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REPORT III

International Labour Conference

TWENTY-SIXTH SESSION

The Organisation of Employment in the Transition from War to Peace

Third Item on the Agenda

**MONTREAL
International Labour Office
1944**

PREFACE

The circumstances in which the Governing Body decided to convene the Twenty-sixth Session of the International Labour Conference and the character of the questions placed on its Agenda are unprecedented in the history of the Organisation. The Governing Body considered that the stage had now been reached at which it was imperative that international consideration should be given to the social problems which will arise during the last period of the war and after the close of hostilities, and that it was of the greatest importance that the International Labour Conference should be able to discuss these problems and to take decisions concerning them at the earliest possible moment. It was for this reason that it decided to convene the Conference at the earliest date permissible under the Constitution, namely 20 April 1944, and authorised the Office to submit to the Conference proposals which it might take as the basis of its discussions.

In arriving at these decisions, the Governing Body was of course fully aware that within the time available the usual procedure for the preparation of the Conference could not be followed. This procedure is set forth in paragraphs 5-7 of Article 6 of the Standing Orders of the Conference. These paragraphs are of a special character in so far as they do not regulate the proceedings at the Conference itself but provide for the successive steps to be taken by the Office before the Conference meets. Where a single discussion by the Conference is envisaged, they provide for the circulation to Governments by the Office of a law and practice report and a questionnaire; the preparation of drafts for Conventions or Recommendations by the Office on the basis of the replies of Governments to the questionnaire; and the communication of these reports by the Office to Governments so as to reach them four months before the opening of the Conference.

The principle underlying these provisions was to provide for the communication to Governments of a survey of the law and practice and for the transmission to the Conference of draft proposals based on their replies to a questionnaire before the Conference decided on the adoption of a Convention which, after receiving the approval

of the competent authorities, would constitute a binding international commitment. Though the principle of such a survey of fact and opinion is desirable whenever possible, it has less practical importance when it is not anticipated that the action of the Conference on a question on its Agenda will take the form of the adoption of a Convention. If the Conference formulates its decision in the form of one or more Recommendations, Members, even if they approve them, are not rigidly bound to apply each and all of their provisions under the system of mutual supervision provided in Article 22 of the Constitution. Moreover, while procedure by means of the adoption of Recommendations leaves this flexibility of application to Members, it also protects the Organisation itself from the danger that in the absence of an adequate survey of practice and opinion Conventions might be adopted on the basis of insufficient information and subsequently fail to secure ratification.

If these points are borne in mind, it will be seen that the departure from the normal procedure which the Governing Body proposes in order to meet the needs of unprecedented circumstances has been carefully designed so as to enable the Conference to exercise its powers in the most effective way possible, while at the same time leaving the Members the necessary latitude in the application of the decisions at which the Conference may arrive.

It is, of course, for the Conference to decide whether it is prepared to follow the suggested procedure. It appears reasonable, however, to assume that the Conference will share the view of the Governing Body that the International Labour Organisation would be failing in its duty if it did not, at the present juncture in the world's affairs, deal by an expedited procedure with the important and urgent questions placed upon its Agenda.

The Office has accordingly prepared the attached Report containing proposals for Recommendations, which the Conference may take as a basis for its discussion, sending them for consideration and report to a Committee of the Conference or dealing with them in plenary sitting as it may desire. In so doing the Conference would recognise that the application of paragraphs 5-7 of Article 6 of its Standing Orders had not been possible in the present abnormal circumstances, which clearly were never contemplated when the Standing Orders were adopted.

If more time had been available for preliminary consultation, it might perhaps have been desirable to propose the adoption of Conventions on certain questions at the present Session of the Conference. The subjects dealt with are, however, so broad in scope and developments in regard to them are taking place so rapidly, that it would not seem advisable at this stage for the Conference to adopt Conventions concerning them by an expedited

procedure. It may, however, well be desirable that the Conference should at some later date adopt Conventions on some of the questions which are now before it. The knowledge then available concerning the application of the Recommendations which it may adopt on the present occasion will enable it to embody progressively in Conventions those of their provisions in the case of which such action appears appropriate in the light of the experience gained. In order to facilitate such action, if and when desirable, provision has been made in the proposals submitted for reports to be made to the International Labour Office as requested by the Governing Body, on the steps taken to give effect to the Recommendations.

If the Conference approves the suggestions in regard to procedure outlined in the preceding paragraphs, it would be appropriate that it should, when appointing a Committee to consider the present Report, direct the Committee to take the proposals submitted by the Office therein as the basis of its discussion with a view to the adoption by the Conference in the course of the present Session of Recommendations on the question of the organisation of employment in the transition from war to peace.

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INTRODUCTION

The Conference of the International Labour Organisation held in New York in 1941 declared, in a resolution on post-war emergency and reconstruction measures, that "the close of the war must be followed by immediate action, previously planned and arranged, . . . for the changing over of industry to the needs of peace" and "for the maintenance of employment" and that the accomplishment of this task would require the fullest international collaboration. The promotion of full employment with a view to raising living standards throughout the world is necessarily a primary objective of the International Labour Organisation. It is an essential feature of policies designed to assure to all men everywhere freedom from want and from fear.

Today, military events make it possible and necessary to see beyond the immediate day-to-day requirements of the war and to plan for the transition period. The magnitude of the employment adjustment which will have to take place after the war is already apparent. More than 130,000,000 people may be directly affected. The character of the problem is also becoming clearer as the war effort reaches its peak. Recognition of the size and complexity of the re-employment problem has reinforced the determination of governments, employers and workers throughout the world that plans must be made now (1) to maintain sufficient employment opportunities so that jobs are available for the men and women who will be demobilised or discharged as the war economy is dismantled, and (2) to bring together the available workers and the available jobs in an orderly manner so that the transition from war to peace may be made at as low a cost and as rapidly and efficiently as possible.

The many economic policies and practices which affect the level of employment are being studied in every country. International plans for maintaining a high level of economic activity are also being discussed. Schemes covering some aspects of the question have already been laid before the various governments. The general question of full employment in the post-war period, and the

relationship of the International Labour Organisation to this question as a whole, will be brought before the Conference under other Items on the Agenda.

But whatever may be the total volume of employment which can be maintained in each country after the war, the structure of the demand for workers and of the supply of persons seeking employment will undergo radical changes. The demobilisation of the armed forces and the return of war prisoners and other expatriates, on the one hand, and, on the other, the conversion of industry, agriculture and government service from a wartime to a peacetime basis will create serious discrepancies between the demand for and the supply of workers in each occupation, in each industry, and in each region of every country. These discrepancies will have to be overcome as rapidly as possible in order that each national economy may be able to meet peacetime needs effectively.

Redistributing the human resources of each country will require co-ordinated plans, based on adequate information, for the orderly demobilisation and reintegration in civil life of members of the armed forces and for the re-employment of displaced workers. It will require the transfer of millions of workers from one job, industry, occupation or area to another. It will require the development, reorganisation and co-ordination of facilities for the training of young and adult workers and an extension of programmes of vocational guidance for all persons seeking work. It will require flexible public works programmes, planned in advance, and suitable provision for financial assistance to persons who are forced to undergo short periods of unemployment during the transition. Finally, the whole process of employment readjustment will call for well developed and efficient employment machinery, able to serve as the directive and co-ordinating agent of labour redistribution.

Wartime demands for manpower brought into relief pre-war deficiencies in employment organisation and forced great progress in methods for making the best use of human resources. To meet the needs of the post-war situation, still further improvements in employment organisation will be needed. Most questions relating to post-war employment organisation are already being studied in a number of countries. Methods for dealing with them are being outlined; and war experience of solving manpower problems is being re-examined to see how it can best be utilised in dealing with the problems that must be faced in the transition from war to peace. Since many countries are now considering the policy and procedure which should be adopted to facilitate the readjustment of employment required after the war, the Governing Body considered that it was a most appropriate time to have an exchange of views on the

subject. It therefore placed the question "Employment Organisation in the Transition from War to Peace" on the Agenda of the Conference, in order that the Conference might have an opportunity to formulate its conclusions on the guiding principles for organising employment in the transition period.

The Governing Body decided that this Item should include consideration of the following subjects: the advance collection of information concerning prospective labour supply and demand; the demobilisation of the armed forces; the demobilisation of war industry, and the release of war workers; the method of notification of vacancies and application for work; vocational guidance; training and retraining; geographic mobility among workers; the employment of women, young workers and disabled workers; the regularisation of employment in particular industries; public works; unemployment insurance and assistance; and the responsibilities and functions of the employment service.

In order to carry out these decisions, the Office has prepared the present Report as a basis for the discussion of the Conference. The Report follows the subject headings indicated in the preceding paragraph. Each chapter is in the form of a commentary on the texts of the proposed Recommendations, which are to be found at the end of the Report.

CHAPTER I

ADVANCE COLLECTION OF INFORMATION

(Proposed Recommendation I, Paragraphs 1-3)

Employment readjustment in the immediate post-war period can be planned only on the basis of adequate information, collected in advance, which will show the scope and character of the problems to be solved and the lines along which their solution must be sought. The information needed is of two main types—that relating to labour supply and that relating to labour requirements. Both these types of information are permanently necessary in good employment market organisation in any country; but they will be indispensable as a basis for planning the transition from war to peace because of the vast numbers of workers involved and the magnitude of the changes in the structure of the economy.

INFORMATION CONCERNING LABOUR SUPPLY

From the point of view of labour supply, there will first be a need for full and up-to-date information on members of the armed forces. It will be useful to have material showing their educational and occupational backgrounds, to provide indications of their past careers. Information regarding their skill and the type of jobs in which they were employed immediately before the war will also be necessary. Many of them may have acquired new or different skill or lost their previous skill during their military careers, and it will be indispensable to obtain data showing their present qualifications and relating military skills to generally comparable civilian skills. Moreover, some methodical survey should be made of the plans and desires for post-war work of the men and women in the forces.

The importance of the data will vary according to the extent of military mobilisation in each nation, but there are few countries in any part of the world where it will be insignificant. Most countries have fairly complete information in regard to the experience and occupations of the men at the time when they were called for service; and in most countries the manpower authorities have

helped the forces in the compilation and analysis of this material. Fewer countries have been able to keep this material up to date during the war and to combine it with indications of the men's plans for jobs after the war. Australia, Canada and the Union of South Africa have taken special single censuses, by means of questionnaires, of the occupations and experience of men in the forces and of what they wish to do after the war. South Africa's Re-employment Board has, in addition, detailed information officers attached to the country's military units to report on the general trend of thought on post-war employment of men in the forces, together with any criticisms of or suggestions for post-war planning; and, at the same time, these officers serve as a channel for communicating to men in the forces official decisions affecting their welfare. While the data obtained from single questionnaires filled out on a voluntary basis are incomplete, vague and even misleading in some cases, the experience of the countries where such material has been collected shows that it is useful and practical on the whole and well worth the effort involved. The more closely the employment service co-operates in the preparation and analysis of the material, the more valuable it will be. In many countries, censuses of skills of prisoners of war and internees of all kinds will be a most useful first step in re-employing these groups in work suited to their capacities.

Secondly, there will be a need for factual data on the workers who are likely to be dismissed or laid off for any length of time in the dismantling of the war economy of each country. In the occupied countries of Europe, this means estimating the numbers, locations and skills of the millions of workers who will be thrown out of employment suddenly when the German war machine is brought to a stop. Some of this material can be built up before liberation; other parts of it will be in the possession of the underground movements; and still other parts will have to be pieced together after liberation. An important step will be to organise methods of finding out the plans and desires of the millions of deported and transferred workers and of relating them to local employment conditions. In the active belligerent countries of the United Nations, data will have to be compiled during the war to show the number and location, the pre-war occupations and the present skills of the war workers likely to be displaced with the contraction of the war production programme. It will be equally useful to bring together all possible information concerning the timing and rate at which these workers are apt to be dismissed or laid off, granted certain basic assumptions in regard to government policy for the reconversion of industry and trade. Data will also

be needed to show the post-war plans of the war workers—for example, whether they intend to move to another area or to another type of work. In the countries of South America, studies will have to be undertaken of the employment dislocations which may result from the changed trade and shipping situation at the end of the war in Europe and in the Pacific and the changed requirements of the peoples to whom they send and from whom they receive goods. A number of countries have taken initial steps towards compiling information on prospective employment dislocations in the transition period; but few have yet carried their investigations to the point where they will have much practical value for planning post-war employment readjustment.

Thirdly, it will be useful to have as much information as possible about the approximate number and occupational distribution of old workers who are likely to retire from the employment market at the end of the war and the conditions in which their withdrawal would be possible (the coverage and adequacy of old-age pensions, for example). Similar information might well be collected in regard to the young people who, if able, would continue their education and training. Efforts should also be made to ascertain the plans of the women (especially the married women) who have taken up employment during the war, and to analyse the factors and considerations on which these plans depend. Some of this information is already available. Most countries have fairly complete information about the age composition of the employed population and can estimate the number of older workers who would retire if old-age pensions were adequate and of young workers who could or should go back to school or training. In European countries, information in this field will be vital in planning the re-establishment of old-age insurance and the reorganisation of education and training. In countries which start from the basis of going institutions, the data will be equally useful in planning the modification or reorientation of old-age and youth services. Information concerning the women in employment is more difficult to collect and more difficult to analyse. Few women in Europe, for example, can yet look ahead to the future with any security. In non-European countries, however, more can be done to find out what the size and character of the real reserve of womanpower is and in what circumstances women would be withdrawing from gainful employment.

