td>
<td>7,916</td>
<td>27,048</td>
<td>24,382</td>
</tr>
<tr>
<td>XII</td>
<td>88,854</td>
<td>*</td>
<td>3,807</td>
<td>2,172</td>
<td>17,178</td>
<td>21,517</td>
<td>22,332</td>
<td>23,868</td>
</tr>
<tr>
<td>1927 VI</td>
<td>49,405</td>
<td>*</td>
<td>1,907</td>
<td>1,130</td>
<td>21,934</td>
<td>33,720</td>
<td>13,110</td>
<td>19,095</td>
</tr>
<tr>
<td>XII</td>
<td>87,116</td>
<td>*</td>
<td>4,437</td>
<td>2,152</td>
<td>13,221</td>
<td>26,292</td>
<td>14,368</td>
<td>(a) 21,817</td>
</tr>
<tr>
<td>1928 VI</td>
<td>26,917</td>
<td>13.5</td>
<td>8,416</td>
<td>883</td>
<td>811</td>
<td>1,659</td>
<td>10,370</td>
<td>13,861</td>
</tr>
<tr>
<td>XII</td>
<td>77,558</td>
<td>28.4</td>
<td>13,081</td>
<td>7,770</td>
<td>2,868</td>
<td>896</td>
<td>7,916</td>
<td>15,187</td>
</tr>
<tr>
<td>1929 VI</td>
<td>27,398</td>
<td>10.0</td>
<td>8,876</td>
<td>1,110</td>
<td>1,157</td>
<td>294</td>
<td>7,885</td>
<td>14,708</td>
</tr>
<tr>
<td>XII</td>
<td>62,563</td>
<td>22.4</td>
<td>16,198</td>
<td>6,055</td>
<td>8,517</td>
<td>817</td>
<td>11,244</td>
<td>20,288</td>
</tr>
<tr>
<td>1930 VI</td>
<td>24,807</td>
<td>8.7</td>
<td>14,927</td>
<td>910</td>
<td>3,553</td>
<td>1,019</td>
<td>10,168</td>
<td>19,789</td>
</tr>
<tr>
<td>XII</td>
<td>71,084</td>
<td>24.6</td>
<td>24,429</td>
<td>6,497</td>
<td>9,335</td>
<td>11,292</td>
<td>22,879</td>
<td>25,783</td>
</tr>
<tr>
<td>Total on which percentages for Dec. 1930 are based</td>
<td>290,356</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>(a) 284,382</td>
<td>*</td>
</tr>
</tbody>
</table>

(a) XI; (b) V.

1 Denmark: Only those unions which pay unemployment benefit.
2 Germany: From 1927 onward, including persons employed in mining.
3 Hungary: Data compiled by the Social-Democratic trade unions for the whole country, and by the Christian trade unions for Budapest.

The sign * signifies: "no figures exist". The sign — signifies: "figures not yet received".

Source: The data are published regularly in the International Custom Review.
### STATISTICS OF UNEMPLOYMENT IN GENERAL IN DIFFERENT COUNTRIES (cont.)

<table>
<thead>
<tr>
<th>End of month</th>
<th>Latvia Unemployed registered</th>
<th>Norway Unemployed Trade unionists</th>
<th>Netherlands Unemployed registered</th>
<th>Unemployment insurance societies</th>
<th>Poland Unemployed registered</th>
<th>Unemployed registered</th>
<th>United Kingdom Compulsory insured unemployed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Unemployed</td>
<td>Unemployed</td>
<td>Unemployed</td>
<td>Unemployed</td>
<td>Unemployed</td>
<td>Unemployed</td>
<td>Wholly unemployed</td>
</tr>
<tr>
<td>1924 VI</td>
<td>1,227</td>
<td>1,714</td>
<td>4.9</td>
<td>8,058</td>
<td>15,843</td>
<td>5.8</td>
<td>137,839</td>
</tr>
<tr>
<td>XII</td>
<td>3,921</td>
<td>4,386</td>
<td>12.5</td>
<td>13,810</td>
<td>34,910</td>
<td>12.7</td>
<td>161,940</td>
</tr>
<tr>
<td>1925 VI</td>
<td>1,169</td>
<td>3,256</td>
<td>8.9</td>
<td>9,963</td>
<td>18,243</td>
<td>6.6</td>
<td>171,650</td>
</tr>
<tr>
<td>XII</td>
<td>5,097</td>
<td>9,363</td>
<td>26.1</td>
<td>26,276</td>
<td>44,660</td>
<td>16.0</td>
<td>311,090</td>
</tr>
<tr>
<td>1926 VI</td>
<td>936</td>
<td>7,751</td>
<td>22.1</td>
<td>19,300</td>
<td>16,988</td>
<td>5.9</td>
<td>243,302</td>
</tr>
<tr>
<td>XII</td>
<td>5,234</td>
<td>10,104</td>
<td>29.6</td>
<td>30,558</td>
<td>35,689</td>
<td>12.1</td>
<td>190,140</td>
</tr>
<tr>
<td>1927 VI</td>
<td>882</td>
<td>7,655</td>
<td>22.5</td>
<td>19,854</td>
<td>17,736</td>
<td>6.0</td>
<td>159,365</td>
</tr>
<tr>
<td>XII</td>
<td>6,399</td>
<td>9,285</td>
<td>28.0</td>
<td>28,532</td>
<td>44,848</td>
<td>14.9</td>
<td>165,268</td>
</tr>
<tr>
<td>1928 VI</td>
<td>1,223</td>
<td>4,025</td>
<td>14.4</td>
<td>16,747</td>
<td>14,302</td>
<td>4.4</td>
<td>116,719</td>
</tr>
<tr>
<td>XII</td>
<td>14,630</td>
<td>7,812</td>
<td>22.1</td>
<td>24,223</td>
<td>38,116</td>
<td>11.5</td>
<td>126,429</td>
</tr>
<tr>
<td>1929 VI</td>
<td>1,236</td>
<td>4,327</td>
<td>11.3</td>
<td>14,547</td>
<td>9,887</td>
<td>2.8</td>
<td>105,056</td>
</tr>
<tr>
<td>XII</td>
<td>8,134</td>
<td>7,893</td>
<td>18.9</td>
<td>22,092</td>
<td>48,669</td>
<td>12.3</td>
<td>185,314</td>
</tr>
<tr>
<td>1930 VI</td>
<td>779</td>
<td>4,700</td>
<td>10.8</td>
<td>13,390</td>
<td>23,678</td>
<td>5.5</td>
<td>204,898</td>
</tr>
<tr>
<td>XII</td>
<td>10,022</td>
<td>11,269</td>
<td>25.5</td>
<td>27,137</td>
<td>81,204</td>
<td>18.2</td>
<td>205,797</td>
</tr>
<tr>
<td>Total on which percentages for Dec. 1930 are based</td>
<td>*</td>
<td>44,162</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
</tbody>
</table>

(See notes p. 345)
## STATISTICS OF UNEMPLOYMENT IN GENERAL IN DIFFERENT COUNTRIES (cont.)

<table>
<thead>
<tr>
<th>End of month</th>
<th>Saar Territory</th>
<th>Sweden</th>
<th>Switzerland</th>
<th>Czechoslovakia</th>
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<tr>
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<td>*</td>
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<td>*</td>
<td>*</td>
<td>447,822</td>
<td>(b) 52,453</td>
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</table>

1 Norway: only those unions which pay unemployment benefit.  
2 Poland: from 1926 onward, only the unemployed persons registered by the public employment exchanges.  
3 United Kingdom: excluding miners.  
4 Australia, New Zealand: trade unionists who have been unemployed 3 days or more during the week.  
5 October 1930.  
6 Revised percentages.  

The sign * signifies "no figures published". The sign — signifies "figures not yet received".
## Statistics of Unemployment in Certain Important Industries

### In different countries

#### Germany

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<thead>
<tr>
<th>Date</th>
<th>Engineering and metal working</th>
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<th>Building</th>
<th>Wood</th>
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### Austria

#### Unemployed in receipt of benefit of compulsory insurance

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<th>Textile Trades</th>
<th>Building and ancillary industries</th>
<th>Wood and Furnishings (decorators)</th>
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* In view of the divergences found in the composition of industrial or occupational groups for statistical purposes in the different countries, it has been found necessary to limit comparisons to important branches of industry which could be clearly defined. However, in view of the difficulty of precisely defining the exact composition of each group, the headings used in the various national statistics have been reproduced as far as this was found possible.

1 From March 1929: Blast furnaces, metal working, engineering, construction of apparatus and instruments.
2 From March 1930: Metal manufacture, manufacture of iron, steel and other metal wares, engineering, vehicles and electrical machinery building.
### Belgium

**Percentage of members of voluntary unemployment insurance societies in receipt of benefit**

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<th>Date</th>
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<th>Building</th>
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<th>Mining</th>
<th>All industries covered</th>
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1 Excluding quarrying.

### Canada

**Percentage of trade unionists unemployed**

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1 Excluding carpet workers.
2 Excluding lumbering and logging.
ITALY

Number of unemployed as compiled by National Social Insurance Board

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<th>Metal manufacture, metal working, engineering</th>
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<th>Mines and quarries</th>
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NETHERLANDS

Percentage of members of voluntary unemployment insurance societies in receipt of benefit

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<th>Woodworking, etc.</th>
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The sign * signifies: "No figures published".
STATISTICS OF UNEMPLOYMENT IN CERTAIN IMPORTANT INDUSTRIES IN DIFFERENT COUNTRIES (continued)

POLAND

Unemployed registered by the Employment Exchanges

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<th>Date</th>
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UNITED KINGDOM

Percentage of workers wholly or partially unemployed in receipt of benefit of compulsory insurance

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<th>Building</th>
<th>Saw-milling, furniture making and wood working</th>
<th>Mines and quarries</th>
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1 The percentages of unemployed workers in the different industries have been calculated by the International Labour Office.

2 Excluding public works.
STATISTICS OF UNEMPLOYMENT IN CERTAIN IMPORTANT INDUSTRIES
IN DIFFERENT COUNTRIES (continued)

**Sweden**

*Percentage of trade unionists unemployed*

<table>
<thead>
<tr>
<th>Date</th>
<th>Metal manufacture and engineering</th>
<th>Textile trades</th>
<th>Building</th>
<th>Wood working</th>
<th>Mines (chiefly iron)</th>
<th>All industries covered</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Carpenters</td>
<td>Masons</td>
<td>Sawing, stacking, and felling of timber</td>
<td>**</td>
<td></td>
</tr>
<tr>
<td>1927</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>10.9</td>
<td>5.6</td>
<td>35.9</td>
<td>35.7</td>
<td>28.7</td>
<td>12.7</td>
</tr>
<tr>
<td>June</td>
<td>9.8</td>
<td>3.0</td>
<td>15.5</td>
<td>4.7</td>
<td>18.2</td>
<td>4.0</td>
</tr>
<tr>
<td>Sept.</td>
<td>8.0</td>
<td>2.1</td>
<td>12.0</td>
<td>11.2</td>
<td>17.7</td>
<td>6.6</td>
</tr>
<tr>
<td>Dec.</td>
<td>12.2</td>
<td>1.9</td>
<td>42.6</td>
<td>64.9</td>
<td>52.7</td>
<td>10.9</td>
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<td>1928</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>9.2</td>
<td>2.6</td>
<td>37.0</td>
<td>29.0</td>
<td>22.1</td>
<td>11.7</td>
</tr>
<tr>
<td>June</td>
<td>5.7</td>
<td>2.6</td>
<td>13.0</td>
<td>2.4</td>
<td>15.4</td>
<td>10.3</td>
</tr>
<tr>
<td>Sept.</td>
<td>5.6</td>
<td>2.4</td>
<td>10.7</td>
<td>9.1</td>
<td>17.0</td>
<td>7.1</td>
</tr>
<tr>
<td>Dec.</td>
<td>8.3</td>
<td>2.7</td>
<td>37.0</td>
<td>40.0</td>
<td>55.8</td>
<td>11.2</td>
</tr>
<tr>
<td>1929</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>8.2</td>
<td>4.2</td>
<td>37.7</td>
<td>41.9</td>
<td>30.8</td>
<td>9.7</td>
</tr>
<tr>
<td>June</td>
<td>4.9</td>
<td>4.3</td>
<td>12.5</td>
<td>1.5</td>
<td>13.3</td>
<td>7.7</td>
</tr>
<tr>
<td>Sept.</td>
<td>4.4</td>
<td>2.6</td>
<td>9.0</td>
<td>6.8</td>
<td>20.2</td>
<td>5.6</td>
</tr>
<tr>
<td>Dec.</td>
<td>7.2</td>
<td>2.7</td>
<td>33.2</td>
<td>39.2</td>
<td>57.9</td>
<td>12.1</td>
</tr>
<tr>
<td>1930</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>8.0</td>
<td>3.6</td>
<td>27.8</td>
<td>26.2</td>
<td>31.1</td>
<td>9.0</td>
</tr>
<tr>
<td>June</td>
<td>6.0</td>
<td>3.4</td>
<td>14.1</td>
<td>4.2</td>
<td>20.8</td>
<td>6.4</td>
</tr>
<tr>
<td>Sept.</td>
<td>9.2</td>
<td>3.9</td>
<td>11.3</td>
<td>14.1</td>
<td>26.6</td>
<td>7.6</td>
</tr>
<tr>
<td>Dec.</td>
<td>19.9</td>
<td>4.1</td>
<td>39.8</td>
<td>50.5</td>
<td>63.9</td>
<td>14.9</td>
</tr>
</tbody>
</table>

1 Excluding the electrotechnical industry and certain classes of foundry workers.

**Switzerland**

*Unemployed registered by the employment exchanges*

<table>
<thead>
<tr>
<th>Date</th>
<th>Metals, machinery, and the electrotechnical industry</th>
<th>Textile trades</th>
<th>Building industry</th>
<th>Wood-working and glass manufacture</th>
<th>All industries covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>1927</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>1,156</td>
<td>2,344</td>
<td>2,256</td>
<td>530</td>
<td>13,568</td>
</tr>
<tr>
<td>June</td>
<td>1,422</td>
<td>1,422</td>
<td>815</td>
<td>287</td>
<td>8,335</td>
</tr>
<tr>
<td>September</td>
<td>1,159</td>
<td>1,159</td>
<td>4,110</td>
<td>505</td>
<td>13,701</td>
</tr>
<tr>
<td>December</td>
<td>1,150</td>
<td>1,150</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1928</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>674</td>
<td>1,681</td>
<td>1,231</td>
<td>323</td>
<td>8,265</td>
</tr>
<tr>
<td>June</td>
<td>416</td>
<td>1,157</td>
<td>574</td>
<td>269</td>
<td>5,378</td>
</tr>
<tr>
<td>September</td>
<td>280</td>
<td>1,277</td>
<td>783</td>
<td>165</td>
<td>6,123</td>
</tr>
<tr>
<td>December</td>
<td>690</td>
<td>1,436</td>
<td>4,346</td>
<td>477</td>
<td>11,993</td>
</tr>
<tr>
<td>1929</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>479</td>
<td>1,177</td>
<td>951</td>
<td>336</td>
<td>7,088</td>
</tr>
<tr>
<td>June</td>
<td>259</td>
<td>754</td>
<td>259</td>
<td>237</td>
<td>4,399</td>
</tr>
<tr>
<td>September</td>
<td>248</td>
<td>804</td>
<td>468</td>
<td>184</td>
<td>5,197</td>
</tr>
<tr>
<td>December</td>
<td>760</td>
<td>1,683</td>
<td>4,136</td>
<td>462</td>
<td>13,320</td>
</tr>
<tr>
<td>1930</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>836</td>
<td>1,544</td>
<td>1,370</td>
<td>333</td>
<td>10,138</td>
</tr>
<tr>
<td>June</td>
<td>634</td>
<td>1,488</td>
<td>746</td>
<td>347</td>
<td>9,002</td>
</tr>
<tr>
<td>September</td>
<td>982</td>
<td>2,224</td>
<td>1,436</td>
<td>373</td>
<td>11,013</td>
</tr>
<tr>
<td>December</td>
<td>2,926</td>
<td>2,789</td>
<td>5,964</td>
<td>1,089</td>
<td>23,945</td>
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</table>
### Statistics of Unemployment in Certain Important Industries in Different Countries (Concluded)

**Czechoslovakia**

Unemployed in receipt of benefit from the trade union insurance funds

<table>
<thead>
<tr>
<th>Date</th>
<th>Metal working, construction of machinery, apparatus and instruments, and means of transport 1</th>
<th>Textile trades</th>
<th>Building industry</th>
<th>Woodworking and woodcarving</th>
<th>Mining</th>
<th>All industries covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>1927 March</td>
<td>6,971</td>
<td>9,140</td>
<td>2,091</td>
<td>4,134</td>
<td>860</td>
<td>27,704</td>
</tr>
<tr>
<td>June</td>
<td>4,152</td>
<td>4,519</td>
<td>354</td>
<td>436</td>
<td>704</td>
<td>13,833</td>
</tr>
<tr>
<td>September</td>
<td>2,298</td>
<td>3,886</td>
<td>156</td>
<td>222</td>
<td>314</td>
<td>9,699</td>
</tr>
<tr>
<td>December</td>
<td>2,164</td>
<td>3,786</td>
<td>3,837</td>
<td>432</td>
<td>389</td>
<td>14,334</td>
</tr>
<tr>
<td>1928 March</td>
<td>2,483</td>
<td>5,694</td>
<td>3,591</td>
<td>595</td>
<td>562</td>
<td>17,734</td>
</tr>
<tr>
<td>June</td>
<td>1,047</td>
<td>9,352</td>
<td>812</td>
<td>460</td>
<td>100</td>
<td>13,468</td>
</tr>
<tr>
<td>September</td>
<td>782</td>
<td>13,233</td>
<td>182</td>
<td>213</td>
<td>96</td>
<td>16,559</td>
</tr>
<tr>
<td>December</td>
<td>1,588</td>
<td>9,399</td>
<td>4,797</td>
<td>414</td>
<td>152</td>
<td>19,698</td>
</tr>
<tr>
<td>1929 March</td>
<td>2,572</td>
<td>13,636</td>
<td>6,930</td>
<td>920</td>
<td>322</td>
<td>30,856</td>
</tr>
<tr>
<td>June</td>
<td>990</td>
<td>13,225</td>
<td>377</td>
<td>307</td>
<td>152</td>
<td>18,436</td>
</tr>
<tr>
<td>September</td>
<td>915</td>
<td>15,257</td>
<td>77</td>
<td>333</td>
<td>35</td>
<td>19,468</td>
</tr>
<tr>
<td>December</td>
<td>5,293</td>
<td>13,416</td>
<td>3,490</td>
<td>1,068</td>
<td>65</td>
<td>30,170</td>
</tr>
<tr>
<td>1930 March</td>
<td>9,464</td>
<td>21,116</td>
<td>4,038</td>
<td>995</td>
<td>279</td>
<td>45,567</td>
</tr>
<tr>
<td>June</td>
<td>5,095</td>
<td>18,662</td>
<td>278</td>
<td>1,158</td>
<td>382</td>
<td>37,853</td>
</tr>
<tr>
<td>September</td>
<td>11,095</td>
<td>27,986</td>
<td>533</td>
<td>1,709</td>
<td>516</td>
<td>57,542</td>
</tr>
<tr>
<td>December</td>
<td>21,448</td>
<td>29,673</td>
<td>7,491</td>
<td>5,541</td>
<td>646</td>
<td>85,274</td>
</tr>
</tbody>
</table>

1 Excluding metal manufacture.

In Germany the industries most seriously affected are building, in which approximately two-thirds of the workers (65.4 per cent.) were wholly unemployed at the end of 1930, the stone industry (51.7 per cent.), woodworking (45.4 per cent.), clothing, including boots and shoes (45.4 per cent.), leather (33.2 per cent.). In the mines unemployment was, on the other hand, less severe (9.9 per cent.), but nevertheless abnormally high. All these figures relate to wholly unemployed persons. The partially unemployed represented 43.3 per cent. of the workers engaged in textiles, 39.4 per cent. in clothing (in which as has been seen there is also a large proportion of wholly unemployed), 25.8 per cent. in machinery and metals, 24.7 per cent. in leather, which also has a large pro-

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1 This is by no means due to merely seasonal fluctuations, for in August 1930 the building industry was also the most seriously affected of all, with a proportion of 39.5 per cent. This industry was followed by woodworking (34.3 per cent.), stone (29.7 per cent.), leather (28.2 per cent.), clothing (28.1 per cent.).
portion of wholly unemployed, 24.7 per cent. also in mining, and 21.5 per cent. in paper.

In Great Britain the total proportion of wholly unemployed persons at the end of 1930 was highest in shipbuilding (42.5 per cent.) and in the textile industries (27.1 per cent. in the linen industry, 24.7 per cent. in cotton and 12.4 per cent. in wool). Then comes building (21.5 per cent.), steel melting and iron puddling, etc. (20.8 per cent.), coal-mining (15.8 per cent.), and general engineering (15.2 per cent.). Among the temporarily stopped the highest percentages are to be found in steel melting and iron puddling, etc. (29.8 per cent.), in textiles (24.3 per cent. in linen, 23.2 per cent. in cotton, and 15.3 per cent. in wool) and general engineering 9.5 per cent. On the other hand, shipbuilding, which had the highest percentage of wholly unemployed shows only 2.6 per cent. of temporarily stopped and coal-mining 3.9 per cent.

In the United States the best index of total and partial unemployment is to be found in the decrease in pay rolls. It is found that from October 1929 to October 1930 the decrease was 28.9 per cent. The decline was greatest in machine tools (50.9 per cent.) and agricultural machinery (49 per cent.). Then come motor-cars (46 per cent.), the manufacture of carpets (43.8 per cent.), furniture (40.8 per cent.), carriages and wagons (40.7 per cent.), rubber boots and shoes (40.3 per cent.), foundry and machine shop products (38.5 per cent.), copper and bronze products (37.6 per cent.), the manufacture of stoves (36.5 per cent.), silk goods (36.5 per cent.), pianos (35.9 per cent.), lumber, millwork (33.9 per cent.), the manufacture of rolling-stock for steam railways (33.9 per cent.), automobile tyres (33 per cent.), wool (32.8 per cent.), brick and tile manufacture (32.6 per cent.), electrical machinery and apparatus (29.8 per cent.), cotton (29.1 per cent.). On the other hand, shipbuilding and tobacco showed an increase in employment in October 1930 as compared with October 1929. They are the only industries which do so.

With regard to the sex of the unemployed, it is found that in absolute numbers in industry as a whole the unemployed men are more numerous than the women. In the United Kingdom for example, at the end of 1930 there were 1,846,598 unemployed men and 653,182 unemployed women. If, however, percentages be examined we find a far smaller difference between the two. At the end of 1930 20.7 per cent. of the men were unemployed and 18.8 per cent. of the women. Larger differences are found
if total unemployment and partial unemployment be considered separately. Among the wholly unemployed were 16.1 per cent. of the insured men and 12.1 per cent. of the insured women. On the other hand, the proportion of women temporarily stopped is greater than that of the men, namely, 6.7 per cent. of the women and 4.6 per cent. of the men. The situation is similar in Germany where in December 1930 32.9 per cent. of the men and 25.2 per cent. of the women were wholly unemployed, while 26.6 per cent. of the women and only 15 per cent. of the men were partially unemployed.

The principal reason for this situation is obviously that the industries which employ a large number of women are precisely those in which short time is most often resorted to, particularly by the textile industries.

Insurance and Relief Measures

Unemployment insurance was not extended during the year 1930 to any additional countries. In those places where it is compulsory, the number of insured has increased only in proportion to the natural increase of population. In those places where the authorities confine themselves to granting subsides to voluntary insurance funds, the number of insured persons remains practically the same as in the previous year, except that in France there was an increase from 165,000 in 1929 to about 200,000 in 1930. This represents a considerable relative increase, but the total figure remains extremely small in proportion to the working population.

The most striking progress is to be found in Switzerland, where insurance, which is voluntary under Federal law, may be made compulsory in particular cantons or even communes. Two further cantons, namely Basle-Country and Geneva, have established compulsory insurance.

On the other hand, a considerable decrease in the total number of insured persons took place towards the end of the year as a result of the Decree promulgated by the U.S.S.R. on 9 October 1930, which suspended all payments under the unemployment insurance scheme. This decision was taken as a result of the situation of the labour market, where unemployment has given way to a shortage of labour. It is nevertheless inconsistent with the Recommendation of the International Labour Conference in
1919 concerning unemployment. Unemployment insurance is necessary not only in times of crisis but also in more normal times and in periods of rapid economic development. It is well known that a general shortage of labour may be accompanied by the unemployment of certain workers whose qualifications do not correspond to the requirements of the available vacant posts, and for whom suitable compensation is a real social need.

If the U.S.S.R. be included, the total number of persons insured against unemployment was 48,549,000 in 1930. The following table shows the number in each country:

<table>
<thead>
<tr>
<th>Countries with Compulsory Insurance</th>
<th>Number of insured</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia: Queensland</td>
<td>137,000</td>
</tr>
<tr>
<td>Austria</td>
<td>1,200,000</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>287,000</td>
</tr>
<tr>
<td>Germany</td>
<td>15,648,000</td>
</tr>
<tr>
<td>Great Britain and Northern Ireland</td>
<td>12,400,000</td>
</tr>
<tr>
<td>Irish Free State</td>
<td>284,000</td>
</tr>
<tr>
<td>Italy</td>
<td>4,500,000</td>
</tr>
<tr>
<td>Poland</td>
<td>1,033,000</td>
</tr>
<tr>
<td>Switzerland (9 cantons)</td>
<td>150,000</td>
</tr>
<tr>
<td>U.S.S.R.</td>
<td>10,000,000</td>
</tr>
</tbody>
</table>

Total: 45,639,000

<table>
<thead>
<tr>
<th>Countries with Voluntary Insurance subsidised by the Public Authorities</th>
<th>Number of insured</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgium</td>
<td>628,000</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>1,429,000</td>
</tr>
<tr>
<td>Denmark</td>
<td>288,000</td>
</tr>
<tr>
<td>Finland</td>
<td>69,000</td>
</tr>
<tr>
<td>France</td>
<td>200,000</td>
</tr>
<tr>
<td>Netherlands</td>
<td>388,000</td>
</tr>
<tr>
<td>Norway</td>
<td>43,000</td>
</tr>
<tr>
<td>Switzerland (14 cantons)</td>
<td>165,000</td>
</tr>
</tbody>
</table>

Total: 2,910,000

1 It is surprising at first sight to find the number of insured persons smaller than last year. This is due to the fact that an unemployed person who has ceased to receive insurance benefit and become chargeable to the local poor law ceases to be included among insured persons. A prolonged spell of unemployment thus temporarily decreases the number of insured persons.

2 Estimate.

3 Since 9 Oct. 1930 the Soviet authorities have suspended all insurance benefits as a result of the state of the labour market, in which there is a shortage of labour.

The working of the insurance schemes has given rise in certain countries, particularly in Germany and Great Britain, to financial difficulties as a result of the exceptionally large number of unemployed. The way in which these difficulties have been dealt with will be seen later on. In no case has the principle of unemployment insurance been attacked. A summary of the principal measures adopted in the different countries is given below.
**National Regulations**

**Australia.** — In New South Wales an Act which came into force on 1 July 1930 provides for the establishment of a Council for the prevention and relief of unemployment. This Council has at its disposal an Unemployment Relief Fund consisting of a special tax on wages and other income, together with such sums as Parliament may appropriate and advances made by the Colonial Treasurer. A similar tax has been imposed in Queensland, where a system of compulsory unemployment insurance was already in existence. The object of this tax is to provide money for additional relief. A similar tax has also been proposed in Victoria. In West Australia, the Industrial Stability Committee which had been set up by the Government has in a first interim Report expressed the view that the problem of unemployment goes beyond the limits of State policy, and has suggested the creation of a Federal Unemployment Insurance Scheme.

The Government of the Commonwealth in June 1930 granted subsidies to the States amounting to one million pounds in order to help them in granting relief to the unemployed.

**Austria.** — By Decree of 30 December 1930 the Minister of Social Administration increased the contributions to the Unemployment Insurance Fund, which are paid in equal parts by the insured persons and by the employers. For the workers, these contributions were raised from 75 to 90 per cent. of the contributions to sickness insurance, for salaried employees from 2.8 to 2.4 per cent. of their monthly salary, and for salaried employees under seventeen years of age from 90 to 110 groschen a month.

**Belgium.** — Two Royal Orders were promulgated on 25 October 1930 reducing from one year to six months the probationary period which workers are required to complete as members of an unemployment insurance society before being entitled to benefit, and reducing the waiting period from one day per week to one day per month. An Act of 26 December 1930 provides for the compulsory affiliation of all the communes to the National Emergency Fund. The communes will thus have to contribute 10 per cent. of the benefits paid by the Emergency Fund to unemployed persons resident on their territory.

**Czechoslovakia.** — The Government has appointed a committee of experts to draft a Bill on compulsory unemployment insurance
with contributions by the public authorities, employers and workers. In the meantime amendments have been introduced in the existing law concerning subsidies to voluntary insurance, and these amendments were to come into force on 1 January 1931. They increase from 13 to 26 weeks the period during which the State subsidies apply; they increase the rate of the subsidies granted by the State; and they provide that, at the end of the statutory period of 26 weeks, an unemployed worker will still have the right for a period of 13 weeks to benefits at a lower rate. The regulations of the trade union funds must be amended in conformity with these provisions. In order to assist those unemployed workers who do not receive any benefit, the Minister of Social Welfare has also provided, as a temporary measure, for relief in kind, the distribution of which has been placed in the hands of the communes.

Germany. — Since the beginning of 1929, the deficits of the Unemployment Insurance Fund have had to be met by the State. On 1 January 1930 the advances granted for this purpose to the Federal Institution for Employment Exchanges and Unemployment Insurance amounted to 321,000,000 marks. At the end of March 1930 they reached 651,000,000 marks. There was a danger that the whole financial administration of the State might be compromized. In order to deal with this situation the Reichstag, on the initiative of the Government, decided on 14 April 1930: (1) to maintain at 3½ per cent. of wages the contribution paid in equal parts by the employers and the insured persons, which a Decree of 27 December 1929 had raised to this figure provisionally, and (2) to limit the sum provided for the purpose of meeting subsequent deficits of the insurance fund during the year 1930-1931 to 230,000,000 marks. In case this sum should prove to be insufficient, a Bill was immediately to be introduced in order to ensure the repayment of any additional advances made by the Government either by increasing the contributions, by reducing the benefits, or by obtaining new resources on the basis of additional taxation. Such a Bill was in fact introduced at the beginning of June. It provided for an increase in the rate of contributions from 3½ to 4½ per cent. of wages, and for various reductions in the benefits paid.

The Government failed to obtain a majority for this Bill, and for various other Bills introduced at the same time, and it decided to dissolve the Reichstag. The measures in question were put
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into force by a Legislative Decree of 26 July 1930, entitled "Decree to remedy urgent needs of a financial, economic and social character". The loans of the Government to the Institution for Employment Exchanges and Unemployment Insurance were restricted for the remainder of the financial year 1930-1931 to 184,000,000 marks. If, in spite of these advances, the Institution was not in a position to meet its obligations, the deficit was to be met to the extent of only one half by the Government and the other half would have to be covered by an increase in the contributions decided upon by Decree. As the 184,000,000 marks were absorbed almost immediately, a Decree of 30 September increased contributions to 6½ per cent. of wages.

A further Legislative Decree of 1 December 1930 modified on certain points the restrictions imposed by that of 26 July. The latter granted total benefit only to those unemployed persons who had paid at least 52 weekly contributions in the course of the preceding 18 months, while the Decree of 1 December allows total benefits to be paid if 52 contributions have been paid in the course of the preceding two years. On the other hand, young persons who are entitled to subsistence grants as members of families entitled to benefit are no longer excluded from benefit after reaching 16 years of age. Emergency relief, which by the Decree of 29 June 1929 was granted only in a certain number of occupations particularly affected by unemployment, was the subject of a further Decree of the Ministry of Labour of 11 October 1930. Emergency benefit is paid to unemployed persons who have exhausted their right to the ordinary benefits of the insurance scheme, and who still find themselves in need. The number of persons in receipt of emergency relief has continued to increase steadily. From 210,000 at the beginning of the year, it rose to 511,000 at the end of October 1930. As a result of the fact that certain occupations were excluded, and also of the fact that this relief was limited to 39 weeks, the number of destitute unemployed persons who had to be provided for by the communes also continued to increase steadily. According to statistics published by the Union of German Towns, the number of people in receipt of relief from municipalities of more than 25,000 inhabitants increased from 24,000 at the beginning of 1930 to nearly half a million at the end of September 1930. The Conference of the Union, which met in Dresden on 25 and 26 September 1930, pointed out that the obligation to relieve such a large number of unemployed persons constituted a danger for the financial stability of the
communes, and recommended that emergency relief should be extended to all trades, without any limitation of time.

The Decree of 11 October 1930 gave partial satisfaction to the communes. It extended emergency relief to all occupations with the exception of agricultural workers and persons in domestic service, but, on the other hand, it reduced the period during which the relief might be given from 39 to 32 weeks.

The exceptional increase in the number of unemployed persons relieved by the communes has raised in an acute form the problem of the relations between emergency relief and communal relief. The proof of need which is required in both cases is not uniformly applied by the communes, and the rate of relief is by no means the same in all the communes either; sometimes it is larger than the emergency relief, and in that case the communes supplement the emergency relief payments received by the unemployed. Considerable overlapping results. On the other hand, as these communes have an interest in finding employment, in the first place, for those unemployed who are being relieved by them the homogeneity of the employment exchange system is threatened. On 11 December 1930 the Socialist group in the Reichstag introduced a Bill for the purpose of joining emergency relief and communal relief in a single unemployment relief, which would be administered by the Institution for Employment Exchanges and Unemployment Insurance. The Bill provided for the grant of relief during the whole period of unemployment at uniform rates for the whole of Germany. The relief would be supported to the extent of one half by the Federal Government, of one quarter by the State Governments, and of one quarter by the communes.

Great Britain. — On 6 February 1930 an Act amending the Unemployment Insurance Acts received the Royal assent. It provided for a lowering of the age of entry into unemployment insurance to fifteen as soon as the school-leaving age has been raised to that age and for an increase in the rates of benefit in certain cases; it placed the onus of showing that suitable employment was available on the administrative authorities in the first place; and finally, it placed on the national exchequer instead of on the unemployment insurance fund the burden of transitional benefit which is paid to certain unemployed persons who have exhausted their right to benefit under the general provisions of the scheme.

The increase in unemployment caused the resources of the
Insurance Fund to become exhausted, and in order to meet this situation laws had to be passed increasing the maximum amount which the Unemployment Insurance Fund might borrow from 50 to 60 and ultimately to 70 million pounds. At the end of the year the debt of the Fund was increasing at the rate of 40 million pounds per annum.