INFORMATION CONCERNING LABOUR REQUIREMENTS

All this material on the number, qualifications and desires of the people who may be seeking employment after the war must be

related to equally comprehensive material on prospective labour requirements. Surveys will have to be made of possible peacetime uses of munitions capacity, of the alternative uses to which government plant capacity can be put, and of the type and location of the munitions plants which might rapidly be released for peacetime production. Data will be needed to show the probable demand for workers from each major industry group and industry. This information has to be supplemented by material to show the rate of expansion or contraction of operations in the various undertakings, the estimated length of time needed for conversion and re-tooling, and the factors which would tend to hasten or retard the change-over to peace production. Moreover, many countries, in South and Central America, for example, and the British Dominions, have acquired many new or greatly expanded industries as a result of war needs and diversions of world resources, and will have to examine the potentialities of these industries in the new post-war situation and to estimate their capacity for absorbing labour.

Most countries have already undertaken one or another of these studies of the factors affecting post-war labour requirements. In the Soviet Union, the problem of advance information is vastly simplified by the existence of planning and information techniques, which have only to be related to the new needs and possibilities of the after-war period. In the European countries, studies of the expansion of non-war industries, of the supply and allocation of raw materials (domestic and imported), and of the reorganisation of each liberated economy will give the clues to labour requirements. Great Britain has been studying war changes and their relations to the post-war employment situation in considerable detail, although few results have been made available for security reasons. A programme for the building industry (which is a long-term programme as well as meeting the needs of the transition period) has received special attention and has been published. Studies of the requirements of each major industry are also under way, in consultation with the employers' and workers' organisations concerned. The United States Bureau of Labor Statistics has begun to make detailed studies of peacetime labour requirements, using the same techniques for forecasting its estimates as those used for forecasting the general character, extent and timing of the demands for labour from important war industries. These techniques might be useful in other countries. The Bureau of Labor Statistics is also making industry studies to show how the war has changed employment patterns and how peace is likely to affect them. Other Government agencies (the Bureau of the Budget and the War Production Board, for example) are examining the industrial structure to

obtain as much information as possible concerning the impact of industrial demobilisation after the war. The Canadian Department of Munitions and Supply has begun a number of studies of the problems of industrial conversion in the transition period and of the ways in which the Government could facilitate the change-over to peace production.

AREA STUDIES OF PROSPECTIVE LABOUR SUPPLY AND DEMAND

These surveys of the probable sources of labour supply and demand in the transition period can usefully be supplemented by cross-sections of the employment position and prospects of the various areas within any one country. Each country will have problem areas which can be foreseen in advance by studies showing the effect of the war on the industrial structure of these areas and the probable effect of the termination of hostilities. There may be other areas where a shortage of labour in relation to prospective requirements can already be foreseen. These area studies would therefore bring together in considerable detail all possible material affecting the employment position and prospects of each area under study. By uncovering possible local maladjustments in supply and demand, they can provide an important basis for advance planning to meet the situation. They might constitute a useful stimulus to local as well as national initiatives to take remedial action. A number of countries have undertaken area employment studies, and have found them most useful in general post-war planning.

OTHER INFORMATION

In addition to the work of these central and official organisations, information on post-war labour supply and requirements is being collected in most countries by a wide variety of local government bodies and by representative community agencies. Moreover, most industries and plants are surveying their own prospects for after the war, and in some cases, employers' findings are being drawn together by national employers' organisations. Many trade unions have also embarked on studies of post-war employment prospects and are presenting their programmes and plans for the future. These various studies will play a very important part in supplementing the more general and comprehensive studies undertaken by national public authorities.

To be most useful, the data collected through various local and private organisations should be analysed and sifted through some central government agency, possibly representative of various departments most concerned with post-war planning. The results

could then be integrated and co-ordinated in a way which would hardly be possible if each investigation was conducted separately and unrelated to the work of other agencies and groups.

INFORMATION CONCERNING SKILL RELATIONSHIPS

Finally, information concerning the relation between skills used in the forces and in industry and from one industry to another will be a valuable tool in planning post-war employment readjustments. A number of countries have gathered valuable material in this field in their search for sources to supplement the supply of scarce categories of war workers. Moreover, the United States has developed a useful technique of conversion tables, in which army and navy jobs are compared with civilian jobs, in terms of the qualifications required, and jobs from one industry to another are compared as a basis for the transfer of workers in the conversion from war to peace production. Through the use of these conversion tables, it is hoped that it will be possible not only to improve placement work by better knowledge of skill relationships but also to indicate types of peacetime activities which should first be encouraged to expand at the end of the war in order to absorb quickly the workers who will be the first to be dismissed from war industries or released from the forces.

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There is a clear need for assembling all these varied types of information before the war has come to an end and for using it as the factual basis for planning to meet demobilisation and reconstruction problems. Much of the information collected through these surveys will inevitably be rough and incomplete. In some countries, and especially in the disorganised economies of European countries, neither governments, employers nor workers can be expected to have a very clear picture of what the future holds. Nevertheless, it is surprising how much useful material can emanate from rough surveys and how wide a margin of error can exist without perverting major conclusions about general lines of employment policy and planning.

It is consequently suggested that the Conference should recommend, first of all, that comprehensive information on prospective post-war labour supply should be collected. This information should include details of the educational and occupational backgrounds of members of the forces, of the skills and experience they

may have acquired in the forces, and of their plans or desires for post-war employment. Information will have to be assembled in regard to the number, geographical location, skills and experience and plans or desires for post-war employment of the war workers who appear likely to have to change their jobs during the transition from war to peace. It will also be useful to assemble as much data as possible concerning the number and the industrial and geographical distribution of the older workers, women (married women, in particular) and juveniles who are likely to withdraw from gainful employment after the war emergency, together with an analysis of the conditions in which they would be able or willing to leave paid employment.—*Paragraph 1.*

Secondly, it is urged that 'equally comprehensive material on prospective post-war labour requirements should be collected, co-ordinated and analysed, by or in consultation with the employment service, before the war has come to an end. This material can be assembled by means of surveys of the numbers of workers who will be needed by each major industry in the economy. Estimates should be made of the extent and timing of the contraction of the demand for workers in industries affected by the closing down of munitions undertakings, so far as this can be foreseen. Information should be collected on the changes and fluctuations likely to occur in the labour force needed by industries which, while they have played a part in the war economy, will continue to play a part in the peace economy; and it will be necessary to have some indication of the time needed for reconversion (if any) and of tool and material requirements. Information will also be required to show the rate at which wartime non-essential industries may be expected to expand their labour force during the transition from war to peace.—*Paragraph 2.*

Alongside these surveys of prospective labour supply and of labour requirements from major industries and industry groups, it will be useful to make detailed surveys of the probable balance of labour supply and demand in the various areas. The main purpose of these area surveys would be to show the effect of the war, and the potential effect of the termination of hostilities, on the employment position and prospects of the area under study, thereby uncovering probable local maladjustments in the demand for and the supply of workers.—*Paragraph 3.*

The employment service has direct responsibilities in regard to all these various informational studies. In some cases, the data can be collected and analysed by the employment service alone. In other cases, the employment service will be one of a number of government agencies working together, and in co-operation with

private bodies of all kinds, to determine, so far as possible, the labour supply and needs of the immediate post-war period. In all cases, however, the employment service will need the data on labour supply and demand and will be able to make good use of the material. It should therefore be in a position to know what surveys are being made, to appraise and use the results, and to suggest other types of information which might be useful as a basis for employment planning in the transition period.

CHAPTER II

DEMOBILISATION OF THE ARMED FORCES

(Proposed Recommendation I, Paragraphs 4-7)

One of the most important special tasks of employment organisation in the immediate post-war period will be the release of men and women from the armed forces and from assimilated services (*e.g.*, civil defence services). It will be an important task in terms of the numbers involved, particularly the numbers of adult men. In some countries, more than half of the men aged 18 to 40 years have been in the armed forces during the war; and in most countries, demobilisation will affect anywhere from 10 to 20 per cent. of the total active population. It will also be an important task in terms of its repercussions on the domestic economy as a whole. The men and women now in the forces have been drawn from all walks of life and from every part of every country. They will have to be re-established in every part of the economy.

The problem of demobilisation will be posed in different terms in different groups of countries. In the liberated countries of Europe, demobilisation of the forces will consist, in large part, of the demobilisation of prisoners of war. The armies which the governments-in-exile have been able to mobilise and equip are small in size and the incidence of their demobilisation will be partially nullified by the mobilisation which will be needed to reconstruct national armies. The number of war prisoners varies from one country to another, but in many cases large numbers of the prisoners have been released from internment and used as civilian workers. In most of the Central and South American countries, the problem of military demobilisation will be relatively insignificant. In the militarily active belligerent countries of the United Nations, however, it will be a vast and difficult problem.

The solution of the problem is not easy. The ideal, of course, would be to co-ordinate the discharge of service personnel with immediate re-employment or re-establishment. The following pages indicate some of the difficulties involved in translating this ideal into practice. Many of these difficulties can be overcome. Though

complete and perfect co-ordination of the release of each man with his re-employment is out of the question, a number of steps can be taken to relate the two processes closely and to promote the speedy and satisfactory re-establishment in civil life of members of the armed forces.

CO-OPERATION BETWEEN MILITARY AUTHORITIES AND THE EMPLOYMENT SERVICE

Responsibility for the demobilisation of the armed forces lies with the military authorities. Responsibility for the re-employment of the demobilised men and women, however, lies primarily with the employment service. This division of responsibility immediately suggests the importance of regular and close contact between the military authorities and the employment service in order to co-ordinate the release of members of the armed forces with their speedy re-employment in civil life.

To ensure that the re-employment of demobilised persons takes place with as little delay as possible, the employment service must be fully informed of the rate at which men will be leaving the forces and of the areas and occupations in which they will be seeking employment. It can, in turn, provide the military authorities with useful information in regard to needs and opportunities in the employment market. This information can assist the military authorities in planning the rate and order of demobilisation to some extent, as explained below.

In most countries, effective co-operation between the military authorities and the employment service was organised in the process of mobilising men and women for military service. Where this co-operation exists, it need only be maintained to assist in the reverse process of demobilising service personnel. Where this co-operation does not exist or is still imperfect, the development of closer and more effective collaboration should be regarded as an urgent administrative problem, which should receive immediate attention.

CONTROLLING THE RATE AND ORDER OF DEMOBILISATION

Close co-operation between the military authorities and the employment service is an indispensable condition for solving the difficult problems involved in re-employing demobilised service men and women. But it does not affect the terms in which these problems are posed. The difficulties of synchronising military demobilisation with the expansion of peacetime civilian employment opportunities will lay the framework for demobilisation problems.

The transition from war to peace will be a gradual process. No matter what measures may be taken to accelerate economic reconstruction and reconversion and to promote economic expansion, their impact on the employment situation will be somewhat slow. Looking at demobilisation solely from an employment point of view, there might be a temptation to suggest that the rate and order of demobilisation should be wholly conditioned on the opening up of employment possibilities for the demobilised persons. Any such proposal would, however, be purely theoretical. The overriding considerations governing the release of men from the forces will be of a military character.

It would be impossible, as well as undesirable, for military demobilisation to take place in one huge wave. There is thus little cause for fear that the employment market will be inundated overnight by millions of war veterans seeking work. Even if the war should end simultaneously in all parts of the world—an unlikely conjecture—many factors, and especially transport shortages, would limit the size of the demobilisation pool at any given moment during the transition from war to peace. Moreover, considerable numbers of men may have to continue in the forces after, as well as during, the armistice period.

The practical necessity for carrying out demobilisation by stages will tend to facilitate the adjustment of the employment market to new conditions and will make it possible to take the employment situation into account, to some extent, in planning the rate of demobilisation. It will not be possible, all the same, to slow up demobilisation much beyond the exigencies of the military situation. The pressures for rapid demobilisation will be tremendous. The vast majority of service men and women want above all else to free themselves of service restraints, to get home to their families and friends at the first possible moment, and to try to find a job by their own efforts. This is their primary desire, even though they know that it may be illogical in terms of re-employment as a whole. Once the war is over, the difficulties of holding men in the forces will be formidable. It is only necessary to recall the disturbances which took place after the last war—for example, the disquiet among Canadian troops overseas who became impatient at demobilisation delays. Moreover, the families of mobilised men will also exercise tremendous pressure for their release. The strongest minded politicians and administrators will find it difficult to resist these social forces. Thus, however desirable it may be to time demobilisation in relation to the domestic employment situation, it is advisable to recognise that, in practice, the employment situation will have to be a secondary factor.

The rate of demobilisation is only one aspect of the question. Decisions must also be made in regard to the order of precedence which should be followed in planning demobilisation. As a matter of fact, once it is recognised that demobilisation is necessarily a gradual process, the order of release becomes the major problem.