A committee composed of representatives of the three political parties was appointed by the Government in July 1930 to examine the situation of the Fund, while at the same time a sub-committee of the Economic Advisory Council was set up to make a similar investigation. The three party committee was unable to arrive at an agreement, and the Government then decided to appoint a Royal Commission with the following terms of reference: “To enquire into the provisions and working of the Unemployment Insurance scheme to make recommendations with regard to: (1) its future scope, the provisions which it should contain and the means by which it may be made solvent and self-supporting, and, (2) the arrangements which should be made outside the scheme for the unemployed who are capable of and available for work”.

The General Council of the Trades Union Congress protested energetically against these terms of reference on the ground that they prejudged the question as to whether the unemployed should in the future be divided into two distinct categories, namely, the insured and the uninsured. The Trades Union Congress is opposed to any distinction of this kind.

Irish Free State. — By the end of 1930 the accumulated debt of the Unemployment Insurance Fund was practically paid off and an amending Act of 23 December 1930, which came into force on 5 January 1931, reduced the contributions payable by employers, workers and the State, while retaining the former scale of benefits unchanged. Thus, the contributions in respect of men have been reduced from 10d. to 7d. for the employers and from 9d. to 6d. for the workers, and those in respect of other classes of insured persons have been reduced in a similar proportion (for women 6d. by the employer and 5d. by the worker, for boys 3½d. and 3d., and for girls 3d. and 2½d.). The State contribution has also been reduced, though not in proportion.

It is estimated that it will now be possible for the Unemployment Insurance Fund to pay the whole of the administrative expenses without the State assistance which has been given
hitherto. The reduction in the rate of contributions will relieve employers and workers of a total payment amounting to approximately £250,000 per annum.

Italy. — The National Confederation of Fascist Industrial Workers’ Unions decided in October 1930 to take steps for the setting up of unemployment relief funds by the provincial federations of Fascist industrial trade unions. These funds are to supplement the unemployment insurance scheme and to provide relief for the most needy individuals among the unemployed. The directors of the Confederation decided to contribute as a first instalment a sum of one million lire towards the immediate requirements of the funds; they also invited all workers who were not unemployed to make voluntary contributions.

New Zealand. — The New Zealand Parliament adopted on 11 October 1930 an Act providing for the constitution of an Unemployment Relief Board and the establishment of an Unemployment Fund raised by means of an annual levy of thirty shillings on every male person who on 1 December 1930 was of the age of twenty years or upwards and who was not expressly exempted by the Governor-General. Sustenance allowances, including additional payments for dependent members of a family, will be paid over a period not exceeding 13 consecutive weeks; this period may be extended on the recommendation of the Unemployment Relief Board.

Poland. — An Act of 25 March 1929 amending the Unemployment Insurance Acts came into force at the beginning of 1930. It enlarges the scope of the insurance scheme by lowering the age of admission to sixteen and by extending the insurance to workers in undertakings employing less than five persons. It also increases the rate of benefit. The period during which benefits are payable was increased by a Decree promulgated in the month of May, from 13 to 17 weeks for unemployed persons who exhausted their rights before 30 June 1930. An Order of 2 May 1930, supplemented by a further Order of 3 October, recognised the right of Polish workers resident in Poland to count in the probationary period any time they may have been employed outside Poland.

Switzerland. — An Order of the Federal Council of 20 December 1929 which came into force on 1 January 1930 supplemented on certain points the Federal regulations concerning unemployment
insurance. It dealt in particular with the use of reserves by approved Funds, the question of federal and local subsidies, the transfer of insured persons from one Fund to another, and gave a definition of persons entitled to receive benefits.

By a decision of the Federal Council adopted on 16 September 1930, the period during which benefits are payable and which, in accordance with the Federal regulations in force, is normally 90 days, was increased to 150 days for workers in the watchmaking industry.

Cantonal legislation has continued to develop. An Act of 5 October 1930 established a compulsory unemployment insurance scheme in the canton of Basle-Country. A compulsory Unemployment Insurance Act was also adopted by the legislative authorities of the canton of Geneva. These two laws bring the number of cantons or half-cantons which have compulsory unemployment insurance schemes to nine. The total number of cantons and half-cantons which have legislation of some kind on the subject of unemployment insurance is now 23 out of 25.

United States. — In the absence of a general unemployment insurance scheme, public subscriptions have been organised in the principal places in order to obtain funds for the relief of unemployed persons in distress. On the other hand, a number of additional commercial firms, including the General Electric Company, have organised unemployment insurance schemes. A national agreement has also been concluded between the employers and workers in the full-fashioned hosiery trade, providing for an unemployment fund; this agreement came into force on 1 August 1930.

U.S.S.R. — By Decree of 9 October 1930, the Commissariat of Labour suspended the payment of unemployment insurance benefit. The reason given for this Decree is that a shortage of labour has made itself felt on the labour market.

Development of Employment Possibilities

No State is content simply to relieve or contribute to the relief of the unemployed, but endeavours to reduce the amount of unemployment. The economic policy of the different States, whether it succeeds or not, is generally directed towards this object. This general policy embraces a number of complex prob-
lems affecting monetary policy, credit policy, cost-of-living policy, fiscal policy, foreign trade policy, etc., and it is hardly possible to give here even brief indications concerning it. The following paragraphs must be devoted to notes on the quite special measures directly bearing on the unemployment problem.

**Canada.** — The new Conservative Government convened a special session of Parliament in September 1930 to deal with unemployment, and the Unemployment Relief Act was passed providing $20 million to be used mainly as a subsidy for provinces and municipalities in the carrying out of public works. Up to 10 December the Dominion Government had entered into agreements with the provinces and municipalities for work of which the total cost is about $58 million.

**Czechoslovakia.** — By a Decree of 20 June 1930 the Minister of Social Affairs may grant subsidies not exceeding 10 crowns per day per worker employed to public utility undertakings for the execution of works offering possibilities of employment to unemployed workers.

**Finland.** — New Rules for the organisation of relief works organised by the State or by the local authorities with a State subsidy have been promulgated. These provide, among other things, that the rate of wages for unskilled labourers must, as a rule, be 20 per cent. below the rate usually paid in the locality to such workers. A local authority that wishes to obtain any form of State assistance for the relief of unemployment must appoint an Unemployment Board to work in accordance with the instructions of the Ministry of Communications and Public Works.

**France.** — A Bill relating to the improvement of the industrial equipment of the nation, involving an expenditure of large amounts, including 5,000,000,000 francs to be found by the Treasury, was under discussion during the past year. It was not the purpose of the Government, in proposing this Bill, to find a remedy for unemployment, which, as a matter of fact, was practically non-existent at the time. But it seems right to mention it here, for the speed with which the proposed works are put in hand may be adapted to the situation of the labour market, which, in fact, has become less satisfactory.

**Germany.** — The German Government has tried to reduce unemployment by increasing the purchasing power of the popula-
tion through a decrease in prices. The productive unemployment relief scheme under the Unemployment Insurance Act has been continued during the past year. Owing to the difficult financial position of the Federal Government, however, the sums ear-marked for this scheme have been progressively reduced in recent years, and on 1 August 1930 a limited company was set up for the purpose of obtaining German or foreign capital to be used in financing the scheme.

**Great Britain.** — The public works policy of the Government has given rise to a great deal of discussion. As a result of a conference of representatives of the Government and of local authorities in June 1930 the conditions under which Government assistance would be made available for local schemes were made easier. The value of schemes approved from the time the present Government came into office down to 30 September 1930 was about £136,000,000. The Liberal Party has continued to press for the adoption of a larger scheme of national development similar to that proposed by them in the General Election of 1929.

The Committee appointed by the Government to consider the situation of the cotton industry stated that a reduction in the cost of production was necessary in order to improve the competitive position in relation to the producing countries of the Far East, and proposed for this purpose technical improvements in the cotton mills, the formation of large units within each section of the industry, and the extension of co-operative effort by the manufacturers, merchants and operatives.

**Italy.** — It was decided in August to speed up public works in the following winter in order to prevent the development of unemployment. The scheme would entail an expenditure of about 250,000,000 lire. A syndicate for the protection of the silk industry, which was set up by the Royal Decree of 20 December 1929, has been given the duty of making advances to producers and of buying stocks during periods of crisis, any loss which may result from these operations being borne by the unemployment fund. This is justified by the fact that the object of the syndicate's work is to enable the unemployment fund to economise in relief to the unemployed.

In November the Government started a campaign for the lowering of the cost of living in order to reduce the cost of production.

**Japan.** — The Government decided on 5 December 1930 to
undertake State relief works in addition to those undertaken by the local authorities. The Government intended to issue bonds to the extent of 34 million yen to finance such works during 1931.

New Zealand. — By an Act of 11 October 1930, to which reference has already been made above, in connection with insurance and relief measures an Unemployment Board, representing employers, organised workers, and certain other groups, has been set up. This Board is, among other things, to make arrangements with employers for the employment of unemployed persons, to take steps to promote the growth of primary and secondary industries, and to ensure co-operation among the bodies engaged in carrying out public works, so that the employment provided will be distributed as evenly as possible throughout the year.

Saar Territory. — An Order of 5 March 1930 regulated the administration of productive relief works. Subsidies may be granted from the Fund to local authorities undertaking public works, preference being given to areas in which the number of unemployed in receipt of relief is largest. The amount of the subsidy depends upon the number of unemployed engaged and on the number of days of work provided, and must not exceed the saving realised by the Fund in respect of direct relief.

Switzerland. — The Federal Government resolved on 19 September 1930 to request the Federal Department of Public Economy to inform the various federal and cantonal administrative departments that, in view of the conditions of the labour market, it seemed advisable to expedite, as far as possible, the execution of proposed public works. Moreover, the Swiss federal railways decided to carry out in 1930 certain construction works and to develop certain orders for rolling stock which appear in the 1931 budget.

United States. — During the year, special commissions have been appointed in a number of States for the purpose of increasing industrial stability and of co-ordinating the various efforts which are being made for the development of employment possibilities. Senator Wagner introduced a Bill to the Senate providing for a Board to be set up charged with the advance planning of all public projects so that work on such projects might be accelerated in periods of depression without any delay in the preparation of plans. It proposed to authorise an expenditure not exceeding $150,000,000 annually. Numerous public works were put in hand in 1930 for the relief of unemployment. In particular, Congress passed na
Act on 20 December 1930 appropriating $116,000,000 for public works, which brought the total amount spent by the Federal Government on public construction during the fiscal year 1930-1931 to a sum of $700,000,000. A new Division of Public Construction was created during the year to aid in co-ordinating the efforts of federal, State and local Governments to expedite public works projects.

The Recruiting and Placing of Workers

One is sometimes tempted to think of the placing of workers as being merely a secondary function of institutions created for the purpose of dealing with unemployment. Undoubtedly the public employment exchanges play a considerable rôle in this field, but their activity is no less effective in dealing with another problem, namely a shortage of labour. That is why the measures dealing with the recruiting and placing of workers are included in this chapter in a separate section from the one devoted to unemployment.

A summary is given below of the principal measures adopted in different countries for the organisation of public employment exchanges, for the supervision of private employment agencies, and, in certain cases, for the suppression of fee-paying agencies, which are a cause of so many abuses both for the employers and for the workers.

Free City of Danzig. — An Act of 27 June 1930 placed the administration and supervision of public employment exchanges in the hands of a Central Office, and subjected free private agencies to the supervision of the Senate. No fee-charging agency may be established in the future.

Germany. — The Act of 1927 concerning employment exchanges and unemployment insurance, which provided for the complete abolition of fee-charging employment offices by 31 December 1930 at the latest, was amended on 19 December 1930. This amendment provides that concert agencies may continue their operations until further orders, and all other fee-charging offices which had obtained licences before 2 June 1910 may continue working until 31 March 1931, but those dealing with the placing of variety artistes, theatrical workers, and musicians, and all offices established after 2 June 1910, were to be abolished before 1 January 1931.

Great Britain. — A Bill giving the London County Council the
right to regulate the activity of private employment agencies was rejected in March by a Select Committee of the House of Lords.

**Hungary.** — A Decree of 11 February 1930 gave the public bodies engaged in the placing of agricultural workers the right to consult the agricultural commissions set up by Act No. 18 of 1930. The National Office for Agricultural Placing was authorised to get into touch with the National Chamber of Agriculture.

**Italy.** — Public employment exchanges for agricultural workers and commercial employees have been set up in the different provinces. A free employment office for the liberal professions has also been set up in connection with the National Federation of the Liberal Professions and Artistes. A Decree of 9 December 1929 confirms the obligation of employers to apply to the employment exchanges for any workers they may require, and prohibits any action of private individuals, associations or institutions of any kind for the purpose of placing workers in employment, even if no fee is charged. Moreover, a co-ordinating office has been set up in connection with the Federation of Agricultural Labourers.

The Permanent Committee for Internal Migration was reorganised in December under the name of the Commissariat for Migration and Home Colonisation. Its duty is to distribute the available labour throughout the Peninsula, encourage emigration to the Italian colonies, and to facilitate the departure of workers for foreign countries.

**Mexico.** — By a Decree of 29 August 1929, private employment agencies were placed under the supervision of the Ministry of Industry, Commerce and Labour.

**Territory of the Saar.** — An Order of the Governing Commission of the Saar Territory of 20 August 1930 places the employment offices maintained by the communes under the control of a Central Office, whose duty it is to undertake placing in districts other than that in which the worker is domiciled and to supervise free private employment offices. No fee-charging employment agency may be set up in future.

**United States.** — At the beginning of the year a Bill was introduced into Congress providing for the creation of a system of employment exchanges and for the distribution between the different States, in relation to their population, of 4 million dollars a year for the purpose.
**U.S.S.R.** — By Decrees of 20 October 1930 and 15 and 23 December 1930, the employment exchange system was completely reorganised. The labour exchanges, where even unemployed persons not members of trade unions, and belonging to certain groups, may be registered, have been reorganised under the name of "staff offices". They must place any unemployed persons registered with them within three days, and must strike off their lists any workers who refuse employment. Apart from a few exceptions, all labour must be recruited exclusively through the "staff offices". Moreover, offices for the recruiting of seasonal labour were established by a Decree of 16 November 1930 in those localities where seasonal work takes place on a large scale. Other measures have been taken with a view to preventing the instability of employment and to encouraging the placing of engineers and specialists.

**Yugoslavia.** — By a decision of the Ministry of Social Welfare of 24 June 1930, private employment agencies have been abolished in certain places without any compensation, while in other places this will be done in a short time.

An Order of the Governor of the District of Sava instituted on 12 July 1930 a fund for home colonisation, with the object of ensuring a better distribution of the agricultural population in relation to the fertility of the soil.

### Migration of the Workers

The movement of migrants received a severe check in 1930 as a result of the economic depression prevailing in practically every country. This situation, which would have been quite sufficient in itself to cause a slowing down in the migration movement, was considerably aggravated by numerous restrictive measures which the immigration countries adopted in order to protect their labour markets. The decrease in the volume of migration did not, however, affect all countries to the same extent. In some the decline was very great while in others it was comparatively small. There is one striking exception to the rule, namely, Italy, in which, as will be seen below, continental emigration actually showed a considerable increase. This is no doubt due to the fact that the restrictions imposed on emigration by the Italian authorities themselves were made considerably less strict in 1930.
Figures for the whole of 1930 are not yet available in a good many countries, particularly the non-European countries. The following brief notes must therefore be confined to the movement as recorded in the statistics of certain European countries only. Emigration showed a considerable decline in 1930 as compared with 1929 in Czechoslovakia, Denmark, Finland, Germany, Great Britain and Northern Ireland, the Irish Free State, Lithuania, Norway, Poland, Sweden and Yugoslavia. On the other hand, relatively smaller decreases were recorded by Italy and the Netherlands.

Turning to the immigration countries, it is found that the movement of migrants decreased practically everywhere to a considerable extent. Thus in Australia immigration in 1930 only amounted to about 18,000 as compared with 32,000 in 1929. In Canada the corresponding figures were 79,000 and 133,000, in Cuba 6,000 and 11,000, in the United States 155,000 and 173,000 (the administrative restrictions were not imposed until the latter part of the year), and in South Africa 6,000 and 8,000. Similar reductions will almost certainly be recorded in the South American countries as soon as the figures are known. There is one exception to the rule, namely, New Zealand, where immigration, which was already very low in 1929 as a result of restrictions imposed before that time, increased from 6,300 to 6,900. The total number of migrants concerned in this particular case is, however, very small.

It should be noted that while emigration has declined, the return movement of emigrants to their countries of origin has increased. Thus in Great Britain there were 66,000 returned emigrants in 1930 as compared with 56,000 in 1929. In the Irish Free State the figures were 2,600 and 2,100, in Italy 47,000 and 44,000, in Rumania 3,500 and 2,900 and in Yugoslavia 7,400 and 6,000.

Continental Migration

The picture shown by the figures of continental migration is not quite so uniform. Continental emigration from Poland declined

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1 For material reasons it has not been possible to give in this first edition of the Annual Review detailed statistics on migration, as most of them do not reach the Office till some considerable time after the year to which they relate. The statistics for 1930 are given in the May (1931) number of the International Labour Review.
from 178,000 to 172,000 but this decrease is less than that shown for the majority of European countries in respect of overseas migration. On the other hand, continental emigration from Italy increased from 88,000 to 221,000. The explanation of this situation is no doubt to be found in the fact that France, the principal immigration country in Europe, did not feel the depression until very late in the year. The figures for the whole of 1930 are not yet available for that country but there is reason to think they will not differ very greatly from those in 1929.

In the United States continental immigration declined from 107,000 in 1929 to 88,000 in 1930. This was due both to the economic situation and to restrictions imposed by the authorities. From India continental emigration declined from 138,000 to 83,000. The only immigration figures for 1930 available in Asia are partial figures for Ceylon, showing a decrease from 105,000 to 99,000 in 1930 and it is probable that there was a much larger proportional decrease in the Malay peninsula, where both the rubber and tin industries have felt the full force of the world depression.

**Organisation and Control of Emigration**

Regulations concerning emigration continued to develop in 1930. In certain countries efforts are made to encourage emigration, while in others measures have been adopted to restrict it. Everywhere, however, steps are taken to control the movement and to protect the emigrants.

**Great Britain.** — One obstacle to emigration from the United Kingdom to the Dominions has disappeared as a result of the fact that certain pensions may now be paid to those entitled to them, wherever they may happen to reside within the Empire. The unfavourable economic conditions of the past year have made it impossible for the Government to adopt any other measures for the development of emigration.

**Greece.** — The Government has declared its intention of encouraging emigration to Abyssinia.

**Italy.** — The policy of restricting permanent emigration has been maintained for the most part. The penalties to which those persons who violate the regulations are liable have been strengthened. Temporary emigration to European countries has, on the other hand, been encouraged. At the beginning of the year, in
particular, a larger number of contracts of employment for France, Switzerland and Belgium received the visa of the Italian authorities, and steps were taken by the latter to see that the workers required were recruited in those parts of the country most affected by unemployment. In August 1930, however, the Government decided to suspend the restrictions on emigration to all countries except the United States. A certain number of emigrants who wished to take advantage of this situation, and whose papers were not in order for admission to the countries they desired to go to, had to return to Italy. Legislation has been adopted for the encouragement of home colonisation.

**Japan.** — The Government has made every effort to find new openings for emigrants in South Africa and the Malay Archipelago.

**Lithuania.** — A Decree of 14 July 1930 imposed certain restrictions on the emigration of young men.

**Mexico.** — By an Act of 30 April 1930, all persons desiring to emigrate must prove that they can satisfy all requirements of the laws of the country of destination, and that they possess a contract of employment visaed by the authorities of the immigration country, unless the laws of that country expressly forbid such contracts. Minors are not allowed to emigrate unless accompanied by a person exercising paternal rights over them, or, if they are more than 18 years of age, as a result of special permission.

**Poland.** — The individual emigration of minors was suspended in November 1929 by the Emigration Office. On the other hand, the emigration of women to certain French Departments was once more allowed. Moreover, the Polish Government has created a Transatlantic Navigation Company, which will ensure the direct transport of emigrants between Poland and North America.

**Portugal.** — A Decree of the Ministry of the Interior about the beginning of last year prohibited the emigration of persons not in possession of a letter of invitation, or of a contract of employment, to those parts of Brazil affected by unemployment.

**Spain.** — A Royal Decree of 14 September 1930 prohibited the emigration of adult men not possessing a contract of employment approved by the authorities to certain oversea countries where unemployment existed. Unskilled workers must not only produce a contract of this kind, but must also deposit a sum of money equal to the cost of their return journey.
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Yugoslavia. — The fund for home colonisation, to which reference has been made above ¹, also aims at lessening the desire to emigrate by facilitating the establishment of prospective emigrants on the land.

Organisation and Control of Immigration

Most of the immigration countries have imposed severe restrictions on the admission of foreign workers, and in some cases even a complete prohibition of immigration.

Albania. — The Albanian Government decided on 18 February 1930 that no foreign worker should be admitted to the country unless he had a contract of employment approved by the authorities.

Australia. — The suspension of assisted immigration from Great Britain was continued in 1930. Moreover, the Federal Government decided, towards the end of the year, to stop all alien immigration, but tourists, business men and the wives and children of immigrants already established in the country are still allowed to go in.

Belgium. — The Government introduced a Bill concerning aliens into the Chamber of Deputies on 11 June 1930. By Royal Decree of 15 December 1930, every foreigner coming into Belgium for the purpose of working must present a contract of employment, and must obtain the previous authorisation of the competent authorities.

Brazil. — By Decree of 14 December 1930, admission to the country of third class passengers was forbidden, with the exception of certain categories of workers. By the same Decree, all undertakings must prove that at least two-thirds of their staff are Brazilian-born citizens.

Cameroons. — The admissions and departures of all foreigners are regulated in the territory under French mandate by a Decree of 7 October 1930.

Canada. — The new Government, immediately on coming into power, announced a policy of severe restriction. It suspended all immigration from the Continent of Europe, with the exception of experienced farmers in possession of ample means to establish farms immediately, and the wives and children of persons already established in Canada. At the same time, the Government has

ceased to encourage the movement of immigrants from Great Britain and the United States.

Ivory Coast. — The Governor has established an official supervision of emigration and immigration.

France. — Towards the end of the year the Government took steps to reinforce the supervision of immigrants and to restrict the admission of foreign labour.

Guatemala. — A Presidential Decree of 31 January 1930 restricted immigration from Eastern Europe, Asia and Africa.

Lithuania. — By a Decree of 14 June 1930, every person desiring to work in the country has to obtain special permission from the authorities before doing so.

Malaya. — In the Straits Settlements and the Federated Malay States an Ordinance was adopted on 1 October 1930 prohibiting Chinese immigration for a certain time. The recruiting of workers in India for employment in Malaya has been stopped, and a large number of Indian unemployed workers have been repatriated.

Mexico. — The Act of 30 August 1930, to which reference has already been made in connection with emigration, also dealt with the question of immigration. It provides that immigrants desiring to enter Mexico must be able to provide for their livelihood, or, in default thereof, must be in possession of a contract of employment ensuring them a living wage, and valid for at least six months.

New Zealand. — Assisted immigration from Great Britain continues to be suspended.

Palestine. — A commission appointed by the British Government recommended that Jewish immigration should be regulated in accordance with the absorptive capacity of the country. A second Commission was appointed to investigate the measures to be taken for the application of the recommendations of the first Commission, and while this Commission was at work Jewish immigration was suspended. This decision was the subject of great controversy, and of many criticisms in various quarters. In November 1930 the British Government decided to issue 1,500 permits, but the economic situation of Palestine has compelled the Jewish agency to hold back a certain number of these permits provisionally, and to determine the number of immigrants month by month.
Persia. — A Decree of 9 April 1930 amended the regulations relating to the admission of foreigners.

Portugal. — A Decree promulgated about the beginning of the year prohibited the introduction of foreign workers.

Rumania. — At the end of October 1930 the Ministry of Labour informed business undertakings and individuals that foreign workers and employees would no longer be admitted into Rumania, with the exception of specialised workers.

South Africa. — An Act adopted on 5 March 1930 sets up a quota system. Except for immigrants from the British Empire and the principal countries of Europe, the number of immigrants admitted each year from any particular country may not exceed 50.

Tunisia. — By a Decree of 20 February 1930, every immigrant worker must, in order to be admitted into the country, present a contract of employment having the visa of the competent authorities.

United States. — Immigration was greatly restricted by various measures of an administrative character, such as a stricter application of the provision in the law under which a visa is refused to immigrants likely to become a public charge. This restriction is extremely effective as it affects not only ordinary immigrants but also the near relatives of American citizens who would otherwise be admissible outside the quota or would be entitled to preferential treatment inside the quota. Similar restrictions were placed on immigration from Mexico and Canada. In December 1930 Bills were introduced into Congress with a view to suspending immigration for a certain number of years. On the other hand, the American Federation of Labor proposed to the Government a complete stoppage of all immigration until the situation of the labour market improved.

International Action

The chief manifestations of international action for organising and controlling migration of workers were, in 1930 as in previous years, in the direction of bilateral agreements. These are dealt with first below. Some interesting developments are then noted for 1930 of those wider forms of collaboration between States for which bilateral agreements often prepare the way.
Bilateral Agreements

A number of further bilateral agreements on the subject of migration were concluded in 1930. Some of these agreements are fairly wide in their scope and deal as a whole with questions relating either to the admission and residence of nationals of one country on the territory of another or with frontier movements. An example of the former type of agreement is the exchange of notes between South Africa and Japan on 15 October 1930 in which Japan undertakes in exchange for a more liberal treatment of its nationals to restrict its emigration to the South African Union. Examples of the latter type of agreement are the Franco-German Convention of 25 April 1929 ratified on 14 August 1930, and the Franco-Chinese Convention of 16 May 1930 concerning the relations between Indo-China and the contiguous Chinese provinces.

An addition was made to the already long series of agreements on migration among European countries by the conclusion of two labour treaties and of a series of arrangements on the recruiting and employment of migrant workers. France concluded on 28 January 1930 with Rumania, and on 27 May 1930 with Austria, two general treaties on labour, relief and social insurance practically identical in their terms, which aim at organising migration between the contracting parties by regulating the procedure and the steps to be taken for the departure of workers from the country of origin and their admission to the country of destination, by making compulsory the conclusion of a contract of employment in accordance with a specified model, by regulating the obligations of the emigrant and of his future employer, and by establishing a series of rules which ensure the application of measures of social welfare for the protection of the migrant workers on the basis of equality of treatment between them and the workers of the country of immigration.

Moreover, by an agreement signed on 28 February 1930, the French and Hungarian Ministries of Labour laid down rules for the recruitment of Hungarian industrial workers for employment in France and drew up model contracts of employment. Similarly the Lithuanian Government has organised, in agreement with the Central Agricultural Society of Latvia, the placing and employment of a certain number of Lithuanian workers in Latvian agriculture.

The application of earlier Conventions concerning migration continued during the year to be the subject of negotiations between the administrations and organisations concerned. At the end of
1929 the *Franco-Polish* Advisory Commission drew up a detailed programme for Polish emigration to France in 1930 which included quotas for each of the principal French industries and determined the number of men and women workers respectively to be recruited. Moreover, decisions were taken with regard to individual emigration and with regard to regulations governing applications for particular industrial workers from Poland as well as regulations concerning the protection of the interests of, and the guarantee of a weekly rest day for, Polish immigrants working in French agriculture. The Polish Government had announced its intention of suspending almost completely the emigration of women agricultural workers to France, but this emigration was revived later, and the French authorities increased the number of local organisations for the protection of women agricultural immigrants in France. In May 1930 the annual *Franco-Czechoslovak* Conference adopted a series of measures relating to the procedure for bringing particular Czechoslovak workers to France, and it considered the situation of these immigrants from the point of view of social insurance and unemployment relief. In addition the representatives of the *German* Central Office for Workers and the appropriate *Polish* administrations determined in January 1930 the number of Polish seasonal agricultural workers who might be employed in German agriculture during the year and laid down rules for the purpose of ensuring to these workers equality of treatment concerning payments in kind and the calculation of wages on piece work. Finally, in October 1930 a special *Austro-Czechoslovak* Conference drew up model contracts for the Czechoslovak seasonal workers who will be recruited in 1931 for employment in Austrian agriculture.

In accordance with recommendations made by international official conferences and by numerous congresses of employers and of workmen, a number of Governments have now agreed by bilateral agreements based on the principle of reciprocity to admit annually a limited number of young employees or skilled workmen who desire to stay a short time in a foreign country in order to perfect their professional or linguistic knowledge. The most recent arrangements of this description are those signed by *France* with the *Saar Territory* in December 1929, with *Czechoslovakia* on 22 May 1930, with *Austria* on 27 May 1930, and with the *Netherlands* on 16 December 1930.

With regard to the question of the transport of emigrants, an agreement was concluded on 25 January 1929 by the *British*,
Australian and Indian Governments on the one hand and the Italian Government on the other, and published in 1930, which settled a series of questions relating in particular to the conditions required to be fulfilled by emigrant ships, to the presence on board these ships of inspectors or doctors of the same nationality as that of the emigrants embarked, and to the legislation which shall be applied with regard to the conditions of transport.

In the British Empire the problem of the better distribution of the white population was declared by the Imperial Conference to be a question of paramount importance. The Conference recognised that the economic difficulties at the present time were such as to render impracticable any considerable flow of migrants from the United Kingdom to the Dominions, but it recommended that the Governments concerned should adopt such measures as may be found best calculated to secure colonisation of the overseas Empire as and when economic conditions permit.

**Multilateral Agreement**

The Migration Committee\(^1\) of the International Labour Office in May 1930, drew up a plan, which was later approved by the Governing Body, for a report which the Office had been instructed to prepare on the problem of the recruiting and placing of migrant workers. This report will summarise legislative measures and agreements in force in different countries, dealing with the different forms of recruiting and the different systems in existence, and will also give information on the contracts in use for the employment of migrant workers and will study the practical consequences of these various documents so as to enable the Governing Body to decide how the International Labour Organisation may deal with the problem.

At the request of the Japanese Government representative, and with the approval of the Migration Committee and the Governing Body, the Office has also drawn the attention of the appropriate organisations of the League of Nations to the question of the simplification of visas and other documents required of emigrants in order that consideration may be given to the desirability of putting this question once more on the agenda of the Advisory and Technical Committee for Communications and Transit.

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\(^1\) For the composition of the Committee, cf. *supra*, First Part, Chapter II, p. 29.
The XIth Assembly of the League of Nations expressed the hope that no steps would be neglected which might contribute to the success of the second session of the conference on the treatment of foreigners referred to in the protocol of the Diplomatic Conference which met in Paris in 1929, and to the conclusion of a convention drawn up on the most liberal basis possible. Invited to give an opinion on the treatment of foreign workers in so far as the Paris Conference had dealt with this question, the Office undertook in 1930, in co-operation with the International Institute of Intellectual Co-operation, an enquiry into the provisions proposed with regard to certain categories of professional workers; the Office also asked the various international professional organisations for information on the treatment of other classes of workers which had formed the subject of discussion at the same Conference.

The International Maritime Committee which met in Antwerp in August 1930 again examined the problem of the insurance of passengers against accidents at sea. Once more the discussion showed the disadvantages of the present situation; but the Committee did not feel able to recommend any particular solution of the problem either with regard to passengers in general or with regard to migrants alone. Without abandoning the question, the Committee has taken up a waiting attitude with regard to it.

The problem of the protection of emigrants against risk of accident during their voyage, was also considered by the Permanent Conference for the Protection of Migrants in September 1930. It recommended the adoption of a scheme of compulsory insurance of migrants based on an international Convention which would cover all accidents occurring during the voyage.

As a basis for the discussions of the International Association for Social Progress in 1931, the Migration Commission of this Association adopted in July 1930 a resolution recommending: from the social point of view, the development of the international protection of migrants during their journey, and equality of treatment of immigrants and national workers; from the economic point of view, a better organisation of the international labour market; and from the political point of view, a conciliatory attitude on the part of the various Governments, thus ensuring that the rights of the countries of emigration and immigration and of the migrants shall be respected.

Further, the International Parliamentary Commercial Conference adopted a Resolution in November 1930 declaring in particular that measures should be taken to ensure equality of civil rights
as between nationals and aliens and full liberty for immigrants either to preserve their national culture and nationality or to secure a new one.

While not wishing to anticipate the future, it seems desirable that attention should be drawn to the likelihood that the problem of migration of the workers will shortly play an increasingly important part in international life. The question may be raised within the framework of the European Union, from the point of view of a better adaptation of the labour of Europe to the economic possibilities of the continent, or much larger questions may be raised with regard to the economic exploitation of hitherto undeveloped territories in other continents. In any case, it seems certain that in the next few years fresh efforts will have to be made in connection with this problem, efforts which the Office will be glad to record after having co-operated in the work involved.

**International Regulations**

*Convention concerning unemployment (1919)*

*Albania.* — The Government has proposed to Parliament to reserve ratification.

*Brazil.* — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

*Colombia.* — The Government has asked Congress to approve ratification.

*Czechoslovakia.* — A draft Bill on public employment exchanges which tends to give effect to the Convention is being considered inter-departmentally.

*Recommendation concerning unemployment (1919)*

*Albania.* — Submitted to Parliament.

*Austria.* — Re-submitted to the Fourth Legislature of the National Council.

*Brazil.* — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

*Recommendation concerning reciprocity of treatment of foreign workers (1919)*

*Albania.* — Submitted to Parliament.

*Austria.* — Re-submitted to the Fourth Legislature of the National Council.

*Brazil.* — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

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1 As is indicated in a footnote at the beginning of this Chapter (p. 341), the new arrangement of the Chapter made it necessary to group together here the notes on the measures taken on the Conventions and Recommendations concerning unemployment, placing, and migration.

The information given here refers only to 1930. See the tables appended to this volume for the general situation in regard to these Conventions.
Recommendation concerning communication to the International Labour Office of statistical and other information regarding emigration, immigration and the repatriation and transit of emigrants (1922)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning the simplification of the inspection of emigrants on board ship (1926)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Estonia. — The Riigikogu has taken note of the Convention.

France. — Bill for conditional approval of the Convention passed by the Chamber on 9 April 1930; laid before the Senate on 13 November 1930 1.

Irish Free State. — The ratification registered on 5 July 1930.

Poland. — The Government has addressed to the President of the Chamber a communication in which it states that ratification of the Convention is not desirable.

Yugoslavia. — The competent legislative authority has pronounced against ratification.

Recommendation concerning the protection of emigrant women and girls on board ship.

(Communication to the Secretary-General of the League of Nations)

Poland. — The legislation in force takes account of the principles of the Recommendation. Adoption of new measures is not necessary (4 January 1930).

(Other Information)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Hungary. — Although it recognises the advantages of the Recommendation, the Government is of opinion that no measures should be taken, seeing that Hungary at present does not possess vessels transporting emigrant women and girls.

Yugoslavia. — The competent legislative authority has pronounced against adopting the Recommendation.

1 The Bill passed by the Chamber provides that ratification is only to take effect after ratification by Italy, Poland and Spain.
CHAPTER VI

SPECIAL CATEGORIES OF WORKERS

Seamen

HOURS OF LABOUR

The chief feature of the year was the establishment of a 48-hour week in 
Spain for vessels engaged in the national coasting trade, in virtue of 
Decree No. 2167 of 2 October 1930. The regulations apply to the whole crew, 
both officers and lower ratings, on all ships irrespective of their size 
engaged in the national coasting trade.

Actual working hours are defined as the time, either at sea or in 
ports of call, during which members of the crew are required to 
execute the orders of their official superiors, and any time spent on 
board by order of the master at the port where the voyage commences 
and the final port of discharge. Provision is also made for limiting 
overtime. The methods of application of the regulations ensure the 
requisite flexibility for reconciling the principle of the eight-hour day 
with the requirements of navigation.

The preamble to the Decree indicates that, pending the adoption of 
international regulations on hours of work in all trades, the Spanish 
regulations on hours of work must at present be limited to the national 
coasting trade.

In Great Britain the three watch agreement concluded in 1929 for 
officers on certain classes of vessels, has continued to work 
satisfactorily. Towards the end of the year, however, certain cases 
ocurred where shipowners endeavoured to evade its provisions on 
the plea of having to make economies in view of the economic depression.

In Poland, the eight-hour day and 48-hour week instituted in 
virtue of the Act of 1919 was applicable in principle to all transport 
undertakings. The special conditions of maritime and river transport, 
however, required that work should be organised in a way similar to 
continuous process undertakings. Special regulations for maritime 
navigation are accordingly being prepared,
while administrative regulations were promulgated for inland navigation on 11 July 1930, and are to come into force on 16 January 1931.

These latter regulations establish the principle of an eight-hour day and 46-hour week for all workers employed in inland navigation; but they also permit a maximum of 1,196 hours, corresponding to an average of 46 per week, over a six-monthly period, provided that the working day does not exceed 12 hours in any case and is followed by 12 hours consecutive rest. The regulations also contain detailed provisions concerning work at night and night rest periods, the weekly rest, and annual holidays with pay, and strict measures for the supervision of the rules.

In Sweden the Act of 13 July 1926 concerning hours of work on board ship has been prolonged, without any important changes, until the end of 1933.

**Safeg of Crews**

The chief event of the year was the signature, in London on 1 July 1930, of an international Convention on load lines for merchant ships, by the representatives of 29 maritime countries, of which several delegations included representatives of shipowners or seamen.

This agreement embodies uniform rules for fixing load lines, rules which are to be applied internationally and for the enforcement of which sanctions are provided.

The scope of the Convention covers all merchant ships over 150 tons gross engaged in international voyages; and only ships engaged exclusively in the coasting trade, fishing vessels and pleasure craft are excluded. Vessels engaged in international voyages between neighbouring ports in two or more countries may, however, be excepted from the Convention while employed in such trade, provided that the Governments of the countries concerned agree that these waters may be considered as protected, and that it would accordingly hardly serve a useful purpose to apply the provisions of the Convention to such vessels.

The detailed technical rules adopted for fixing load lines are based mainly on the recommendations of the British Load Line Committee, which reported in favour of maintaining the chief provisions of the British Load Line Rules of 1906.

An important distinction is made between "existing vessels", ...
namely, those built before 1 July 1932, the date on which the Convention is to come into force, and "new vessels", namely, those to be laid down after that date. Existing vessels must conform to the new rules and be surveyed and marked in accordance with them, or to any rules regarded as equivalent to the British Board of Trade Free Board Rules of 1906, e.g. the Norwegian Free Board Rules of 1909.

The Convention also establishes special rules for two important classes of vessels: ships carrying timber deck cargoes, and tankers.

Previous Reports of the Director have frequently referred to the special problems connected with timber-carrying vessels, and to the efforts made to solve this question. The adoption of special rules applicable to this class of ship, based largely on the existing Norwegian rules, no doubt contributed substantially towards a general agreement. The recommendations of the Sub-Committee on Deck Cargoes of the Joint Maritime Commission were also taken into account in framing the existing rules. These, while making certain concessions to owners of this class of ships, tend to increase the safety of the crews employed on board these vessels.

The special rules embodied in the Convention for tankers are based, partly on American practice, and partly on the recommendations of the International Shipping Conference.

Lastly, the Convention provides that surveys and the marking of free-board marks are to be carried out periodically by surveyors specially appointed for this purpose. Every vessel surveyed will be given an international load line certificate, issued by the Government concerned. The certificate will be valid for five years, but will be renewable after a fresh survey. They must be recognised by the contracting Governments and presented to the competent authorities by the master of the vessel in foreign ports. If the ship is in possession of a valid international certificate the powers of the supervisory authorities are restricted to ascertaining that the vessel is not loaded deeper than permitted by the certificate, that the position of the load line on the ship side corresponds to the statement in the certificate, and that the vessel has not been altered in such a way as to make her unsuited for going to sea without endangering human life.

The provisions of the Convention are to come into force on 1 July 1932, provided that five ratifications have been deposited at that date. At the time of writing, although no ratifications have been officially notified, the Convention has been approved by the American Senate, and a Decree has been promulgated in
France applying its special provisions to tankers and timber-carrying vessels. Bills for ratification have also been introduced in Great Britain and in Norway. Generally speaking, shipowners are favourable to immediate ratification. It may also be noted that although the United States have not yet ratified the Convention, the administrative regulations issued under the recently adopted Load Line Act, to which reference was made in last year's Report of the Director, are on the whole in conformity with the rules of the Convention.

The provisions of the Convention of 1929 on the safety of life at sea are to come into force on 1 July 1931, provided five ratifications have been deposited at that date. Two, those of Denmark and the Netherlands, have already been registered, while ratification Bills have been introduced in France, Germany, and Great Britain, and are under preparation in Sweden and the United States.

While opinion in shipping circles in the principal maritime countries is unquestionably favourable to the early ratification of both Conventions, certain Governments seem to be awaiting the decision of the British Government: as soon as Great Britain has decided to ratify, a general movement for early ratification may be expected.

British shipowners, moreover, are fully alive to this position, and their most responsible representatives have on several occasions voiced a demand for immediate ratification of both Conventions by Great Britain. These views, although at first meeting with certain administrative and parliamentary difficulties, have now exercised a decisive influence, and according to the latest information the British Government has accepted the shipowners' point of view and intends shortly to introduce a Bill for the simultaneous ratification of both Conventions.

The Transit and Communications Organisation of the League of Nations convened an international conference for the unification of the buoyage and lighting of coasts at Lisbon in October 1930, which was attended by representatives of 31 maritime countries, and various national or international organisations, including the International Shipping Conference and the International Mercantile Marine Officers' Association.

In spite of the complexity of the questions at issue and the diversity of existing national systems, the Conference was able to arrive at agreement on certain points, in particular as regards maritime signals, and lighthouse characteristics and radio beacons.
No agreement was reached, however, on the principal problem under discussion, namely, a uniform system of buoyage and lighting, owing to the great divergency between the various points of view; but there was a general desire to arrive at a solution of this problem, which affects shipping so closely, and it was decided to examine it afresh at a Conference which will probably meet in 1931.

**Wages of Seamen**

In spite of prevailing economic depression during 1930, comparatively few changes occurred, and in those countries where a revision of wage rates has taken place they have not affected the general level.

**Germany.** — Certain owners have shown a tendency to offer lower rates than those fixed by the collective agreement. But as the provisions of the latter remain in force until October 1931, there seems no reason to doubt that the German Shipowners' Association will insist on its provisions being respected.

**Greece.** — In view of the difficult position of shipping companies, the Greek Government authorised a reduction of 30 per cent. in the rates which had been previously established by Decree.

**Italy.** — In conformity with the general provisions applying to wages in State-owned and private undertakings, fresh rates were introduced on 1 December, applicable to officers and seamen of all grades. These involve reductions corresponding generally to the cost-of-living bonuses which had previously been granted. On cargo vessels monthly rates for deck and engine room hands were decreased 50 lire, equivalent to 9.1 per cent. of existing rates, while officers' salaries were decreased 100 lire, equivalent to from 5.9 to 16.4 per cent. of the previous rates.

**United States.** — Certain private companies have reduced officers' salaries, but the general rates in force on Shipping Board vessels remain unchanged, and these rates, with a few unimportant exceptions, still constitute the basis of the rates paid by private owners as a whole.

**Codification of Seamen's Labour Legislation**

**Netherlands.** — The adoption of the Act of 14 June 1930 concerning masters' and seamen's articles of agreement marks the
completion of the work of re-casting the Dutch Commercial Code. The present Act is based on the drafts prepared by the Commission set up in 1921 under the chairmanship of Mr. Molengraaf; but the original proposals have been considerably modified as a result of suggestions from the competent Government Department and of amendments in both Chambers of the Legislature. The text finally adopted provides for the issue of public administrative regulations for defining and facilitating application of the Act on certain specific points (e.g. crew's quarters and scales of provisions). In view of the different conditions under which merchant shipping and the fishing industry are carried on, the latter is exempted from certain provisions which apply to merchant shipping. The chief novelty which marks the new Code is the adoption of the principle that seamen's articles of agreement are henceforth subject to the same laws as those which apply to other workers; contractual relations between shipowners and persons employed on board ship will henceforth be subject to the general rules embodied in the Civil Code, except in the special cases where the Maritime Act expressly provides otherwise.

The preparation of this new Code has taken a considerable time; for, in addition to the difficulties inherent to a thorough-going and complex revision of this character, the Legislature wished to incorporate in the Code the provisions of international labour Conventions. It is gratifying to note that the new Code has taken account of the provisions not only of those Conventions (minimum age of admission to employment at sea and compulsory medical examination of young persons) which have actually been ratified, but also of those of all the other maritime labour Conventions.

**British Commonwealth.** — In accordance with proposals of its special preparatory Committee, the Imperial Conference pronounced in favour of complete legislative autonomy for the Dominions as regards shipping legislation, but also in favour of unifying by agreement the various shipping laws adopted by the individual members of the British Commonwealth, particularly as regards administrative regulations and provisions affecting the ownership and registration of British vessels. It was also suggested that endeavours should be made to secure as much uniformity as possible in the maritime safety legislation in the different members of the Commonwealth and to avoid any provisions calculated to lower the existing standards of safety.
THE SOCIAL MOVEMENT

ENQUIRY INTO CONDITIONS IN THE FISHING INDUSTRY

The Office has continued as far as possible to follow the indications given by the 1926 Conference in connection with the general enquiry into the working conditions of sea fishermen. Several Governments have displayed special interest in this enquiry, and have asked for documentary information regarding those branches of the fishing industry similar to those in which their own countries are particularly interested.

Fresh progress has been made with the special enquiry into working conditions in sponge and pearl-fishing and for other submarine products, thanks to the courtesy of the Greek Government, which invited a member of the Office staff to collect information on the spot in the chief Greek ports which constitute the headquarters of the sponge fishing industry in which divers are employed. This visit has shown that the increasingly effective application of Greek legislation adopted since 1912 has during the last few years resulted in the disappearance of most of the previous abuses. Valuable information was also collected regarding the practical possibility of extending international regulations to all the waters where the sponge-fishing industry is carried on by methods similar to those prevailing in the Eastern Mediterranean.

As regards pearl-fishing, the information so far collected seems to afford clear evidence that intervention by the International Labour Organisation would be very desirable simply from a humanitarian point of view. But the available documentary information requires to be extended and completed with a view to ascertaining by what means international regulation of this kind, which would involve considerable difficulties, could best be carried out.

INLAND NAVIGATION

In accordance with the conclusions of the Mixed Committee, consisting of representatives of the Governing Body of the International Labour Organisation, on the one hand, and of the Transit and Communications Organisation of the League of Nations, on the other, the Governing Body has set up a Committee of Experts for enquiring into the possibility of internationally regulating working conditions on the chief European waterways. This Committee of
Experts met for the first time at Geneva from 29 September to 1 October 1930.

After examining the considerable documentary information prepared by the Office, the experts proceeded to a general discussion and drew up a programme of work. They were of opinion that two separate sets of enquiries should be carried on concurrently: one dealing with hours of work, and primarily the question of a compulsory minimum rest period, particularly at night; and the other embracing social insurance questions (sickness, accident, old age and invalidity) and concerned more particularly with the solution of conflicts of law and administrative co-operation in such matters. The Office was invited to request the European Governments more particularly concerned to furnish detailed information on these points.

A Conference was also held at Geneva from 17 November to 9 December 1930 for the unification of river law. This Conference, convened by the Council of the League of Nations, was attended by representatives from the following States—Albania, Austria, Belgium, Bulgaria, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Hungary, Italy, Netherlands, Poland, Portugal, Rumania, Sweden, Switzerland, and Yugoslavia. Denmark, Finland, Turkey and the Government Commission of the Saar Territory were also represented by observers. The Office, too, in response to an invitation, was represented by a member of the Office, who took part in the discussions affecting the living and working conditions of river watermen.

The Conference adopted three Conventions.

The first deals with the attestation of the vessel's nationality.

The second deals with the registration of ships in inland navigation and the rights of ownership, mortgages, liens, seizure and enforcement. The chapter dealing with privileged claims includes provisions which establish a privilege for claims arising out of the contract of employment of masters and crews, including wages and compensation for accidents and sickness. In order to husband river credits, however, the Conference limited the extent of the privileged claims. The original draft limited it to three months' wages, but at the request of the Office this period was extended to six months. This privilege of masters and crews ranks immediately after costs of upkeep, shipping taxes, and harbour and pilotage dues. Besides, while in many national legislations this

1 Cf. supra, p. 35, for the composition of the Committee.
privilege does not include the right of transfer, the Convention gives it the character of a "real right", since it follows the vessel when it changes hands.

The third Convention, which deals with establishing uniform rules relating to collisions in inland navigation, fixes the rules of payment for damage or injury caused to the vessel or to goods or persons on board in the event of collisions in the territorial waters of any of the signatory States. At present assistance is not regarded as a legal obligation under national laws, and the Conference therefore decided not to inscribe such an obligation in the Convention itself. But the Conference inserted a resolution in the final Act urging in view of the adoption of a special Convention on assistance and salvage on inland waterways, that national laws should impose a duty on the master of each of the colliding vessels to render assistance to the other vessel, its crew and passengers, in so far as such assistance could be rendered without serious danger to his own vessel.

**Asiatic Seamen**

The Maritime Session of the Conference in 1929 adopted a resolution regarding the treatment and working conditions of Asiatic seamen, and the Governing Body, in February 1930, authorised the Office to undertake the enquiries suggested by the Conference.

The various seafarers' organisations have also long been preoccupied with the problem of the increasing employment of coloured seamen of all nationalities on board European vessels.

A joint conference of the International Mercantile Marine Officers' Association and the Seamen's Section of the International Transport Workers' Federation, which took place on 1 March 1928, adopted a resolution for setting up a committee of enquiry into the working conditions of coloured seamen on board European ships. This committee, which included three representatives of the two organisations, published a report in October 1930 dealing with the various aspects of the problem. The conclusion reached by this report is that employment under existing conditions of non-European seamen should be opposed, for the following reasons: (1) because they are entitled to be treated like other seafarers; (2) because it has not been shown that non-European crews are to be preferred, either from the standpoint of efficiency or safety;
(3) because they hamper trade union action; (4) because they are used to debase wages and general working conditions of seamen as a whole.

The Commission therefore proposed that officers’ and seamen’s organisations should take concerted action in order to ensure:

(a) that national conditions applicable in the country to which the ship belongs shall also apply to non-European seamen, whatever their nationality, and that, in particular, the working conditions and the system of engagement and discharge of such crews shall be the same as for European seamen;

(b) that special supervision shall be instituted, preferably by legislative means, to check and prevent extortion and abuse in the engagement and discharge of non-European, particularly Asiatic, seamen;

(c) that the standard of ships’ crews shall be improved by raising the level of proficiency, general education, and social outlook.

The attention of British seamen’s organisations has also been directed to the increasing employment of coloured seamen, and complaints against the increasing numbers of Arabs and Somalis engaged, particularly as firemen, in English ports, even for home trade vessels, were brought to the notice of the Government. Without denying the right of coloured seamen, when British subjects, to be employed on British ships under the same conditions as European seamen, the National Seamen’s Union believes that abuses occur, as it is frequently difficult to ensure that coloured seamen are in reality British subjects. Noting that there were in several British ports considerable numbers of coloured seamen who had obtained clandestine entry to the country and were thus congesting the labour market, the National Union of Seamen asked for stricter measures of supervision, and the Board of Trade and the Home Office have stated that adequate measures would be considered.

Pending official action, an agreement was concluded between shipowners and seamen on 1 August 1930, according to which all coloured seamen seeking employment on board ship must register at the joint employment offices which have been established in all the chief British ports and will only be engaged if and in the order in which they are so registered. In spite of some protests from coloured seamen, the arrangement appears so far to have worked satisfactorily.
Air Navigation

The Office had already been asked, some years ago, by certain Governments, by the International Chamber of Commerce, and by several employers’ and workers’ organisations to undertake a study of some of the problems connected with air transport, particularly as regards accident insurance. More recently, in July 1930, the Air Co-operation Committee established by the Transit and Communication Organisation of the League of Nations asked for a report on social insurance for persons employed in international air services, and the International Labour Office was invited to co-operate for this purpose or to take any measures that it might deem expedient. However, the Office had to act mainly with a view to giving effect to the resolution of the Thirteenth Session of the Conference, inviting the Office to study, with a view to international regulation, not only the safety, but also the living, training and working conditions of workers in air transport.

The task of collecting the documentary information thus asked for has been begun by the competent services of the Office, and the plan of a general study of all the questions affecting the personnel of aircraft has been drawn up with a view to issuing a publication on the subject at some future date.

The technical, economic, and juridical problems connected with air navigation have engaged the attention of various international organisations for some years past. These include the International Commission for Air Navigation, which has carried on the work commenced in 1919 by the Paris Convention, in connection with questions relating to public and administrative law; and the International Committee of Legal Experts on Air Questions, which deals mainly with the unification of private law. It is essential that the International Labour Organisation should not lose sight of the social problems which come within its competence, and should also take account of the work already done by other institutions and, generally speaking, of all international action bearing on the problem.

Special reference should be made in this connection to the results of the first International Congress on Aerial Safety which was organised in Paris from 10-30 December 1930 under the auspices of the French Government. This Congress was attended by
representatives of international associations and national associations belonging to some 40 countries.

As the general rules adopted for the Congress and those to be held subsequently show, the object of these international congresses is:

(a) to investigate scientific and technical processes affecting safety in the air; (b) to put the results of these enquiries into practice; (c) to collect and publish documents and statistics indicating the progress achieved; (d) to study generally all questions affecting safety in the air, with a view to ensuring its rapid development. The proceedings of the First Congress resulted in the adoption of a number of recommendations relating, in particular, to safety on airways, safety of the aeroplane, vocational training and the service conditions of persons employed on aircraft. The recommendation adopted on the latter point indicates that every effort should be made to ensure that such persons should always be thoroughly fit for their work and should have to pass selection tests from time to time, though they should be assured of the position which they are entitled to expect as a result of their training and previous services. It was accordingly recommended that service regulation for persons employed on aircraft should be established as soon as possible.

International Regulations

(1) Effect given in 1930 to the decisions of the Conference

Convention fixing the minimum age for admission of children to employment at sea (1920)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Recommendation concerning Unemployment Insurance for Seamen (1920)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning unemployment indemnity in case of loss or foundering of the ship (1920)

Albania. — The Government has proposed to Parliament to reserve ratification.

1 The information given here relates only to 1930. See the tables appended to this volume for the general situation in respect of the Maritime Conventions.
Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Germany. — Ratification registered on 4 March 1930.

Irish Free State. — Ratification registered on 5 July 1930.

Latvia. — The Government communicated on 29 August 1930 to the Secretariat of the League of Nations a new instrument of ratification. This instrument no longer contains the reservation which governed the ratification given in 1926.

Netherlands. — An Act of 14 June 1930 laid down new regulations for articles of agreement for masters and seamen, which regulations take account of the Convention.

Rumania. — Ratification registered on 10 November 1930.

Convention for establishing facilities for finding employment for seamen (1920)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Netherlands. — The provisions required for putting the Convention into operation were incorporated in the Act of 29 November 1930 on facilities for finding employment and in the Act of 14 June 1930 on articles of agreement for masters and seamen.

Rumania. — Ratification registered on 10 November 1930.

Convention fixing the minimum age for the admission of young persons to employment as trimmers and stokers (1921)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Greece. — Ratification registered on 14 June 1930.

Irish Free State. — Ratification registered on 5 July 1930.

Japan. — Ratification registered on 4 November 1930.

Netherlands. — An Act of 14 June 1930 has incorporated into the Employment Act of 1919 new provisions which tend to give effect to Article 6 of the Convention. Public administrative regulations are being prepared.

Draft Convention concerning the compulsory medical examination of children and young persons employed at sea (1921)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

1 In 1926 the Convention was ratified conditionally on ratification by "the Powers of the chief importance in maritime trade".
Greece. — Ratification registered on 28 June 1930.
Irish Free State. — Ratification registered on 5 July 1930.

Convention concerning seamen's articles of agreement (1926)

Albania. — The Government has proposed to Parliament to reserve ratification.
Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.
Colombia. — The Government has asked Congress to approve ratification.
Germany. — Ratification registered on 20 September 1930.
Irish Free State. — Ratification registered on 5 July 1930.
Netherlands. — An Act of 14 June 1930 on articles of agreement for masters and seamen gave effect to the Convention.
Portugal. — Submitted to the Marine Department for consideration.

Convention concerning the repatriation of seamen (1926)

Albania. — The Government has proposed to Parliament to reserve ratification.
Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.
Colombia. — Submitted to the National Congress.
Germany. — Ratification registered on 14 March 1930.
Irish Free State. — Ratification registered on 5 July 1930.
Netherlands. — An Act of 14 June 1930 on articles of agreement for masters and seamen gave effect to the Convention.
Portugal. — Submitted to the Marine Department for consideration.

Recommendation concerning the repatriation of masters and apprentices (1926)

(Communication to the Secretary-General of the League of Nations)

Germany. — Approved by the Government. Put into force in Germany by various provisions of the Code of Commerce, of the Seamen's Ordinance and of the Act of 2 June 1902 concerning the obligation on the Merchant Marine to take on board seamen who should be repatriated (23 April 1930).

(Other Information)

Albania. — The Government has proposed to Parliament to reserve ratification.
Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Recommendation concerning the general principles for the inspection of the conditions of work of seamen (1926)

(Communication to the Secretary-General of the League of Nations)

Germany. — Approved by the Government. German legislation and organisation are already in conformity with the Recommendation (10 September 1930).

(Other Information)

Albania. — The Government has proposed to Parliament to reserve ratification.
Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.
The satisfactory results of the maritime session of the Conference in 1929 as regards hours of work on board ship were referred to in last year's Report of the Director, which also indicated that other exchanges of views and meetings of a more or less unofficial character at which it might be easier to arrive at some fruitful compromise would be necessary to consolidate the results attained in 1929 and to prepare for the session of the Conference in 1932 at which the final discussion is to take place. The Office itself was prepared to consider further technical and general studies of the problem, either by discussions in the Joint Maritime Commission itself, or preferably by holding an auxiliary conference, at which Government experts from the principal maritime countries would also be present.

With this object in view, the Office made a suggestion to the Governing Body, which also seemed capable of meeting the difficulties which have occurred since the early days of the Organisation in connection with the procedure to be followed for dealing with maritime problems.

The representatives of the shipowners have always maintained that the problems in which they are interested should be dealt with at special conferences; and three sessions of the Conference with an exclusively maritime agenda have already been held, with a view to meeting their wishes. Nevertheless, they declared that this procedure did not give them sufficient guarantees. They emphasised that, as maritime sessions are only special as regards their agenda, States without any direct interest in the questions under discussion could be represented on the same footing as countries with important mercantile marines. Further, and this was the main ground of their objections, they complained that non-Government delegates were in some cases unconnected with the shipping industry. As a matter of fact, the composition of delegations has given rise to divergences of opinion and to more or less strong and solemn protest at each maritime session of the Conference. In 1929 the discussion raised by the Employers' Group on this point caused a very serious situation at the Conference, almost bringing its work to a standstill, and the Conference, in order to close the question, adopted a resolution inviting the Governing Body to "seek all appropriate means of avoiding in the future a repetition of such difficulties".

The Office was thus faced with two separate problems. On the
one hand, it was desirable to determine the conditions in which the discussion of the maritime questions examined by the Thirteenth Session of the Conference should be continued and completed, and, on the other, it was important to discover some method of procedure which while, preserving the results of the first discussion, should satisfy the shipowners' views as far as possible, and meet the desire for conciliation expressed by the Conference itself in the resolution concerning the composition of non-Governmental delegations.

In view of these circumstances the Governing Body considered that a special and limited Conference, similar to the one which had been held not long before to examine working conditions in the coal-mining industry, would be calculated to facilitate the technical preparation for the final decisions of the International Labour Conference, besides ensuring all due authority for such decisions. At its Forty-Eighth Session the Governing Body adopted the following resolution:

The Governing Body, while not wishing to create a precedent, and reserving the possibility of examining the definite procedure to be followed later in the preparation and adoption of Draft Conventions dealing with maritime questions, decides provisionally, as regards the maritime questions already examined in first discussion by a special Maritime Conference:

(1) To instruct the International Labour Office to convene a tripartite technical advisory Committee in 1931;
(2) To postpone, until it has considered the results of this Committee's discussions, its decision whether a general Conference or a maritime Conference should finally decide in second discussion upon the above-mentioned maritime questions.

There remained to settle the methods of organising and convening this tripartite advisory Committee.

The Workers' Group displayed a preference for a solution consisting simply of adding Government representatives of the more important maritime countries to the ordinary members of the Joint Maritime Commission. But the drawbacks to this proposal were recognised by the Governing Body as a whole in the course of the discussion on it. The members of the Joint Maritime Commission elected by the Employers' and Workers' Groups at the Conference do not, indeed, represent the shipowners and seamen of individual countries, but shipowners and seamen as a whole. This implies, as is at present the case, that several members of the Commission may belong to one and the same country, whereas important maritime States are not represented at all.
With a view to securing a better balance of representation and to ensure that the body consulted should possess the requisite authority, the Governing Body preferred the idea of a real Conference reserved to States of definite maritime importance and composed of delegations consisting of one Government, one employers', and one workers' representative from each.

The decisions in this connection adopted by the Governing Body, particularly at its Fiftieth Session, may be summarised as follows. The final discussion on the maritime questions on the agenda of the International Labour Conference to take place only in 1932. This to be prepared by an advisory and technical conference which will meet in October 1931.

The following to be invited to attend the Conference:

(1) Delegations from the following 21 States: Great Britain, Japan, Germany, Norway, France, Italy, Netherlands, Sweden, Greece, Spain, Denmark, Canada, Brazil, Belgium, Australia, Argentina, China, Finland, Yugoslavia, Portugal, India, each delegation to include one Government, one employers', and one workers' representative, with technical advisers;

(2) Representatives of the Governing Body of the International Labour Office (one from each group);

(3) Any shipowners' and seamen's members of the Joint Maritime Commission who are not included in their own national delegations (with the right to speak but not to vote).

The Conference will be purely advisory, its business being to express its views on the maritime questions included in the agenda of the 1932 Session of the Conference for second discussion. These views may be based on the Blue Reports prepared by the Office, but they will not in any case require the Office to modify the conclusions of these Reports, and will only be referred to the International Labour Conference as supplementary to the Blue Reports for such action as it may think fit to take. It will be for the Governing Body to decide whether the final discussion is to take place at an ordinary or a special so-called maritime session of the International Labour Conference: but the Governing Body will have regard to the results of the technical Conference in taking this decision.
Agricultural Workers

The Agricultural Depression

The agricultural situation in 1930 was dominated by the agricultural depression, which in the course of the year assumed hitherto unknown forms of severity. The worst problem appears to be the cereals problem, for which products world market prices have fallen below pre-war levels. But the situation can by no means be summed up by a statement of the cereals position, as the depression had extended to almost every branch of agriculture, and is also very severe in the forestry industry.

Behind such a serious and prolonged situation lie a conglomerate of causes, the relative importance of which it is not yet possible to distinguish. Increased production at low costs in overseas countries, aided by agricultural science (the effects of which are now notably accumulating), also by recent advances in the use of agricultural machinery, which itself tempts to a yet further expansion of acreage;—an absence of any corresponding increase of consumption of the crops thus obtained, due to gradual changes in habits of living;—reduced purchasing power of the masses of unemployed;—reduced need for fodder owing to the replacement of animal by motor power;—abundance of cheap feeding stuffs tempting, in turn, to dairy and meat over-production;—on the other hand, difficulties in reducing costs of production in agriculture, for various reasons, such as the greater stability of industrial by contrast with agricultural prices, increase in wages, taxes, and interest on debts and greater volume of indebtedness, etc.: all these causes play their part in the special agricultural situation, independently of whatever influence may be exercised by such general economic factors as, e.g., the scarcity of gold.

The result is that farming, when done at world market prices, is now everywhere being carried on at great risk if not at a loss, while production for national markets is scarcely secured by protection, however high the tariff or varied the form that that protection takes.

It is obvious that such a situation must affect social conditions in agriculture. It accounts to a large extent for the quasi-complete absence of any social legislation in favour of agricultural workers in the course of 1930. It is reflected in the inadequate notice taken by Governments of such decisions as the International Labour Conference has so far been able to adopt on agricultural labour questions.
The effects of the depression on agricultural labour were discussed by the Mixed Advisory Agricultural Committee and by some agricultural experts called together by the International Labour Office for a two days' meeting at Geneva on 9 and 10 December 1930. The Commission hesitated a good deal to name any detailed results of the present situation which were already observable to the detriment of agricultural workers, but were unanimous in coming to the general conclusion that agricultural unemployment would be the most universal and the most regrettable consequence to be expected out of the agricultural depression. With regard to the effect of that depression on agricultural wages, the Committee believed that agricultural wages had not yet been affected to any appreciable extent; it was, however, presumed that agricultural wages could not hold out indefinitely against a continuance of the present situation.

The agricultural crisis has, in fact, lately given rise to a great many international meetings of various character: except for the Mixed Advisory Agricultural Committee, these meetings did not directly touch on labour. The efforts of countries in the east of Europe to concert their agricultural policy have attracted particular attention and have stimulated the discussion on agricultural problems carried on at intervals by the League ever since the holding of the World Economic Conference in 1927, which laid so much emphasis on the place of agriculture in world economy. The arrangements now suggested have one common principle; they endorse the idea of "orderly marketing" and mark an unexpected advance along those lines, an advance which is to be observed even in countries such as Great Britain, where hitherto it has been considered not practical politics. The suggestions of the east European countries have been of vital interest to the great oversea producing countries, which themselves are suffering in an unprecedented manner from the congestion on European markets on which all the world wishes to sell. The question of agricultural credit, which is basic to questions of production, has also attracted official attention at the League of Nations and elsewhere. Apart from these official meetings every sort of discussion has been taking place on the agricultural situation, either in the press, or at national or international meetings; an important international arrangement is being attempted to restrict sugar production, and, in general, the idea of restriction of

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1 For the composition of the Committee, cf. supra, First Part, Chapter II, p. 29.
production or of the rationing of supplies, or international quota arrangements, is very much to the fore.

It is obvious that if the crisis affects agricultural labour, so also will the remedies proposed when they come to fruition. Such a policy as restriction of production, for instance, would be bound to have an immediate effect on the labour situation. Running through all the suggestions which have been put forward is the central idea that the efficiency of the agricultural industry needs to be increased, that a great deal of organisation is required to bring this about, and that enormous difficulties lie ahead on account of the different levels or phases which the agricultural industry has reached in different countries and of the competition which is so nakedly displayed in the disposal of products on the world market. Behind all this lies eventually the question of the efficiency of the individual farmer in different countries, and that, in its turn, involves the efficiency of the individual farm worker in different countries. Here perhaps lies the gist of much that is troubling the world of agriculture. At a conference called by the League of Nations one speaker was able to assert that a type of agricultural worker in his own country was, as a producer of wealth, six times less effective than a certain type of industrial worker in the same continent, and the contrast between different types of agricultural workers themselves can be but little less marked.

Problems of efficiency are therefore bound to come to the front in relation to agricultural production. Thus, while the immediate situation is, for labour, one of wages and opportunities of employment and threat of unemployment, one of the eventual questions is that of standards of efficiency, of contrasts in those standards from country to country, of advances from time to time in those standards, and of competition between average productive efficiency of agricultural workers and the average productive efficiency of other workers.

Structure of the Agricultural Industry: Population and the Land

Tenure of Land

Two opposite movements exist in agriculture affecting land tenure; the movement to maintain or promote the family farm and the movement to manage large areas on a more industrialised or "factory" system. In Europe one basic national law has been
added to that body of Acts in various countries which together constitute the "agrarian reform" Acts, the object of which is to encourage the division of large areas previously held in a single hand (not necessarily farmed as a single area) into a number of smaller areas farmed and held by single owners, the movement for family farm ownership, as it may be described. The opportunities provided by this legislation appeared almost to have been exhausted, but in 1930 an Act was adopted in Albania, according to which all land in that country would, in principle, be subject to expropriation and only a certain reserve area, but not less than 40 hectares, be left to the original owners; the landless peasants will benefit from the reform in the first place.

Elsewhere it has been argued and even feared that, as a result of progress in mechanical equipment, the large industrialised area would rapidly gain ground, especially outside Europe, in such countries as Canada and the U.S.A. It is interesting to note that this has not so far taken place, in spite of immense recent advances in mechanisation. Although in some districts of North America the areas farmed have become slightly larger, yet they are still farmed by a single farmer with a very moderate amount of hired labour; only a very few experiments in "corporation" farming are reported.

*Soviet Agriculture.* — By contrast the situation in Russia is so bold an experiment in industrialised farming that no apology is made here for setting forth in considerable detail the information last obtainable before going to press.

The decision of the 15th Congress of the Communist Party, December 1927, that Soviet policy should be actually directed towards the socialisation and industrialisation of agriculture, was confirmed by the 16th Congress of the Party held in July 1930. The pre-war standard of national economic conditions having in fact been reached in 1927, the Communist Party considered that the conditions necessary to an application of their agrarian reforms had thereby been attained. The decision to proceed to the socialisation of agriculture was to some extent accelerated by the need for increasing agricultural production for export purposes in order to cover the cost of importing the equipment necessary for industrialisation of the country and also in order to assure the provisioning of urban centres and of the armed forces of the country on a more methodical and systematic basis. Moreover, the Communist Party was of opinion that national industrialisation and re-organisation
on collectivist principles could not be successfully carried out so long as one of the most vital branches of the national economy continued to work on an individualist and capitalist basis.