In this connection as well, it would be tempting to relate principles of precedence in demobilisation to the needs of the civil economy. It has even been suggested in some countries that no service man should be released from the forces until he can prove that he has a job or an adequate means of livelihood. If, however, the principle of releasing men only when employment had been found for them were accepted, and if such a stipulation were mandatory and general, it "would create difficulties for the Administration and for the individual alike . . .", as the Australian Minister for Trade and Commerce has pointed out. "Alternatively (he added), it would constitute an empty statement of principle with which members of the forces are as impatient as the rest of us." It might involve unfairness to service personnel by limiting their chances to seek and find available jobs. Moreover, military considerations must again be taken into account in determining the order of release. Military authorities in every country have urged full recognition of the fact that no man or woman in the services can expect to be demobilised if and for so long as there is direct military need of his or her services.

Within these limits, however, some order of priority of discharge can and will have to be decided upon before the war is over. The governments of a number of countries have emphasised the importance of formulating as clearly as possible the principles involved in determining this order of precedence.

Many different criteria could be used to determine an individual's priority. His age, length and character of service and family responsibilities are some of the more obvious ones. Aside from these considerations and from military needs, there is a conflict of interest which can scarcely be avoided between reconstruction manpower requirements and equity to individuals in the forces. A simple formula of "first in, first out", for example, might cause delays in industrial conversion and retard the whole process of demobilisation. On the other hand, gearing demobilisation wholly or even largely to industrial requirements would be most unfair to large numbers of individuals in the forces. A spokesman for the British Government pointed out to the House of Commons in December 1943 that a scientific scheme of demobilisation designed primarily to meet the needs of industry could be worked out but only by ignoring the principle of fair treatment as between man

and man. Moreover, an attempt to combine all the many different criteria for determining priorities of discharge into one formula would probably issue in a formula which was so complex as to be unworkable.

Despite the apparent difficulties of controlling the rate and order of demobilisation according to principles which are acceptable all around, it will nevertheless be practicable to take the home employment situation into account to some extent, within the limits of the military position and of the necessity for fairness to individuals. Wherever possible, for example, consideration should be given to the advisability of timing demobilisation in relation to opportunities for employment in industry, commerce, agriculture and the professions, opportunities for training or retraining, and other work openings. It is clear that everything that is done to speed the conversion of the economy from war to peace will affect the level of employment and the environment of demobilisation, while everything that impedes the transition will tend to slow up or disorder the process of demobilisation. If the timing of demobilisation bears some relation to expanding peacetime activity, the demobilised men and women will be able to re-establish themselves in suitable work far more easily.

It might also be desirable to make some arrangements for the rapid release of limited classes of key workers whose services could speed up industrial conversion and reconstruction. Skilled miners, skilled building workers, skilled agriculturists, experienced general and vocational teachers, technicians and other specialists may be urgently needed in many countries. Men who will be starting up enterprises which will give employment to others might also put forward a claim to special treatment. Each country will have its own list of badly needed key workers whose release could hasten reconstruction and the expansion of peacetime activity. In one sense, the list of occupational priorities could be narrow; in another sense, it could be extended almost indefinitely. It is for each country to determine the principles on which its own special classes should be based.

Most discussion of the question of priorities of discharge related to the employment situation has taken place in Great Britain. While the Government has taken the view that demobilisation should be based in the main on age and length of service (with consideration given to the nature of the service), industry has been pressing for a formula more directly related to urgent requirements for nucleus workers needed to begin or to expand peacetime operations. The Government has agreed that there are a limited number of special classes of key men who should be released at the earliest

possible moment, but has urged strongly that these classes be held to a minimum in order not to damage or wreck the application of the general scheme and create an impression of unfairness among the men in the forces as a whole.

The Australian Government has taken the view that there must be a carefully planned order in the release of men from the forces, based on the necessity for early reconstruction of peacetime industry and on individual considerations, such as age, length and nature of service, family responsibilities, education and training and health. In an effort to produce a viable scheme, special departmental officers are working out a provisional key plan for demobilisation.

There may need to be some differentiation between the order of demobilisation for men and that for women. The latter have special problems, the most important group of which relate to their marital and domestic status. Some are married and will want to be demobilised along with their husbands; some have children to get back to as soon as possible; others may have continuing domestic responsibilities or new ones caused by the war; still others will be planning to get married. These considerations, as well as others shared by all groups, will have to be taken into full account.

Finally, it is of the utmost importance that any order of priority must not only be fair in the eyes of the government but in the eyes of the men of the forces, their families and the public as a whole. Otherwise, no matter how logical the scheme may be, it will not work. This means, in turn, that any scheme must be relatively easy to understand, applied in broad classes rather than with many individual exceptions, and, last but not least, made public and made widely known before it has to be applied, that is, before the end of the war. If the scheme is widely discussed, and if, after discussion, it is accepted as fair and reasonable, then some of the pressures apt to cause disorderly demobilisation can be relieved or abolished. Both Great Britain and Australia have indicated that tentative schemes outlining the method and order of demobilisation will be made public and several other countries (Canada and New Zealand, for example) are considering the advisability of such action.

While it is highly desirable to have a scheme published, the question of timing its publication is admittedly difficult. Since, however, there is so much to be said for wide discussion of the principles and procedures of demobilisation, and since the question is already being discussed inside and outside the forces, it might be useful to have some constructive basis for the discussion, such as a published government plan. Stimulating understanding of reasonable principles and of conditioning factors will help to pro-

vide a solid foundation for the acceptance of agreed policy. Obviously, however, it is for each government to make its decisions on the matter in the light of the national situation. The principle emphasised here is that any demobilisation scheme finally agreed upon should be clearly understood by the people and the interests affected by it.

REINSTATEMENT OF MEMBERS OF THE FORCES IN FORMER CIVIL EMPLOYMENT

The difficulties of making demobilisation coincide exactly with the possibilities of re-employment are thus fairly clear. The fear that these difficulties would make it hard for individual war veterans to find suitable employment at once, combined with a desire to see that persons called for military service were not penalised unnecessarily by their absence from their jobs, has led many countries to adopt schemes providing for the reinstatement in their former civil employment of men and women in the armed forces. These schemes were introduced at the outbreak of war or soon after, at the moment when plans for large-scale mobilisation were being made and put into effect, and when it was impossible to predict the duration of the war. They were conceived rather as a part of organising for war than of planning demobilisation and reinstatement after the war.

The national laws and regulations guaranteeing reinstatement rights to service personnel are very similar from one country to another. They provide, as a rule, for the reinstatement of service men and women in their former employment in an occupation and under conditions as favourable as those which would have been applicable to them had they not left for military service or training. The persons seeking reinstatement must apply for their jobs within a specified time limit after discharge, and they must appear for work at the proper time and place. The employers are not obliged to reinstate returning service men if changed circumstances, other than the engagement of other workers to replace them, make it impossible. If reinstatement under the above conditions is not feasible, employers must generally offer reinstatement in the most favourable occupation and in the most favourable conditions reasonably practicable. The laws of some countries define the length of time that a worker must have been employed by an employer before he is entitled to reinstatement. Those of other countries merely specify that reinstatement applies to all but "temporary workers". All countries include a provision to prevent employers from dismissing reinstated workers for a given period after reinstatement.

In some countries, particularly the United States, union agreements include clauses guaranteeing reinstatement rights in their former jobs to mobilised members of the union. These clauses generally follow the lines of the national legislation, but in some cases are more generous and specific.

There has been little controversy regarding reinstatement legislation and regulations. So far, the schemes have operated without special difficulty. Problems which have arisen have been met. In Great Britain, for example, it has been necessary in many cases to direct demobilised service men to work of national importance other than their pre-war employment; and it was thus necessary to provide for preserving the reinstatement rights of these men until the wartime employment to which they have been directed comes to an end.

On the other hand, the war has been long. Reinstatement schemes are developing increasing limitations as time passes, for two principal reasons. In the first place, the war is causing many vast and enduring changes in the structure of industry and the demand for labour in each national economy. The employment opportunities and the specific jobs which there will be in the transition period and thereafter will be considerably different from those which existed at the time of the outbreak of war. In the second place, reinstatement, where it is possible, may not always be to the advantage of the ex-service man himself. During the war, many of them have acquired new or different skills, experience or training which might be of no use to them if they sought reinstatement in their old jobs. Many others may have been in blind-alley employment to which it would be undesirable for them to return. Still others may have new plans for their work careers and have wholly changed their occupational wishes as a result of their war experience. These considerations will limit the practical value of reinstatement schemes.

Not only are the schemes developing limitations but their coverage is incomplete. They do not apply to large numbers of men and women in the forces—particularly, for example, to those who have never been employed or those who were employed to replace other men called for service.

These limitations of reinstatement schemes have been clearly recognised, particularly in Great Britain, Canada and Australia. In all of these countries, Government spokesmen have warned that too much cannot be expected of reinstatement plans in working out the problems of demobilisation. They have urged that the schemes be supplemented by wider and more general social guarantees of employment. As a matter of policy, therefore, reinstatement

ment guarantees should exist and should be enforced wherever possible; but where they do not exist or cannot be enforced, the onus of providing employment and economic security falls away from individual employers and on to the other parts of the total structure of employment opportunity and re-employment planning.

SCHEMES OF EMPLOYMENT PREFERENCE FOR DEMOBILISED MEMBERS OF THE FORCES

These limitations of schemes providing individual guarantees of reinstatement in prior employment call attention to the importance of supplementing reinstatement rights by wider rights to employment on demobilisation. One aspect of this broader question is the introduction and application of schemes of employment preference for returned service men and women. Such schemes have been fairly widely discussed in a number of countries.

Where the principle of preference for war veterans has been adopted, there is considerable difference from one country to another in the type of preference accorded and the methods used. The general principle of preference, however, is that where there are two candidates for employment, one of whom is a war veteran and the other not, and where both of them possess suitable qualifications for the job in question, preference in filling the vacancy should be given to the war veteran. There are variations of this principle, and extensions of it—to include, for example, preference in keeping employment when the staff of an undertaking or department must be reduced.

The introduction of employment preference for ex-service men and women can easily be justified on the grounds that some such action is necessary and equitable to prevent war veterans whose occupational careers have been interrupted, often for a number of years, from suffering any avoidable competitive disadvantages because of this interruption, and to enable them to re-establish themselves as easily as possible on demobilisation. There is naturally a strong public wish to give the returned service man "a square deal".

On the other hand, it has been argued that the character of total war and the compulsory occupational deferment of workers considered more useful in industry or other work than in the forces have tended to blot out many of the former distinctions between military service and civilian work. It has also been argued that it might not be possible to work out a system of employment preference which would work fairly and in the interests of all concerned. It has sometimes been suggested that the only logical basis for

organising employment after the war is to refer the best man to any given job, regardless of where his war service was performed, whether in a steel factory, shipyard, or coal mine, at a desk, in a military camp, or in a zone of actual military combat. Such persons consider that the basis of placing a man in a job must be his own merits for that job, not other qualifications (such as military service) which are not necessarily related to his working capacity; that this might be more fair to prospective employers and to job applicants alike; and that it might be in the general social interest to have job seekers in all fields of work know that they are on an equal footing in the labour market and will be helped to find the most suitable employment without discrimination or preference.

These arguments are by no means conclusive. They do, however, emphasise the importance of securing widespread acceptance of the principle of employment preference for veterans among all the parties affected—particularly employers and workers and their organisations. Where the principle of preference has been widely accepted, there is no inevitable reason why a preference scheme should foster antagonisms or create insecurity among other workers or work injustice to them.

There is a further question in regard to the introduction of schemes of employment preference, namely, how far the various governments can, if they wish, introduce and enforce a system of preference for war veterans. Clearly, national governments can impose preference for veterans as a condition of appointment to the public service. Canada, the United States and Australia have granted a measure of preference to returned service men in respect of national government service positions. Clearly, too, national governments can establish a preference for veterans in contracts awarded by them. This has been done in Canada and Australia; preference applies in all war contracts in the former country and in all contracts in the latter. Over the whole field of private industry, however, it is not clear how far a general preference scheme could be imposed on employers, or, still more important, how it could be applied and enforced without a most extensive system of employment control. No country has yet accorded an over-riding preference to ex-service men in all employment. In one or two countries, however, the employment offices have been instructed to give special consideration to veterans in their placement work. A number of countries, as a part of their veterans' repatriation machinery, have special officers to contact employment offices and act as "watch-dogs" for veterans' interests.

There is another possible solution, however, which has been adopted in a few countries, and that is to insert provisions for em-

ployment preference for service men and women and the retention of seniority by them in collective bargaining agreements. A number of trade unions in Canada, the United States and Great Britain have been taking steps to include such provisions in their agreements with employers. The advantage of this method of introducing preference is that it has the full support of the parties directly affected.

Moreover, even though there may be no formal requirement to employ ex-service men and women, other than reinstatement obligations, much can be done by employers and workers to see to it that a period of military service does not constitute any subsequent handicap in seeking employment. Most employers and workers will want to apply this principle in any case; and systematic propaganda among others will help to widen the economic opportunities available for returning members of the forces. Some countries are embarking on campaigns of this kind by forming local volunteer committees representative of the many civic organisations which can contribute to facilitating the re-employment of service men in their home communities.