The new agrarian policy proposes to socialise agriculture by grouping peasant farms into vast collectivised exploitations (kolkhoze) and, further, by the organisation of large State farms (sovkhoze), the kolkhoze being considered as the first of these two steps in the socialisation process. It is assumed that in time these collectivised organisations will be transformed into agricultural settlements with community of goods and an equal distribution of income. The final aim to be attained is the organisation of all agriculture into industrialised State farms and the transformation of all independent cultivators into agricultural workers paid by the State.

The new agricultural policy was at first applied with a great deal of energy, and even with violence. The kulaki (well-to-do peasants) who opposed collectivisation were dispossessed and exiled to the North and to Siberia; the proportion of kulaki is now 1 to 100 instead of 4 to 100 of the agricultural population. Moreover, peasant owners of medium-sized farms were forced by threats and administrative measures to join the kolkhoze. The poorer peasants joined the kolkhoze in large numbers voluntarily in the hope of improving their situation.

The result has been an extremely rapid development of the kolkhoze. In October 1928 the number of peasant farmers' groups in the kolkhoze was 415,000, in July 1929 it was 979,000, and since then has attained 4.1 millions in January and 14.3 millions in March 1930—i.e. 22 and 56 per cent. respectively of the total number of peasant farms were thus grouped on the two last-mentioned dates.

Owing, however, to the lack of State means for the immediate organisation of so large a number of kolkhoze, and owing further to the intense resistance of the peasants in certain regions arising out of the administrative pressure put on them, the Communist Party invited the Soviet Government to relax its policy in this direction and not to oppose the withdrawal of peasant farms which had been forcibly put under the collectivist regime. The result was that the number of collectivised farms fell to 6.2 millions in June 1930, i.e. to 25 per cent. of the total number of peasant farms, the area covered being 33 million hectares of arable land.

The method now suggested by the Communist Party is not to arouse the opposition of the peasants, but to attract them to the
kolkhoze by offering them various technical and economic advantages—e.g. supply and hire of agricultural machinery, fertilisers, seeds, tax reductions, etc. In return the kolkhoze are compelled to sell to the State, at prices fixed by the latter, a portion of their harvest (in 1931, between 15 and 40 per cent.) and to supply workers for seasonal industry, without counting certain obligatory labour, imposed upon the whole population of a village, whether collectivised or not, if voted for by 25 per cent. of its inhabitants.

Meanwhile the fight against the remaining kulaki continues, and in general farms run on an individual basis are placed in a less favourable economic situation than the collectivised farms, this with a view to attracting the peasants to come into the kolkhoze.

Information supplied by the Government to the Central Executive Committee in January 1931 stated that nearly 36 million hectares—i.e. 26 to 27 per cent. of the whole number of peasant farms—had been collectivised in kolkhoze at that date.

The sovkhozes have advanced considerably in the course of 1930. In 1929 those devoted to crops covered only 1.2 million hectares, while in 1930 they covered 3.6 millions. Altogether nearly one-third of the soil cultivated in crops of the country was collectivised in kolkhoze or being administered in sovkhoze in 1930. Moreover, there were in existence special sovkhoze for stock-breeding purposes which covered nearly 40 million hectares in January 1931.

There is very little information, and that only of an accidental and fragmentary character, concerning the organisation of labour and the distribution of the profits earned by the kolkhoze. It is generally considered that work is still badly organised on these collectivised exploitations and that the preparatory period has not yet been left behind. There is a marked tendency to employ more and more women in field work and to intensify the labour of the agricultural worker with a view to liberating a certain male labour supply for State industry, which is short of workers.

It is too soon to judge of the influence of the new agricultural policy on output and agricultural production in general. The Soviet Press considers, in the light of the preliminary data available, that output is at least 10 per cent. superior on the kolkhoze to that on the individual farm, thanks to the use of agricultural machinery and artificial fertiliser. It also seems a fact that the output is relatively the highest on the sovkhoze. In 1930 the total cereals
harvest was greater than in 1913, being 881 million quintals (provisional figures) as against 801 million; however, it should be noted that weather conditions were particularly favourable in 1930. About one-half of the cereals available for the provisioning of towns and for export have been delivered by the sovkhozes and the kolkhozes in that year.

Finally, it should be noted that the economic plans established for 1931 foresee at the end of the year the collectivisation of all peasant property in the districts of the middle and lower Volga, the south Ukraine and the Northern Caucasus, and, further, foresee in general that about one-half the whole number of individual properties will be grouped in kolkhozes at the end of the year.

Although this vast experiment was begun in Russia before the appearance of the latter and worst phases of the agricultural depression, the part played by Russian produce as a disturbing factor in the world markets has given rise to much controversy.

Rationalisation of Agriculture

A movement of which much has been expected and which is often held to be closely connected with the possibility of farming large areas is the movement to "rationalise" farming. The rationalisation of farming may mean anything from the last processes of standardising products to adopting the piece-wages system in paying agricultural workers. When the idea was taken up ten years ago in Europe, interest was mostly attached to the problem of increasing the efficiency of human beings by means of better planning, equipment, and psychotechnical training, etc. Of late years interest has rather turned away from this to concentrate on mechanical development in agriculture and the substitution of machinery for human effort. This was the point of view discussed at the International Congress on Rural Engineering held at Liége in August 1930. The effects on labour of advances in the use of machinery in agriculture have also been examined by the International Labour Office itself in an article published in the International Labour Review, where attention is drawn to the enormous saving of human labour consequent on the adoption of such an invention as the combine. Except on this specific aspect of the question of rationalisation there has been little interest displayed, though Latvia and Portugal have joined the group of countries making efforts to examine the problem of the rationalisation of agricultural labour.
Employment Situation and Population Movements

It is characteristic of agriculture that it can only with difficulty temporarily cut down its labour requirements. Any signs of unemployment are therefore all the more significant of the difficulties against which the industry is now fighting. Few figures are collected, but it appears both that the usual seasonal winter unemployment of agricultural workers set in earlier than usual in 1930 and reached considerably higher figures than usual, and also that there was even summer unemployment in that year; all symptoms obviously to be attributed to the depression. Such figures of agricultural unemployment as are obtainable are cited from Germany (89,000 men and 43,000 women), Austria (20,000), Denmark (15 per cent. of insured agricultural workers), Hungary (300,000), Italy (175,000), Rumania (17,000 forestry workers), while unemployment or less chance of employment than usual for agricultural workers is also referred to in Argentina, Canada, England, Sweden, and the U.S.A. The German Trade Union of Christian Agricultural Workers in an important resolution of its Executive Committees in October 1930 took a serious view of the situation, and the Executive Committee of the Scottish Farm-servants’ Union, which in 1924 was uninterested in unemployment insurance for agricultural workers, was in June 1930 unanimously in favour of it. Here and there, e.g. in Canada and the U.S.A., the number of those seeking work in agriculture is rather demonstrably being added to by an influx of unemployed urban workers; in Brazil numbers of workers in the State of Sao Paulo are seeking work in the interior, 7,000 in 1926, 40,000 in 1929, and 37,000 in the first six months of 1930; in Germany labour exchanges have for some time past been systematically trying to place urban workers on the land and even to train them for this purpose.

On the other hand, certain countries in all parts of the world have for years past complained of an exaggerated migration of workers from country to town—the “rural exodus”. This problem is complicated both from an economic and a social point of view and, acting on a recommendation of the Mixed Advisory Agricultural Committee, the International Labour Office and the International Institute of Agriculture have arranged to undertake in collaboration some practical field studies of this movement, which it is hoped will be use in throwing some light on this problem.
WORKING CONDITIONS IN AGRICULTURE

Methods of Fixing such Conditions: Collective Bargaining

The International Labour Office hopes to bring out its report on Collective Bargaining in Agriculture in 1931.

In Denmark, in spite of the dissolution of the principal organisation of agricultural employers, the workers' union has succeeded in getting the agreement hitherto in force recognised by so many individual farmers that conditions are regulated on a larger number of farms than before.

In Sweden, the employers still object to signing a collective agreement.

In Czechoslovakia, it was impossible to conclude the usual wages agreement in 1930.

Wages

A preliminary report on agricultural wages was submitted by the International Labour Office to the Fifth Session of the Mixed Advisory Agricultural Committee. The Committee and experts were unanimous in recognising the utility of collecting information systematically and regularly. The depression in agriculture has gradually attracted attention to the difference between the agricultural wage levels of different countries; it is argued that competition on the world market is rendered unduly severe by the different standards of agricultural working and social conditions in different countries. The most important reference was that made by Mr. Scullin, the Prime Minister of the Commonwealth of Australia, at the Imperial Conference at London in October 1930, who called on the International Labour Office to collect comparative agricultural wage figures from different parts of the world.

The actual state of agricultural wages seems precarious. The opinion of the Mixed Advisory Agricultural Committee was stated above. Since that meeting notices have come in showing that, while it is admitted (e.g. in the Netherlands) that agricultural employers are not desirous to reduce wages, in view of their already low level, yet a number of proposals to that effect have been made in a number of countries, of which a certain proportion have taken effect. A very heavy fall in agricultural wages is reported from the U.S.A. (some workers are stated to be working
for mere board and lodging), falls of 2s. a week and 3s. a week from some districts in England and Scotland, falls varying from 1 or 2 pfennigs an hour to 3 or 5 or even 9 pfennigs an hour for different groups of workers in some districts in Germany, while wages in Brazil, Denmark, Italy, Czechoslovakia have also been affected or appear in course of being affected. A review of agricultural wages in Australia, Canada, New Zealand, and the United States of America, and in Europe in Germany, England and Wales, and Sweden, taken back over a rather larger period so as to cover the last few years of the agricultural depression, has shown that the great gap between agricultural and industrial wages has tended quite definitely to widen under the influence of the agricultural depression.

Hours, Weekly Rest, and Paid Holidays

As might be expected, practically no progress has been made on these questions. The question of working hours in agriculture appears to be quite stationary for the time being. A preliminary technical report on methods of regulating working hours in agriculture was submitted by the International Labour Office to the Fifth Session of the Mixed Advisory Agricultural Committee; this report showed what regulation is actually in force, whether by legislation or under collective agreement. The Executive Committee of the International Federation of Christian Trade Unions has communicated to the Office a report on the Sunday rest in agriculture and has stressed the importance of its observance. There seems a tendency in Germany on the part of the workers, when concluding collective agreements, to accept slightly longer hours if thereby wage-levels can be maintained.

Standard of Living of Agricultural Workers and of Agricultural Populations

Accommodation and Rural Hygiene

The improvement of the housing conditions of agricultural (as of all rural) workers and their families is urgent; it is not seldom designated as the rural social problem. The crux is finance, which makes large-scale action difficult. Interesting information has been forwarded from Sweden, where a report has been published, with official support, on rural housing conditions. The introduction to this report refers to the Recommendation on the Living-in
Conditions of Agricultural Workers adopted by the Third Session of the International Labour Conference in 1921. The Swedish Social Board intends to proceed to a special enquiry into the housing conditions of wage-paid labour.

The Rural Hygiene Conference of European Nations, to be held at Geneva on 29 June, has decided to put this problem on its agenda; it has been suggested that Governments should appoint employers' and workers' representatives on their delegations for this Conference.

The Biennial Congress of the International Landworkers' Federation, which will be held in the course of 1931, has also put agricultural, and especially forestry, workers' housing on its agenda.

**Education and Leisure**

The International Labour Office Report on *Vocational Agricultural Education*, published in the course of 1930, was very favourably received. A good deal of attention was devoted by the Fifth Session of the Mixed Advisory Agricultural Committee to the use of the cinema for purposes of agricultural propaganda, education and research, on the basis of a report presented by Mr. de Feo, Director of the International Institute of Educatie Cinematography of the League of Nations. The report was concerned largely with useful practical suggestions. It pointed out that the necessary liaison between the film and the audience needs specially to be secured in dealing with country populations, but that the talkie film, which would be admirably adapted for this purpose, is as yet too expensive for country cinemas. It stresses the need for technical correctness before audiences themselves familiar with agricultural processes, and notes that such technical correctness is not always easy to combine with the technical or even trade secret knowledge pertaining to the preparation of the film itself.

**International Regulations ¹**

*Recommendation concerning the prevention of unemployment in agriculture (1921)*

*Recommendation concerning the protection before and after childbirth of women wage earners in agriculture (1921)*

*Recommendation concerning night work of women in agriculture (1921)*

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

¹ The information given here refers only to 1930. See the tables appended to this volume for the general situation in regard to the Conventions.
Convention concerning the age for admission of children to employment in agriculture (1921)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Denmark. — A draft resolution for ratification of the Convention has been laid before the Rigsdag.

Rumania. — Ratification registered on 10 November 1930.

Recommendation concerning night work of children and young persons in agriculture (1921)

Recommendation concerning the development of technical agricultural education (1921)

Recommendation concerning living-in conditions of agricultural workers (1921)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Convention concerning rights of association and combination of agricultural workers (1921)

Albania. — The Government has proposed to Parliament to reserve ratification.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Denmark. — Ratification registered on 20 June 1930.

Rumania. — Ratification registered on 10 November 1930.

Convention concerning workmen's compensation in agriculture (1921)

Albania. — The Government has proposed to Parliament to reserve ratification.

Belgium. — The Act of 18 June 1930 has extended to all agricultural workers within the meaning of the Convention the benefit of the legislation on workmen's compensation. This Act will come into force on 1 January 1932.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.

Colombia. — The Government has asked Congress to approve ratification.

Italy. — Ratification registered on 1 September 1930.

Rumania. — Parliament had laid before it on 20 May 1930 a Bill for unifying the different systems of social insurance at present in force. The question of ratification will be considered after this Bill has been adopted.

Recommendation concerning social insurance in agriculture (1921)

Albania. — Submitted to Parliament.

Brazil. — Submitted to the National Congress by a Message of the President of the Republic dated 31 March 1930.
Salaried Employees

The most important development in 1930 in connection with salaried employees was the discussion at the Fourteenth Session of the Conference of a Draft Convention and three Recommendations on hours of work of salaried employees. An account has already been given of the discussions and decisions of the Conference on this subject and of the measures taken by the States Members. It will be sufficient to state here that the successful issue of the discussions was due to the mutual comprehension and spirit of conciliation displayed by all groups.

The discussions which took place, as well as the conclusions reached by the Conference, show that it may be desirable to deal separately with certain questions concerning salaried employees, especially when existing legislation, the practice of the Courts and custom deal with such workers in a special way adapted to the nature of their occupation. This is a tendency which has been noticeable in the course of recent years. Fourteen countries now have special legislation regulating the contract of employment of salaried employees. Government or private Bills are moreover before Parliament in Brazil and France.

In view of this situation, the Governing Body has set up an Advisory Committee to consider the claims put forward by the principal organisations of salaried employees. The Committee held its first meeting at the International Labour Office on 14 and 15 April. The Committee was asked in the first place to consider the programme which was drawn up by the International Conference of Salaried Employees held at Montreux in September 1926 and adopted by the first Assembly of the International Association for Social Progress. The Committee was asked to consider in what order the International Labour Organisation might deal with the questions mentioned in the programme. The programme had already been discussed in the course of conversations held in December 1926 and October 1928 with a few persons specially representative of the salaried employees' movement. The new Committee will be asked to make suggestions to the Governing Body as regards the questions which will be studied, bearing in mind the work which has already been done. The Governing Body will then give its decisions on the recom-

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1 Cf. supra, "Hours of Work of Salaried Employees", p. 200.
2 Cf. supra, First Part, Chapter II, p. 32 for the composition of this Committee.
mendations of the Advisory Committee and will thus be able to organise the work of the Office in connection with the conditions of work of salaried employees in a systematic way.

Certain aspects of two of the questions in the Montreux programme have already been discussed by the Advisory Committee on Professional Workers. These are the questions of the protection of inventions by wage-earners, and clauses in restraint of trade in contracts of employment (radius clauses). The work of the two Committees in connection with these problems, which are in some respects of interest both to salaried employees and to professional workers, will thus be co-ordinated. The Advisory Committee on salaried employees was also asked to consider the effect to be given to a clause in the three Recommendations adopted by the Fourteenth Session of the Conference concerning hours of work in hospitals, hotels, restaurants and theatres. The clause in question lays down that the States Members shall, within four years of the adoption of the Recommendations, communicate to the Office, in accordance with a uniform scheme approved by the Governing Body, detailed information on the results of the enquiries provided for by the three Recommendations. The Governing Body considered that the Advisory Committee could give it useful suggestions for the establishment of this scheme.

Professional Workers

The special problems facing professional workers, quite apart from the claims common to all wage earners, have become particularly acute as the result of the economic depression. The main questions studied at the various professional workers' congresses include employment and the placing of professional workers, professional diplomas, protection of titles, composers' and performers' rights in the mechanical reproduction of sounds, protection of applied art in industry, and the journalists' contract of employment. It may be thought that some of these demands are of a somewhat abstract character, but for those concerned the solution of these questions has become of vital importance, as a result of the intense unemployment from which professional workers are among the first to suffer.

1 Cf. supra, First Part, Chapter II, p. 30 for the composition of this Committee.
SPECIAL CATEGORIES OF WORKERS

UNEMPLOYMENT

The question of unemployment was raised at the London Congress of the International Confederation of Professional Workers in Mr. Veitz's report, which covered professional workers as a whole. A particularly thorough study of the question was made during the Congress of the International Union of Theatrical Artistes. It was stated that the general causes of the present depression were to be sought not only in the development of other kinds of performances, but also in the economic situation of a large number of countries. The position of musicians in general and cinema orchestras in particular was considered to be very critical.

Among the remedial measures proposed, improvement of the present systems for finding employment holds first place.

In Germany, private employment agencies for artistes, musicians, theatrical staff, etc., have closed down since 31 December 1930. Concert agencies have been allowed to continue their activities until further order. In order to find employment for variety and music-hall artistes, a limited company "Parenna" (Paritätischer Engagementsnachweis) has been set up under the supervision of the Unemployment Insurance Institute, which is a shareholder and may if necessary take over the management of the company.

In Italy, a free employment agency for the liberal professions has been set up under the auspices of the Fascist National Federation of the Liberal Profession and Artistes. This office, which also deals with questions connected with welfare, assistance and vocational guidance, is organised on the same lines as the other public employment offices. It is empowered to find employment for all classes of professional workers, with the exception of journalists, who have their own special office.

At the London Congress of the International Confederation of Professional Workers it was urged that all private fee-charging employment agencies should be abolished and that their place should be taken by offices administered by the public authorities and the workers' organisations, which should maintain close national and international relations with each other with a view to widening the labour market.

Other measures suggested as a means to combat unemployment include the protection against persons outside the profession, the
general protection of titles, the restriction of the admission of aliens, and the reduction of the number of students.

These proposals are not made simply in a spirit of opportunism, as the questions raised have to be solved whatever the economic situation. They are a special manifestation of the tendency of professional workers to unite for the common defence of their interests and to abandon the worn-out policy of individualism.

The Question of Amateurs

In February 1930 the Committee of the International Confederation of Professional Workers decided to recommend the adoption of the principle of compulsory professional licences. The aim of this resolution is to exclude amateurs from all the professions, especially those connected with the theatrical trades.

Practically everywhere musicians are protesting against the competition of military bands and amateur orchestras in general.

In France, the French National Federation of Theatrical Employees decided, at a Congress held in Nice, to take fresh measures against the competition of military bandsmen.

In Germany, the Musicians' Association, backed by the General Federation of German Trade Unions, is carrying on an active campaign: officials, salaried employees and workers belonging to the Federation have been forbidden to exercise any accessory professional activity for remuneration, and representations have been made to the public authorities.

In Poland, the Congress of Polish Musicians, which met in Warsaw from 16 to 18 April 1930, recommended that all orchestras composed of military bandsmen, officials or workers should be forbidden to give concerts against remuneration.

Protection of Professional Title

In addition to taking steps to protect their members against the unemployment menace, the professional organisations are endeavouring to safeguard the dignity of the professions through the protection of professional titles. With a view to protecting artistes the Congress of the International Union of Theatrical Artistes held in Vienna in June 1930 recommended a close supervision of the methods of recruiting young theatrical artistes, citing the example
of Germany which has empowered certain bodies to hold the requisite examinations.

In Germany, the German Association of Chorus Singers and Dancers concluded an agreement with the German Theatrical Association whereby the latter undertook to recommend its members not to employ in their theatres any person except those belonging to the Association of Chorus Singers and Dancers and in possession of a diploma granted in accordance with certain provisions of the agreement.

In Austria, at the end of 1929 the National Council of the Austrian Confederation of Professional Workers submitted a request to the Chancellor and the Minister of Commerce asking that statutory protection might be granted to the professions of engineering and architecture, and that the qualifications of these professions might be fixed.

In France, the Lille Congress of the French Federation of Engineers' Associations adopted a resolution expressing satisfaction with the Bill drafted by the committee of the Ministry of Education to regulate the professional status of engineers.

The Congress of the German Architects' Association, held at Dresden in September 1930, demanded on behalf of engineers and architects protection for the title of "architect" in view of the abuse of that title by building contractors.

In Hungary, the International Congress of Architects held at Budapest recommended that the title and profession of "architect" should be protected by laws in each country, which should contain provisions concerning admission to the profession and penalties for the illegal use of the title of "architect".

In various countries the idea of setting up special Chambers for the various professions has been advanced. This idea was also discussed by the International Congress of Architects, which recommended that architects' corporations should be constituted in each country.

A similar movement is taking place among doctors. In Belgium the Committee on Home Affairs and Public Health has submitted to the Senate its report on a Bill providing for the establishment of Chambers of the medical profession. Among other duties the Chambers will be required to compile and keep up to date the registers of persons authorised to practise any branch of medicine.
Admission of Foreigners

Restrictions concerning the admission of foreigners are recommended mainly by the musicians' associations. As a rule they demand that the number of foreign musicians employed in orchestras and places of entertainment should be limited to a certain proportion of the total. In some countries the musicians' associations are asking more or less directly that the admission of foreign musicians should be completely prohibited. Some countries have in fact adopted restrictive measures, and admission is entirely unhindered only in a few countries such as Austria, Belgium and Czechoslovakia, all of which produce large numbers of musicians and do not appear to fear foreign competition.

In France, the Lille Congress of the French Federation of Engineers' Associations, to which reference has been made above, adopted a resolution demanding that residents' permits should be granted to foreign engineers only if their presence in France was not prejudicial to French engineers; that the engagement of foreign engineers in undertakings employed in work of national defence should be subject to the approval of the military authorities; that regulations should be introduced to restrict the employment of foreign engineers in undertakings enjoying concessions from the State, the Departments or the municipalities and in undertakings executing contracts for the State, the Departments or the municipalities; that the list of foreign diplomas entitling their holders to enter French engineering schools should be thoroughly revised and cut down; and that measures of reprisal should be taken against foreign countries which restrict the admission of French engineers to their territory.

Admission to the Professions

Attempts are also being made to restrict admission to the professions. At the London Congress of the International Confederation of Professional Workers it was pointed out that, while it was eminently desirable that higher education should in no way be restricted, it was necessary to limit, by competitive examinations open to all students, the number of diplomas giving the right to practise a profession. The question of restricting admission to the profession seems to be of special interest to the medical
profession. The annual meeting of the German Physicians' Union (Hartmannbund) held in June 1930, adopted a resolution demanding that energetic representations should be made to the authorities with a view to restricting the increase in the number of medical students.

**Mechanical Music and Broadcasting**

Broadcasting and the registration and mechanical reproduction of sounds have given rise to two questions which are attracting much attention among artistes, interpreters and performers, musicians and actors. The first question is that of unemployment resulting from the displacement of orchestras by modern reproducing apparatus (sound films in cinemas, gramophones in dance halls and restaurants); the second question is that of the pecuniary and moral rights of performers in respect of their performances.

The action taken to combat unemployment due to the use of mechanical musical apparatus has caused numerous disputes between musicians' unions and theatrical proprietors, which have resulted in the blacklisting of establishments, the prohibition to play before the microphone, strikes, and a number of other measures which, however, have all proved ineffective.

It is to be noted that the International Broadcasting Union, to which the large majority of broadcasting companies are affiliated, has stated that, like the performers, it is desirous of finding a possible international solution to the questions interesting both parties. The performers' organisations for their part are all demanding the establishment of an international Convention. The International Union of Theatrical Artistes, acting in conjunction with the International Musicians' Union, and the Universal Theatrical Society have submitted a proposed Draft Convention to the International Labour Office.

**Service Regulations for Journalists**

The establishment of professional regulations continues to be the most important question for journalists, and the national organisations have continued an active campaign for that purpose.

In France, long negotiations have led to the drafting of a collective agreement, but the adoption of this agreement by the whole country has met at the last moment with difficulties which it is hoped will soon be overcome. The efforts of the national orga-
nisations are supplemented by those of international organisations, such as the International Federation of Journalists. It has already been seen¹ that the first International Congress of the Catholic Press discussed this matter.

The Advisory Committee on Professional Workers has been authorised by the Governing Body of the International Labour Office to study the question of collective agreements in journalism. Its first step has been to consult experts from the various countries on the essential elements which must be contained in a contract of this sort.

Native Labour

For want of a better comprehensive term, "native labour" is used here as in the other publications of the Office to cover generally the working conditions of peoples under the administration of other races. Such peoples are found mostly in colonies and mandated territories, and it is therefore primarily with conditions in colonies and mandated territories that this chapter will deal. Analogous conditions exist, however, in some independent States, either because of the presence within their borders of indigenous peoples or because the general conditions of life and labour are only beginning to be influenced by modern industrial development. It appears, therefore, to be logical to deal with all such comparable situations in this chapter on "Native Labour".

A first section headed "National Developments" gives a review of the more important events of the year in the various countries and territories concerned. The international developments are dealt with in a second section entitled "The International Situation".

A. — National Developments

Argentina. — The Government has established colonies of native families in the national territories of Shaco and Formosa. An attempt is being made to keep them on the land and to encourage them in particular to grow cotton by assuring them just remuneration and by supplying foodstuffs, livestock, tools, seed, etc., at cost price. In addition the Federal Commission of Native Reserves is sending inspectors to certain private undertakings in Jujuy Province, Shaco Territory and Salta Province, which take on

¹ Cf. supra, p. 87.
several hundreds or thousands of natives for the sugar cane harvest, so as to supervise the living and working conditions of the labourers from the time of leaving home until their return. (Report of the Minister for the Interior for 1929-1930.)

Belgium. — The labour question in the Belgian Congo continues to be one of the gravest problems with which the home and colonial authorities have to deal.

In reply to speeches by Mr. Vandervelde in the Chamber of Representatives, the Prime Minister, who is also Minister for the Colonies, stated that the Government had given constant attention to the question of forced labour. He reminded the Chamber that the granting of concessions had been suspended following the conclusions reached by the Native Labour Committee and that the large colonial undertakings had been required to assume certain humanitarian obligations. As regarded Mr. Vandervelde's proposal that an enquiry should be effected in the Congo by an independent committee, the Minister pointed out that an enquiry was in fact being carried out in the form of a questionnaire on the subject of labour, which had been sent to all colonial undertakings for the purpose of obtaining complete information on the rational organisation of economic zones.

The Minister for the Colonies nevertheless considered that to make the best use of this information it was necessary to supplement the enquiry by investigations in the Congo, and he suggested that the Brussels Native Labour Committee should delegate technical experts to proceed to the Congo to deliberate with the Native Protection Committee. The delegation in question proceeded to the Congo last September. It was to be joined in January 1931 by the Reporter-General of the Committee, Mr. Cayen, and to meet in March at Leopoldville, together with the Native Protection Committee. It is thus to be expected that during 1931 the Brussels Native Labour Committee will be able to submit its final conclusions and to indicate what policy it considers should be followed in regard to native labour, so as to conciliate the economic development of the Congo with the interests of the native populations.

The Third Belgian Colonial Congress, held on 6-7 December 1930, devoted its discussions to native labour. Interesting debates took place on such questions as the feeding of native labourers, the organisation of the living conditions of native workers and of detrubalised natives, native mortality and health, the suppression of porterage, social assistance, and the protection of native women.
A General Administrative Order was promulgated on 18 June 1930, codifying the various decisions of the Provincial Governors issued in execution of the Orders and Decrees of 1921 and 1922 concerning the health and safety of workers and labour contracts. In addition, the Decree of 16 March 1922 concerning labour contracts was amended by an Ordinance of 20 April 1930 providing for the acclimatisation of workers. The purpose of the amendment is “to provide that workers recruited in distant areas may have facilities for becoming accustomed to changed climatic conditions, taking a period of rest, undergoing training for employment and, if necessary, medical treatment.” The same measures can be taken in the case of workers’ families. Various orders have been issued by the Provincial Governors on the basis of these new provisions. Finally, certain amendments to the Native Emigration Laws existing in the Belgian Congo have raised the amount of the security required for the granting of permits to a sum not exceeding 10,000 Belgian francs for each native.

The new Belgian Congo legislation relating to the health and safety of workers, the contract of employment and acclimatisation, to which reference has just been made, was extended by Ordinances to the Mandated Territory of Ruanda-Urundi. The Congo Ordinance of 25 May 1926, making the declaration of industrial accidents compulsory, was also extended to the Mandated Territory. In addition, an important Ordinance was issued on 20 August 1930 regulating the conditions under which natives of Ruanda-Urundi may be recruited for the purpose of employment outside the Territory. This Ordinance provides, inter alia, that with certain exceptions passports may only be delivered to natives in possession of a contract of employment, that contracts may not be for longer than a period of three years renewable for a further period of three years, that certain conditions regarding the physical fitness and the protection of the workers (including wages, rations, acclimatisation, repatriation, deferred pay, compensation, etc.), must be fulfilled, and that the conditions of employment must be subject to inspection by officers of the Government of Ruanda-Urundi. An Ordinance of 24 May 1930 provided for the creation of a Commission for the study of problems relating to the labour supply.

In reply to the request made by the Permanent Mandates Commission for further information concerning the sickness and death rates of Ruanda-Urundi natives recruited for the Katanga mines, the annual report of the Mandatory Power for 1929 gave figures showing death rates of 40.44 per mille for men, and 60.74.
and 222.55 per mille respectively for the women and children who accompanied the workers. The report added, however, that the death rate for men had fallen to 30 per mille by the month of May 1929, and that in July the situation was satisfactory as regards women and children as well as men. The Mandates Commission, which examined the annual report in November 1930, took note of this information and expressed the hope that the next report would be able to record a considerable decrease in the death rates.

*British Commonwealth.* — A conference of official representatives of the British colonies, protectorates and mandated territories was held in London in June and July. Two plenary meetings were devoted to the discussion of labour conditions and of the applicability of International Labour Conventions to the colonies.

In regard to the Draft Convention concerning forced or compulsory labour, a number of representatives explained the position in their territories. The Governor of Sierra Leone stated that Sierra Leone was most anxious to carry out the Convention, but he hoped that reasonable time would be allowed for its full application. The representative of the Kenya Government said that the principles underlying the Convention were generally accepted in Kenya, though he emphasised the necessity for compulsion in emergencies and for communal services, and regretted the prohibition of forced labour as a form of collective punishment. The Governor of the Gold Coast said that the immediate abolition of forced road maintenance would cost the colony £200,000 a year, but he thought that the change to a voluntary system could be effected within a period of five years. The representatives of the Leeward Islands, Nigeria, the Mandated Territory of Tanganyika and Uganda expressed the opinion that the application of the Convention would be attended by no particular difficulties in their territories.

The Under-Secretary of State for the Colonies emphasised the importance of colonial labour legislation. He drew attention to the necessity of amending such Master and Servants laws as provide severe penalties for breach of contract, and of introducing measures for the protection of women and children, workmen’s compensation, and factory legislation in general. He also expressed the hope that the colonial governments would view with sympathy the increasing tendency for the formation of workers’ organisations in the colonies.
In the discussion that followed, it was suggested that the main hope of seeing that labour reforms really benefited the peoples was to create in these peoples a desire for higher standards of life. Trade union organisations were still very rudimentary, although there were many flourishing friendly and co-operative societies. There was general agreement that it was more satisfactory for governments to deal with organised bodies than with irresponsible individuals.

The closer collaboration between British dependencies, illustrated by the holding of the Colonial Office Conference, also took the form of common legislative action, so that a marked feature of the year has been the treatment of separate territories as part of a whole, to which general principles of administration are applicable.

In Gambia, the Gold Coast and Nyasaland, similar Ordinances were passed affirming the abolition of slavery, so as to remove any doubt of the legal position, and in Kenya, the Mandated Territory of Tanganyika and Uganda an identical Penal Code was adopted in which the provisions for the repression of slavery are repeated. In Ceylon, Kenya and Northern Rhodesia, amendments were adopted or introduced in the vagrancy laws to secure that these laws shall not be interpreted as providing forced labour for private employers. In North Borneo and Sarawak laws were passed on the same general lines as those of the existing Hong Kong Ordinance for the protection of mui-tsai, and for the gradual abolition of the custom. In Tanganyika and Uganda Mining Ordinances were adopted which grant compensation to native workers injured in employment.

In the British East African Dependencies public interest has been largely taken up by the proposals for closer union which are now under consideration by a Select Committee of the British Parliament.

At the same time as it issued its proposals on this subject, the British Government published a memorandum on native policy, important passages of which are devoted to social policy. The Government holds that the objective to be pursued is a general improvement in the standard of native life. The natives should be encouraged to make the most efficient use of their own resources for production, subject to the principle that they should be effectively free to work either on their own lands or as labourers outside the tribal areas. It is emphasised that there should be no restrictions on the possession or use of land of such kind as to compel the natives to take service with private employers.
Reference is also made in the memorandum to the Draft Convention concerning forced or compulsory labour. Forced labour for private employers is condemned. The Government’s policy is the gradual disappearance of even the two kinds of compulsory service which are still lawful: compulsory labour for public services in cases of emergency and compulsory labour for tribal services based on traditional tribal custom. It is held essential that in these two surviving cases, which do not justify compulsion on railway construction or the placing of forced labour at the disposal of contractors, the labour must be strictly limited to adult men in good health, and carefully safeguarded against abuse. Every care must be taken that no taxation is imposed which results in obliging the natives to labour for wages.

In Kenya an amendment to the Collective Punishment Ordinance was introduced deleting the provisions of the existing Ordinance permitting forced labour as a form of collective punishment.

In Northern Rhodesia, the 1930 amendment to the Employment of Natives Ordinance empowers the Governor to establish a Native Labour Department.

The Sudan Employment of Children Ordinance, 1929, prohibits the employment in factories or workshops of children under 12 years of age. Children between 12 and 15 years may only be employed if medically fit. A maximum working day of eight hours is prescribed and the employment of children during the night prohibited.

In Uganda the Employment of Children Ordinance, 1930, contains the same prohibitions and guarantees except that a child is defined as any person under the age of 14 instead of 15 years. In the native kingdom of Buganda (Uganda) the customary free labour of 30 days a year, for which male natives are liable, has been regulated by the Luwalo Law, 1930. The law exempts certain classes of natives, permits the commutation of service for payment by other classes of natives, and allows the remaining natives to provide substitutes.

The Zanzibar Native Administration and Authority Decree, 1930, follows the main lines of the Tanganyika legislation, which has already been taken as a model in the Northern Rhodesian Native Authority Ordinance of 1929. Under the Zanzibar Decree forced labour is permitted for certain minor communal services. The Zanzibar Destitute Persons Decree, 1930, also closely follows East
African practice. It, however, contains a clause permitting the imprisonment of a destitute person who refuses employment, although in Kenya and Northern Rhodesia similar provisions were repealed during the year.

In the British West African Dependencies, a Co-operative Societies Ordinance, which is based on similar legislation in Ceylon, has been adopted in the Gold Coast. The encouragement of the agricultural co-operative movement among West African natives has been a definite feature of Government policy in recent years. Progress has been marked both in the Gold Coast and in the Mandated Territory of the Cameroons.

In the Union of South Africa an inter-departmental Committee reported upon the labour resources of the Union, and a Commission appointed to examine the economic and social conditions of the natives is at present engaged in investigations throughout the country. Towards the end of the year a Native Conference was summoned by the Government to consider certain proposals affecting natives, including the Native Service Contract Bill, which provides, *inter alia*, for the payment of a tax of £5 by any male native in the Transvaal or Natal who, for three months in the year, has not worked under contract or in a profession or as an artisan. In June 1930, the Government appointed a Conciliation Commissioner, who is instructed to direct his efforts towards the establishment of good relations between employers and native workers.

In the Mandated Territory of Palestine the problems of the economic capacity of the country to absorb new emigrants and of the relations between Arabs and Jews have been the subject of acute discussion during the year. The report, presented in March 1930, of the Commission of Enquiry into the Disturbances of August 1929, laid great stress on Arab apprehensions in regard to Jewish immigration and purchases of land. The British Government thereupon despatched an expert, Sir John Hope Simpson, to Palestine to report on land settlement, immigration and development, and his report was published in October.

According to this report, with the existing methods of cultivation by Arabs, the cultivable area of land in Palestine was insufficient to provide any margin for agricultural settlement by new immigrants, with the exception of such undeveloped land as the various Jewish agencies held in reserve. The Arab had received practically no help to improve his cultivation or his standard of life and was in a
desperate position, without capital, heavily in debt and paying high interest on loans, subject to rising rents, and liable to taxation the burden of which had been made very heavy by the fall in agricultural prices. Drastic action to ensure agricultural development and close settlement on the land and intensive cultivation by both Arabs and Jews was recommended, and the belief expressed that, given thorough development, there would be room in Palestine not only for all the present agricultural population on a higher standard of life than it at present enjoys, but for not less than 20,000 families of settlers from outside. In regard to employment for wages, the report concluded that the effect upon the Arabs of the competition of imported Jewish labour was equalised by increased opportunities for employment of Arabs due to Jewish development work, but found that unemployment was serious and widespread amongst Arabs and was also increasing among Jews. Government employment exchanges and the registration of Arab unemployed were recommended, and the view expressed that the Government must prevent immigration if there was unemployment, whether Jewish or Arab, whenever such immigration would intensify that unemployment or prevent its cure.

Together with the publication of the report the British Government issued a statement of its future policy in Palestine. In addition to political measures, it was announced that the intensive development programme recommended by Sir John Hope Simpson was under consideration and that transfers of land would in future be permitted only so far as they did not interfere with the plans of the Palestine Administration for agricultural development. Later, it was announced that a loan of not more than £2,500,000 would be raised for development work. A large part of the loan would be devoted to schemes, such as irrigation and drainage, designed to increase the general productivity of the country, which it was estimated would provide for the settlement on the land of approximately 10,000 families. It was intended to provide in the first place for landless Arabs who could be shown to have been dispossessed as a result of land passing into Jewish hands, and any balance would be available for both Jewish and Arab settlement. The issue of immigration permits for Jewish workers had been suspended in May 1930, but 1,500 permits under the Labour Schedule were granted for the six months from October 1930 to March 1931.

In December 1930, the Palestine Administration issued the reports of inquiries concerning co-operative facilities for agriculturists (the "Strickland Report") and the economic condition
of agriculturists and the fiscal measures of Government in relation thereto (the "Johnson-Crosbie Report").

No new labour legislation has been enacted in Palestine during the year.

In the Mandated Territory of Iraq a recommendation of the Permanent Mandates Commission in 1928 was adopted in principle and the Iraq Government decided to centralise responsibility for the supervision of labour conditions in the directorate of municipalities. No labour legislation has, however, yet been enacted. Nevertheless, the adoption of labour legislation is foreshadowed in a provision of the law for the encouragement of industrial undertakings of 1929 which subordinates the granting of the privileges provided for in the law to the observance of such laws and regulations as may be issued in regard to hygiene, wages and other conditions of employment. Among urban workers trade unionism is beginning to develop and eight trade associations have been formed, although these have at present a limited membership restricted almost entirely to Baghdad.

A brief strike of some hundreds of railway workers took place at the beginning of December. One result of this strike was a proposal made by a member of the Iraq Chamber of Deputies that protective legislation for workers should be introduced, including limitation of the working day, payment of wages for days of rest and holidays, regulations for dismissals, compensation in case of accidents, and priority rights of Iraqi workers to employment with foreign concerns.

A report has been rendered by the Governor of Hong Kong on the first six months' operation of the existing law for the protection of mui-tsai (December 1929 to June 1930). The mui-tsai are female children who are sold into domestic service by their parents, and the Governor's report was prepared in response to the British Government's request for information on the measures taken to promote the policy of the present law, which is to bring the practice to an end.

The Governor states that the number registered was 4,183, which he considers very satisfactory progress, the original estimate of 10,000 being probably too high. Any decrease in the number of mui-tsai may, he says, be accounted for in a large measure by the action of employers in returning them to their parents either voluntarily or upon request. A number of instances are cited, however, of mui-tsai refusing to return to their parents, which,
in the view of the Governor, would indicate that their lot is not always an unhappy one. On the other hand, cases of cruelty have from time to time come to light and been suitably punished. The Governor holds that no further measures are at present required to promote the policy of the existing law. This view is not accepted by critics of the mui-tsai system, and it is beginning to be suggested that the law regarding adoption of children should be strengthened and the registration of adopted children made compulsory.

A report by Mr. J. W. Bleakley, Chief Protector of Aboriginals, Queensland, on the situation of the aboriginals of Central and Northern Australia, was presented to the Government of the Commonwealth of Australia in 1929. In August 1930, the Commonwealth Minister for Home Affairs stated that regulations would be issued definitely setting out the rates of wages to be paid for the various classes of aboriginals in permanent employment and requiring employers to provide satisfactory accommodation for them. The Government also approved the recommendation that the whole of Arnhem Land (in North Australia) should be reserved for aboriginals, and was consulting with the State Governments concerned on the proposal that the whole of the area of approximately 62,000 square miles in the contiguous reserves of Central, Western and South Australia should be placed under the control of the Commonwealth.

In the Territory of Papua, which is under the control of Australia, the latest available report indicated that employers had been slow to avail themselves of the Ordinance passed in 1927 enabling them to employ natives without entering into a contract, apparently preferring the contract system even when experienced free labour was available and actually seeking employment and in spite of the cost entailed by recruiting contract labour. Employers also tended to insist on long-period contracts of two or three years, though a yearly period was the most popular with the natives. Labour was stated to be plentiful, but the increasing success of the Administration's efforts to encourage native plantations of coconuts and food supplies was expected after some years to result in a diminished desire by natives to go long distances away from their homes to work for Europeans.

The Permanent Mandates Commission, at its Eighteenth Session in June 1930, noted that measures had been taken in the Mandated Territory of New Guinea to repress certain abuses in connection with recruitment of indentured labourers, who numbered almost a
twelfth of the total population of the districts under effective control. The annual report on the territory stated that it had not been possible to promulgate an amendment of the Native Labour Ordinance which had been in contemplation for some time and which would enable natives in certain localities to engage for an indefinite period without being required to sign a contract. The accredited representative of the Australian Commonwealth explained that so long as the natives did not feel the need of money and did not understand the desirability of labour, it would be impossible to rely on a general system of free labour. The report also referred to the issue of new regulations, in May 1929, dealing with hours of work and overtime.

It was stated at the November Session of the Permanent Mandates Commission that the situation in the Mandated Territory of Western Samoa was quiet and that there were signs of willingness by the Samoans to co-operate with the Administration. The annual report showed that the number of Chinese contract labourers had remained almost stationary, but at a meeting of the Legislative Council in June a Samoan member suggested that legislation should be introduced to reduce the number of Chinese, who were doing work which the Samoans could do. The Administration does not, however, believe that Chinese can be dispensed with, although the policy is to keep the number of Chinese labourers as low as possible consistent with the economic needs of the territory.

In the Mandated Territory of Nauru there is no change in the number of indentured Chinese workers employed in the phosphate industry, but the report for 1929 submitted to the Permanent Mandates Commission showed a substantial reduction, from 131 in 1927 to 20 in 1929, of the number of workers repatriated on account of medical unfitness. The reduction is attributed to the greater care exercised in the medical inspection of the workers prior to leaving China and to the satisfactory living and working conditions in Nauru.

Spain. — The problem of an adequate labour supply has long been one of the most difficult for Fernando Po. According to the report of the International Commission of Enquiry into slavery and forced labour in Liberia, an agreement between a planters' organisation in Fernando Po and certain Liberian citizens, which offered heavy inducements for the recruiters of Liberian hinterland natives, has led to the enforced recruiting of natives for employment
on the island. Although the seat of the operations was Liberia, some sections of the Spanish press have called for intervention by the Government.

**France.** — During 1930 the importance of native labour problems in the French possessions was particularly emphasised in the course of discussions on the proposed colonial loans. In its 1929-1930 Session the Chamber of Deputies had been asked to consider a Bill authorising certain Colonies and Mandated Territories (French West Africa, Madagascar, Togoland, the Cameroons and Indo-China) to issue graduated loans amounting to 3,600,000,000 French francs under metropolitan guarantee for public works and services in the territories in question. Two other Bills of less importance concerned loans for French Equatorial Africa and New Caledonia. The discussion, which was interrupted by the close of the session in July 1930, was resumed in the Chamber last November. It was then remarked that the proposals before the Chamber did not take sufficient account of the need for the medical and social protection of the workers and an amendment was introduced to earmark 10 per cent. of the credits proposed for purposes of social hygiene. Finally, on the proposal of the Minister for the Colonies, the Chamber unanimously adopted a supplementary credit of 300,000,000 francs to be used primarily for the improvement of public health.

The effects of colonial development on the protection and preservation of labour were also strongly emphasised in the course of debates in the Senate, which took place in February 1931. The Reporter of the Committee on the Colonies said it was essential that the execution of large-scale public works should not lead to excessive requisitions of labour, but pointed out that proper development on modern lines would do away with porterage, increase native welfare and be the best way of fighting unemployment and the other consequences of the world economic crisis. Another speaker declared that to avoid grave risks to the development and preservation of the native races, it was essential to introduce systematic methods for the improvement of their health and for medical and sanitary organisation at the places where native workers are employed. In particular, he recommended that places of employment should be under constant supervision, not only by the labour inspectorate which it was proposed to set up at the Ministry for the Colonies, but also and above all by the medical authorities. In this connection the general report of the Committee on the Colonies stated that a credit of five million
French francs had been provided for the organisation of medical and sanitary inspection of places of employment and of inspection of the conditions of health of native populations generally. The Minister for the Colonies replied that the Government agreed with the suggestions made by this speaker. The Senate then adopted without amendment the Loan Bills previously adopted by the Chamber, so that after the promulgation of the laws a commencement will soon be made on the important public works in contemplation.

An important development in the regulation of native labour in French possessions was effected by the promulgation on 21 August 1930 of a Decree for the regulation of compulsory labour for public purposes in the colonies. This Decree, which is the first measure regulating compulsory labour throughout the French possessions, recognises the provisional character of this form of labour. It prescribes the absolute prohibition of forced labour for private employers and provides for the issue of detailed regulations within a period of six months by the Colonial Governors. The influence of the discussions which led to the adoption of the Forced Labour Convention is apparent, for a number of the provisions of the Decree reproduce the terms of the French Government's reply to the Questionnaire of 1929.

The Chamber has not yet been invited to take a decision on the Bill submitted to the Chamber of Deputies in 1929 for the creation of a corps of labour inspectors attached to the Central Administration of the Ministry for the Colonies. A report submitted by the Committee for the Colonies stresses the value of the Bill as a measure for the co-ordination and unification of social legislation in the various French Colonial possessions.

In North Africa the most striking feature continues to be the labour shortage. The enquiry undertaken by the Committee of Algeria, Tunis and Morocco led to the adoption of a general report suggesting various remedies, certain of which are being put into effect. The Governor-General of Algeria, by an Order dated 12 December 1929, set up a labour office, the functions of which were described last year. In Morocco a similar office was instituted by Order of the Resident dated 9 December 1930. Other remedies proposed in the report are measures against malaria, which in 1928 in Morocco and Oran reduced the normal labour strength of the workers by 50 per cent.; improved health conditions and better rations for the some 100,000 Kabyles employed in France who
are particularly subject to tuberculosis and spread tuberculosis infection on their return to their homes; suspension if necessary of Kabyle emigration; the development in Kabylia of local family industries; improved distribution of labour in North Africa between mines and industrial employment, public works and agriculture; the increased use of machinery. The report opposes any increase in native wages and expresses the opinion that these wages have already risen more rapidly than native requirements and than the cost of living, with the result that the natives reply to every increase by decreased labour effort; the best solution would be to increase the native's requirements and to improve his food and housing.

On 20 November 1930 the Chamber of Deputies was asked to approve a Bill authorising French Equatorial Africa to raise a new loan of 747,000,000 French francs, the greater part of which would be used to complete the railway from the Congo to the Atlantic. The Bill was amended and eventually adopted in the form of a loan of 822 millions, 75 millions of which were to be reserved for health measures for the whole of French Equatorial Africa. During the debate in the Chamber and the Senate discussion it was stated that the mortality rates in the Mayumbe areas had at one time during 1926-1927 reached 25 per cent., but that they had since fallen to 10-11 per cent. per annum in the districts where climatic conditions were most unfavourable and 4-5 per cent. in the healthy districts. Some 2,000 of the workers were voluntary workers and the number increased daily. Seventy-five per cent. of the labour recruited in Ubangi was voluntary and 25 to 30 per cent. of the workers re-engaged after their first period of service. The experiment of using Chinese labour is considered to have been remarkably successful from the health standpoint, a death rate not exceeding 4.14 per cent. having been recorded for the year 1929-1930. On the other hand, difficulties of a moral and disciplinary nature were encountered, and of the 800 workers originally imported about 170 had had to be repatriated as undesirable.

A Decree penalising the embezzlement of advances by workers was issued on 22 October 1929 and it was understood that this measure had been introduced in compensation for the rejection of the proposed Vagrancy Decree, the introduction of which had been pressed by the French Colonial Union. On 11 April 1930 a new Decree directed against vagrancy was promulgated in French
Equatorial Africa, providing penalties of from sixteen days' to six months' imprisonment.

The general Decree of 4 May 1922 concerning labour in French Equatorial Africa was amended by an Order of 5 December 1929 providing deferred pay for native labour employed in French Gabun in public or private employment.

In French West Africa a Circular was issued by the Governor-General on 1 August 1930 concerning the development of native medical aid and the protection of the health of workers recruited by private undertakings. The Circular contains provisions for the health protection of workers during employment and on the conclusion of their service. It lays down principles regarding the subordination of recruiting to the maintenance of the normal life of the country, the compulsory transport of workers by lorry or railway for journeys in excess of 50 kilometres, three compulsory medical examinations for recruited workers, and detailed measures for the maintenance of health during employment.

The labour tax system in force in accordance with the Order of 25 November 1912 was considered not to be adapted to the present necessities of economic and social life in the Colony, and the Governor-General promulgated a new series of regulations on the following principles: liability of all able-bodied men between eighteen and sixty; strict limitation of exemptions; justification of work undertaken by its direct value to the communities concerned; limitation of days to a maximum of ten; recognition of an absolute right of commutation in money or in kind.

Other measures concerning labour adopted during the year were the Order of 22 March 1930 organising native food offices with a view to improving the standards of native food, Orders of 14 April 1930 making provision in the various colonies for the payment of daily rates to the workers in the second contingent of the militia, the Order of 20 June providing in Dahomey protective measures for labour employed upon the picking of cotton and kapok, the Order of 15 September establishing in Senegal 18 arbitration committees in the various administrative circles; and the Order of 13 October 1930 for the inspection of dangerous and unhealthy undertakings.

In the Mandated Territory of French Togoland new railway construction work is being undertaken, and several Orders have been issued regulating the conditions of employment of native workers. In particular an Order of 16 September 1929, supple-
mented by later Orders, fixed the duration of contracts at six
months and prescribed wage rates, weekly rest, bonuses on re-
engagement, etc. An Order of 6 August 1930 provided for the
protection of workers employed on the picking of cotton and
kapok.

In Madagascar the results obtained by the system known as
"Smotig" (compulsory labour for public services) led the Governor-
General to increase the scope of the system and to contemplate
the free recruiting of new groups of workers to assist the other
labourers in the execution of public works. An Order of 6 November
1930 to this effect provided for the engagement with bonuses of
voluntary workers for a contract period of at least one year, which
period may be renewed for periods of six months. In addition to
wages the natives will receive daily rations, the provision of which
in kind is compulsory, and will be entitled to housing and medical
attendance in the same way as in camps for the second contingent
of the military levies.

The administration of Indo-China is still engaged in the adap­
tation of the general labour system represented by the Orders of
25 October 1927 to the new conditions created by the rapid evolu­
tion of labour problems. A Decree of 29 April 1930 established
conciliation boards for the regulation of individual disputes between
workers and employers in connection with labour contracts. An
Order dated 16 July 1930 regulates the staffing of private emigra­
tion societies, with a view to improving recruiting conditions. In
addition various amendments have been made in the general labour
legislation: an Order of 5 June 1930 prescribes the functions of the
Laos Labour Controller; an Order of 25 January 1930 applies to
employers and to native and to assimilated Asiatic workers the
Order of 26 August 1899, as amended by that of 6 March 1924,
regulating labour contracts between European employers and
native workers; a Circular dated 31 July 1930 issued by the
Resident of Tonkin controls more strictly the payment of wages to
workers employed on public works.

At the Session of the Indo-China Council, which opened on
15 October 1930, the Government submitted a draft Decree con­
cerning collective labour disputes, and a draft Decree regulating
the employment of women and children and night work in Indo-
China. Both Decrees were approved by the Council.

The Government is still examining the question of workmen's
compensation. A first text applicable to European workers em-
ployed in Indo-China will probably be promulgated in the near future. Similar legislation for native workers is still under study.

In the Mandated Territory of Syria, an Order of 6 July 1930 regulates the employment of children. The employment of children under 11 years of age is prohibited in all public or private undertakings. Children under sixteen years of age may not be employed between 7 p.m. and 6 a.m. Family undertakings are exempt if they do not use steam or motor power or poisonous substances.

In New Caledonia an Order of 4 October 1929 prescribes conditions for the employment of native South Sea workers in New Caledonia and its dependencies. Before the promulgation of this Order native labour was governed by the Order of 8 August 1882 and its many amendments. The new Order provides for contracts of from six months to two years, minimum wages, deferred pay, sanctions, and limits hours of work to ten hours in the summer and nine hours in the winter.

A Decree dated 15 May 1930 has for its purpose the adaptation to conditions in New Caledonia of French workmen's compensation legislation. The Decree, however, only applies to European employers in industrial, commercial and agricultural undertakings. Native workers and Javanese and Asiatic immigrants will continue to be covered by the provisions of their contracts or by any local orders issued in regard to them.

Italy. — A Decree promulgated on 31 January 1930 amends in Italian Somaliland the regulations for the employment of the important resident labour force in Genale. Each agricultural labourer is granted a small plot of ground for the cultivation of foodstuffs for his own exclusive profit. In return, he is required to provide five days' service a week for the agricultural undertaking to which he is bound by contract.

Japan. — The Pacific Islands under Japanese Mandate continue to show a remarkable increase in immigration by Japanese, who now form a quarter of the total population. The Japanese settlers are largely employed in connection with the sugar-cane industry, which is steadily developing. The Permanent Mandates Commission at its Nineteenth Session drew attention to the decline in the native population, especially in the island of Yap, and, noting that the Mandatory Government was considering this serious problem, hoped that the efforts made to discover the causes would
give positive results and asked to be kept informed of the steps taken to check the decline.

Liberia. — The report of the International Commission of Enquiry appointed by the Liberian Government to investigate allegations of slavery and forced labour in Liberia was communicated to the League of Nations in December and published early in January 1931. The Commission found that, although the classical form of slavery no longer existed in the Republic, domestic slavery was to be found and the pawning of the person was recognised in the social economy of the State.

With regard to forced labour, the Commission came to the conclusion that labour had been wastefully recruited and used, frequently under conditions involving systematic intimidation and ill-treatment on the part of Government officials and soldiers. Labour recruited for public purposes had in many instances been diverted to private use on the estates of high Government officials and private citizens.

The Commission further found that contract labourers shipped to Fernando Po and French Gabun had been recruited under conditions of criminal compulsion scarcely distinguishable from slave raiding and slave trading.

The Commission believed that certain high officials of the Liberian Government had given their sanction to the compulsory recruitment of labour for road construction, for shipment abroad and for other purposes and had condoned the use of the Liberian Frontier Force for forced labour, the intimidation of villagers, the humiliation of chiefs and the conveying of gangs of captured natives to the coast.

The Liberian Government has declared its intention of giving effect to the recommendations of the Commission. Steps have been taken for the prohibition of domestic slavery, pawning and the shipment of labourers to Fernando Po.

Netherlands. — There is no change to be noted in the labour legislation of the Dutch East Indies during 1930. Proposals were made, however for the abolition of labour dues (heerendiensten) in the Outer Provinces, the only part of the Dutch East Indies where (except on Particuliere landeryen in Java) this form of forced labour continues in districts under direct administration. The measure, which has already been approved in principle by the Volksraad, distinguishes between labour dues for local purposes (maintenance of roads and works of local im-
portance) and labour dues for central purposes (road construction, river work, various services such as the transport of officials and goods of the administration, and the construction and maintenance of irrigation works). One of the purposes of the measure is the abolition of *heerendiensten* of the second class. The suppression of *heerendiensten* of the first class will be left to the local administrations which are to be set up in the Outer Provinces in the near future. Provision is also made for a decrease in commutation rates in the Provinces where the necessity for such a decrease has been most felt.

It is the Government's intention, when the abolition of labour dues for general purposes has been adopted by Ordinance, to apply the Ordinance in the various Outer Provinces as the necessary funds for road construction and execution of other works by free labour become available. A sum of 500,000 florins has already been provided in the estimates for 1931 for the initiation of this policy.

A second Government measure, which has been submitted to the Volksraad in the form of a draft Ordinance, deals with contract labour under penal sanctions in the Outer Provinces. The statement of objects and reasons points out that the abolition of the system is the final goal at which any modification in the law should aim. To attain this object the draft proposes to require employers to engage an increasingly high percentage of free workers in proportion to their total labour force. In the case, for example, of estates opened up in 1921 or before, this proportion will rise from 25 per cent. on 1 January 1932 to 50 per cent. on 1 January 1936. Failure to observe the prescribed percentages will render offenders liable to severe administrative penalties, the most important of which will be the cancellation by the Governor-General of the contracts of all workers under penal sanctions in the employment of the defaulting employer. On the other hand, the Governor-General will be authorised to exempt employers from the percentages prescribed in the event of exceptional circumstances, either on any one estate or in any given industry, or in the event of unforeseen difficulties. The draft also provides in the case of workers under penal sanctions for a reduction in the maximum term of re-engagement contracts of from 13 months to one year (eighteen to fifteen months in the case of tobacco estates). Hours of work are reduced from ten to nine and provision is made for the supervision of the payment of wages. Finally, the penal sanctions are to be slightly reduced and classified more systematically.
At the same time the Government submitted to the Volksraad a supplementary measure which provides for the establishment at Medan on the East coast of Sumatra of an immigration chamber, one of the functions of which will be to prevent crimping.

Lastly, proposals were made for dealing with workmen’s compensation. The law it is proposed to adopt is based on the principle of occupational risk. It is, however, limited in application to a certain number of industries which it has been found involve the most danger for the workers employed, i.e. undertakings using motor power, explosives, etc., transport, loading and unloading, building, electricity, wood felling, mines, and, finally, undertakings employing workers under penal sanctions. Provision is not made for the compulsory insurance of workers against accidents. The employer is to be, however, under legal obligation to pay the compensation provided and the employer’s liabilities will be guaranteed by the State, which for this purpose will establish a special fund.

Among administrative changes, the Java Labour Inspectorate, which used to form part of the division of Labour Legislation and Statistics of the Batavia Labour Office, has been made into a special service of the same character as the service existing since 1908 for the Outer Provinces. Consequently Java has been divided into three inspection districts, West, Central, and East, each of which is under the control of an inspector, assisted by a native labour supervisor and the necessary staff.

A second administrative reform concerns the training of labour inspectors. Until now inspectors have been recruited from other branches of the service. Henceforward they will be selected from young men who have completed their university studies and who will then undergo a special three-yearly course of training.

The prohibition of professional recruiting has been reinforced by the creation of an official committee to control conditions of recruitment. This committee is composed of representatives of the Government and of the parties concerned, and will act as a link between the Java Labour Office and the employers’ organisations interested in recruiting in Java for undertakings in the Outer Provinces. Its functions include the submission of proposals to the head of the Labour Office on all questions affecting recruiting, and in particular on all improvements to be introduced in the recruiting systems.

The economic crisis and the increasing number of unemployed have obliged the authorities, and in particular the municipalities,
to pay more attention to the problem of finding employment for the workers. In half a dozen towns, including Batavia, Sourabaia and Bandoeng official employment offices were already in existence and dealt with skilled workers of all races. Other local authorities are proposing to take similar steps, while a central employment exchange has been established under the Batavia Labour Office.

The appointment of a special official to deal with the problem of settlement in the Outer Provinces has been followed by the nomination of a central committee to submit proposals to the Government with a view to encouraging settlement in the Outer Provinces and to assist the provincial authorities which are already dealing with the question. The central committee is composed of specialist officers and members of the Volksraad representing the agricultural industry and the native population. Its primary interest is Java, which is over populated. It will, however, also consider the question of the settlement of an adequate working population in the Outer Provinces. The importance of the problem of settlement has been shown by the provisional results of the last general census held in October 1930. The population of Java and Madoura, which according to the 1920 census was 35,000,000, by October 1930 had reached 41½ millions with an average density per square kilometre of 315 inhabitants. In the Outer Provinces the population is now more than 18 millions, while in 1920 it was approximately 14½ millions.

Portugal. — On 8 July 1930 a new Colonial Statute was promulgated, which replaces Part V of the Constitution of the Portuguese Republic of 1911. This new Statute consists of a preamble and four parts, dealing respectively with general guarantees, natives, political and administrative organisation, and economic and financial guarantees for the colonies.

In the preamble Portuguese policy regarding native labour is summarised as follows:

The State . . . rewards those who are employed in its service. It prohibits systems whereby the State undertakes to provide native labour for private enterprise. Apart from the enforcement of penal sentences or the fulfilment of lawful fiscal liabilities, the State cannot force natives to work, except at such occupations as are considered essential and profitable to themselves. Under its supervision, labour contracts are drawn up on the principle of individual freedom and with a guarantee both of equitable pay and of social benefits.

These principles are embodied in the Statute itself in sections 18-21. Section 19 prohibits:
(1) All systems whereby the State undertakes to supply native labourers to undertakings for economic exploitation of whatever nature;

(2) All systems whereby the natives in any area are compelled, on whatever grounds, to work for such undertakings.

Section 20 provides that “the State may not compel the natives to work, except on public works of general concern to the community, or on work which will be profitable to the natives themselves, or in execution of judicial sentences of a penal character, or for the fulfilment of fiscal liabilities”.

In application of the provisions of the Colonial Statute an Order promulgated on 23 August 1930 prescribes the suppression of the “prazos” system by which natives are required to work for the lessees of these lands.

The basic text for the regulation of native labour in the Portuguese colonies is still the Labour Code of 1928. In Mozambique native labour regulations in application of the Code were approved by Order No. 1180 of 4 September 1930 and the application of this Order has been extended to the territories of the Mozambique Company. In addition, in order to secure a better application of the Code, three recruiting agencies have been established in Mozambique, one of which is subsidised by the Colonial Government. In Angola a circular of the Curator-General dated 10 October 1930 issues new instructions for the registration of labour contracts and the compilation of statistics concerning the same with a view to taking account of the fact that “in certain districts large numbers of natives engage under verbal agreements for the performance of future services in accordance with the provisions of section 134 of the Native Labour Code”. However, the establishment of a recruiting agency is also being considered in this colony. Finally, in San Thomé local regulations in application of the Labour Code were approved by Order No. 14 of 11 May 1930.

B. — The International Situation

The most marked feature of the year was the economic crisis following the phenomenal fall in the prices of those raw materials and foodstuffs in the production of which native labour enters. The immediate and direct results of the depression are being severely felt everywhere in the producing countries; the secondary and ultimate results may be of great importance in determining future policies of colonial development.
The immediate results of the crisis are pressing hardly on native populations both in territories where production is largely in the hands of the natives themselves and in territories where their part in production is that of wage earners. Whether the social effects are greater in the one case than in the other is a question upon which it would be difficult to formulate a general opinion, as the situation depends so much on the organisation of production in the various territories. It is certain, however, that the effects of the crisis are very severe in the West African areas of native production. Both in British and French zones the native farmer is mainly dependent on the marketing of a single economic crop—cocoa, ground-nuts, etc.—his financial resources are meagre, and in some areas he has abandoned the production of his own foodstuffs to the extent of becoming dependent upon the food he can purchase. The failure of the market for the main crop means, therefore, in these territories, the disorganisation of economic life.

Where the natives' share in the production of economic crops is mainly that of wage earners, or where they depend for employment upon mining undertakings, the situation varies from one territory to another; but it is often characterised by a decreased demand for labour and in some parts by wage reductions. Thus, it is reported from the Dutch East Indies that the recruiting of Javanese coolies for Sumatra and the other islands has considerably slackened. In Ceylon and Malaya the movement of Indian labourers is mainly back to India, and in Malaya the minimum wage rates payable to Indians have been reduced. From various parts of Africa come reports of a decreased demand for labour for European agricultural and mining undertakings, and of reductions of wages. As regards South Africa, it is perhaps equally significant of the present economic position of the natives, that they should be offering their labour to the recruiting organisations of the gold mines in greater numbers than ever before.

In all colonial territories the crisis has given an impetus to the discussion of the best methods of colonial development and of the organisation of the use of native labour. As regards the colonies in which native production predominates, the efforts of the administrative authorities are still being mainly directed to strengthening the position of the native farmer by the introduction of improved methods of cultivation and marketing. At the same time, however, the question is again being actively discussed whether such colonies can continue to develop or even to maintain their present position without the introduction, side by side with native production, of
European undertakings, financed by European capital and developed by modern technical methods.

This is an old problem, but in the present discussion it is being considered from a new angle. In the past there has been a tendency to regard the policy of encouraging native production and the policy of encouraging development by European employers of native labour as mutually exclusive, if not even as hostile. And with the old unorganised methods of colonial settlement this view of the situation was understandable. It has often happened that an uncontrolled policy of granting concessions has led to a demand for native labour which could only be satisfied at the cost of destroying any possibility of the economic development of the native's own resources, not to mention forced labour, the decimation of the population, and other evils. It is not, therefore, to be wondered at that administrators desirous of promoting the welfare of the native populations committed to their charge should have clung to the policy of developing colonies by their own native inhabitants and of discouraging the intervention of European capital. The wisdom of this policy is evident to-day if one compares the economic and social progress of the native inhabitants of territories where the one or the other of these policies has been mainly followed.

There has always been, however, one exception, or partial exception, made in colonies of native production: an exception, namely, in favour of mining undertakings. And it is partly as a result of the experience that the presence of prosperous mining undertakings in a territory is a powerful lever for raising the general standard of life, and an element of stabilisation in times of crisis, that the question has arisen whether there is necessarily an antinomy between the policy of encouraging native agriculture and that of promoting European enterprise. With a new spirit, that of collaboration, with proper safeguards for native land and suitable regulation of conditions of labour, would it not be in the interests of the native populations themselves to invite the participation of European capital and scientific methods of production? That is the question which is now being actively discussed and which obviously calls for careful and impartial investigation.

A necessary prerequisite of the increased participation of European capital in colonial development is, however, the existence in each territory or region concerned of a plan for the organisation of the use of native labour. It is of predominant importance that development should benefit the present generation of the peoples concerned, and should not sacrifice them, as has so often been done
in the history of colonisation, to a problematical future. For this purpose it is essential that the general plan should involve arrangements for promoting the health and natural increase of the natives, for the improvement and extension of native agriculture, for ensuring that the necessary labour force can be obtained without direct or indirect compulsion and without disturbing the normal life of the communities concerned, and for the due regulation of conditions of labour.

It is significant of the fact that these views are in accordance with the present trend of thought on colonial affairs that more and more attention is being given to the organisation of the use of native labour. Partly as a result of the evolution of opinion in the colonising countries, partly as a consequence of the present crisis, and partly because of the influence of the work of the League of Nations and of the International Labour Organisation, it has been possible to record a number of interesting signs of the increased comprehension of the need for a long-sighted policy in regard to native workers.

Some years ago the work of the Belgian Labour Commission resulted in the fixing of the percentages of workers who might be drawn from the native communities in various parts of the Belgian Congo without danger to the normal life of these communities. This measure was followed later by the division of the colony into economic zones within which the tempo of development was regulated in accordance with the labour available. During 1930, as a result of various complaints and in order to study the improvement of the plan adopted, a technical delegation of the Labour Commission was sent by the Belgian Government to the Congo to carry out investigations on the spot.

In Great Britain, the Colonial Conference held in July was the occasion of important discussions on the development of labour legislation in the colonies, and the White Paper on Native Policy in East Africa, issued by the Government together with its proposals for the closer union of Kenya, Uganda and Tanganyika Territory, contained a reasoned statement of the policy of the British Government towards native labour. A remarkable feature of the native policy laid down in this document is the application to the British colonies concerned of the principles of the Mandates system.

The debates which have taken place in the French Parliament on the proposed colonial development loans have shown how much French opinion is concerned with the improvement of the organisation of native labour. Not only have the loans themselves been
motivated largely by the argument that the public works contemplated will result in saving labour and in making possible a better utilisation of the labour available, but special credits have been voted for the organisation of medical services with the object of promoting the health and natural increase of the native populations.

Naturally, the particular line of policy in the various colonising countries is determined by the more immediate and pressing needs of each particular case. Nevertheless, there is here a welcome trend of policy towards a plan of colonial development based upon a systematic survey of the labour possibilities of each colony, taking into account the essential need of providing for the well-being and development of the native inhabitants. This trend is most clearly shown in the case of Belgium. The International Labour Office earnestly hopes to see the movement generalised.