Schemes for employment preference for service men are in the nature more of a temporary expedient to meet emergency conditions in the transition period than of a longer-term desirable solution. The very idea of "preference" implies a choice between two job seekers and the existence of competition for and rationing of jobs, and periods of unemployment. As emergency measures, however, they may be desirable. Within limits, the schemes can make a positive contribution to the re-employment of discharged service personnel. If their difficulties are recognised and studied in advance, many of the pitfalls which might arise can be avoided. But in the long run, the successful re-establishment of members of the forces in employment will depend on the existence of full employment and on the adequacy of methods of organising employment. As the Attorney-General of Australia pointed out (speaking for the Commonwealth Government): "With a reconstruction plan which should strain our labour resources to the limit, the service men will obtain real security of employment".

RE-EMPLOYMENT OF WORKERS DISPLACED BY REINSTATEMENT OR PREFERENCE SCHEMES

Reinstatement schemes, and to a small extent schemes for employment preference, will involve the displacement of workers engaged to replace the mobilised men and women and discharged to make room for them. Particular care must therefore be taken

to find for workers who are thrown out of employment as a result of the operation of these schemes, alternative employment suited to their capacities. There is no reason why these workers should suffer unnecessarily from the application of schemes designed to help other categories of workers.

Demobilisation plans are thus linked at every point with plans for the re-employment of all persons seeking work. It is only as a part of this framework that special schemes for re-employing men and women discharged from the forces can operate successfully; and only if the wider plans are made and are effective can the needs of service men and women be met adequately.

RESETTLEMENT OF EX-SERVICE MEN AND WOMEN IN INDEPENDENT WORK

Schemes for reinstatement in former civil employment and for preference in employment for demobilised service personnel will help to meet the problems of the large numbers of men and women who will be seeking to find or to re-enter most industrial or commercial employments or government service of most kinds. An appreciable number of the demobilised men and women, however, will wish to enter or resume other lines of activity which would not be covered by the schemes discussed above.

A good many men and women in the forces will wish, on discharge, to settle on the land. Most of them will need assistance. First of all, they will need help in the selection of available farm property. Secondly, they will need financial assistance in buying or leasing it and in meeting initial expenses of equipping it with livestock, seeds, fertiliser and implements. Thirdly, they may need training or refresher courses in agricultural work. And finally, they may need diverse forms of other assistance and information. Experience after the last war showed the value of working out land settlement schemes for service men carefully in advance and of relating them to general agricultural and land development programmes. It also showed the need for requiring training of new settlers and the utility of refresher courses or higher technical courses for more experienced agriculturists and for paying adequate maintenance wages during training. A few countries, including Australia, Canada, and New Zealand, have already adopted land settlement schemes for demobilised men. Other countries where agriculture is less dominant in the economy have not yet taken special action to provide this form of assistance. It should be remembered, however, that the armed forces of any country will have a goodly number of men who will want to go into agriculture after the war, and, within

the limits of the agricultural possibilities of the country, their wishes should be respected and appropriate assistance made available for them.

Aside from agriculture, many demobilised service men and women will want to take up independent work of one kind or another. Their re-establishment will involve other forms of financial and specialised assistance. There is no reason why many of the men and women who wish to try their hands or brains at independent work should not be enabled to do so; but if their individual ambitions are related to the needs and trends of the national economy, there is far more likelihood of the projects succeeding in terms of usefulness to society and providing satisfactory work for the demobilised men and women concerned. Before the war, for example, a number of countries were suffering from a plethora of small "middle-men"; and there would be no reason for the governments of these countries to encourage a return to these conditions after the war. This type of assistance to independent workers should therefore be granted on condition that it is considered economically or socially justifiable.

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Briefly, then, the main problems connected with the demobilisation of the armed forces are: (1) the organisation of co-operation between the military authorities and the employment service; (2) the determination of the rate and order of demobilisation; (3) the introduction of schemes for reinstating members of the forces in their previous civilian employment or for granting them preference in employment; and (4) the provision of appropriate assistance to enable demobilised service personnel to settle on the land or to take up other independent work.

On the first point, it is suggested that the Conference might urge the importance of close contact between the authorities and the employment service to facilitate the speedy re-employment of discharged men and women.—*Paragraph 4.*

Secondly, attention might be drawn to the importance of drafting a demobilisation scheme in such a way that it may be easily understood.—*Paragraph 5 (1).* It is not possible to recommend any universally acceptable principles to govern the actual process of demobilisation. Nevertheless, it is clear that, whenever possible and in so far as it can be done without injustice to individuals in the forces, the domestic employment situation should be taken into account. This involves some consideration of the advisability of timing demobilisation with reference to expanding civil employ-

ment opportunities and of the utility of arrangements to grant special priority of release to a few limited groups of key workers whose services could accelerate reconstruction.—*Paragraph 5 (2)*.

Thirdly, it is suggested that schemes for reinstating ex-service men and women in their previous employment and for granting them some degree of preference in finding civilian employment could contribute to an orderly release and re-employment of service personnel. At the same time, it is recognised that these schemes will involve the displacement of civilian workers and that, in all justice, every effort should be made to keep the workers from suffering unnecessary hardship and to find them alternative employment as quickly as possible.—*Paragraph 6*.

Finally, it is realised that schemes for re-employment do not meet the needs of all service men and women. They must therefore be supplemented by other forms of assistance (including financial aid) to discharged service men, designed to enable them to settle or resettle on the land, to take up independent work of one kind or another, or to embark on some other form of economic activity of their choice but related to national programmes of social and economic development.—*Paragraph 7*.

CHAPTER III

DEMOBILISATION OF WAR INDUSTRIES

(Proposed Recommendation I, Paragraphs 8-12)

The release of men and women from war industries is likewise an integral part of the whole readjustment at the end of the war. The initial impact of the transition will fall on the war workers; but it will also fall on members of the forces. The early stages of the transition will condition the environment into which the men in the forces will be demobilised. If the transition is made smoothly and efficiently, all will benefit. If it is disorderly and costly, all will suffer. Government, management and labour each have their part to play in converting the economy from war to peace. The general goal of policy is to plan a rapid and orderly conversion of industry, agriculture and government service. The more specific goal, so far as employment is concerned, is to avoid a chaotic scramble for jobs and to release workers from war industries in such a way that they may find their way into other employment as quickly as possible.

In European countries, problems of planned re-employment will arise at the time of liberation with equal urgency and with even greater complexity than in other parts of the world; and methods and tools for solving them will be less easy to find and apply, owing to such factors as war destruction, transport disorganisation, material shortages, the impossibility of detailed advance planning, the lack of information on labour supply and demand, and the inevitable suddenness of the transition. In fact, unless the rehabilitation of industry and the restoration of all possible economic activity are given top priority, along with feeding and medical care, there is a grave danger that unemployment may reach unprecedented levels and the transition to peace be complicated beyond early repair. If, on the other hand, re-employment problems are given the serious attention they deserve, much can be done to facilitate the organisation of employment despite the obstacles which have to be overcome.

The United States, Great Britain and the British Dominions will face vast and difficult problems of industrial conversion and will have to organise the release and transfer of millions of workers

now engaged in direct war industries. Unless these problems are studied and solutions for them developed during the war (so far as possible), the transition to peace may be slowed up and may involve widespread unemployment and distress and an unforgivable combination of idle resources alongside unfilled needs. These countries have a number of important advantages over liberated European countries, however, since they are able to make detailed conversion plans in advance and therefore greatly to ease the employment transition.

Many Central and South American countries as well will face difficult problems of organising the release of men and women from industries and occupations which may contract after the war and planning their transfer to lines of activity which may be expanding after the war. They too are in a position, however, to estimate the scope and character of their readjustment problems in advance and therefore to make plans and take action for avoiding unemployment and distress.

The problems raised by industrial conversion will naturally be easier to solve if they arise gradually. But the primary factors determining whether or not the process of conversion can be gradual are of a military character. As a matter of fact, the conversion from war to peace has already begun. Already territories in Europe are being liberated and the release and re-employment of workers must be planned. Already cut-backs in the war production programme of the United Nations are leading to the release of many thousands of war workers in some non-European countries. If the war ends at different times in different parts of the world, as now seems likely, conversion can be carried out more gradually. But even if this should be the case, the process of conversion should be conceived as a whole, with each one of the various stages fitted into the general pattern.

IMPORTANCE OF A NATIONAL POLICY FOR THE CONVERSION OF INDUSTRY FROM WAR TO PEACE

If the process of conversion from war to peace is to be planned and carried out as a single whole, the first essential is the formulation of a unified and comprehensive national policy and programme. The purpose of developing such a programme would be, negatively, to avoid duplication of effort, conflicting activities or omissions, and, positively, to facilitate a speedy and orderly change-over from war to peace along lines which draw together, so far as possible, the various interests which could be made to work towards full production and employment. National reconversion planning for the transition period has been accepted as necessary and even

desirable, in view of the deep involvement of the governments in economic life during the war. Little difficulty will therefore arise in obtaining national consent for the governments to exercise supervisory and co-ordinating powers in guiding the course of economic conversion.

It will thus be necessary to have some government agency or interdepartmental body specifically charged with making recommendations to the government in regard to policy and with the application of agreed policy. In deciding policy, two kinds of advice will be needed, from an employment standpoint.

The employment service, as well as the procurement agencies, will have to be drawn into reconversion planning both to relate reconversion to the supply and distribution of the available workers, thereby avoiding unnecessary unemployment and hardship, and to keep the employment service fully informed of conversion plans so that it may make and modify its own policies accordingly. While the employment situation cannot always be a decisive factor, it should at least be taken into account in all decisions reached. For this purpose, the employment service should be closely associated with the agency or agencies responsible for planning the general conversion from war to peace.

Moreover, the advice of the direct participants in production—management and labour—will also be indispensable for successful conversion planning. The technical knowledge of employers and workers of reconversion problems will be invaluable. Moreover, their support, and that of their organisations, for accepted government policy will be a vital element in the success of the whole conversion programme. It might therefore be useful to have a national joint advisory committee, representative of employers' and workers' organisations, attached to any government planning agency or body chiefly responsible for reconversion. In addition, since so many problems will arise industry by industry, joint advisory committees representative of the employers and workers of the industries concerned would be able to give practical assistance on the special problems of their particular industries. Within each production area as well, it might be useful to establish joint management-labour machinery to co-operate in facilitating the transition of the area from war to peace activity.¹

¹ The organised labour movement of the United States has been emphasising the necessity for clear decisions on Government policy in the reconversion of industry from war to peace and has been urging greater participation for organised labour in the reconversion programme. The C.I.O., for example, has said: "Whatever obstacles now prevent joint meetings and action of labour and industry advisory committees under government auspices should be overcome. Since successful reconversion involves a continuance of all-out production and all-out employment, the expression of both labour's and industry's views becomes vital" (*The Economic Outlook*, Dec. 1943).

Most countries are studying the many problems involved in industrial reconversion. Most of them have not yet reached the stage in this process of defining the measures which might be taken to organise the release and re-employment of war workers. New Zealand, however, has adopted legislation on post-war industrial reconstruction in the Rehabilitation Act of 1941. This Act not only makes provision for the termination of war contracts by the Minister of Finance, on the recommendation of the appropriate Minister, and for compensation to employers from public funds, but it also provides for the use of such funds to encourage the expansion of non-war industries and the conversion of war industries. Equally important, perhaps, is the fact that this whole section of the Act specifically relates war contract termination to the employment situation. Its express purpose is "to ensure that primary and secondary industries are converted to a peacetime basis with the least possible interference with the welfare of persons engaged or employed therein".

In Great Britain, plans for the demobilisation of the war economy are being drafted in a number of Government departments, in particular by the Ministry of Labour and National Service and the Board of Trade, working with the Ministers of Production and Reconstruction. The Minister of Production stated, on 30 November 1943, that much useful experience of the demobilisation of capacity and labour had been acquired during 1943 as a result of the vast war programme shifts which had taken place. Planning for the future is being done both on a general basis and on an industry by industry basis, in close consultation with the employers' and workers' organisations chiefly concerned. The Minister of Production has stressed his opinion that "during the first year or two our problems will not be essentially those of employment but of transfer and of fitting in our labour supply and the supply of capacity to meet a very insistent demand". The Minister of Reconstruction stated on 8 December 1943 that the switch-over from war to peace was bound to be a gradual process, adding:

The Ministers of Production and Labour are already devoting their attention to the means to be adopted in reducing the volume of munitions production so that, industry by industry, factory by factory, and locality by locality, this may be done as the demands for the production of the services decline. In doing this they will take into account the situation as regards the resumption of civilian production, and in each locality as regards the need for the diversity of industry.¹

In the United States, planning for the conversion from war to peace has been begun in a number of different agencies. The War

¹ *Parliamentary Debates, House of Lords*, 8 Dec. 1943, col. 179.

Production Board has set up a Post-War Adjustment Unit, to study the problems of demobilising the activities affected by the work of the War Production Board, for example, contract termination or adjustment and the utilisation in peacetime of war industrial facilities. The Bureau of the Budget is studying many of the problems of post-war economic conversion. The Manpower Commission is beginning to give attention to the re-employment problems of the transition period. The Bureau of Labor Statistics (Post-War Division) of the Department of Labor has been making detailed analyses of the dislocations which may arise in the immediate post-war period and has put forward suggestions for dealing with them. In addition, a number of Congressional committees have under study various aspects of the conversion from war to peace, with a view to laying the legislative basis for Government action to facilitate the economic transition.

In countries in which the war has greatly accelerated industrial development, planning for reconversion also involves analysis of post-war possibilities of industrial expansion. The Canadian Department of Munitions and Supply has begun work on industrial demobilisation, in consultation with employers, and the Department of Labour is beginning to anticipate the demobilisation of war workers. The Government has proposed the establishment of an Industrial Development Bank, to assist in the conversion of war plants and in the development and expansion of industrial undertakings generally, and the creation of a Department of Reconstruction. The Australian Ministry of Post-War Reconstruction is responsible for ensuring that demobilisation of war industries takes place in such order and at such a rate that the transition from war to peace will be carried out as smoothly as possible. The Ministry works in co-operation with other Government departments and through its own committees. The Tariff Board has been charged with examining the factors involved in post-war industrial conversion. A Secondary Industries Commission has been set up to review wartime development and to plan peacetime industrial development, and industrial advisory panels are being set up to facilitate its work. An interdepartmental consultative Re-employment Committee has been set up to advise on various aspects of re-employment, including the release of war workers. Its membership comprises representatives of the Department of Post-War Reconstruction, the Repatriation Commission, the Defence Services and the Manpower Directorate. New Zealand's Rehabilitation Board has been studying the problems involved in industrial reconstruction and the change-over of industry and agriculture to peace production. The country has many new industries which it plans to

continue after the war, and is studying their prospects in the national and international economy. A separate Rehabilitation Department was set up in late 1943, to co-ordinate post-war planning activities. The South African Social and Economic Council has begun extensive investigations of the conversion of the economy after the war. Before it began its work, the Civil Re-employment Board had devoted attention to the possibility of expanding existing industries and of creating new industries as a part of the transition from war to peace. The Board investigated the iron and steel, engineering, mining, shipbuilding, munitions, aircraft construction, machine tool manufacturing and railway rolling stock construction industries.¹

These examples of reconversion problems and planning are by no means comprehensive. They indicate, however, the importance being attached by governments and employers' and workers' organisations to adequate advance planning for the switching over of industry from war to peace, and in this process, the necessity for the formulation of positive government policies to facilitate and hasten a smooth transition. It is also significant that every country has accepted as its reconversion goal full production and full employment and has recognised that the only necessary limits to achieving this goal are those imposed by materials, equipment and manpower.²

SELECTED PROBLEMS OF RECONVERSION

The problem of speeding the reconversion of war industries and the expansion of peace activity goes far beyond the scope of this report. It is nevertheless at the very heart of re-employment planning, and should therefore be the point of departure of all efforts to plan employment for the future. There are as many reconversion problems as there are different kinds of war materials. There are as many factors affecting the expansion of peacetime activity as there are problems in organising for war. But in tackling these reconversion problems, the employment situation must be one of the factors taken into account. A policy sensible in many other aspects might have disastrous effects on the employment side. While the employment situation cannot and should not always be the determining

¹ At the Board's request, the Director-General of War Supplies and the Managing Director of the Industrial Development Corporation agreed to furnish the Government with a memorandum on the possibilities of industrial expansion in the Union after the war.

² The Australian Minister for Post-War Reconstruction, for example, said on 17 May 1943: "The war has taught Australia that the real limits to achievements are physical, not financial. It is manpower, materials and willingness to work which set a limit on what can be done."

factor in each single decision, it should at least be weighed in all decisions reached; and any unfavourable effects of these decisions, if unavoidable, should be offset as quickly as possible by alternative employment measures.

There are many ways by which government policy will affect the employment situation in the transition period. The important fields in which it has a most immediate and direct bearing on employment planning and organisation are indicated below.

Peacetime Use of Government War Plants and Equipment

One of the first fields in which government policy will have a direct bearing on the employment situation in the transition period is in regard to the utilisation and disposal for peacetime purposes of government-owned plant and equipment. Each government is the owner of a great part of the national production machinery. It will therefore have to make clear before the war is over what its plans are for the future of its plant and equipment. Policy on this matter alone directly affects the employment prospects of millions of war workers.

In reply to a question in the British House of Commons as to plans for converting State munitions factories to other production at the end of the war, the President of the Board of Trade stated, in August 1943, that plans were in preparation for the post-war use of these factories, but final decisions could not be taken until the conditions likely to prevail at the end of the war could be foreseen more clearly.¹ Later, on 2 November, he said: "The Government have . . . decided that the Board of Trade, through its Factory and Storage Control, shall co-ordinate the disposal of all surplus Government factories. With a view to decisions being taken as to the best use to which these can be put in the national interest, the Control will compile lists of factories and of applicants for them. The Government recognise the importance of reaching such decisions before the end of the war, in as many cases as possible, but much must depend on the course of events, including future programmes of war production. Special attention will be paid to the release of factories urgently needed for peacetime production and to the possibility of converting into trading estates some of the premises no longer required for Government work." Asked whether the Government would retain some of the factories in their possession, he said: "Certainly, it is not ruled out that the Government will retain these factories. We are anxious, in the first instance, to have information as to the alternative uses to which each factory

¹ *Parliamentary Debates, House of Commons*, 3 Aug. 1943, cols. 2069-70.

can be put, whether by Governmental, private, trading estate or any other agencies. There are many possible agencies who desire to avail themselves of these very valuable premises, in which, in many cases, much Government money has been sunk. . . We shall certainly have particular regard to the employment aspect of the case in each particular locality."¹

In the United States, the War Production Board is studying the factors involved in the utilisation of wartime industrial facilities for peacetime production. The Tariff Board and the Secondary Industries Commission in Australia are reviewing war developments with particular regard to the post-war use of government factories now used for munitions and other war production. In Canada, an Order in Council issued in December 1943 set up the Crown Assets Allocation Committee to supervise the disposal of surplus government war equipment and supplies. The Committee is representative of the Departments of External Affairs, Munitions and Supply, National Defence, Finance and Public Works, and the Wartime Prices and Trade Board. The Department of Munitions and Supply is giving special consideration to the problems connected with the disposal and speedy conversion of government-owned war plant facilities.

The relationship to the employment situation of decisions on the disposal of government equipment and capacity is clear. As in the case of contract termination, many other factors must be taken into account and their influence may overshadow considerations of employment. Nevertheless, within these practical limits, there is every reason to plan the peacetime use of government plant capacity with an eye to the employment or re-employment of labour. Moreover, consideration should be given to a speedy release for peace production of plants which offer good opportunities for peacetime employment or are urgently needed to meet peacetime demands for goods or for training facilities.

War Contract Termination and Employment

Another field in which government policy will directly affect employment and re-employment is the programme and procedure to be followed in terminating or adjusting government contracts. This problem will affect almost every country, no matter what economic part they may have played in the war. The conduct of the war and the way in which it ends will affect the scope and character of the problem. Within this frame, however, government policy will exert a tremendous influence on the employment situation.

¹ *Parliamentary Debates, House of Commons*, 2 Nov. 1943, cols. 502-3.

In some part of the war economy, government war contracts can be continued for peace purposes. During the war, the governments have contracted for a wide variety of goods which will be needed after the war to meet continuing needs of occupation armies or civilian populations or to carry on more normal peacetime government activities. Here, it will be necessary to co-ordinate the allocation of supplies and capacity for civilian or export requirements with the release of materials and manpower from production for the armed forces. In the United States, the Conference on Post-War Readjustment of Civilian and Military Personnel urged that careful study should be made to determine which war contracts could be continued in peacetime, continuing: "After the Government has determined which contracts for goods that can be utilised in a civilian economy or for reconstruction purposes abroad it is willing to continue, the contractors should have the right either to continue or to terminate the contract". In undertakings working on such orders, there need be no interruption of employment.

In a wide sector of the war economy, the termination of war contracts can be closely linked with the starting of work on peace contracts. By advance planning to dovetail war and peace production, complete, or almost complete, continuity of production and employment can be maintained in a variety of undertakings and industries which do not need to close down for retooling or reconversion. This involves careful timing of public orders and also adjustment of their volume to the volume of private orders.¹ Over the whole range of industry, government policy on contract termination will affect the employment of large numbers of workers because of the direct and widespread involvement of governments in the war economy. Each government thus has a special responsibility to plan in advance a procurement policy which will help each individual plant and industry to continue full production of needed goods and services without any unnecessary interruption resulting from cancellation or cut-backs in war contracts. Private employers in most industries can help in the determination of government policy by indicating in advance the extent and character of their own orders.

The timing and method of war contract termination should be so planned as to impose no unnecessary hardship. Since a government's termination policy will determine, in many cases, the ability of a contractor to divert his productive resources to peace purposes without delay, provisions for compensating contractors for cancellations or adjustments of their contracts should be drafted with comprehension of the financial problems involved in industrial

¹ This problem is discussed in Chapter XIII, "Planning of Public Works".

reconversion, and in particular of the need for ready cash. In addition, prompt and uniform procedures for settling claims will be essential to avoid disruption of production and gaps or delays in the employment of labour. A good many governments are giving attention to this problem. In the United States, the Joint Contract Termination Board, representative of various government agencies, issued in January 1944 a uniform article for the termination of all government war supply contracts; this is expected to be useful in facilitating the diversion of resources to peace production without loss of time.

In cases where contract cancellation will involve the displacement of large numbers of workers in areas of concentrated wartime employment, it might be wise to consider the desirability of timing cancellations in these areas at a moment when the workers can migrate to other areas while there is still a general war boom in employment. This point has been emphasised by the Acting Commissioner of Labor Statistics in the United States, who added, as an example: "It will almost certainly be undesirable to reduce production in all bag loading plants by, for example, 50 per cent., retaining all workers on a part time basis. It will probably be wiser to close half of the plants while the workers still have a chance to find jobs in other communities."¹

There is one further question that might be mentioned. It has sometimes been suggested that, in order to avoid over-abrupt termination of war contracts and over-abrupt closure of munitions plants, production of the articles in question should be continued even though they may no longer be needed. Such a policy would appear to be undesirable even in emergency circumstances, since continuance of production of goods which are not required would be both useless and wasteful. Where action has to be taken by the government to maintain the level of employment, it would obviously be more desirable to place orders to meet peacetime requirements (which will be vast) than to continue to produce useless goods at a time of scarcity of needed goods.

In brief, then, the problems involved in contract termination and adjustment are very broad. Decisions in the matter will be dictated by a variety of considerations. In making decisions, however, it will be possible in many cases, and wherever possible desirable, to give special consideration to the possibilities of continued employment or rapid re-employment of the workers who will be affected or of favourable opportunities for migration to employment in other areas.

¹ Testimony of Acting Commissioner of Labor Statistics before a Subcommittee of the Senate Committee on Military Affairs, 27 Oct. 1943.

Relaxation of Economic Controls

Finally, government policy in regard to the modification and relaxation of the economic controls used as instruments of the war economy will have an effect on the employment situation in the transition from war to peace. As the League of Nations Delegation on Economic Depressions pointed out in its report, "it seems certain that, at any rate during the first years of peace, governments will have to continue to exercise many of the economic functions which they have assumed during the war".¹ The Delegation urged that, in order to avoid economic disaster and unemployment, measures taken to control prices and effect an equitable distribution of supplies, whether to the producer or to the consumer, should not be abandoned suddenly but relaxed gradually as shortages are overcome.

The continuance, adaptation, relaxation or termination of certain wartime controls has to be judged in relation to its utility from the point of view of rapid diversion of productive resources and manpower to peace work. There is clearly a direct inter-dependence in all industrial operations. Sudden termination of controls imposed to organise the war economy might lead to developments which would slow up, rather than facilitate, the pace at which peacetime economic activity can be resumed. This will be true in all countries. In the liberated countries of Europe, owing to the contrast between the shortage of supplies and the extent of the needs to be met, sudden termination of controls will be impossible.

Continuance of certain of the wartime controls, with appropriate modifications, can therefore make a positive contribution to the rapid re-employment of men and women in the transition period. Each government has a special responsibility to plan the modification of its economic controls with this end in view.

On the other hand, the imposition and the subsequent abandonment of economic controls are primarily questions which have to be decided in the light of each national situation. The general social philosophy of the country will be one consideration; other considerations will be the rapidity with which scarcities in materials and other supplies can be overcome and general confidence restored, and the extent to which co-ordination is maintained between public and private investment policies. It is for this reason that it does not appear to be desirable to include any recommendation to the Governments on this matter. The general recognition that wartime controls will not be abandoned at one stroke, however,

¹ LEAGUE OF NATIONS: *The Transition from War to Peace Economy*, Report of the Delegation on Economic Depressions, Part I (Geneva, 1943).

will make it easier to relate national decisions to the organisation of employment.

RELEASE OF WORKERS FROM WAR INDUSTRIES

Aside from these aspects of reconversion policy where government policy can either mitigate or make more difficult the task of maintaining employment in the transition period, a number of steps can be taken to co-ordinate the release of workers from war industries with their re-employment in suitable and useful peacetime work. The various possibilities are suggested briefly below.