For, as has been pointed out in previous Reports of the Director, no criticism of the attitude of the International Labour Office towards colonial labour problems is more ill-founded than the one which attributes to the Office the desire to restrict colonial development. Such an object, particularly in the conditions of the modern world, would be entirely out of harmony with the purpose for which the Organisation was founded: to assist in promoting the establishment of universal peace on the basis of social justice; it would be equally out of harmony with the principles expressed in Article 22 of the Covenant that "the well-being and development" of native peoples form a sacred trust of civilisation. It is not, either directly or indirectly, the policy of the Office. In working for the limitation and regulation of the use of forced labour, and for the better regulation of recruiting and of the conditions of employment of native workers, the Office is conscious of making a positive contribution to the creation of conditions which will favour the application of the "dual policy" of promoting the well-being and development of the inhabitants of colonial territories and of developing the resources of these territories for the general benefit of mankind. Any restriction which might result from its work can only affect those out-of-date colonising methods which aim at the enrichment of individuals without regard to the real interests of the colonies or their inhabitants.

Nevertheless it has been argued, during the discussions about the Draft Convention concerning forced or compulsory labour, adopted by the Conference in 1930, that unintentionally the work of the Office may have a restrictive influence on colonial development
because, in its method of approach to the problems it is studying, it has put the cart before the horse. Instead of beginning with the study of the regulation of labour conditions, it is said, the Office should have begun with the consideration of the tempo with which the economic evolution of the colonies can and should be realised; the regulation of labour conditions should then be considered in relation to the necessities of economic development.

It is true that the possibilities of the regulation of conditions of labour and of bettering them are conditioned, as are also the forms of labour, by the degree of economic evolution and by the methods of organisation of production. But is it correct to deduce from these premises the conclusion that it is illegitimate to attempt to fix certain minimum requirements in relation to conditions of labour if such requirements should clash with pre-determined plans of economic development? Such a theory could be held to justify conditions of labour which the conscience of the world rightly refuses to tolerate; it is indeed in the face of this theory that the improvement of conditions of labour has been fought for and won in the industrial countries of Europe. It is not only necessary that the regulation of conditions of labour should be adapted to the needs of economic development, but also that plans of economic development should take account of certain minimum requirements in regard to conditions of labour. And this being so, it appears that the method of the International Labour Organisation is the only possible one. It does not fix the minimum standards embodied in its Conventions in accordance with abstract considerations and in vacuo. They are only fixed after thorough study of the economic background and of existing practice, after consultation with the Governments of the Member States, and in the determination of their final form the Governments play a predominant part. Moreover, if the Organisation does not itself attempt to lay down plans of economic development—for that is not its rôle—its action is always based on the views of Governments which themselves must always have in mind their own economic needs.

The criticism just examined is only one—and one of the least hostile—of the many criticisms of the Forced Labour Convention and of the procedure of its adoption, which have appeared since the 1930 Conference. Some of these criticisms, which in their exaggeration have gone so far as to suggest that the Office and its Director have been actuated by the intention of favouring one country or another at the expense of others, can be passed over in silence.
Others, dealing with the desirability of international action in regard to native labour problems, the theoretical and practical competence of the Conference to deal with such matters, and the idea so sedulously propagated in some quarters that what is aimed at is the "internationalisation" of colonies, have been sufficiently discussed in previous Reports. Certain criticisms and suggestions concerning the procedure of the Conference have, however, been made, which merit further discussion.

The point to which most attention has been directed has been the adoption by the Conference in plenary session of amendments to the draft of the Forced Labour Convention submitted by the Committee, and it has been stated that the adoption of these amendments rendered the Convention unacceptable and largely destroyed the work of the Committee. As drafted by the Office or in the form in which it left the Committee, the Draft Convention is said to have been acceptable to most of the States concerned, subject to a few reservations on certain points; as amended in full Conference, however, the Convention had lost all chance of being generally ratified.

In the first place it must be pointed out that these statements are considerably exaggerated. The amendments referred to are those proposed by the Workers' Group; but an examination of the proceedings of the Conference shows that, of the nine amendments proposed, two of the most important were rejected, while only three of the seven amendments adopted made any important change in the character of the Convention. The amendments rejected related to the eight-hour day for forced labourers and to the possibility of collective action in regard to complaints about conditions of work—both points to which the greatest importance had been attached in the press campaign against the proposed Convention which took place during the interval between the 1929 and 1930 Sessions. The three important amendments adopted had the effect of removing the possibility of placing forced labour at the disposal of contractors for public works, of making the proposed age limits apply to all forms of forced or compulsory labour permitted by the Convention, and of limiting the possibility of compulsory cultivation to the production of foodstuffs. Important as these amendments are, it cannot be held that they make any essential difference to the general structure of the Convention, nor can it be accepted that they constitute an obstacle to ratification, given the right of every ratifying State under Article 421 of the Treaty of Versailles to introduce such modifications to the
provisions of the Convention as it considers necessary to adapt them to local conditions in its colonies.

Nevertheless the action of the Conference in adopting these amendments has sufficiently impressed even friendly critics to lead them to make suggestions for changes in procedure. Thus one of the Government Delegates to the 1930 Conference, who took a very active part in the drafting of the Committee's text, has suggested that the Conference, when it discusses drafts prepared by its technical Committees, should model its procedure on that of the second Chambers of some Parliaments where the first Chambers alone have the right of amendment, the action of the second Chambers being limited to accepting or rejecting the Bills laid before them. If the technical Committees were composed with the necessary care in order to ensure due representation of all the interests concerned, the Delegate in question considers that this procedure would materially improve the working of the Conference, particularly when dealing with special questions such as those of colonial labour.

It is not possible within the limits of this chapter to discuss at length this and other suggestions. But every suggestion of this nature should be carefully considered, for as was indicated in last year's Report in regard to what was called "auxiliary procedures", it is obvious that some reforms are necessary if the work of the Conference is to develop satisfactorily. It appears, however, that it is probably in the stage of preparation that the solution may be found—in devising a procedure which will facilitate the achievement of the greatest common measure of agreement of all parties concerned before a question comes before the Conference itself. It is indeed obvious that the failure to secure a text of the Forced Labour Convention which could be voted by most of the colonial Powers arose primarily from the want of agreement amongst those Powers themselves. This fact cannot be too strongly emphasised, for a great deal of ingenuity has been used in endeavouring to prove that the text of the Convention was adopted by the votes of States not directly concerned in face of the opposition of the colonial Powers. The attitude of the States not directly concerned with colonial questions was marked, both in their replies to the questionnaire and at the Conference, by the greatest discretion and loyalty. Had the colonial Powers themselves been agreed, there can be no doubt that the Conference would have been in its great majority at their side. This observation has a particular application in regard to the difficulty about the
labour of men organised in military formations. The Office had made, both in the Blue Report and in the Conference Committee, constructive proposals, which were lost owing to the lack of agreement amongst the colonial Powers.

- But although the Forced Labour Convention did not succeed in obtaining the votes of all the colonial Powers, and although less than a year has passed since its adoption it has been possible to record a number of evidences of the efficacy of the Convention and of the discussions to which the question of its adoption gave rise. Its ratification has been approved in Liberia, a country in which an International Commission of Enquiry had found in 1930 that abusive forms of forced labour were in existence, and one of the leading colonial Powers, Great Britain, is preparing actively for the ratification of the Convention. Moreover, one of the countries most opposed to its adoption, Portugal, has embodied some of the main principles of the Convention in an amendment to its Constitution, and France has issued a Decree for the regulation of compulsory labour in most of its colonies which, while not in full accordance with the Convention, represents an appreciable measure of progress. So far, therefore, from being still-born, as has been suggested both by critics for whom its provisions go too far and by critics for whom they do not go far enough, the Forced Labour Convention is already proving a beneficent instrument for the protection of native peoples. Its ratification by all the colonial Powers is, the Office ventures to hope, only a matter of time. A number of non-colonial States have shown their readiness to give moral support to the Convention by ratification, and one, the Irish Free State, has already ratified it.

**International Regulations**

Below is a table showing the first measures taken by States Members in respect of this Convention and of the two Recommendations also adopted by the Conference.

**Convention concerning forced or compulsory labour (1930)**

*Albania.* — The Government has proposed to Parliament to reserve ratification.

*Argentina.* — Submitted for examination to the competent technical services.

*Canada.* — Referred to the Law Officers of the Crown to determine whether the subject-matter falls within Federal or Provincial jurisdiction.

*Colombia.* — Submitted for examination to the General Labour Office and to that Office's Advisory Committee.
Denmark. — Submitted to the Rigsdag by a report of the Minister of Social Affairs.

Dominican Republic. — Submitted for examination to the Secretariat of Labour and Transport.

Estonia. — Submitted for examination to the Ministry of Public Education and Social Affairs.

Great Britain. — The question of ratifying the Convention is at present being considered.

Irish Free State. — Approved by the competent authority in December 1930.


Lithuania. — Communicated to the competent authorities.

Luxemburg. — Submitted for observations to the Industrial Chambers.

Rumania. — Submitted for examination and observations to the public authorities and industrial organisations concerned.

Uruguay. — Submitted to Parliament.

Recommendation concerning indirect compulsion to labour (1930)
Recommendation concerning the regulation of forced or compulsory labour (1930)
(Communication to the Secretary-General of the League of Nations)

Lithuania. — Communicated to the competent authorities (12 September 1930).

(Other Information)

Albania. — Submitted to Parliament.

Canada. — Referred to the Law Officers of the Crown to determine whether the subject-matter falls within Federal or Provincial jurisdiction.

Denmark. — Submitted to the Rigsdag by a report of the Minister of Social Affairs.

Irish Free State. — Submitted to Parliament on 17 December 1930.

Rumania. — Submitted for examination and observations to the public authorities and employers' and workers' organisations concerned.

A number of happenings during 1930 have drawn renewed attention to another main problem of native labour which the Office is studying on the instructions of the Governing Body, given in accordance with the advice of the Committee of Experts on Native Labour, i.e. contract labour, the methods of its recruitment and the conditions of its employment.

The findings of the International Commission of Enquiry into slavery and forced labour in Liberia illustrate very vividly the need for an authoritative international doctrine respecting contract labour, and in particular with regard to recruiting. The Liberian Commission found that, in recruiting labourers both for shipment to the island of Fernando Po and for employment within Liberia itself, there had been definite physical compulsion. With the

1 Ratification registered on 2 March 1931.
incentive of high fees for each labourer recruited, recruiting agents, who were in some cases members of the Government or officials, had resorted to force in order to obtain labour. No doubt the evils found by the Commission to exist in Liberia were in a large measure due to maladministration, but the guarantees against their occurrence would have been much stronger had Liberia possessed recruiting regulations based upon an international Convention embodying the best modern principles.

A very interesting system of recruiting was seen in action during the year by a member of the staff who went to South Africa for the Silicosis Conference. Taking advantage of his presence in South Africa the Transvaal Chamber of Mines very generously invited him to visit a number of the recruiting centres in the native territories. Alongside with older methods, but growing steadily in importance, was found a system for assisting native labourers from their homes to the mines which is known as the Assisted Voluntary Scheme. For some years past, knowledge of conditions of employment on the mines has led an ever-increasing number of natives to seek employment without passing through the recruiting organisation of the mines. To obtain funds to reach the Rand these natives had been accustomed to borrow money at very high rates of interest. The Native Recruiting Corporation has therefore devised a scheme under which a native desiring to proceed to the Rand and found fit for mining employment is sent forward at the Corporation's expense, on his undertaking to offer himself for employment and to repay the cost of transport from his wages. Whereas the labourer recruited by other methods is assigned to a mine without choice, the worker under the Assisted Voluntary Scheme is in the same legal position as if he had borrowed money and proceeded to Johannesburg on his own account, with the important difference that no interest is charged for his travelling expenses and no security demanded. It is unnecessary to emphasise the importance of this scheme both as a method of recruiting and in relation to its influence on conditions of employment. Already half the British South African natives who engage in mine employment go to the mines without the intermediary of the professional recruiter, so that the conditions of employment on the individual mines have become an important element in the competition for the necessary native labour. Moreover the mining industry, which realises that the present plentiful supply of labour is due to temporary causes, is enabled to popularise improved methods of engagement which it is hoped will help to maintain the employ-
ment figures when native agriculture and other employment are more serious competitors in the labour market.

The most important event in regard to contract labour is, however, the proposed new Coolie Ordinance in the Dutch East Indies. This Ordinance, which will apply to all the islands in the group with the exception of Java and Madura, marks a definite step in the direction of the ultimate abolition of the penal sanctions for breach of contract. In accordance with a fixed scale, employers of contract labour must gradually increase the percentage of labourers not subject to the penal sanctions. The Ordinance does not foresee the abolition of the penal sanctions entirely within any defined period. It is, however, to be welcomed as a real measure of progress, and, as it is to be subject to revision every five years, it is permissible to hope that the experience gained by its working will bring the ultimate aim definitely within sight.

In spite, therefore, and even because of the economic crisis, it is possible to register very material advances during 1930 in regard to the regulation of native labour. No doubt in some directions, as a result of budgetary compressions and the natural preoccupation of administrations with other matters, a slackening in the rate of social progress may be experienced. Nevertheless, it is being increasingly recognised that a better and more rational organisation of native labour, and the raising of the economic standards of colonial populations, are vitally important factors in the solution of the crisis. There is no better augury for the future of the work of the Organisation than that it should be recognised that the development of colonial production can best be promoted by prosperous and contented native populations. In contributing to that end the International Labour Organisation is not only fulfilling the high humanitarian and social purposes for which it was created, but aiding in the development of the economic resources of mankind.
CHAPTER VII

THE WORKERS’ LIVING CONDITIONS

Workers’ General Education and Vocational Training

In this field also the influence of the economic depression has been felt, and the measures taken or proposed have generally been intended to deal with unemployment. For example, the problem of the raising of the compulsory school age has been in the front rank in many countries. In a few others, however, it has been possible to introduce certain improvements in the legislation or to put into application laws which had already been voted. In the Irish Free State, the Vocational Education Act, the drafting of which has extended over several years, came into force on 21 July 1930, and the competent authorities have begun to prepare draft regulations dealing specially with apprenticeship. In Switzerland, the Federal Vocational Education Act, which has been under discussion for some considerable time, was finally passed in June 1930 and will come into force in 1931.

On the whole, however, there has been little to record in 1930. There are signs of more intense international activity in the way of congresses and enquiries by organisations and institutions or in the work of the International Labour Conference itself. One point is worthy of note: vocational training, instead of being considered separately, tends more and more to be studied in connection with compulsory general education and continuation classes.

RAISING THE SCHOOL AGE

Czechoslovakia. — The question of raising the compulsory school age has been discussed for some considerable time, particularly from the pedagogical point of view, and has attracted fresh attention during the latter part of 1930 on account of its connection with unemployment. In a lecture delivered at the Social Institute in Prague on 11 December, Professor Veleminsky expressed him-
self as strongly in favour of this reform, chiefly for educational reasons, for he admitted that statistics did not seem to show that the measure would be of great importance as a possible remedy for unemployment. Czechoslovak teaching circles are generally in favour of raising the school age to 15.

**France.** — The question of raising the compulsory school age to 14, combined with the question of school attendance, has been before the Chamber of Deputies since 1912. In 1928 the French section of the International Association for Social Progress discussed the question, and on that occasion Mr. Labbé, Director of Technical Education, insisted that the school age should be raised to 14, with continuation classes from the age of 14 to the age of 16. The question was again submitted to the Chamber by Mr. Herriot on 28 June 1928 and was once again referred to the Education Committee for report. This Committee submitted two reports in 1930: the first deals solely with school attendance and has not yet been discussed; the second covers the whole of the question. The Education Committee is in favour of raising the school age to 14, since it considers that education between the ages of 12 and 14, while not strictly vocational, prepares the child for his future occupation, and that the raising of the age would lead to an improvement in the labour supply and would at the same time enable France to ratify the international Conventions on the age of admission to industrial, maritime and agricultural work.

The discussions on the question of uniting the elementary and secondary schools are keeping interest alive in the question of the school age.

**Germany.** — The idea of raising the compulsory school age has again been suggested, as in 1926, with a view to removing a certain number of young persons from the labour market and thus making room for a corresponding number of adult workers. In October 1930 a group of members proposed to the Reichstag that a Bill should be introduced for raising the school age. The Prussian Minister of Commerce also had the same idea in mind when issuing two recent Orders. A Decree of 8 December 1930 extends the scope of compulsory attendance at courses of vocational instruction and increases the number of hours: all unemployed young persons for whom such courses of supplementary education are compulsory will now attend from 12 to 18 extra hours a week, while those who were hitherto exempt will now receive from
18 to 24 hours' instruction a week. These decisions apply to the whole of Prussia. The second measure which has been proposed is the temporary introduction of a ninth year of compulsory school attendance for all children without exception as a preparation for their future occupation; this year would be included among the number of years of compulsory apprenticeship.

At the moment, however, financial difficulties seem to prevent the application of the proposal to raise the school age.

Great Britain. — This question was considered by the Hadow Report in 1926, which contained a wide programme of reform affecting the whole existing system of education but which was rejected at the time as being premature. Unemployment, however, has kept the question in the foreground. In the House of Commons on 18 January 1929, Sir Charles Trevelyan, Minister of Education, stated that the Government proposed to take the necessary legislative measures to raise the compulsory school age to 15 as from 1 April 1931. The Government had decided to grant the necessary subsidies for this step. About the same date the Minister of Education invited the representatives of the local education authorities and the competent industrial associations to study the possible methods of applying this important reform. The first draft of the Bill appeared in December and was submitted to the House in May 1930. It was later withdrawn by the Government for further discussion with those concerned and was again brought in with certain amendments in November 1930, when it was passed and referred to a Committee for thorough examination.

This Bill lays down no special measures for non-provided schools, and the Government suggests that the legislation should not come into force until September 1932, instead of April 1931 as was originally intended. In December 1930 a certain number of members proposed that it should not come into force until a satisfactory solution had been reached with regard to the introduction of the reform in non-provided schools. The discussion of the Bill will be continued in January 1931.

There is a strong current of opinion in favour of raising the school age, in which teachers are playing a leading part. At a demonstration in favour of the Bill, which was organised in London on 21 November 1930, the following Resolution was adopted:

This meeting of representatives of Local Education Authorities, Trade Unions, the Workers' Educational Association, the Co-operative Movement, Teachers' Associations and other organised bodies, welcomes
the introduction of the Education Bill to raise the school-leaving age to 15, and urges the Government in the national interest to take all possible steps to complete the remaining stages of the Bill as soon as possible.

Switzerland. — The question was dealt with, chiefly from an educational point of view, during the Journées de politique sociale at Berne on 17 and 18 May 1930 which were devoted to the general question: "After school—employment in factories". All those who took part—doctors, teachers, vocational guidance experts, factory inspectors, etc.—agreed that the minimum age for admission to employment should be raised from 14 to 15 years. They were unanimously in favour of raising the compulsory school age so as to avoid any interval between the completion of school education and the beginning of employment, on the understanding that the final school year should be a pre-apprenticeship period serving as a basis for vocational guidance. A Continuation Committee has been set up to study the action which may be taken in pursuance of these views.

In the international field, resolutions in favour of raising the school age were adopted in 1929 by the General Assembly of the International Association for Social Progress, by the Congress of the World Federation of Education Associations, by the Congress of the International Association for Commercial Education and by the International Congress of Trade Unions.

CONTINUATION CLASSES

Various international bodies have dealt with the question of continuation classes, which are already compulsory in certain countries. The desire is that these classes should form an organic sequel to elementary education and at the same time give semi-vocational or even vocational training according to the categories of pupils concerned. Such classes would supplement the knowledge gained in the elementary school and provide the future worker with the theoretical knowledge for his special task.

The International Bureau of Education in Geneva initiated the discussion in 1929 by carrying out an enquiry into the occupations of children who have completed their school education, which it undertook at the request of the International Labour Office. The results of this enquiry have enabled the Office to prepare a preliminary study revealing to some extent the existing situation and certain of the necessary reforms.
The question had been placed on the agenda of certain congresses to be held in 1931 and 1932, with a view to which extensive enquiries have been organised by the International Federation for Domestic Training and the International Federation of Teachers' Associations. The former body decided at a meeting held at Liège in August that its 1932 Congress would be devoted to continuation classes on domestic subjects. The second body, at a meeting of its Executive Committee held in Paris on 27 and 28 September 1930, decided that the question of continuation classes should be the most important item on the agenda of its Congress to be held at Stockholm in August 1931. During the discussion in Paris the French delegate pointed out that the problem of continuation classes must be considered as part of the general programme of education for the people, since these classes should cover not only vocational training but also general education.

The Save the Children International Union devoted much of its activity in 1930 to preparations for a second General Congress on Child Welfare to be held in 1932. One important item on the agenda of this Congress will be the problem of children over school age; the preparation of this point has been entrusted to a Committee which has drawn up a definite programme for its section of the forthcoming Congress: vocational guidance and vocational activity of young persons, physical training, spare time and holidays.

**Vocational Training**

In this sphere also there was one important international event in 1930, namely the International Congress on Vocational Training held at Liège in August. All the questions of school education and continuation classes are still open, and their solution depends to some extent on the solutions adopted for the problem of vocational education in the strict sense of the term. This was clearly shown at the Liège Congress. The general report submitted at the outset emphasised the necessity for a sound general education for pupils in vocational training institutions. The Congress then proceeded to study the five questions on the agenda: legislation on the subject of technical education; vocational guidance; continuation work and the intervention of employers' and workers' organisations in the field of technical education; training of technical teachers; the position with regard to vocational training in different countries.
The 650 delegates, belonging to 23 different nations, adopted a number of resolutions requesting that apprenticeship should be made the basis for professional guidance wherever possible and that a study should be undertaken, with the assistance of employers’ and workers’ organisations, to determine the aptitudes and qualities which had enabled skilled workers to achieve success in their professions. With regard to legislation it was unanimously agreed that the rules concerning vocational training, apprenticeship and technical education required to be co-ordinated. It was also unanimously decided that a permanent international office for technical training should be set up; those concerned are strongly in favour of international collaboration and mutual assistance between the nations for which this question is of importance.

Workers' Education

The workers' education movement, which has developed very strongly during the past few years, led to certain significant international meetings in 1930.

At the end of April the Congress of the International Federation of Teachers' Associations at Prague, during a general discussion on the organisation of teaching, defined its position with regard to university education for workers and peasants; this education for adults should, it was decided, be optional and independent, being organised by social groups which can appeal to teachers and the universities for support.

The co-operation of teachers' associations was accepted by the Conference of International Trade Secretariats at Stockholm on 6 July 1930, which asked the International Federation of Teachers' Associations to draft an international programme for education and training to be submitted for approval to the executive of the International Federation of Trade Unions. The Fifth Congress of the Red International at Moscow organised a special conference on questions of education and trade union propaganda. The resolutions adopted by this Conference are intended to guide Communist trade unions in questions of workers' education. One of the resolutions recommends the creation of trade union schools attached to the national revolutionary trade union federations. It also approved the creation of a Faculty of Trade Unionism in the Lenin International School in Moscow.

The International Conference on Wireless for the Workers, held in September in Prague, was attended by delegates from Austria,
Czechoslovakia, Denmark, the Free City of Danzig and the Netherlands.

The Council of the World Association for Adult Education, which met at Brunswick in Sweden on 25 August, decided to convene in 1931 a special Conference to discuss broadcasting and adult educational.

In 1930 an International Workers’ Education Week was organised in Bernau in the new school for militant trade unionists set up by the German Federation of Trade Unions.

All these movements and all these demands found expression at the Fourteenth Session of the International Labour Conference. This was the first occasion on which the problem of workers’ education, linked up with vocational training and the utilisation of workers’ spare time, had been in a concrete form before the Organisation. On the proposal of Mr. Jouhaux, French Workers’ delegate, the Conference unanimously adopted a Resolution for the purpose of guaranteeing the workers opportunities for the full development of their personalities and recommending in particular that means should be sought for establishing a system of workers’ education. This resolution was considered by the Governing Body in October 1930. It was decided, in order not to complicate the problem by studying all the efforts made in the direction of adult education, that the Office should first of all study the workers’ education movement in collaboration with the workers’ organisations.

Utilisation of Workers’ Spare Time

Among the problems connected with the utilisation of spare time the one which is at present engaging the attention of those concerned and giving rise to the greatest amount of activity is that of workers’ education which was already dealt with in the preceding section. It will therefore suffice here to mention the international action which has been taken in connection with problems other than education and the official or private national institutions dealing with the whole field of spare time.

It is quite impossible to give a complete survey of the spare time movement, which is carried out by an infinite number of small groups working in the most varied spheres. It must therefore suffice to refer only to the central organisations which co-ordinate
the various activities in different countries. Such organisations are still few in number, and there may be countries which have numerous and ancient institutions for the organisation of spare time without any central co-ordinating body. If these are not mentioned here that does not mean that the problem of spare time is neglected in that country, but merely that it appears in such a complex form that it cannot be systematically dealt with in these pages.

**National Activities**

**Official Action**

**Belgium.** — The Supreme Council set up by the Act of 3 April 1929 to encourage popular education and ensure a fuller utilisation of workers' spare time was given its final form by the Royal Order of 3 March 1930, and the first meeting was held on 6 May. The Council decided before taking any positive action to undertake an enquiry on a large scale so as to obtain information as to the work already being done in the country.

The older provincial organisation, which will not be replaced by the Supreme Council but will have the support of the latter, continued its work in 1930 in every branch of activity connected with spare time, housing, workers' gardens, physical training, intellectual and moral education, etc. The Province of Antwerp devoted 400,000 francs to its spare time institute. The provinces of Brabant and Hainaut each placed half a million francs to the credit of their spare time committee, and the province of Liège spent 250,000 francs for the same purpose. In addition to this action by the Provinces there is a system of official municipal organisations. For example, the municipality of La Louvière set up a spare time committee which spent almost 20,000 francs in 1930 in grants to libraries.

**Italy.** — The National *Dopolavoro* Institute, which had 280,000 members in 1926, one year after its creation, had a million and a half at the beginning of 1930. This institute, which is strictly supervised by a central committee, covers the whole country with a network of provincial and local bodies. Its activities are directed towards four main fields: physical training, including sport and travel; artistic education, including music, the cinema, wireless and the theatre; general and vocational education; welfare, which includes workers' gardens, the care of the home, holiday colonies,
sanatoria, etc. Certain categories of workers have special organisations; there exist, for example, a women's Dopolavoro, a rural Dopolavoro, a railway Dopolavoro, etc.

The figures published in 1930 for the year 1929 show a total of more than 53,000 sporting events and more than 28,000 excursions organised by the physical training groups, 41,000 artistic performances and more than 23,000 educational meetings. In the field of welfare about 6,800 events have to be recorded (exhibitions, congresses, lectures, etc.).

Unofficial Activity

France. — Although the institution which was set up last year is not directly controlled by the public authorities, it has at least the same purpose as those in the countries mentioned above, namely, of dealing with the whole problem of spare time throughout the country.

The National Spare Time Committee, which the National Federation of Distributive Co-operative Societies decided to set up in 1929 at its Congress in Royan, came into being on 7 May 1930. Its programme of action has five principal divisions: general education, travel, holidays, physical training and workers' gardens. It will also deal with various other questions, such as the decoration of the home, popular festivals, the cinematograph, etc. Its rules permit it to set up all the necessary institutions for carrying out this programme. At present it is engaged in organising centres for general education, a people’s tourist agency, a national holiday society, a technical sports office (including a technical administrative section and a medical section) and an office for workers' gardens. The general education centres, which will work chiefly by visits to museums, factory laboratories, etc., are still in course of organisation, but a certain number have begun work.

International Activity

International Socialist Federation for Physical Culture and Workers' Athletics

This association, which celebrated its tenth anniversary in 1930, reached a membership of two million in that year. It is making active preparations for the second workers' Olympic Games, to be held at Vienna, the first part of which (winter sports) was
successfully held at Mürzzuschlag in the winter of 1930-31. Among the questions attracting the close attention of the International Federation are the utilisation of spare time for sport and the influence of physical training on alcoholism, both of which will be placed on the agenda of its sixth Congress in 1932 and will, it is hoped, be studied in collaboration with the International Labour Office.

*International Committee for Peoples’ Theatres*

This Committee, which was set up in 1926, held a meeting at Liége in June 1930, where it dealt chiefly with the development of a bulletin published by the Committee since 1929, which provides the national federations with information as to the technique of amateur theatres.

*Second International Congress on Popular Art*

This Congress was held in Antwerp, Liége and Brussels from 28 August to 7 September 1930 and was attended by 200 members from 28 countries, most of whom had been sent by their Governments.

It studied in particular the question of public festivals and family festivals. It was decided that the next Congress should be held at Berne in 1934 and should be supplemented by an international exhibition of popular art.

*First International Congress on Workers’ Spare Time*

For the first time international touch has been established between various national organisations dealing with the problem of spare time. About 300 members from 18 countries attended a meeting at Liége in June 1930, at which 14 Governments were officially represented.

This Congress adopted a great number of resolutions. One suggests the institution of an advisory committee on the utilisation of spare time, attached to the International Labour Office; a second suggests that national public utility bodies should be set up in different countries to encourage and co-ordinate all the work connected with spare time. A further resolution deals with the development of physical training by the creation of gymnasiums, playing fields and swimming baths, the training of teachers and the
organisation of practical medical supervision. The Congress also
drew the attention of the public authorities to the extreme impor­tance of the worker’s home for the utilisation of spare time and the
necessity for encouraging every effort to make his home more com­fortable and more attractive.

The Congress stressed the importance of the wife in the organisa­tion of a family’s spare time and demanded a number of reforms
which might make her more fitted to fulfil her functions in this
direction; these reforms referred chiefly to school education and the
progressive reduction, by an improved social policy, of the employ­ment of married women.

The Congress several times referred in its resolutions to the
Recommendation on workers’ spare time adopted by the Inter­national Labour Conference in 1924. Before concluding its work
it requested the Belgian Supreme Council for National Education
to arrange as soon as possible for a Second International Congress
on Workers’ Spare Time.

**INTERNATIONAL REGULATIONS**

*Recommendation concerning the utilisation of workers’ spare time (1924)*

(Communication to the Secretary-General of the League of Nations)

*Czechoslovakia.* — Approved by the Council of Ministers on 20 August 1929.
Present legislation to a great extent gives effect to the Recommendation
(6 March 1930).

(Other Information)

*Albania.* — Submitted to Parliament.

*Austria.* — Re-submitted to the Fourth Legislature of the National Council.

*Brazil.* — Submitted to the National Congress by a Message of the President
of the Republic dated 31 March 1930.

*New Zealand.* — Submitted to the Chamber of Representatives on 24 July
1930 and to the Legislative Council on 23 July 1930.

**Housing**

Although the problem of housing has been an important one for
workers ever since the beginning of the industrial period, and
although valuable solutions have sometimes been found by em­ployers at different periods, it is only during the last ten years
that Governments have been led to adopt a real housing policy.
The cessation of building during the war and the years immediately
succeeding it, the destruction caused by hostilities and the changes
Great Britain. — In this country, where the housing programme provided almost a million and a half dwellings between 1919 and 1930, a Bill submitted in April 1930 proposed an extensive slum-clearance programme. In view of the compensation which would have to be paid to the former residents, it is expected that extensive financial operations will be required by the State and the local authorities.

Italy. — The return to the system of ordinary law in Italy, which has been announced by the Government for the last two years, actually took place on 1 June 1930. Preparations for this event have been going on for some time, not only by the development of housing, which has enabled about 1 million habitable rooms to be constructed in eight years, but also by the moral activities of the organisation of house owners. Since the new system came into force the general provisions concerning the reduction of prices have been applied to rents, which have fallen by 10 per cent. After the International Housing Congress of September 1929 a National Town Planning Institute was set up in Rome in January 1930. Regional town planning on the same lines as that carried out in Rome is being thoroughly studied.

United States of America. — Efforts are being made in the United States to improve housing conditions in the larger cities. In New York in particular the Housing Act of 1926 is being revised and a Housing Association was set up this year for replacing dwellings which are no longer adequate to meet modern needs.

In August 1930 President Hoover took measures with a view to the convocation of a Housing Conference to be held at the White House in the autumn of 1931.

U.S.S.R. — The housing policy of the U.S.S.R. has a special dual aspect. On the one hand housing is considered as falling under consumers' goods and therefore remains in the background from the point of view of the present national economic plan, which aims at developing first of all the means of production. Consequently the habitable area for each citizen in the towns has so far decreased, being 6.4 square metres in 1923 and 5.7 in 1928. The houses to be built during the five-year period will not bring the proportion very much above the 1923 level. On the other hand, since the industrialisation of the country involves the creation of large industrial centres at various points throughout the country and also of a certain number of agricultural centres, provision had to be
made for the building of entirely new towns, known as "Socialist towns". This work has not been left to chance or to individual taste. Important researches have been carried out, for example, with regard to the new quarters of Leningrad and the industrial extension of Stalingrad (Tsaritsyne), Magnitogorsk and Bolchoe Zaporojie (industrial group of the Dnieper). An exhibition of plans for Socialist towns was held in Moscow during the summer of 1930, and a group of German architects, including the Frankfort architect, Mr. E. May, has been called in to advise on the application of these plans.

*Congresses.* — The Congress on Modern Architecture held at Brussels in 1930 in connection with the Brussels Housing Week studied certain important problems with regard to building and town planning, with special reference to the height of the buildings and the amount of space between each.

**The Co-operative Movement**

If one leaves out of account all the factors affecting industrial activity save those of a strictly economic nature, it will be found that the influence of the latter is exactly the same in the case of co-operative undertakings as in the case of private individuals or capitalist companies. From this point of view, even a much less general and extensive depression than the present one would suffice to raise fresh problems in every branch of the co-operative movement.

It would be premature at the moment to undertake an exhaustive study of the effects of the economic depression on co-operative organisations, or of the methods which the latter have adopted to meet the depression. It is, however, possible and not without a certain interest to point out certain significant facts with regard to distributive co-operative societies, the various types of agricultural societies, craftsmen's and workers' producing and labour co-operative societies, and also certain questions of equal interest to all forms.

**Distributive Societies**

The three main factors which affect the turnover of the distributive societies, their wholesale societies and other undertakings of the same type, are the fall in prices, the delay in consumption (when such a delay is possible) in the hope that prices will fall still further, and the decrease in consuming power. In the countries which have been seriously affected by unemployment and
falling wages, the third factor has the most noticeable effect on the distributive co-operative societies, because their members are mostly wage earners and persons of slight economic means.

The fall in prices, which is the natural result of a number of general economic facts, harmonises naturally with the deliberate and disinterested policy of the distributive co-operative societies. The reduction in prices is for them only one of the many economic facts with which they have to reckon (and which, indeed, some of them anticipated by refusing to maintain certain prices at an artificially high level), and consequently the distributive societies endeavour to transfer the advantages of the fall in prices as quickly and as fully as possible to their members, and, indirectly, to consumers as a whole. The English Press, for example, recognised that the fall in the price of bread in London was due to the influence of the distributive co-operative societies; similarly, the distributive societies in Berlin gave the signal for the fall in the price of bread in that city. The German Distributive Co-operative Wholesale Society had as early as 1925 brought the prices of its soap and washing materials down to a level which was not generally adopted until 1930. In Italy the distributive societies have been closely associated with the work of the Government for a reduction of prices. The same trend in various forms has been noted in every country.

There are, however, limits to such a movement. It often meets with opposition from the inverse tendency resulting from higher customs tariffs on certain foodstuffs, higher taxation, or even, as in the case of Germany, new taxation which weighs particularly on the most important distributive co-operative societies (and, of course, on other important commercial undertakings).

The distributive societies are sometimes asked to reduce even more than they do and more than they can do the prices of the most necessary articles. At the same time they are not expected to reduce the wages of their employees or to dismiss any of the staff. These demands are an expression of the confidence which is placed in the distributive societies, particularly in periods of economic difficulty. This confidence is shown by greater fidelity on the part of the members and by an increase in membership which is sometimes quite rapid. Between 30 September 1929 and 30 September 1930, for example, the German Distributive Wholesale Society gained 75,000 new members. This movement partially balances, or sometimes even more than balances, the fall
in turnover resulting from a reduction in prices and in the amount of purchases.

For this reason the sales figures of the distributive co-operative societies and their wholesale societies reveal the depression in complex and sometimes apparently conflicting trends, according to whether these sales are estimated by value or by quantity, whether the whole of the past year is taken into account or only the last few months, whether the whole figure for one society or for a federation of societies be taken, or whether the figure used is the average per member.

For the 13 weeks ending 11 October 1930 the English Wholesale Society reports a decrease of over 7 per cent. in the value of its sales as compared with the corresponding period in 1929, and a decrease of 41 per cent. in the value of its exports. Generally speaking, the sale of tea and margarine has fallen both in value and weight; the output of flour and biscuits has increased in weight but fallen in value; that of soap has decreased in value without any noticeable change in quantity, while that of coal has increased by 14.75 per cent. in value and 9.25 per cent. in weight.

With regard to the Continent of Europe, the example of the societies affiliated to the German Union of Distributive Co-operative Societies is quite a reliable index of the position in the different countries. For the whole of the past year the turnover of most of these societies, expressed in marks, shows an increase. If, on the other hand, one considers only the last four or five months of 1930, there is often a decrease per society and per member, particularly in the large towns. For the quarter ending 30 September 1930, for instance, the decrease for the societies as a whole compared with the same quarter of 1929 was 7 million marks, notwithstanding the increase in the membership; during the same quarter, however, there was an increase in sales expressed in quantity. At the same time, the amount of the savings deposits tended to fall. These general characteristics are as a whole confirmed by information supplied from Austria, Czechoslovakia, Finland, Hungary, the Netherlands, Norway, Poland, etc.

Agricultural Co-operative Societies

As in the case of the distributive societies, one of the effects of the depression has been to draw attention to the work of the agricultural co-operative societies of every type, and particularly
passing through a difficult period because of the lack of sufficient credits or reserves or the lack of commercial experience.

In Italy it would seem that the producing and labour co-operative societies are destined to play an important part in combating unemployment, particularly by organising the transfer of labour. The Union of Co-operative Federations has already collaborated with its local branches and with the Commissariat for Migration to encourage the transfer by groups of members of labour co-operative societies. It intends to draw up a wide programme of internal migration in co-operative groups.

**QUESTIONS AFFECTING ALL FORMS OF CO-OPERATIVE SOCIETIES**

There are two main questions which have held the attention of co-operative societies of all types: that of sales on credit, and that of the relationships between distributive and agricultural co-operative societies.

The efforts which have been made practically everywhere in Europe, and more particularly in the United States, to stimulate production by extending the system of payment by instalments have led co-operative societies of every type to reassert vigorously their traditional theory of cash sales and at the same time to point out the dangers of the instalment system for wage earners and small independent producers.

This reassertion of co-operative practice will be found in the publication of the German craft co-operative societies and in practically all the co-operative publications in different countries. It was stressed once again at the Congress of the International Co-operative Alliance in August 1930 in a report and two mutually complementary resolutions. The first of these resolutions condemned afresh the practice of selling on credit, and the second, confirming this assertion, suggested that the creation of savings and credit co-operative societies in which the credit function would be kept distinct from the selling function provided the only means of granting on a co-operative basis such credit as could be considered legitimate, namely, credit which improved the economic situation of the borrower.

The economic depression has made us more or less familiar with the idea of arranging and developing relations between distributive co-operative societies and agricultural marketing co-operative societies as a means of arriving at a better adjustment between the supply of and demand for agricultural produce, and
eliminating certain factors of waste in distribution. This idea has
been expressed even outside the co-operative movement: it was
mentioned, for example, in an appeal issued by the chief federations
of German trade unions at the end of 1930. Naturally, the matter
is of interest mainly to the co-operative organisations themselves.
It has for a long time figured on the programme of the Interna-
tional Co-operative Alliance, but it has been particularly stressed
in all the Congresses held by the Alliance since the war, from
the 1921 Congress in Basle to the 1930 Congress in Vienna. The
idea has been equally emphasised by the International Commission
of Agriculture, more particularly at the International Congress of
Agriculture held at Bucarest in 1929. In the meantime it had
also been mentioned in one of the resolutions of the World
Economic Conference in 1927.

This last-mentioned resolution, which expressed the common
desires of the distributive co-operative societies and the agricul-
tural co-operative societies, recommended the creation of a mixed
committee in which the authorised representatives of both types
of co-operative societies could come together and study all the
problems in which they had a common interest.

An unofficial Inter-Co-operative Conference was convened on
2 December 1929, with the assistance of the International Labour
Office, to study the possibilities of collaboration. This Conference
was attended by competent authorities belonging to the Interna-
tional Commission of Agriculture and the International Co-operative
Alliance; the International Institute of Agriculture had also been
asked to send a representative. The Conference held three short
sittings, which enabled it to lay down the principles on which
an agreement could be based and to draft a programme of work.

When it came to putting these ideas into practice, the Inter-
Co-operative Conference thought it desirable that the task should
be entrusted to a permanent committee, the members of which
should not be appointed, as in its own case, on account of their
personal experience, but with full powers to represent and act
for the organisations which would appoint them.

On this basis the Conference drafted regulations for an Inter-
national Committee on Inter-Co-operative Relations. This Com-
mittee will have the dual purpose of furthering friendly relations
between agricultural and distributive co-operative societies and
acting as a liaison body between the co-operative movement as
a whole and official international institutions. It will consist of
fourteen members, half of whom will be appointed by the Inter-
national Commission of Agriculture and the others by the International Co-operative Alliance. Representatives of official or other institutions whose technical or moral support may be thought of value can be invited to the meetings. It was agreed that the first meeting of the Committee should be held on 9 and 10 February 1931.
CHAPTER VIII

THE WORKERS' GENERAL RIGHTS

Right of Combination in Trade Unions

At its Fiftieth Session in October 1930 the Governing Body of the International Labour Office decided to resume the study of the international trade union problem, starting from the foundations and adopting a new procedure, namely that of setting out from a basic Convention which merely guarantees the principle of freedom of association and supplementing this initial Convention by a series of detailed measures.

This revival of interest in the trade union problem in the middle of an economic depression can be understood when one remembers that the trade union movement in the widest sense of the term, including employers' as well as workers' organisations, constitutes one, if not the most important of the controlling factors in the national, and even in the international, economic world. Side by side with governments there are the employers' economic organisations (cartels, trusts, associations, etc.) on the one hand, and the workers' unions on the other, which exercise a certain control—the former over the market for commodities, and the latter over the labour market.

The workers' unions have at present a dual part to play: that of organisation and that of defence. From the point of view of organisation, the community as a whole has more need than ever before of a solid trade union organisation which in a period of depression, of unemployment or of widespread strikes or lockouts, can, by its procedure of collective negotiation, maintain the stability and continuity of social relations. This fact is shown by the history of all the important trade disputes in the past year: in France, Germany, Great Britain and other countries the trade unions have exerted a moderating and controlling influence. From the point of view of defence the trade unions, by their solidarity, are able to maintain to some extent the existing level of wages and living conditions. In short, trade unionism, by its
work of organisation and defence, can to a great extent mitigate the effects of the depression.

Austria. — On 5 April 1930 an Act was promulgated in Austria for the Protection of Freedom of Labour and Assembly. The purpose of this Act can be understood only by considering the problem by which the legislator was faced.

Trade unionism among the workers, like the corresponding movement among the employers, wishes to protect its efforts for the regulation of working conditions against competition by unorganised workers, and consequently aims if not at a monopoly of organisation, at least at a monopoly of the labour market. This accounts for the means which it adopts: the insertion of so-called "trade union clauses" in collective agreements (stipulating the exclusive or preferential employment of trade union members, or the rejection of non-trade union members or members of rival unions); the pressure brought to bear on the employer to oblige him to recruit his workers from the employment exchanges attached to certain trade union organisations; the idea of entrusting to the employer the deduction of trade union contributions from wages, so that he becomes in some sort an auxiliary in trade union recruiting. These means, which are in harmony with ordinary law, frequently help an organisation with certain definite political views, so that it has been asserted that it favours political rather than occupational aims, and leads to a restriction of political liberty or liberty of conscience. When the legislator wishes to save the trade unions from such criticism he is faced by this alternative: either he must merely forbid political or religious constraint, or he must repress any action which aims at a monopoly, even at the risk of destroying the controlling power of the trade union. This is the problem which the Austrian Parliament endeavours to solve by the Act of 5 April.

Section 1 of the Act nullifies all collective or general agreements which are intended to secure a monopoly of employment for the members of a specified trade association, that is if they contain "membership clauses", and also if they are intended to keep persons out of employment because they belong or do not belong to a specified association, that is if they contain "exclusion clauses". The validity of other restrictions not referring to the membership or otherwise of a given trade association is completely unaffected by the new Act. For example the collective agreements may still stipulate that the employer must apply solely to a given employment exchange when in need of workers, provided
that the said exchange does not limit its activities to the placing of members of any one trade union.

Section 2 prohibits another form of indirect coercion: the deduction of trade union contributions. The employer is now forbidden to deduct trade union or party contributions and payments from the remuneration due to the worker, or to receive them when wages are being paid. In case of infringement of this provision the wage earner may claim from the employer the sums which have been deducted. The only deductions which are permitted from wages are contributions for welfare institutions in an undertaking, provided that no political or trade union discrimination is made between those who benefit.

There are no penal sanctions for offences against sections 1 and 2. Under section 4, however, any kind of compulsion in the form of intimidation or force which tends to restrict freedom of employment or the right to combine is punishable by imprisonment for from one week to six months. This applies both to the employer and to the wage earner, so that any person who, by the use of intimidation or force, hinders an employer or a worker from carrying out his free decision to give or take work, is liable for punishment. The penalty is applicable to any person whose object is to bring about the employment in an undertaking only of persons belonging to a given trade association or only of workers belonging to no trade association, or to prevent persons from being employed in an undertaking who belong to no trade association or who belong to a given trade association. The same penalties apply to any person who compels a worker, by the use of intimidation or force, to join or leave a trade association.

The provisions of section 4 apply in principle to employers as well as to wage earners. The workers, however, have pointed out that coercion by the employer, especially when used to make a worker leave a trade union or enter a sham union, is in practice much more difficult to check than coercion by a trade union, and that the employer can use such coercion in many surreptitious ways without the direct employment of intimidation or force. Moreover, the prohibition is general, being aimed against all coercion for whatsoever purpose, occupational or otherwise. In order to do away with these difficulties, which certain persons consider prejudicial to the trade unions, a series of amendments were proposed, aiming on the one hand at imposing similar restrictions on employers' coalitions (cartels, trusts, etc.), and on the other at authorising "lawful compulsion" (refusal to work
with workers undercutting wages, strike breakers, or other disloyal workers). All these amendments were rejected.

The Act, limited as it was to these restrictions, threatened to destroy the foundations of the system of collective regulation of working conditions. It was indeed pointed out that the trade unions would in future have no means of preventing an employer from engaging those who were not members of trade unions or those who belonged to sham unions, and fixing with them conditions of work which were unfavourable and which would compromise the benefits gained in the undertaking by collective agreements and a fixed standard of wages. It was therefore proposed that the scope of the collective agreement should be extended to cover all workers who might be mentioned therein. This proposal was accepted and will be found in section 3, which introduces a fundamental change in certain provisions of the Act of 18 December 1919 concerning conciliation boards and collective agreements. According to this section, collective agreements concluded by any trade union apply to all the workers in the undertaking, provided that the works council or, in the absence of a works council, the majority of the persons employed in the undertaking do not object to the general application of the agreement. This last reservation aims at preventing the employer from concluding a collective agreement with a sham union or with a minority union and thus, under cover of legal forms, excluding the most representative organisation from the conclusion of collective agreements.

It will thus be seen that the new Austrian legislation, while restricting the activities of the trade unions, not merely leaves intact but even strengthens their essential power, which is the power of control.

Finland. — The trade union system of Finland has undergone important changes as a result of the serious economic and political troubles of the country. On 10 January 1930 an Act was promulgated amending the Associations Act of 4 January 1919. The amended section of the Act states that at the request of the Public Prosecutor or a member of the association the Court may declare an association dissolved if it engages in activities contrary to law and morals or to the aims of the association as specified in its rules, or if the association is obviously intended to circumvent the law and continue the activities of a dissolved association. Moreover, even before a decision has been given by the Court the Ministry of the Interior or the provincial government shall have
the right to prohibit its activities until further notice. The injunction shall be submitted to the Court for examination not later than the first general session which takes place after 14 days have elapsed from the issue of the injunction.

On 27 September 1930 the Public Prosecutor, taking advantage of this new legislation, requested the Court of Helsingfors to take action against the Finnish Federation of Trade Unions and the affiliated organisations with a view to their dissolution. The study of the question, which affects about 1,200 organisations, was adjourned until 3 February 1931 so as to enable a summons to be issued to all organisations through the Press. The Ministry of the Interior, however, making use of the new powers granted by the Act of 10 January 1930, immediately suspended the activities of all the organisations concerned, and this decision was later confirmed by the Court of Helsingfors on 20 October 1930.

On 19 December 1930 the Parliament of Finland passed a new Act intended "to ensure industrial peace". According to the provisions of the new Act any person who by violence or threats, by indignity towards a person or the infliction of injury or any other similar action contrary to law or morals, prevents or tries to prevent another from doing or giving work, or compels or tries to compel (a) workers to take part in a strike or otherwise to leave their place of work or to refrain from seeking work, or employers to stop work or to dismiss or refrain from engaging workers; (b) workers or employers to perform humiliating acts or to pay a fee because they have done or given work during a stoppage of work at a place of work declared to be blockaded; (c) workers or employers to join an association, organisation or other combination or to leave such body shall be punished by imprisonment for not more than one year or a fine, unless a severer penalty is prescribed by law for the action in question.

Great Britain. — The Government brought before Parliament a draft amendment to the Trade Disputes and Trade Unions Bill of 29 July 1927.

The 1927 Act declared general strikes and sympathetic strikes illegal. It also made provision for the protection against pressure or persecution by the trade unions of persons refusing to take part in illegal strikes, and extended the definition of the offence of intimidation (sections 1-3). It amended the system of contributions to the political funds of trade unions by making such contributions dependent on formal notice and not on tacit agreement. It also
made it illegal for civil servants to become members of organisations affiliated to the Trades Union Congress, for any local or other public authority to make it a condition of the employment of any person that he should be or should not be a member of a trade union, and for persons employed by such authorities to engage in strikes under certain specified conditions (sections 4-6).

The new Bill proposes to repeal sections 4, 5 and 6 and amend sections 1, 2 and 3. Illegal strikes or lockouts under the new measure may be briefly defined as those of which the primary object is not connected with employment or conditions of labour, but is of a political or revolutionary kind. It follows that sympathetic strikes, and even general strikes of an industrial character, are no longer prohibited, since neither the extension of the strike beyond the boundaries of the trade in which it arose nor the possible attempts to coerce the Government or to inflict hardship upon the community is recognised as a criterion of illegality as in the existing Act.

The illegality of the strike must be declared by the High Court. The procedure for the declaration of illegality is subject to restrictive regulations. It may be initiated either by the Attorney-General or by a third party, but in the latter case no declaration shall be made unless the Attorney-General is a party to the proceedings. The object of this provision is doubtless to prevent hasty action.

The penalties provided by the Act of 1927 are retained, but subject to the condition that they shall not come into force until the illegality of the strike has been formally declared by the High Court. Similarly, the protection granted to persons refusing to take part in illegal strikes or lockouts does not operate unless the strike is declared by the High Court to be illegal.

Finally, the Bill restricts the definition of intimidation provided in the Act of 1927, returning to the definition given in section 2 of the Trade Disputes Act of 1906. According to the new text, intimidation in order to be illegal must be such as to cause to any person a reasonable apprehension of personal injury to himself or to any member of his family or to any of his dependants, or of violence or damage to his or their property.

The Bill was passed by the House of Commons on the second reading and was then sent to the Standing Committee. During the discussion an amendment was adopted to section 1 of the Bill, providing that any strike or lockout should be deemed to be illegal which had the effect at any time, by reason of its extension or continuance, to expose the community or any substantial
portion of it to danger to health or safety by interfering with the supplies or distribution of essential food, water, light, fuel, medical or sanitary services, or other necessities of life.

After the adoption of this amendment the Government decided to withdraw the Bill for the time being.

Italy. — The Italian Act on the National Council of Corporations, the text of which was analysed in preceding Reports, came into force on 20 March 1930. The new institution was inaugurated on 21 April, and another session of the General Assembly was held early in October. In the meantime other branches of the Council began their activities: the Central Corporate Committee and the sections for agriculture, industry, trade, etc.

Various resolutions were adopted at these meetings concerning trade union problems or economic and social problems: the migration of day labourers in the Po valley; the enforceable quota of labour; the standard contract for the sale of agricultural produce; the silk question, which was examined at every stage through which the product passes from the producer to the consumer and which led to a first general meeting of all the corporations.

At the autumn General Assembly various questions of principle concerning the system of trade union organisation were discussed, the most important of which refer to co-operative undertakings. The Assembly proposed that they should be grouped in national federations by categories under the supervision of the National Institute of Co-operation. The co-operative federations would remain autonomous but would be linked up with the trade union organisations. On the one hand there would be an exchange of representatives between the respective boards of management and on the other hand special agreements with regard to collaboration would be concluded which would become valid only when ratified by the Ministry of Corporations. Only those collective labour agreements which were concluded by trade union organisations would have effect for co-operative undertakings.

The same meeting also considered the proposal to set up a corporation for the theatrical trades, which is the first occupational corporation which has been suggested since those were set up for the producing industries. At present a corporation for travel is also under consideration.

1 Cf. Reports of the Director to the Twelfth and Fourteenth Sessions of the Conference.
The replacing of the Provincial Economic Councils by Provincial Corporations, which has already been decided upon, will, according to the Minister of Corporations, be carried into effect early in 1931.

*Japan.* — The Trades Union Bill ¹ will be one of the questions on the agenda of the next session of Parliament and will probably be passed.

*Mexico.* — The draft Labour Code will this year be submitted in a simplified form to a special session of Congress.

*United States of America.* — The Judicial Commission of the Senate rejected by 10 votes to 7 the Bill concerning the abuse of injunctions in labour disputes which was referred to in the Report of the Director last year. This attitude of the Commission does not necessarily foreshadow the decision which will be taken by Congress during its next session. This question of fundamental importance for American social legislation is therefore still open.

**Profit Sharing and Workers' Participation in Management**

*Profit sharing.* — There has been no important progress with regard to profit sharing; the economic depression has even meant a check if not an actual set-back to the movement in the two countries where it has played an important part—Great Britain and the United States.

*Works councils.* — There has been no change in the regulations concerning works councils, which, as was pointed out in preceding Reports of the Director, form a normal part of the organisation in certain countries. There is no sign of the movement having gained ground.

**Collective Agreements**

There has been little new legislation in 1930 on the subject of collective agreements. This is partly due to economic difficulties, but also to the technical complexity of the problems, which has been more clearly realised during the last 10 years. There are for example the problems of the power to conclude collective agreements, the personal application of the agreement, the recognition

of the agreement as generally binding, the obligation to maintain industrial peace for the whole duration of an agreement, the responsibility for breach of agreement, etc. At the same time certain noteworthy legislative progress has been made. The following sections dealing with various countries contain a certain number of statistics, and a general statistical table will be found at the end.

**Austria.** — The preceding Report of the Director stated that the German Government intended to make the German and Austrian legislation on collective agreements as similar as possible. It is difficult to say whether this effort at assimilation will suffer a check as the result of the adoption of the new Austrian Act on freedom of labour and assembly which was analysed above. This Act has made important alterations in the Act of 18 December 1919 concerning conciliation boards and collective agreements. Under the earlier Act it was somewhat doubtful whether a collective agreement concluded between a trade union and an employer applied to all the wage earners engaged in the undertaking of the employer who was a party to the agreement even though they were not affiliated to the trade union concerned; according to the new Act the provisions of the collective agreement, even if not stated to be generally binding, apply to all the wage earners in the undertaking, unless the works council, or in the absence of a works council the majority of the workers, state within 14 days that they are opposed to this step.

The personal scope of the collective agreement has also been changed in one respect: henceforth an employer who purchases or rents the undertaking of an employer who was a party to a collective agreement must himself observe the agreement. This provision aims at binding not so much the head of the undertaking personally as the undertaking itself.

The Austrian workers, even when they have bitterly attacked certain provisions of the new legislation, consider these changes in the regulations concerning collective agreements as entirely favourable.

The number of collective agreements rose from 2,737 in 1927 to 2,976 in 1928, but the number of wage earners covered (990,000) fell by about 18,000. The Federal Statistics Office explains the increase in the number of agreements by the fact that in addition to the independent trade unions other occupational associations

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1 Cf. *supra*, "The Right of Combination in Trade Unions."
have for the first time taken an active part in drawing up collective agreements.

**Colombia.** — The draft Labour Code which has been prepared by a special committee contains a chapter on collective agreements.

**Czechoslovakia.** — The Minister of Social Affairs for Czechoslovakia has submitted to the Cabinet the draft of a Bill concerning collective agreements.

**Germany.** — As the preparatory work has been quickly carried out, it is expected that Parliament will soon have to deal with a Bill for regulating all the problems connected with collective agreements.

Statistics show that on 1 January 1929 there was a record number of 8,925 collective agreements (on 1 January 1928 there were rather less than 8,200) covering almost a million undertakings (1 January 1928: 912,000) and 12,276,000 wage earners (1 January 1928: 12,267,000) of whom 1,700,000 were salaried employees. The increase has been particularly marked in the foodstuffs and building industries and in commerce. Presumably these figures will not be exceeded for some time, and it is to be expected that next year’s statistics, as a result of unemployment, will show a decline not only in Germany, but in all other countries suffering from the depression. According to the German Minister of Labour, 75 per cent. of all salaries and wages in Germany are now fixed either by legislation or by collective agreement.

**Great Britain.** — The results of the enquiry into collective agreements will probably be published early in 1931. As 20 years have elapsed since the last enquiry, valuable information will be obtained not only concerning the extent and subject matter of collective agreements, but also on various kindred problems.

**Italy.** — A decision of the Ministry of Corporations guarantees penal sanctions for infringements of collective agreements. It also reminds the corporate inspectors that they are entitled to initiate legal proceedings in the same way as any third party.

According to a communication of the Ministry of Corporations, the number of collective agreements on 15 December 1930 was 2,676, being 2,204 more than in 1918 and 1,181 more than in 1929. At a Congress of the secretaries of provincial associations of commercial employees at the end of last year the Minister of Corporations announced that a Bill was being prepared for making
the conclusion of collective agreements compulsory so as to do away with the resistance which certain employers had shown to this form of agreement. This Bill has since been abandoned.

Japan. — The question of collective agreements was raised along with that of trade union legislation. The Congress of the Japanese Federation of Trade Unions and the assembly of the Japanese Federation for Social Legislation were both in favour of this step.

According to a report of the Office for Social Affairs the number of collective agreements is at present 49, covering about 110,000 wage earners, of whom 100,000 are seamen.

Mexico. — The Draft Labour Code, the part of which referring to collective agreements was analysed in the preceding Report of the Director, will be submitted to a special session of Congress this year in a simplified form.

Netherlands. — The latest statistics, for 1 January 1930, show that there were 1,515 collective agreements (1,240 in 1929) covering 23,500 undertakings and 384,000 wage earners.

Poland. — According to statements made to the Press in 1930 by the Polish Minister of Labour it would appear that the Government will shortly submit to the Diet a Bill concerning collective agreements. The Bill will contain certain provisions which differ considerably from those usually contained in legislation on collective agreements. Contrary to the usual practice the Bill authorises not only trade unions but also groups of wage earners to conclude collective agreements, with the sole reservation that the legally recognised trade union has not already entered into negotiations on this point. The factory inspector will have the right to annul collective agreements which are unlawful or contra bonos mores; this means that an administrative official will have the right which in most systems has been granted only to judges. Finally, with a view to preventing the lowering of labour conditions, collective agreements can be made binding for certain districts.

Rumania. — The latest official statistics for Rumania show that the number of collective agreements was 293 in 1929 as against 220 in 1928; they cover almost 95,000 wage earners as against 73,000 in 1928.

Sweden. — Swedish statistics for the end of December 1929 show that there were 4,000 collective agreements (about 3,300 at the end of 1928) applying to 541,000 workers (512,000 in 1928).
Switzerland. — The most recent Swiss statistics, dated 1 May 1929, show 303 collective agreements covering 9,400 undertakings and 65,000 wage earners, which is rather a low figure in view of the increasing industrialisation of certain parts of the country.

United States. — In this country there is no legislation on collective agreements. There are unfortunately no statistics showing the development of collective agreements in the United States, but it is certain that, while they may be less widespread than in Germany or Great Britain, they are nevertheless of importance in certain industries, particularly the building industry. Some collective agreements which have recently been concluded particularly in tramway undertakings and the electrical industries, contain provisions on life insurance, sickness, old age and unemployment insurance. An example of this is the agreement concluded on 1 August 1930 between the Full-fashioned Hosiery Manufacturers of America and the American Federation of Full-fashioned Hosiery Workers. Such provisions would be unthinkable if collective agreements had not reached a certain importance and a certain degree of stability.

U.S.S.R. — In Russia great efforts have been made to renew the collective agreements which had expired and to supplement them so as to facilitate the realisation of the Five-Year Plan.

The nature of these agreements has altered since the introduction of the centralised state system of wage regulation and economic planning in 1928. The review "Planovoje Khoziaistov" states: "The old type of collective agreement which was adopted from the workers' movement in capitalist countries has no meaning in our Socialist undertakings. In this country the contracting parties are both pursuing the same aim, namely, to fulfil and exceed the production plans and to catch up and outstrip capitalist countries in the technical and economic sphere. The collective agreement is a powerful instrument in the hands of the working class which is led by the (Communist) Party towards the realisation of these aims."

Thus, particularly with regard to wages and output, collective agreements must conform to the principles laid down jointly by the Supreme Economic Council, which is the directing body in State industry, and by the Central Council of Trade Unions. These principles are themselves based on the annual economic plans and the system of State regulation of wages.
## General Table

**STATISTICS OF COLLECTIVE AGREEMENTS**

**A. Agreements in force at various dates**

<table>
<thead>
<tr>
<th>Year</th>
<th>Germany</th>
<th>Austria</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreements in force on 1 Jan.</td>
<td>Undertakings covered</td>
</tr>
<tr>
<td>1924</td>
<td>8,790</td>
<td>812,671</td>
</tr>
<tr>
<td>1925</td>
<td>7,099</td>
<td>785,945</td>
</tr>
<tr>
<td>1926</td>
<td>7,588</td>
<td>788,755</td>
</tr>
<tr>
<td>1927</td>
<td>7,490</td>
<td>807,300</td>
</tr>
<tr>
<td>1928</td>
<td>8,178</td>
<td>912,006</td>
</tr>
<tr>
<td>1929</td>
<td>8,925</td>
<td>997,977</td>
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</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Australia</th>
<th>Norway</th>
<th>Rumania</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreements in force at the end of the year</td>
<td>Workers covered</td>
<td>Agreements in force at the end of the year</td>
</tr>
<tr>
<td>1924</td>
<td>549</td>
<td>716,900</td>
<td>409</td>
</tr>
<tr>
<td>1925</td>
<td>607</td>
<td>716,900</td>
<td>464</td>
</tr>
<tr>
<td>1926</td>
<td>681</td>
<td>740,500</td>
<td>535</td>
</tr>
<tr>
<td>1927</td>
<td>744</td>
<td>740,500</td>
<td>846</td>
</tr>
<tr>
<td>1928</td>
<td>777</td>
<td>740,500</td>
<td>1,017</td>
</tr>
<tr>
<td>1929</td>
<td>—</td>
<td>—</td>
<td>1,501</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Netherlands</th>
<th>Sweden</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreements in force on 1 June</td>
<td>Undertakings covered</td>
</tr>
<tr>
<td>1924</td>
<td>831</td>
<td>16,579</td>
</tr>
<tr>
<td>1925</td>
<td>764</td>
<td>16,913</td>
</tr>
<tr>
<td>1926</td>
<td>808</td>
<td>16,554</td>
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<tr>
<td>1927</td>
<td>891</td>
<td>16,974</td>
</tr>
<tr>
<td>1928</td>
<td>1,013</td>
<td>17,207</td>
</tr>
<tr>
<td>1929</td>
<td>1,240</td>
<td>18,533</td>
</tr>
<tr>
<td>1930</td>
<td>1,505</td>
<td>23,487</td>
</tr>
</tbody>
</table>

1 The figure in parentheses shows the number of agreements to which the preceding figure refers.

The sign * means " no figures published "; the sign — means " figures not yet received ".
### Statistics of Collective Agreements

#### B. Agreements concluded, renewed or notified during the year

<table>
<thead>
<tr>
<th>Year</th>
<th>Germany</th>
<th>Austria</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreement concluded or renewed during the year</td>
<td>Undertakings covered</td>
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<tr>
<td>1924</td>
<td>3,475</td>
<td>559,612</td>
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<tr>
<td>1925</td>
<td>2,669</td>
<td>314,099</td>
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<tr>
<td>1926</td>
<td>1,808</td>
<td>291,448</td>
</tr>
<tr>
<td>1927</td>
<td>3,284</td>
<td>410,538</td>
</tr>
<tr>
<td>1928</td>
<td>3,377</td>
<td>470,384</td>
</tr>
<tr>
<td>1929</td>
<td>—</td>
<td>—</td>
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<table>
<thead>
<tr>
<th>Year</th>
<th>Australia</th>
<th>France</th>
<th>Italy</th>
<th>Netherlands</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreement registered during the year</td>
<td>Agreements signed during the year</td>
<td>Agreements published during the year</td>
<td>Agreements concluded between 2 June of the preceding year and 1 June of the year mentioned</td>
</tr>
<tr>
<td>1924</td>
<td>164</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>1925</td>
<td>182</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>1926</td>
<td>154</td>
<td>238</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>1927</td>
<td>137</td>
<td>58</td>
<td>*</td>
<td>*</td>
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<tr>
<td>1928</td>
<td>128</td>
<td>99</td>
<td>127</td>
<td>512</td>
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<tr>
<td>1929</td>
<td>—</td>
<td>112</td>
<td>1,248</td>
<td>344</td>
</tr>
<tr>
<td>1930</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>1,094</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Poland</th>
<th>Romania</th>
<th>Sweden</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Agreement concluded during the year</td>
<td>Workers covered</td>
<td>Agreement concluded during the year</td>
</tr>
<tr>
<td>1924</td>
<td>673</td>
<td>384,349</td>
<td>255</td>
</tr>
<tr>
<td>1925</td>
<td>229</td>
<td>357,810</td>
<td>261</td>
</tr>
<tr>
<td>1926</td>
<td>433</td>
<td>648,593</td>
<td>266</td>
</tr>
<tr>
<td>1927</td>
<td>523</td>
<td>296,882</td>
<td>148</td>
</tr>
<tr>
<td>1928</td>
<td>565</td>
<td>337,672</td>
<td>135</td>
</tr>
<tr>
<td>1929</td>
<td>336</td>
<td>120,252</td>
<td>218</td>
</tr>
</tbody>
</table>

1. Agreements concluded excluding those renewed.
2. Agreements concluded including renewals.
3. In the case of the Netherlands there are also statistics showing the agreements which expired between 2 June of the preceding year and 1 June of the year mentioned.

The sign * means "no figures published"; the sign — means "figures not yet received".
Moreover, in future collective agreements will no longer merely determine working conditions but will also contain a paragraph defining the obligations of the contracting parties with regard to the carrying out of production plans.

Henceforth therefore, except for those sections of collective agreements dealing with wages and output (which are laid down by the Government according to its centralised procedure and which will still be signed by the supreme bodies in the trade union movement and in industry), the other parts of the agreement will be drawn up and signed in the undertakings by the management on the one hand and the workers' committee on the other, but always in harmony with the general production plans.

Conciliation and Arbitration

In 1930 there have been very few changes made in the various systems of conciliation and arbitration.

Australia. — The political controversies which arose in Australia with regard to the application of the Federal Conciliation and Arbitration Act (cf. the Report of the Director for 1930, p. 306) led to a change in the Government. The new Parliament has for the thirteenth time amended the Federal Conciliation and Arbitration Act of 1904-1928. This new amendment repeals the section which prohibited the suspension of work and sets up conciliation commissioners and conciliation boards with a certain number of the functions of an arbitration court. Part of this amendment, however, has been said to be unconstitutional, and the present legal position is therefore very obscure with regard to the relationship between the conciliation board and the arbitration court on the one hand and between the Federal system and the systems of the different States on the other. Proposed amendments to the conciliation and arbitration system are under discussion in Queensland and Western Australia: in the former with regard to the question of a preferential employment of trade union members, and in the latter with regard to the fixing of the minimum living wage.

Canada. — The 46th Trades and Labor Congress in September 1930 unanimously adopted a resolution demanding the extension of the Trade Disputes Act to the Provinces of Quebec and Ontario. The Congress was formerly hostile to the principle of compulsory
conciliation, but it now considers that in the interests of industrial peace it is desirable to extend this legislation to the whole of the Dominion.