Advance Notification of Large-Scale Dismissals or Lay-Offs

From the standpoint of planning the release of war workers, the main principle should be to prevent large numbers of workers from being thrown on the employment market before plans have been made to re-employ them. Thus, the first necessity will be adequate advance information concerning dismissals and lay-offs.

Even before the war, employers in a number of countries had been urged to inform the employment offices in advance of any contemplated large-scale dismissals or lay-offs. Most countries at war, as a part of their war manpower programmes, now require prior notice of dismissals and resignations in essential industries to be given to employment offices. A few countries have extended this requirement over the whole industrial structure.

If, in the transition period following the war, the employment service were armed with advance information on employment terminations affecting more than a specified number of workers at a time, it would be in a position to investigate the situation and to recommend or take appropriate action for the release and re-employment of the workers concerned. Plans for the workers' future could thus be made before, rather than after, their war employment has come to an end. In this way, periods of unemployment between jobs could be held to a minimum. In the case of lay-offs, it would be useful to require the employer to state the approximate duration of the lay-off, in order that the employment service might be able to find the most appropriate form of temporary public or private employment or of training for the workers affected.

The Chilean legislation may be taken as an example. In that country, in order to counter the serious effect of wartime dislocation of employment, a Decree issued in August 1940 requires employers to communicate in writing to the Labour Inspectorate a decision to close any undertaking thirty days in advance of the proposed

action. In giving this notice, employers must state the number of workers and salaried employees who would be affected by the decision and give particulars of their marital status and family responsibilities. They must state whether the closing of the plant is total or partial and permanent or temporary (and, if temporary, how long the shut-down would last). Finally, they must give all the reasons for which they are forced to close the undertaking and make suggestions for government or other action that might be taken with a view to facilitating the resumption of operations or preventing any contraction or suspension of activity. This type of measure had been introduced in a few European countries (*e.g.*, Czechoslovakia) in the years before the war. It might play a useful role in countering post-war employment dislocations in a number of countries.

The advance notice required will probably vary from one country to another. It is suggested that two weeks' notice might be made a minimum requirement. Where a collective bargaining agreement calls for longer notice, the longer notice should, of course, continue to be observed.

No recommendation is made as to the precise number of workers whose dismissal or lay-off should require this advance notice. This would vary considerably according to the size of undertakings within any country, the necessities of the employment situation, and the ability of the administrative machinery to cope with the work involved in utilising the advance notices effectively. The number of workers to be covered should therefore be prescribed by national laws or regulations.

Prior Approval of Large-Scale Dismissals or Lay-Offs

It is possible that in some industries or regions the impact of industrial and military demobilisation might make it desirable to time the release of war workers a little more carefully. The incidence of demobilising the war economy will be very uneven and will hit particular regions and industries far harder than others. In such industries and areas, therefore, the employment service, working closely with joint management-labour committees, might be called upon to approve, and not merely to record, an employer's intention to dismiss or lay off a large number of workers.

This would enable the employment service to prevent precipitate dismissals of workers who could not be reabsorbed in other work or training at that particular moment and to recommend other measures which might be preferable to dismissal in the circumstances. In other words, the demobilisation of war workers could

be controlled along the same general lines as the demobilisation of the forces; and, in addition to the indirect control exercised by government policy to speed industrial reconversion and the opening up of new jobs, there could be a more direct control over the flow of war workers into the employment market.

A measure something along these lines has been taken in New Zealand, specifically to counteract post-war employment dislocations. Under the terms of the Rehabilitation Act, the Minister of Labour may require any employer in a war industry to continue to employ all or any specified class of workers. If any such obligation is imposed on an employer, the Minister of Finance may, on the recommendation of the Minister of Labour, grant the employer a subsidy.¹ The purpose of the measure is to obviate unnecessary and unplanned dismissal and to give the authorities a breathing space in which to plan the absorption of the workers in other employment. Other countries have wartime controls over employment which might be suitably modified or relaxed to meet the needs of the transition period.

In a sense, a measure of the type contemplated in the New Zealand legislation on industrial reconstruction corresponds with the proposals of some workers' organisations (individual unions in Great Britain and South Africa, for example) for sharing available work on a short-time basis rather than throwing large numbers of workers into probable unemployment. A short-time policy would have to be linked with unemployment insurance or assistance or government subsidies if the workers' earnings are to be maintained at an adequate level and if employers are not to be penalised unnecessarily for an employment situation for which they are not responsible. In this connection, it might be recalled that the Unemployment Provision Convention, 1934, includes an Article which states: "In cases of partial unemployment, benefit or an allowance shall be payable to unemployed persons whose employment has been reduced in a way to be determined by national laws or regulations".

Moreover, if any employer should be obliged by the employment service to continue temporarily to employ any workers no longer needed for his productive operations, it is only reasonable that

¹ Commenting on these provisions of the Rehabilitation Act, *The Press* (Christchurch), 18 Aug. 1943, stated: "It will be possible to order employers to continue employing workers, or classes of workers, and therefore to maintain this or that form of production. Clearly these can too easily be used as hand-to-mouth relief expedients, in the absence of a genuine and comprehensive policy of industrial reconstruction and full employment." The Government has, however, consistently reiterated its view that industrial reconversion must be kept within the frame of the post-war reconstruction of the economic and social life of the country as a whole and broad and detailed plans to make a successful transition to peace are being prepared.

suitable provision should be made to grant him a government subsidy to cover, in whole or in part, the extra expenses involved.

As emergency measures, plans to spread the work and to time dismissals from war industries in relation to the general employment situation (rather than an individual employer's necessity) might be desirable. They are essentially precautionary or negative in character, however. A sharing of employment is in reality a sharing of unemployment. Its effect is to reduce the standard of living rather than, to increase it at a time when all resources should be directed towards meeting the basic unfilled needs of people in all parts of the world.

IMPORTANCE OF GENERAL RE-EMPLOYMENT PLANS

Far more consideration should be given to more positive plans to convert industry to a peacetime basis and to organise the orderly transfer of workers to useful and full-time peace work. Appropriate action will necessarily differ according to the particular circumstances in each country and in the plant or industry concerned. In some cases, it may be preferable to hold together as a unit the labour force of a plant undergoing retooling and conversion; in other cases, transfers from one industry and occupation to another may be the best solution; in still others, transfers to other areas may provide the most suitable employment opportunities.

In collective agreements in some countries, workers who have transferred from non-essential industries to war work will retain a certain amount of seniority at the time when they wish to return to their own industries. The question of granting compulsorily transferred workers reinstatement rights similar to those granted members of the forces was raised in Great Britain; but, after consideration of the problems involved, the Government rejected any special action to provide guarantees of re-employment for war workers on the grounds that it was impossible to find really effective guarantees.

Cuba adopted, for war purposes, an interesting measure. A Decree of 22 July 1941 established, among other things, a general priority right to other employment for workers who lost their jobs in the war emergency. It provides that workers no longer needed in their own undertakings as a result of contractions caused by material shortages or other war causes have a prior right to be engaged for any new jobs that may be created in the same branch of production and for any other jobs that become vacant, unless this conflicts with the provisions of existing collective agreements.

The enforcement of this type of preference in employment, if extended into the post-war period, might, however, meet with difficulties. The problem of releasing and re-employing displaced workers is one which affects the whole industrial structure and the solution for it must be sought on an equally broad basis.

Whatever may be the general or special re-employment measures most appropriate in a given country at a given time, the desirability of controlling the demobilisation of war workers in some way and of advance planning for dovetailing their release and re-employment seems to be beyond dispute. This principle should be kept in the foreground in evaluating the national plans being put forward for the conversion of industry from war to peace.



While the problems of reconversion are so many and complex as to make it difficult to draft recommendations which do not appear vague, certain things can be suggested with the purpose of relating reconversion planning as closely as possible to the employment situation. It is recommended, first of all, therefore, that the formulation of a unified national reconversion policy and programme should be regarded as essential in facilitating a speedy and orderly transition to full peacetime production, consumption and employment. Successful reconversion is predicated upon the full co-operation of management and labour in working out the industrial problems of the transition from war to peace. It is therefore urged that Governments should invite the collaboration of employers' and workers' organisations in developing comprehensive industry and area programmes for reconversion, and thereby facilitating the change-over to peace and minimising transitional unemployment.—*Paragraph 8.*

Secondly, since policy in regard to the disposal and post-war use of government war plant capacity and supplies will affect the employment prospects of millions of workers, it is recommended that wherever possible governments should determine their policy in this regard before the war ends and that special consideration should be given to the release for other purposes at an early date of government factories which are required for, or could be quickly adapted to, peacetime production or which might be useful in the training or retraining programme.—*Paragraph 9.*

Thirdly, it is suggested that the termination or adjustment of government war contracts should be planned with full consideration of the effect of such action on the employment situation. This

would include consideration of the possibilities of continuous employment for the workers of some undertakings through dovetailing the ending of war contracts with the beginning of work on peace orders; of the possibilities of rapid re-employment of workers who have to be discharged or laid off for long periods; and of favourable opportunities for the workers affected to move away from areas where peacetime employment prospects are poor to areas where suitable openings might be more numerous at a time when employment opportunities in the latter areas are more favourable than they might be at other periods of the transition.—*Paragraph 10.*

Fourthly, the employment service will need advance information on large-scale lay-offs or dismissals in order to be in a position to organise re-employment most effectively. It is therefore recommended that the employment service should be given at least two weeks' advance notice of all dismissals or temporary lay-offs affecting more than a specified number of workers.—*Paragraph 11.*

Finally, it is clear that some industries and areas will be most adversely affected by the demobilisation of the war economy. In such industries and areas, it is recommended that any proposed large-scale dismissals or lay-offs should be conditional on the prior approval of the employment service. The purpose of this recommendation is to make it possible for the release of workers to be more carefully timed and planned than would be possible if dismissals took place on the initiative and at the convenience of the employer alone, and also to plan the placement of public and private orders in such manner as to prevent the necessity for dismissals or lay-offs. It is appreciated that this step might mean that an employer would be forced to continue temporarily to employ more workers than he needs at that moment for his operations; and it is therefore suggested that in such cases the employer should be granted a government subsidy to cover the extra expenses involved.—*Paragraph 12.*

CHAPTER IV

APPLICATIONS FOR WORK AND FOR WORKERS

(Proposed Recommendation I, Paragraphs 13-16)

Careful and comprehensive advance planning of military and industrial demobilisation can do much to limit the problems raised by the employment readjustment which will have to be made at the end of the war. In addition, action must be taken to develop and improve methods of bringing available workers and available jobs together. This will be the main task of the employment service during the transition from war to peace. To accomplish this task successfully, the service will need adequate tools, equipment and staff.

One of the first aspects of this problem is the use of employment service facilities by employers in applying for workers and by workers in seeking employment. In this field, there have been marked changes in recent years which may be expected to have a direct bearing on the solution of the problems of the transition period.

Before the war, the use of the employment service was generally on a voluntary basis in all countries. There were a few exceptions to this rule. Claimants for unemployment benefit and most forms of unemployment allowance were required to register for work with an employment office. Similarly, some countries required public contractors or the government in the capacity of employer either to engage labour through the public employment service or to notify the service of job vacancies.

By the time of the outbreak of war, employment services still had a relatively narrow coverage of the employment market, except in Germany, where the service was made an instrument of Nazi mobilisation. In Great Britain, for example, where the employment exchanges had a 30-year history of development, the exchanges filled in 1938 only about one third or less of the total vacancies filled by all means. In most other countries, the employment service filled an even smaller role in the employment market as a whole.

The war has brought striking changes. In all of the active belligerent countries, there has been a tremendous expansion of the use of

employment office facilities, both by employers and by job seekers. Extensive registrations have been carried out by the employment offices. These have often been on a compulsory basis and have covered not only those seeking work but also those who might be drawn into the employment market. On the other side, many categories of employers have been required to notify the employment service of all their job vacancies.

Registrations of available workers and notifications of labour requirements have been accompanied by restrictions on engagement or hiring controls, which have given the employment service a virtual monopoly of placement over a wide sector of many national economies. Where these restrictions have been imposed, employers must find their workers and workers must find their jobs only through a public employment office or arrangements approved by it. Moreover, the war shortage of labour has had the incidental effect of greatly widening the voluntary use of employment facilities as well. In the full employment conditions of the war economy, finding workers or jobs through an employment office has been a distinct practical convenience.

Even in countries which are not militarily active belligerents, war conditions have forced a wider use of public employment facilities. In Chile, for example, there has been a considerable expansion of public placement work during the war. The attention of employers and workers has been drawn to the advantages of public as compared with private placement; and by a Decree of 19 January 1943, the General Directorate of Public Works and all other administrative services carrying out such works are required to engage their workers through the labour inspection offices attached to the General Directorate of Labour. In addition, all public authorities or bodies whose work is affected by unemployment or related to production are required to furnish the National Placement Service with all necessary information and assistance. In the Argentine Republic, a Decree of 21 July 1943 centralising and strengthening the employment machinery provides that public authorities and public works contractors must notify job vacancies and engage workers through the national employment service.