**China.** — The Chinese Conciliation and Arbitration Act, promulgated on 9 June 1929, was amended on 17 March 1930. Under the original Act disputes in the public services or munition factories had, if no agreement could be arrived at, to be compulsorily submitted to arbitration. Moreover, the administrations had the power to order arbitration in the case of any serious dispute which had lasted for more than one month. In both cases the decisions of the arbitration boards were binding on the parties and had the force of law; no exemption could be obtained from these decisions during the period of their validity. Under the amended Act either party to a dispute may, if conciliation has failed, appeal to the arbitration board. If one of the parties does not accept the decision of the board, then the decision does not come into force. Thus, the new system in China is essentially optional, at least in so far as its fundamental feature goes, namely, the absence of sanctions.

**France.** — The French Bill on compulsory conference, which was passed by the Chamber of Deputies on 15 June 1929, is still before the Senate.

A change has been made in the conciliation and arbitration system in the French mercantile marine. Employers and wage earners have come to an agreement on the following basis: if a collective dispute occurs between one or more undertakings in the mercantile marine and their crews, neither party may cause a stoppage of work on board until the grounds for the dispute have been studied by a joint committee under the chairmanship of a conciliator appointed by the Minister of the Mercantile Marine. If no agreement is arrived at, the fact is noted and the conciliator requests the parties to submit the dispute to arbitration. If the parties accept, they appoint their arbitrator themselves and his decision is final. The parties are, however, free to submit the dispute to the special conciliation and arbitration procedure for the mercantile marine which was instituted by the Decree of 24 September 1925 and slightly altered by the Decree of 11 March 1930.

**Germany.** — Since the decision of the Federal Labour Court in 1929 on the occasion of the famous dispute in the Westphalian
metal industry, an arbitrator has no longer the right to give his own opinion as being that of a conciliation board; in other words, if the arbitrator cannot, or thinks he cannot, accept the point of view of either party on the board or if he cannot win over to his own point of view the employers' or the wage earners' assessors, no decision can be given. In normal times such a procedure has the advantage of making the parties realise their responsibilities, but in the case of a serious dispute, such as those caused by the depression towards the end of 1930, there is the risk that the procedure may prove futile. This was shown, for example, in the important wages dispute in the Berlin metal industry: the decision given after the first procedure was not declared binding by the Federal Minister, and the dispute could not be settled until the parties voluntarily accepted the decision of an arbitration board. This method did not prove possible in the wages dispute which occurred shortly afterwards in the Ruhr coal mines. In this case no valid decision could be given because the proposals of the two parties differed so widely that the arbitrator could not agree to accept the point of view of the employers' assessors or of the workers' assessors. As it was necessary in the general interest and for reasons of public order to put an end to the dispute, the Government took advantage of section 48, paragraph 2, of the Federal Constitution to amend the second administrative regulations for the application of the conciliation and arbitration Order. According to this amendment, which came into force on 9 January 1931, the Federal Minister of Labour may in certain circumstances when the public interest demands it, order the arbitrator in constituting the arbitration board to summon not only assessors for the employers and workers but also two impartial assessors. If the negotiations do not lead to an agreement between the employers' and workers' assessors, then a majority decision must be given by the arbitrator and the two impartial assessors. This new procedure was applied for the first time in the Ruhr dispute mentioned above, and the decision given was declared binding by the Federal Minister of Labour.

The Minister of Labour cannot institute this procedure unless the public interest is at stake, and consequently the new provision will not be applied except in extremely serious cases.

This Order is valid until 31 July 1931. It must then, according to the Constitution, be submitted for approval to the Reichstag and if it is not rejected it becomes law. Another dispute, which was interesting on account of the arbitration decision given,
was that which occurred in April 1930. The trade union federations of metal workers had requested the employers in the North-Western group of the metal industry to grant a forty-eight hour week and new regulations on overtime and holidays with pay. The employers retaliated by demanding a reduction in wages, which in their opinion was necessary on account of the state of the industry. On 26 May an arbitration decision was given authorising a reduction in wages of 10 per cent. The workers' representatives rejected this decision, and the employers appealed to the Minister of Labour to make it binding. In the discussion which followed, no agreement could be reached, but the employers agreed to limit the reduction in wages to 7 1/2 per cent. On this basis the decision was declared binding by the Minister. The reduction in wages was made subject to a reduction in prices; this is the first occasion on which an attempt has been made to influence prices through conciliation and arbitration procedure.

**Great-Britain.** — The British Coal Mines Act of 1930 set up a Coal Mines National Industrial Board consisting of 17 members appointed by the Board of Trade. Before finally making the appointments, the President of the Board of Trade must consult the Mining Association of Great Britain and the British Miners' Federation, each of which suggests the names of six members. He must also consult the Federation of British Industries, the Association of British Chambers of Commerce, the General Council of the Trades Union Congress, the Co-operative Union and the National Federation of Employers' Organisations, each of which proposes one member. The Chairman of the Board is chosen outside these organisations. The purpose of the Board is to register all collective agreements concluded between mine-owners and their wage earners and, more particularly, when a dispute occurs or threatens to occur on the subject of working conditions, or when it has proved impossible to settle a dispute by the ordinary procedure in the district, to examine the dispute if the employers and wage-earners agree to submit it to the Board. In this case it undertakes an enquiry and communicates the results to the parties concerned. The President of the Board of Trade can also lay down the rules of procedure for the Board. The decisions of the Board are valid even if there is not a full attendance at the meeting.

The new institution has some features in common with the conciliation system set up for the railways, which has given
THE WORKERS' GENERAL RIGHTS

general satisfaction. During the recent negotiations with regard to the application of the Mines Act, an immediate appeal was made to the new National Board.

Japan. — The Japanese Act concerning conciliation in industrial disputes, adopted in July 1926, was first applied in April and May 1930. It is stated that the lack of success with this Act, which has not prevented a considerable increase in the number of disputes in Japan in recent years, will shortly lead the Office for Social Affairs to propose an amendment.

Netherlands. — A report published by the Secretary of the official conciliation board for labour disputes in the Netherlands shows that the experience of the working of the Industrial Disputes Act has on the whole been satisfactory. It is true that during the whole period the enquiry procedure laid down in the Act has not been used and arbitration has been required in only two cases. On the other hand, the conciliation procedure has been largely used: during their five years of office the official conciliators have dealt with 400 disputes; they intervened on their own initiative in 184 cases; in 67 cases their action put an end to the dispute, in 31 cases the result was doubtful, and in 85 cases their intervention had no effect. The application of the Act costs from 11,000 to 16,000 florins a year, which is an insignificant amount when compared with the cost of one single dispute (the largest one, however) which was more than 100,000 florins a day.

The differences of opinion between the workers in different countries with regard to the best method of organising conciliation and arbitration were clearly brought out at the last Congress of the International Miners' Federation in May 1930. The British delegate stated in his report that the principle of compulsory arbitration in the legal sense of the term had never been accepted in Great Britain; he added that the methods at present in force are certainly more in harmony with the interests of the wage earners and more likely to promote the development of the trade union movement than any system of compulsory arbitration based on legal sanctions. The German delegate, on the other hand, considered that arbitration reduced the number of strikes and the acuteness of crises and thus benefited the workers more than anyone else. He claimed to show by statistics that the existence of a legal arbitration procedure had had a salutory influence on the economic life of Germany. The French delegate was opposed to compulsory arbitration but in favour of compulsory conference. He declared that workers who
wished to negotiate with the employers on the subject of a dispute often met with a refusal, and for that reason the French wage earners, while opposed to compulsory arbitration, were in favour of compulsory conference, which forces the employers to meet the workers' representatives. The Polish delegate feared that a system which, like the German system, provides that the chairman of the arbitration board should be appointed by the Government, would be liable to follow instructions given by the authorities. He therefore thought that if the workers refused to accept the decisions they would find themselves subject to Government pressure. In his opinion no system for the settlement of disputes had any value unless it were entirely free from coercion and the chairmen of the boards were elected independently by the parties.

These very varied opinions would seem to show that there are two essential points in the problem of conciliation and arbitration:

1) the administration of any particular system would appear to be as important as the system itself in determining the success or failure of the method;

2) as a result of differences in national outlook a system which gives satisfaction in one country will fail in another and vice versa.

The Individual Contract of Service

The Report of the Director for 1930, which first dealt with this subject, defined the position of the individual contract of service and its purpose in modern labour law. It showed that protective labour legislation and collective labour law considerably restrict, but do not destroy, the freedom of the individual to enter into a contract of service. The individual contract still constitutes, generally speaking, the legal basis of the relations of service between the individual employer and the individual worker. It is through it, also, that protective labour legislation and the provisions of collective agreements can be applied in practice. Indeed, the right to enter into a contract of service is gradually being removed from the general law of contract in the civil codes. In other words, a special law of contract is being created, in which labour ceases to be assimilated to articles of commerce. There have been no new general regulations on the subject in 1930, and there can be little hope of any being adopted in the near future; the draft labour codes of the States of Latin America all contain provisions concerning
the individual contract of service, but they are unlikely to be passed for some time.

China. — The Factories Act of 30 December 1929 (which is to come into force on 1 August 1931) contains provisions with regard to the termination of the contract of service. The wage earner will be protected against sudden dismissal by the institution of a period of notice varying from 10 to 30 days according to the length of service. If the employer fails to give due notice he must pay damages in proportion to the length of the period.

France. — The French Act of 19 July 1928 on the subject of contracts of service for an indefinite period also aims at protecting wage earners against unjust dismissal contrary to custom or to the provisions of collective agreements. It would seem, however, that the interpretation of this Act by the courts has not satisfied the workers. This is another example of the difficulty of finding an adequate solution for the problems of the termination of the contract of service and therefore also for the allied questions of damages for unreasonable dismissal. It will be interesting to watch the further development of this question in France, for the Act of 19 July 1928 must be considered as merely one stage on the way to the final regulation of the subject.

In 1930 the Act restricting the power of seizure and alienation of wages has been amended so as to increase the fraction which is immune from seizure and inalienable.

Germany. — The discussion of the German Bill concerning the contract of service has had to be adjourned to make way for more urgent tasks, although the preparatory work was well advanced. Certain Acts of a more limited scope are being drafted or have been promulgated.

There is, for example the question of the contract of service of domestic servants, which clearly requires special regulations. The older systems in the German States did not meet with modern requirements and were repealed in 1918. After considerable preparation the German Government has submitted to the Reichstag a Bill, approved by the Federal Council (Reichsrat), for the introduction of uniform regulations on this point throughout the whole of Germany. The Bill prescribes a number of very definite protective measures to be applied to domestic servants, covering, among other things, the weekly rest, holidays with pay, sickness, childbirth and the termination of contracts.
Greece. — The Greek Act restricting the power of seizure and alienation of wages has been amended in the same sense as the French Act mentioned above.

Japan. — The Japanese Factories Act provides for a period of notice (or, failing that, corresponding damages) for the protection of wage earners in case of dismissal. There have been difficulties in the application of this measure, as would seem to be shown by the fact that a resolution was adopted last year by the Congress of Factory Inspectors asking that the provisions of the Act be extended to seasonal workers performing the same tasks as permanent workers, because employers tend to prefer the former, who are not protected by legislation.

Poland. — In 1930 the Polish Government submitted to Parliament a Bill concerning domestic servants. The position of these workers differs at present in the former Russian, German and Austrian territories. The new Bill, like the German one analysed above, contains definite provisions which will considerably improve the situation of domestic servants with regard to their contracts of service.

U.S.S.R. — New regulations on the individual contract of service, which must be considered in relation to the Five-Year Plan, have introduced a three-fold change in the earlier legislation.

1. Contracts of service concluded for a fixed period were limited by the Labour Code to one year, but may now extend to three years.

2. The right of the wage earner to withdraw from a contract drawn up for a limited period is considerably curtailed. The Labour Code guaranteed to every wage earner the right to terminate his contract on giving seven days' notice. Now this right is restricted in various ways, and the wage earner who leaves an undertaking of his own accord without valid reason (such as bad working conditions or accommodation; the hope of higher pay) will be considered as “disorganising production” and will forfeit his right to work in industry or the transport service for six months.

3. Specialist workers and the technical staff may be transferred, according to the needs of production, by the Labour Commissariat, and may be employed in another work-place, another undertaking or another district without being asked in
advance to agree to the change. Those who refuse will be dismissed and considered as "disorganising production".

Administration of Labour Law

The Report of the Director for 1928 was the first one to devote a section to this subject. It explained how the necessity had arisen for the creation of special courts to deal with labour disputes, more particularly individual disputes. This new system of special tribunals separate from the ordinary civil courts and using a simple, rapid, and far from costly procedure, ensures the participation, in many cases, of representatives of the employers and workers collaborating as assessors with the ordinary judge. This is the case in the probiviral councils in France and Belgium and the German Labour courts (Arbeitsgerichte) which succeeded the former trade tribunals (Gewerbe- und Kaufmannsgerichte).

A court such as the Italian Magistrature del lavoro could not come under this head save in so far as it deals with legal disputes and not conflicting interests, which would come under "Conciliation and arbitration".

In 1930, as in the preceding year, there has been little fresh legislation on special methods for the administration of labour law, but the amount of preparatory work being done seems to show that the idea is gaining ground. It is also making headway among workers' organisations: the nineteenth Annual Congress of Japanese Trade Unions and the International Federation of Trade Unions (Stockholm 1930) demanded the institution of labour tribunals.

It is to be expected (although the exact date is still uncertain) that a number of the States of Latin America (Argentina, Chile, Colombia, Mexico) which are now preparing extensive labour codes, will later proceed to organise a system of administration for this legislation.

Czechoslovakia. — Towards the end of 1930, the Government introduced a Bill for the institution of labour courts. Although Czechoslovakia has kept the industrial courts (Gewerbegerichte) of the old Austro-Hungarian Monarchy, new regulations for the settlement of disputes concerning contracts for the hire of services, labour contracts and apprenticeship contracts were urgently required for two reasons. In the first place, it was in the interest of both parties to have uniform legal practice and abolish the
powers of the administrative authorities which acted concurrently with the industrial courts; in the second place, the procedure of these industrial courts required to be revised. The organisation of the labour courts, or, where none such exist, of the special boards attached to the district courts, will be based on that of the old industrial courts. As in the case of the latter, representatives of the employers and workers will appear as assessors. The procedure, however, will be considerably changed: the final decision will no longer rest with the local courts (Kreisgerichte) but with the Supreme Court, to which an appeal may be made just as in ordinary cases. This reform was considered necessary for the sake of uniformity in legal practice. Further, in view of the extended competence of the labour courts as compared with the former industrial courts, the new regulations, in contrast to the existing ones, will permit a certain limited number of barristers to be called in.

The competence of the new courts will not extend to disputes arising out of the contracts of service of miners; these will still be dealt with by the Mines Arbitration Boards, which have proved their value in the past.

Germany. — The latest statistics show that the number of cases referred to the German labour courts set up by the Act of 26 December 1926 increased again in 1929. This is a tribute to the value of the system, although certain employers still maintain that it does not take sufficient account of economic needs.

Morocco. — In Casablanca a probiviral council was set up by the Decree of 16 September 1930, modelled exactly on those which exist in France.

Peru. — A new Act concerning labour courts was promulgated on 12 April 1930 which not only regulates the procedure to be followed but also contains positive legal provisions. The Act is restricted to certain types of disputes between employers and employed, and the new institution, despite its name, can hardly be considered as a system of labour courts in the strict sense.

Poland. — The scope of the Decree Act of 22 March 1928 concerning labour courts, analysed in previous Reports, has been extended to agriculture; it may be concluded, therefore, that the institution has given satisfaction to all concerned.
Industrial Relations

The year 1930, in the field of industrial relations, saw the continuation of various movements which originated in previous years.

Australia. — An attempt was made by Mr. Scullin, the Prime Minister, to organise a fresh session of the Commonwealth Industrial Conference, which originally met in 1928-1929 and was adjourned without having completed its agenda. Owing, however, to various difficulties and delays, the Government decided to withdraw the invitations to employers' and workers' organisations to send representatives to the Conference. The employers' delegates to the Conference issued, on 21 January, through their executive committee, a statement of their attitude to the Conference. This statement contains the following paragraph:

"The employers' delegates believe that some of the seeds sown in the interests of better industrial relationship during the proceedings will ultimately germinate, and may, when the time appears more propitious, facilitate a renewal of the discussions which formed the basis of this peace-in-industry conference."

Great Britain. — The Conference on Industrial Reorganisation and Industrial Relations, which originally met in 1928, brought its work to an end and issued in December 1930 its final report. In this report the Conference refers to the agreement reached in 1929, an account of which was given in last year's Report, between the National Confederation of Employers' Organisations, the Federation of British Industries and the Trades Union Congress for the carrying on of direct discussions. The report of the Conference on Industrial Reorganisation and Industrial Relations concludes that it is recognised as impracticable for two series of discussions, dealing, broadly speaking, with the same range of topics, to proceed simultaneously. For this reason it was agreed that the Conference should be terminated, even though the agenda that was planned had not been completely covered in its reports. It was hoped that the new machinery thus established would not only take its place as an integral, permanent feature of the industrial system, but would justify itself by the contributions it had made to the solution of the grave economic problems which had to be confronted. The Conference was thus brought to an end, but its efforts could only yield their maximum value if the work thus begun were
followed up and made effective by the success of the new discussions that had been arranged. The Conference was convinced that the fullest consultation between the representatives of organised employers and organised labour was essential to the welfare of British industry and its future prosperity, and expressed the hope that it would thus lead to a progressive improvement in the standard of life of the people.

*Sweden.* — The Joint Committee set up after the Industrial Peace Conference at Stockholm to sum up the views of the Conference and draft a programme of action proposed, in 1929, to appoint a Permanent Committee to follow developments in the promotion of industrial peace and supply information and advice. This Committee, consisting of two representatives each of the Swedish Employers' Federation and the Confederation of Trade Unions and an impartial Chairman appointed by the Government, submitted its first report in 1930.

The Committee noted that the report of the Joint Committee had undoubtedly stimulated interest in collaboration at the workplace. Reference was made to the advance made in organised collaboration between employers and workers in the work of preventing accidents and promoting industrial hygiene. Some of the forms taken by the collaboration are illustrated from certain undertakings.

In general, the Committee considered it safe to say that the understanding between employers and workers at the individual workplaces and the collaboration between them had on the whole been satisfactory during the period covered by the report. This period had also been distinguished by the generally favourable economic situation of Swedish industry, with a relatively high demand for labour. There were indications, however, that the wave of economic depression now passing over the world was reaching Sweden. In this situation the Committee stressed the importance of the employers maintaining contact with their workers and informing them of the effects that the change in the economic situation might have on their undertaking, so that they might prepare in good time for the changes that might become necessary. On the other hand, it was also important that the workers should make an effort to understand the material reasons underlying such changes.

In conclusion, the Committee announced its intention of arranging in the near future for the preparation of descriptions of certain
Swedish undertakings from the point of view of the measures adopted with regard to industrial relations, and for the translation of accounts of such relations in various foreign undertakings, including some of those published by the International Labour Office.

United States. — The American Management Association, in which a Division of Personnel Administration was recently created, held a Personnel Conference in Cleveland, Ohio, from 29 to 31 January 1930, which was attended by a large group of industrial managers, personnel directors, business officials, engineers and economists. A wide range of subjects, all within the broad field of personnel management, including foremen training, technological unemployment, health, employment tests and problems of the older worker, was discussed by a group of specialists.

At the annual session of the Institute of Public Affairs conducted by the University of Virginia during August 1930, one section was devoted to the discussion of industrial relations in the Southern States. Representatives of employers' and workers' organisations and of institutions connected with social policy discussed the relative advantages of employers' programmes of personnel administration as against the policy of collective agreements, and of voluntary initiative in industrial activity as compared with labour legislation. The speakers, who included Mr. Edgerton, president of the National Association of Manufacturers, Mr. Alexander, President of the National Industrial Conference Board, Mr. Olander, Illinois State Federation of Labour, Mr. Barnes, United States Chamber of Commerce, and Mr. Bowers, Industrial Relations Counselors, were unanimous in supporting the principles of high wages and shorter hours. This Conference was one of the first to be held in the Southern States for the public discussion of labour problems, and will doubtless be followed by others of a similar character. Suggestions have already been put forward for the establishment of local industrial councils, in which questions of personnel management and industrial relations will be discussed.

Although public interest in the United States was to some extent diverted in 1930 from the wide field of industrial relations to the special problem of unemployment, much valuable literature on industrial relations continues to be published in the United States. Special reference should be made to the publications of the Russell Sage Foundation and the Wertheim Foundation.

Finally, in the international field, reference should be made to the work of the International Industrial Relations Association.
At the meeting of the Council of the Association in Geneva on 4 September 1930, one of the main subjects of discussion was the organisation of the next conference of the Association. It was decided that this conference should be held in Amsterdam in August 1931, and that it should deal with the dependence of satisfactory human relations in industry upon the scientific adjustment of economic resources, production and consumption. The subject of the Congress was subsequently formulated as "Social economic planning: the necessity for planned adjustments of productive capacity and standards of living." The Council was led to choose this subject because it recognised that industrial relations are profoundly disturbed because neither labour nor capital can function in a world of under-consumption. It drew attention to the facts that unemployment to-day is widespread through the world; markets are restricted by lack of purchasing power; productive capacity has been enhanced at an increasingly rapid rate, by mechanisation and the advance of technological invention. In a world of enlarged economic resources, groups of industry, whether conceived as employer-employee, labour-capital, producers-consumers, are prevented from functioning normally, that is, human relations in industry are not satisfactory. The Council considered that all groups concerned in economic life are compelled to ask: Can the methods of science be utilised to achieve balance between resources, production and consumption? The answer to the question, in the opinion of the Council, must be sought by all groups in co-operation. If one group imposes its limited interests upon another, if output be restricted by labour, if prices be held artificially high by monopolistic business, if Governments limit the contributions of their national areas to the world's economic life, balance is disturbed for all.

So far as the Office itself is concerned it continued its special research on the organisation of industrial relations in individual undertakings.

Following up the series of studies previously made in the State Mines of the Saar Basin, the London Traffic Combine, and the Bata factory in Czechoslovakia, representatives of the Office visited in 1930 the Siemens Works (Germany), the Fiat Works (Italy), the Lens Mining Company (France), the Sandviken Steel Works (Sweden), and the Philips Works (Netherlands).

The studies on industrial relations in five of these undertakings were published in 1930 in a volume in the series of "Studies
and Reports "1, and it is intended to publish the others in a second volume.

The aim of the series of monographs on industrial relations is not to build up any theory, or to inculcate any doctrine. Its primary object is to ascertain the actual development of the relations between employers and workers, both in the works and in collective negotiation between representative organisations. This development naturally differs to some extent from country to country, as it must necessarily be largely influenced by the conditions in which industry has grown up, by national habits of thought and other factors of a national character. But these general problems of the development of industrial relations are common to all countries, and, despite diversities in method, the attempts to solve them are largely similar.

The object of the Office in making these studies has not been to secure international comparability. Its primary purpose was to study industrial relations in the diverse conditions in which they may develop. The undertakings selected for study were chosen rather as illustrations than as patterns, without regard to the particular conceptions on which the heads of the undertakings based the organisation of their relations with their staffs. All of the undertakings are generally recognised as representatives of their industries and countries, and many are of world-wide importance.

No attempt is made in any of these studies to connect experience in the particular firm with the wider background of industrial relations practice in the country as a whole. The study of the development of industrial relations in particular countries is intended as the subject of the second part of the programme of industrial relations studies, which provides for the publication of a series of monographs on the development of industrial relations since the war in some of the principal industrial countries. The monographs on France, Germany, Great Britain, Italy and the United States are in preparation, and it is hoped to publish some at least of them in the course of this year.

This programme of research in industrial relations has been carried out with the assistance of Industrial Relations Counselors, Inc., of New York, whose representative at the International Labour Office, Mr. T. G. Spates, has collaborated in all the studies undertaken.

1 INTERNATIONAL LABOUR OFFICE: Studies on Industrial Relations, I. Studies and Reports, Series A., No.33.
Participation of Workers in National Economic Life

The difficulties of the post-war period have brought to light in many countries the need for co-ordination between the different economic activities of the nation. This need has generally been expressed by the institution of National Economic Councils, on which the world of labour is generally represented.

Belgium. — The Belgian Government in 1930 created a Supreme Economic Council including Members of Parliament, economists and representatives of agriculture, industry, trade and labour. The Council consists of 26 ordinary members and 9 advisory members. Its different sections have dealt with the economic depression, the high cost of living, internal trading conditions in Belgium, with special reference to retail trade, public tenders for contracts in Belgium and abroad, the guiding principles of Belgian commercial policy and an enquiry into the position in industry and agriculture.

Czechoslovakia. — The National Economic Council of Czechoslovakia was created by a Decree of 29 December 1921 and consists of 150 ordinary members.

The work of the Council during its five months of activity in 1930 referred to export credits, the possibility of reducing the fees for industrial fusions, changes in the taxes on turnover and on luxuries, a Bill concerning fisheries and statistics of the foreign tourist traffic.

Finland. — A National Economic Council was set up in Finland on 30 November 1928; it consists of representatives of the public administrations, the bankers, industry, shipping, agriculture, the co-operative movement and the labour movement.

During 1930 the Council published studies on building work in towns from 1921 to 1928 and on the improvement of statistics relating to trade and commerce in addition to a report on Economic Councils in various countries.

France. — The French National Economic Council was set up by a Decree of 16 January 1925 and consists of 141 members and deputy members. During 1930 the Council has continued the enquiry begun during the preceding year with regard to the situation in the chief branches of the national economic system, and has also undertaken a new and important series of reports on questions
submitted to it by the public authorities, such as the programme for the construction of new railway lines, the action to be taken to prevent the depression in shipbuilding, the preservation of cold storage plant which is at present unused, the reform of the calendar and the reply to be sent to the League of Nations Questionnaire on concerted economic action.

Germany. — A provisional National Economic Council was instituted in Germany by the Decree of 4 May 1920. It has 326 members. A Bill has been submitted for the purpose of making this Council a permanent institution, but no decision on the subject has yet been taken.

In 1930 the main questions discussed by the Council were Customs duties, the Bill for improving the situation of the market for German agricultural produce, various questions of international trade, an enquiry into the position in the flax industry, amendments in the tax on turnover, draft regulations on hours of work (restricting exemptions to the eight-hour day) in unhealthy and dangerous industries, and an enquiry into the economic results of cartels.

Great Britain. — The Prime Minister created an Economic Advisory Council in 1930, which at present consists of 15 non-ministerial members, two of whom represent the trade unions. The Council may consult economic experts, financiers, traders, manufacturers, workers or scientists. The members of the Council are appointed by the Prime Minister, and its work is generally considered as being confidential. The Council has so far submitted four reports, prepared by special committees, with regard to the cotton industry, fishing, the Channel tunnel, and methods of dealing with grasshoppers.

Greece. — The Prime Minister of Greece submitted to the Chamber on 30 January 1930 a Bill for the Institution of a National Economic Council. The Chamber welcomed the idea by a great majority, but no agreement could be reached as to the form which the proposed institution should take.

Italy. — The Italian Act of 20 March 1930 made fundamental changes in the Council of Corporations, and endowed it, in addition to its advisory capacity, with certain important controlling functions on all matters relating to labour, production, social welfare and the
development of the trade union movement. The Council has 132 members, most of whom are distributed over seven different sections, one of which deals with independent workers. Employers and workers are represented jointly. With the exception of a few *ex officio* members, the Council is appointed by the central trade union organisations, and the members are duly recognised by Royal Decree on the proposal of the Head of the Government.

*Poland.* — The Polish Constitution of 17 March 1921 made provision for the institution of an Economic Council. Accordingly a Bill was submitted in 1925 providing for the creation of an Economic Council of 100 members, which would represent every group in economic life, including the workers. Up to the present no decision on the point has been taken.
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1 This summarised index only gives references to the pages containing the various chapters or sections of Part II in which the several countries are mentioned. It is obviously incomplete. Only the most important references for each country are indicated.


Dominican Republic. — Hours of work: 177-201.


Peru. — Administration of labour law: 493-494.


Uruguay. — Hours of work: 177-201.


The Fifteenth Session of the International Labour Conference opens in Geneva on 28 May 1931. Delegates representing Governments, Employers and Workers from about 50 countries of the 55 States Members belonging to the International Labour Organisation will attend the Conference.

The following questions are on the Agenda. In order to follow in full the work of the Conference it is necessary to have the documents enumerated below:

**Item I on the Agenda**

The Minimum Age of Admission of Children into Non-Industrial Occupations (*Blue-Grey Report*). 130 pp. Price: 2s. 6d., $0.60

**Item II**

Hours of Work in Coal-Mines (*Red Questionnaire*), 91 pp. Price: 1s. $0.25

(*Blue Report*), iv + 205 pp. Price: 2s. 6d., $0.60

**Item III**

The Partial Revision of the Convention Concerning the Employment of Women During the Night (*Blue Report*). 19 pp. Price: 6d., $0.15

The Conference will also discuss the Report of the Director of the International Labour Office, which this year deals mainly with the problem of Unemployment, and will thus provide the opportunity for an important discussion on the World Economic Depression. The second part contains a summary of reports by Governments on measures taken to give effect to Conventions ratified by them. In addition the Report comprises a systematic survey of the chief developments during 1930 in connection with labour legislation and industrial problems.

**Annual Report of the Director of the International Labour Office.** In two volumes, fcap. 468 pp.

Price: Vol. I. 4s., $1.00
Vol. II. 8s., $2.00

These publications are issued in English, French and German editions. The *Report of the Director of the International Labour Office* is also available in Spanish.

Obtainable, post free, from the **INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland**, or from its **NATIONAL CORRESPONDENTS** (see p. 2 of cover.)
Unemployment has increased in practically every country throughout the world to such an extent that it has become the dominant social and industrial problem.

Measures have been adopted to relieve the unemployed and to improve the organisation of the labour market, such as unemployment insurance, employment exchanges and the development of public works.

In addition to this, great efforts are being made to determine the fundamental causes of unemployment and to find remedies for them with a view not merely to relieving the unemployed, but to preventing, or at least greatly diminishing, unemployment itself.

The International Labour Office has from the beginning undertaken investigations of many of these problems and the results of its studies can be found in the following publications:

**Unemployment and Public Works.** 8vo. . . . Price: 4s.; $1.00

**Unemployment Problems in 1931.** 8vo.
Price: Paper bound: 6s.; $1.50
Cloth bound: 7s. 6d.; $2.50

**Unemployment Problems in the United States.** By H. B. Butler. 8vo.
Price: Paper bound: 2s. 6d.; 60 cents
Cloth bound: 5s; $1.50

**INDUSTRIAL AND LABOUR INFORMATION (Weekly)**
Price: 8d., 15 cents; per year, 30s., $7.50
A section of this periodical is devoted once a month to Unemployment problems.

**INTERNATIONAL LABOUR REVIEW (Monthly)**
Price: 2s. 6d., 60 cents.; per year, 24s., $6.00

Since January 1929 the following articles have appeared in the Review:

*The Financial Problems of Unemployment Insurance.* By Dr. Karl Forchheimer.

*Employers’ Additional Unemployment Benefit Schemes in Great Britain.*
By Mary B. Gilson and E. J. Riches.

*Employment and Unemployment in Some Great European Ports.* By Max Gottschalk.

*The Campaign against Unemployment in Italy.* By Dr. Attilio Oblath.

*The Provision of Work for the Unemployed in the U.S.S.R.*

*The Unemployment Problem in Japan.* By Seishi Idei.

*Seasonal Unemployment in the Building Industry in certain European Countries.* By L. Hersch.

*Unemployment Insurance: Tabular Analysis of the Legislation in Force.*
Statistics of Employment and Unemployment in various countries are given every month in the Review.

All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any periodical publication will be sent free on demand. Address: INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland, or its NATIONAL CORRESPONDENTS (see page 2 of cover).
CONDITIONS OF WORK IN COAL-MINES

It is generally recognised that *differences in working conditions* in the coal-mining industry as between different coal-producing countries tend to aggravate and embitter the *struggle for markets* which is one of the chief features of the "coal problem" of to-day.

Solutions of that problem, by *international agreements relating to production, marketing*, etc., are being sought or advocated in many quarters; but no solution will be complete which is not accompanied by an *international equalisation of conditions of labour*.

In view of this, the International Labour Office has for some time made a special study of *hours of work, wages* and other conditions of employment in mines, and is endeavouring to promote their *standardisation* by international agreement.

The results of its researches and efforts are embodied in the following publications:

**WAGES AND HOURS OF WORK IN THE COAL-MINING INDUSTRY.** A volume of 279 pp., containing data for the year 1925. *(S. and R.)*

Price: 6s., or $1.50

**WAGES AND HOURS OF WORK IN THE COAL-MINING INDUSTRY IN 1927.** A continuation of the foregoing volume, published in the *International Labour Review*, October and December 1929, and January 1930, numbers. *(I. L. R.)*

Price: (per number) 2s. 6d., or $0.60

**HOURS OF WORK IN COAL-MINES.** A volume of 108 pp., containing the report and conclusions of a Preparatory Technical Conference held in January 1930. *(Blue-Grey Report.)*

Price: 1s., or $0.25

*Supplement* (88 pp.), containing a survey of the replies of Governments to an Enquiry into Conditions in the Lignite Industry.

Price: 1s., or $0.25

**FOURTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.** An article published in the September 1930 number of the *International Labour Review*, describing the proceedings and decisions of the Conference of June 1930 on the basis of the above-mentioned report. *(I. L. R.)*

Price: 2s. 6d., or $0.60

**HOURS OF WORK IN COAL-MINES.** A volume of 91 pp., embodying the report of the Committee of the Conference on this subject, and the Questionnaire sent to Governments in preparation for further discussion in 1931. *(Red Questionnaire.)*

Price: 1s., or $0.25

**HOURS OF WORK IN COAL-MINES.** A report containing the replies of Governments to the Questionnaire, and draft proposals for consideration by the International Labour Conference in 1931. *(Blue Report.)*

Price: 2s. 6d., or $0.60

**THE EUROPEAN LIGNITE INDUSTRY.** A continuation of the enquiry referred to above, published in the December 1930 and January 1931 numbers of the *International Labour Review*. *(Offprint from I. L. R.)*

Price: 1s., or $0.25

*In preparation:*

**PRINCIPLES AND METHODS OF WAGE DETERMINATION IN THE COAL-MINING INDUSTRY.** *(S. and R.)*

Price: 2s. 6d.; $0.60

These publications are issued in English, French and German editions. Obtainable, post free, from the *International Labour Office, Geneva, Switzerland*, or from its *National Correspondents* (see p. 2 of cover).

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No official information which can be indicated in this table has been received by the International Labour Office from the following Members of the Organization:

Bolivia
Dominion of New Zealand
Ethiopia
Guatemala
Haiti
Honduras
Panama
Peru
Paraguay

Ratifications rejected by the competent authority.
Ratifications approved by the competent authority.
Reservation of ratification.
Convention submitted to the competent authority with proposal for ratification.
Convention submitted to the competent authority as carrying proposal, limitation, or reservation of ratification.
Convention submitted to the competent authority as carrying proposal, limitation, or reservation of ratification.

STATE OF RATIFICATIONS (15 MARCH 1931)