The problem for the post-war period is to see how far wartime methods of widening the use of public employment facilities retain their validity in the new employment conditions following the war or what new or different methods would be useful. While the utility of applying for work and for workers through the public employment service is now widely recognised, a good many questions of principle and method will have to be decided at the end of the war.

The first question is whether the public employment service should be used only by those who wish to use it. This question can be answered in general terms without much hesitation. Normally, the use of public employment service facilities for filling vacancies and for finding employment will be voluntary on the part of employers and workers respectively. There is little doubt, however, that there will be some obligatory use of these employment facilities in all countries where they are sufficiently well developed to be helpful in bringing available workers and jobs together. The question of how much compulsory or controlled use of the employment service there will be must be answered primarily in terms of the requirements of each national economy. Compulsion is only a means to an end, not an end in itself; and its introduction has to be decided in terms of its utility in achieving specific results.

There are a number of ways by which the use of the employment service might be broadened to facilitate the organisation of employment in the transition from war to peace or by which the service might be placed in a better position to carry out the tasks allotted to it. These are suggested below.

USE OF THE EMPLOYMENT SERVICE BY EMPLOYERS

So far as the use of the employment service by employers in the transition period is concerned, there is little doubt that the pre-war requirement in many countries that certain or all types of jobs on public works must be filled by notifying the employment service of the vacancies and engaging workers referred by the service will be maintained.¹ In fact, this requirement will probably be extended to additional countries. This provision is not difficult to administer and enforce. It would give the employment service a useful opportunity to direct to these vacancies the most suitable workers and thus contribute to the orderly employment of persons seeking work.

It has also been suggested in a number of countries that all public contractors should be required to engage workers through the employment service. The principle appears to be sound. On the other hand, since most employers who work on public orders also work on private orders, the term "public contractor" would probably have to be defined in such a way as to exclude contractors who were doing only a small amount of their total work on public orders. This might be done by making the requirement to engage workers from among applicants referred by the employment service cover all employers working on public contracts to the extent of 75 per cent. or more of their output.

¹ The Public Works (National Planning) Recommendation, 1937, stipulates that: "The recruitment of workers for employment on public works should be effected for preference through the public employment exchanges".

In addition to these measures, it is possible that each country will have some industries or areas where the employment re-adjustment could be carried out in a more orderly way if there were a wider use of the employment service by employers, if necessary on a controlled or compulsory basis. For dockers, and in the building and coal mining industries, for example, compulsory use of specified employment facilities might be of great value in allocating a scarce supply of trained workers to the most urgent and important work. European countries may find it necessary after liberation to provide for compulsory use of the employment service over an even wider range of industries. Each country would have to determine the industries in which such a requirement might have useful results from the point of view of the employment situation in the transition period. There will also be a number of areas within any country which will present specially difficult problems in the change-over from war to peace. In such areas, orderly re-employment might be facilitated by a requirement that employers in all industries located in those areas should be required to find their workers by applying to the employment service. If the enforcement of a provision requiring employers in such industries and areas to fill job vacancies by calling upon the employment service proved to raise too great administrative difficulties, it would be possible to limit any such requirement to employers who are accustomed to employ more than a specified number of workers.

In defined industries and areas, therefore, consideration might be given to obligatory use of the employment service in order to ease the readjustment of employment in the transition from war to peace. A requirement that certain categories of employers should find their workers through the employment service or arrangements approved by it would not deprive the employer of his right to select his own workers from among those referred to him by the employment service. It would then enable him to find the most suitable workers among those seeking employment. The desirability of such a requirement would depend primarily on whether it would contribute to the most satisfactory use of labour in any industry or area.

The only way by which the employment service may obtain complete knowledge of employment openings, and thus be in a position to assist employers and workers in finding the most suitable workers or work, is by means of a compulsory notification to the employment service of all job vacancies. It might therefore be worth examining the practical contribution that this requirement could make to efficient employment organisation in the transition period. Of course, the enforcement of a requirement to notify

vacancies would be difficult, especially at first. If full co-operation of employers with the employment service does not exist, the requirement would mean little or nothing. It would thus be necessary to accompany the introduction of any such measure with a well organised propaganda campaign indicating to employers the practical advantages of the proposed requirement and persuading them of its usefulness.

USE OF EMPLOYMENT SERVICE BY WORKERS

There is a great deal to be said, from the point of view of facilitating re-employment in the transition period, for having a complete inventory of job seekers. The only way by which this can be done is by introducing a requirement (or in some countries continuing a war requirement) that all persons seeking work, including demobilised members of the forces, should register for work with the employment service. Most countries already require persons claiming unemployment benefit or allowance to register with an employment office. Special schemes for benefit or allowance for demobilised members of the forces generally include a similar provision. It would be useful, however, to require *all* persons seeking work, whether or not they are claiming benefit or allowance, to register for employment with a public employment office.

A mere requirement to register for work with the employment service would not, of course, imply any compulsion in taking up work or any direction to employment. It would provide the employment service with complete information on the persons seeking employment in any labour market area, and thus be of the greatest practical value in the service's work. It would enable the employment service to ascertain where there were surpluses of particular skills and thus provide it with a basis for planning the redistribution of skills in the interest of all concerned. Combined with the requirements of notification of job vacancies, it would give the employment service an opportunity which it might not otherwise have to help demobilised war veterans and war workers into the most suitable, that is, the most skilled, work of which they are capable, making use wherever possible of the skills or training which they have acquired during the war.

METHODS OF ENCOURAGING WIDER USE OF THE EMPLOYMENT SERVICE

How far beyond these relatively simple requirements will it be essential for employers or workers to use the employment service? The answer will, of course, depend partly on the level of employ-

ment. If there are far too few job opportunities after the war, it will hardly be necessary to exercise much supervision over the finding of work or of workers. It will depend partly on conditions within any country and its own national traditions. It will depend partly on the extent to which its employment machinery is capable of assuming a directive role in the employment market. And finally it will depend partly on the extent to which employers and workers have grown accustomed to make full use of the public employment service.

But even the simplest requirements will remain more or less of a dead letter if they are not widely accepted by employers and workers. This emphasises once again the importance of systematic propaganda, organised by and with the co-operation of employers' and workers' organisations, to explain the purpose of the measures taken. If employers' and workers' representatives are consulted and have a direct voice in the formulation of the measures which appear necessary, and have accepted them in advance, they can take full part in clarifying their purpose and procedures to their organisations and individual members thereof. Moreover, employers' and workers' organisations, by encouraging their memberships to use the employment service in meeting their requirements for work or for workers, can do much to promote good employment organisation.

The broadening of the use of the employment service will also depend on its own ability to provide good service to those who use its facilities. Aside from any steps that may be taken to require or to encourage use of the service by employers and workers, the best way, and in the long run the only way, by which any employment service can establish and broaden its competence is through proof of its efficiency and proof that it possesses, through its work, the full confidence of employers and workers and their organisations.

Briefly, then, the main problems that arise in regard to applications for work and for workers concern the best use of employment service facilities in bringing together available workers and available jobs. The question of control or compulsion in the use of these facilities is one which has necessarily to be answered in terms of whether compulsion is necessary to achieve the desired results. The main problem is to widen the range of activity of the employment service so that it may fill as useful a role as possible in all sectors of the employment market.

In the light of these considerations, it is suggested, first of all, that the Conference might recommend that all job vacancies on public works and in undertakings working to the extent of 75 per cent. of their total operations on public orders should be filled through the employment service. Immediately after the war, consideration might be given to requiring other categories of employers in specified industries and areas to use employment service facilities where this requirement would make the necessary employment readjustment easier. Moreover, all employers might be required to notify their employment openings to public employment offices, so that the latter may have a sound and comprehensive basis for their placement work.—*Paragraph 13.*

Secondly, to supplement this use of the employment service in filling vacancies, all persons seeking work might be required to register for employment with the employment service. This obligation already applies to most categories of unemployed persons seeking work and it is proposed merely that it should be extended to all job seekers, in order to complete the knowledge of the employment service regarding the available labour supply.—*Paragraph 14.*

In possession of a census of job vacancies and job requirements, the employment service will be in a position to make special efforts to assist demobilised service men and women and war workers into the most suitable work available, making use wherever possible of the experience and skills they have acquired during the war.—*Paragraph 15.*

Finally, it is suggested that, aside from any compulsory use of the employment service by specified categories of employers and workers, systematic efforts might be made, in co-operation with employers' and workers' organisations, to encourage as wide use as possible of all the facilities offered by the employment service.—*Paragraph 16.*

CHAPTER V

VOCATIONAL GUIDANCE

(Proposed Recommendation I, Paragraphs 17-19)

Vocational guidance is now gradually becoming a recognised part of all placement work. Historically, guidance has been largely confined to young workers about to enter employment for the first time, but the war has given it new impetus in many ways. In the immediate post-war period, adequate facilities for vocational guidance for all workers (including adults) will be an indispensable condition for satisfactory re-employment. The development, re-organisation and expansion of these facilities is an important element in planning post-war employment organisation.

The main problems of vocational guidance at the end of the war will be: (1) the extension of adequate guidance facilities; (2) the development of methods of guidance for adult workers; (3) the establishment of specialised guidance work for juveniles and for disabled workers; and (4) the training of vocational guidance officers.

The International Labour Conference has called attention in the past to the outstanding significance of vocational guidance in employment organisation. In 1935, it requested the Governing Body to place on the agenda of an early session of the Conference the question of the vocational guidance and training of young workers. In 1938, the Conference, in discussing the vocational training of young workers, adopted a resolution stating that "whereas vocational guidance is recognised more and more as a necessary preliminary to vocational education both as a method of determining the individual aptitudes of the future worker and as means of adapting the choice of occupation to the needs of the labour market", the Governing Body should consider placing this whole question on the agenda of "a very early session of the Conference". While the Conference would not be able at the present session to examine the problems of vocational guidance in their entirety, it might nevertheless wish to draw attention to the practical assistance

which guidance can render during the transition from war to peace and to a few aspects of guidance which will be of special significance at this time.¹

Extension of Vocational Guidance Facilities

The scope of vocational guidance has been broadened during the war in almost all countries. Now, largely as a result of the needs of the armed forces for careful and accurate allocation of labour, it is extended to many adults. In order to direct men to the most suitable and useful service jobs, a good many countries have been forced to develop extensive and systematic guidance work for the men mobilised for the forces. Further impetus to guidance has grown out of the wartime industrial manpower shortage. Employment offices everywhere have had to bear a heavy responsibility for discovering among industrial workers talents and skills useful to the war effort and for diverting workers to the most suitable priority employments or training for these employments. Where these offices have not been swamped by day-to-day work, they have been able to include at least a small amount of guidance with their placement work.²

Every country which has forged ahead with various parts of the vocational guidance programme during the war is planning to profit by this progress in the post-war period. The wider concept of guidance built up in wartime is expected to remain as a permanent part of the process of fitting available workers into suitable jobs.

The post-war importance of guidance work has been brought out most clearly in its relation to men and women demobilised from the forces. New Zealand's Vocational Guidance Service, for example, was expanded and reorganised largely to meet the request of the Rehabilitation Board for adequate guidance facilities for demobilised men and women. Four full-time guidance officers are now at work in the larger centres and part-time officers are to be appointed. These officers will co-operate with the Rehabilitation Service to make sure that ex-service personnel take up employment

¹ This chapter is devoted entirely to the extension of guidance facilities and the development of methods of guidance for adult workers, in relation to immediate post-war employment problems. Vocational guidance for young workers and for disabled workers is dealt with in subsequent chapters calling attention to the special employment problems of these groups of workers.

² As the British Minister of Labour said in May 1941: "I have tried to humanise the Labour Exchanges, and, honestly, I think with success. I have appointed special people and have tried to create in them the idea that their prime duty as officials is not to pay out relief but to find a clue in the occupation or the hobby of the men they are interviewing which would lead to the discernment of their capacity for assisting the war effort." (Luncheon speech to delegates attending the 40th Annual Conference of the Administrative Council of the Printing and Kindred Trades Federation, *Printing Federation Bulletin*, May 1941, p. 3.)

or training with the benefit of expert advice. In Canada, Australia, the United States and South Africa, special arrangements are being made for providing guidance for returned war veterans. In China, the employment services conducted by various agencies have recently been required to provide vocational guidance facilities as a part of their work.

But the problem of guidance in the post-war period goes far beyond providing the guidance facilities needed for ex-service men and women. Dismissed war workers and workers displaced by the reinstatement of service men or by other factors will need guidance just as badly as ex-service men. There is some danger that, in the haste to meet the needs of war veterans, the needs of other adult job seekers will continue to be met inadequately.

The vast employment dislocations and far-reaching changes in the post-war employment market will make it essential that all workers should be able to seek out expert advice in finding new employment. A few countries are making efforts to extend guidance facilities so that they will be available for all workers. New Zealand's guidance officers plan to advise displaced war workers on suitable avenues of employment and training. The Director of Technical Training of the Commonwealth Department of Labour and National Service in Australia said in April 1943: "Scientific investigations by expert investigators for the purpose of determining the most efficient tests for disclosing aptitudes for various vocations, or groups of allied vocations, are being continued with a view to applying the results of such investigations to the problems of post-war rehabilitation".¹ The British Ministry of Labour and National Service has stressed the importance of vocational guidance in successful placement work after the war. The Director-General of Manpower said in March 1943: "The question of recruitment and training is a most important one. It is extremely important now, but in my view it will be equally important in the post-war years. The first thing that we have to do is to get the right people into the right place, and that involves vocational guidance and proper selection."²

USE OF VOCATIONAL GUIDANCE FACILITIES

The question arises whether the use of vocational guidance facilities should be entirely on a voluntary basis or whether their use should be compulsory in certain circumstances. Much can be

¹ *Technical Education in War and Peace*, Address of the Director of Technical Training, Department of Labour and National Service, Melbourne, 6 Apr. 1943.

² *Industrial Recruitment and Training* (Report of a Joint Conference), London, 1943.

done through systematic education and propaganda to induce workers voluntarily to seek vocational guidance assistance; and this type of pressure should be exerted in every country. Much can also be done by including careful vocational advice in all placement work of the employment service. But in addition, there may be certain circumstances in which a special guidance interview might be made compulsory.

Once a person has been unemployed for more than a specified period, for example, it might be useful to require him to discuss his work career with a qualified vocational guidance officer. The latter could test and analyse his capacities and experience in terms of employment prospects and have an opportunity to recommend a course of training or retraining or a change of occupational plans to lines of work where job opportunities might be more numerous. The results of this detailed vocational guidance interview could be made available to any other persons concerned with the worker's placement or training. It might be desirable to make the use of public vocational guidance facilities compulsory in all cases of prolonged unemployment by making attendance at a guidance interview a condition for the continued receipt of unemployment benefit or allowance.

METHODS OF GUIDANCE FOR ADULT WORKERS

Widening of the scope of guidance work has brought a development of methods of guidance for adult workers. Methods and techniques of vocational guidance have always tended to lag behind acceptance of its importance in the organisation of employment. Moreover, most of the techniques used for guidance for juveniles are not suitable, without modification, for guidance for adults.

To meet the needs of the armed forces, however, a number of countries have set up special selection or classification centres through which mobilised men pass before being posted to service jobs. These centres are staffed by trained personnel selection officers (including psychologists and psychiatrists in many cases) and have up to date and extensive aptitude and trade testing units. In countries in which the armed forces have introduced systematic guidance for men and women in the forces, there has been continuous experiment and improvement in method during the war period.

In selecting and placing industrial workers as well, a good many countries have expanded and reorganised their methods of selection interviewing and aptitude testing. In Australia, special emphasis has been placed on selection of applicants for training in schools and in industry; and in this connection, there has been a great

development of a series of mechanical aptitude and other tests, to assist the selection committees of employers and workers in their task. In the United States, aptitude and trade testing units have been added to the equipment of a great many employment offices during the war. Careful selection interviewing has become a far more common practice in Great Britain than it was in the depression years before the war.

The progress made in the armed forces in guidance and classification work is expected to leave its mark on post-war civilian placement work. As a June 1943 issue of *Planning* pointed out, calling attention to the careful selection of personnel in the British Army:

. . . It is difficult to escape the feeling that where the Army has led in wartime, industry should be able to follow in peacetime. There may be lessons here, for the Labour Exchange, for the individual firm, and for the Trade Union movement. . . It would be no simple matter to apply Army methods—under which conscripts are moved at will to any job in any quarter of the globe—to a free civilian labour force, which even under full employment will be of limited mobility. Moreover, until civilian workers feel that industry is being run in the common interest and not in some sectional interest, Trade Unions will remain suspicious of tests applied by agencies outside their control. These difficulties, however, are a challenge to action rather than an excuse for inertia. It is greatly to be hoped that in the peacetime mobilisation of labour for common ends, the experience of the war will be drawn on. In particular, the staffs of Labour Exchanges should be better chosen and better trained for their exacting work. . . Let us have, after the war, as complete and detailed as possible a record of the new techniques.¹

SPECIALISED GUIDANCE WORK

Specialised guidance work for juveniles and disabled workers will probably be recognised as necessary with less difficulty than will arise in widening the recognition of the importance of guidance in all employment and training policy. The general principles of guidance for these groups of workers do not differ fundamentally from those applicable to all other workers, but there are a few further considerations. To mention only two, guidance for juveniles must be closely linked with education, and, for disabled workers, guidance officers need to possess a special store of information about the suitability of particular jobs for workers with particular disabilities and about the possibilities of appliances and other devices for adjusting disabled men to jobs or jobs to disabilities. It seems more logical, therefore, to discuss these special guidance problems in relation to the general employment problems of these groups of workers.

¹ *Planning* (Political and Economic Planning), No. 207, 1 June 1943, pp. 13-15.

TRAINING VOCATIONAL GUIDANCE OFFICERS

Finally, there is the question of trained vocational guidance staff. A first essential in extending guidance facilities will be to have trained guidance officers. No guidance programme can be put into effect unless there is a well trained and well equipped staff of experts.

No country (with the possible exception of the Soviet Union) has yet given serious attention to this problem of personnel. Voluntary organisations in a few countries (Great Britain, the United States, New Zealand and Australia) have done a good deal of useful pioneering work. But the problem is sufficiently urgent and important for governments themselves to take an initiative in organising training courses for vocational guidance officers. Moreover, the necessary guidance staff must be trained during the war if they are to be ready to perform their duties after the war. In this sense, their training is a war job which will have to be given as much priority as possible. The President of the New Zealand Vocational Guidance Association called attention to this problem in October 1943, stating that vocational guidance centres would need to be expanded and increased, and adding: "All of this makes very obvious the need for an adequate training system, whereby guidance workers can be prepared for their professional duties. . . These matters are seen to be urgent right now. No time should be lost in developing our guidance facilities and training personnel to carry out the work involved." He added that the psychological aspects of guidance, particularly in the transition from war to peace, should be taken into full account, and this involved making available psychiatrists and non-medical psychologists.¹

The initiative in organising the necessary training courses for vocational guidance officers should rest with the employment service. Voluntary organisations in some countries may be able to contribute the results of their longer practical experience of guidance work. The employment service should therefore work closely with these organisations and with other public and private bodies. It should itself take the direct responsibility, however, for ensuring that adequate training facilities for the required numbers of guidance officers are developed and maintained and that this is done in time to meet the needs of the transition period.



¹ *The Press* (Christchurch), 11 Oct. 1943.

In the light of these considerations, then, it is proposed that public vocational guidance facilities should be made available to all persons seeking occupational advice.—*Paragraph 17 (1)*.

On the whole, these facilities would be used on a voluntary basis. It is suggested, however, that in cases of prolonged unemployment, attendance at a vocational guidance interview should be compulsory.—*Paragraph 17 (2)*.

Since vocational guidance has been largely confined to juveniles, it will be important, in extending vocational guidance facilities to adults, to give particular and immediate attention to the development of suitable methods and techniques of guidance for adult workers.—*Paragraph 18*.

In order to produce the trained guidance staff necessary for the successful development of a guidance programme, it is recommended that the employment service should, in co-operation with other public and private bodies, develop and maintain adequate training facilities for vocational guidance officers.—*Paragraph 19*.

CHAPTER VI

TRAINING AND RETRAINING

(Proposed Recommendation I, Paragraphs 20-27)

In the course of the industrial conversion from war to peace, a large proportion of the working population of each country will have to move from one trade, occupation, industry or undertaking to another. This vast transference of workers within the industrial structure will raise a number of difficult problems. Many of the solutions to these problems might be worked out well in advance of the time when the problems will arise.

Within limits, the transference of labour from one occupation and trade to another will take place automatically in the transition period following the war. Even at this stage in the war effort there are indications that in some countries a voluntary migration from certain war industries to peace industries has begun. But it would be unrealistic to expect the occupational mobility which exists as a spontaneous response to changed economic conditions to correspond exactly to the necessities of the post-war transition period. The magnitude of the readjustment of employment which must take place in the conversion from war to peace will call for positive action to encourage occupational mobility to the extent necessary to adjust the supply of workers to the prospective requirements of the transition period.

In this process, training and retraining programmes for adult workers are a factor of vital importance. As each country converted its economy from war to peace, the value of training and retraining programmes in a non-depression economy began to be more fully appreciated. These programmes have been indispensable in adjusting labour supply to the urgent necessities of war production. After the war, they must take an equally large part in readjusting the supply of workers to the requirements of available peace jobs.¹

¹ Problems of the training of young workers are covered in Chapter VIII, "Employment of Young Workers".

WAR DEVELOPMENTS IN TRAINING

Several wartime developments will facilitate the organisation of reconstruction training. There has been, first of all, a great expansion of training of all kinds. In Great Britain, in-plant training has been greatly extended and the facilities of the Government training centres, technical colleges and schools, and universities have all been drawn upon heavily. Canada and the United States have encouraged the expansion of in-plant training given in employers' establishments, and have supplemented this by short and intensive courses in vocational schools and special centres. The Union of South Africa has put special emphasis on technical training centres, developed in order to train war workers and the skilled men needed by the forces. New Zealand and Australia have expanded their training facilities and directed them to meet the immediate requirements of the war employment situation.

At the same time, marked progress has been made in co-ordinating the various forms of training, one with another, and with the placement machinery. Co-ordination of training programmes has been achieved partly by integrating training work with each national manpower programme and partly by bringing all national training agencies under the general supervision or control of a central training agency working under the manpower authorities. In the United States, for example, all the various war training agencies are now grouped under the Bureau of Training of the War Manpower Commission and their activities can be directed to meet war needs without risk of duplication of effort. In Federal countries (Canada, the United States and Australia), the tendency to centralise training on a national basis, much accentuated by the war, has led to further co-ordination.

While training facilities were expanded and co-ordinated, the scope of training programmes in many countries was widened. Courses have been organised for the training of foremen and minor supervisory personnel and of job relations and personnel management officers. Women have been admitted to courses of all kinds, and have been induced and sometimes compelled to undergo training. Moreover, the war has placed special emphasis on the training and retraining of adult workers, whereas before the war the greatest emphasis had always been placed on the training of young workers. Except for specialised pre-war depression programmes, the training and retraining of adult workers was an almost undeveloped field.

In all countries, however, the tendency has been, while expanding training facilities, to speed up each training course, largely by reducing its scope and simplifying its content, and to relate training given outside employers' workshops much more closely to the

particular jobs which the workers were to enter after training. Even the longer-term apprenticeship programmes have been appreciably shortened in most occupations in most countries, though efforts have been made to keep the standards of training on a relatively high level. Thus, the increase of training facilities, the growth of co-ordination and the expansion of the field of training have been counterbalanced by the intensive and one-sided character of wartime training. This will mean for the future a loss of versatility and occupational mobility. It will make necessary after the war a great effort to readapt training to peace needs, to round out the training given and to supplement the vocational preparation of those who have received wartime courses, and to endeavour to rebuild higher standards in all courses.

In the occupied countries of Europe, pre-war training facilities have either been closed down as a result of tool and material shortages or of transfers of equipment to Germany or have been taken over by the occupying authorities and used for the training of the workers needed in the German war effort. Apprenticeship appears to have been almost entirely neglected, and intensive short war courses have become the order of the day. Foreign workers trained by the Germans in Germany have received a particularly narrow and specialised course of training. Some classes of workers in some countries—the Jews in Poland, for example—have been wholly excluded from any vocational training. The training given during the occupation has not been directed towards meeting the needs of the occupied countries, of course, but has been wholly subordinated to the needs of the German economy. This will make the problem of post-war adaptation of the training programmes still more difficult.

After the war, industrial conversion in every country will mean conversion of skills in many cases, in the countries of Europe as well as in the non-European countries of the United Nations. There will inevitably be a surplus of people trained to do certain kinds of work and a shortage of people able to do other kinds of work. In some industries and occupations there will be too many skilled workers; in others, too few. Millions of men and women from the forces and from war industries will have to be trained or retrained for the occupations of peace. It will therefore be essential to take every possible step to encourage occupational mobility through training and retraining.

IMPORTANCE OF NATIONAL TRAINING AND RETRAINING PROGRAMMES

The obvious need for training and retraining as an aid to post-war readjustment has led many countries to begin to study the

post-war use and adaptation of current war training facilities and to make special post-war training plans. In most countries, the first practical problem that has arisen in this field is the provision of training facilities for demobilised service personnel. The first steps taken to prepare for training in the post-war period have therefore been related primarily to the retraining of ex-service men. At the same time, there is widespread recognition that the training and retraining of war veterans is not essentially different from that of displaced war workers or other men and women. A few countries are therefore approaching the problem of reconstruction training as a single whole. Plans are being made to convert, wherever possible, existing training programmes to meet the needs of the vast number of men and women who will be forced to seek new employment at the end of the war.

For the countries of Europe, however, the problem is posed in far more complex terms. It is difficult to do much practical advance planning. Little more can be done at the present time than to anticipate needs and to think out the principles to govern retraining after the war in Europe has ended and the general basis on which the training machinery might be organised.

In the countries where advance planning is a practical proposition, a few examples of what is being done may illustrate the lines along which action is being taken.

Australia has already worked out a comprehensive reconstruction training scheme which has been approved by the War Cabinet and is being put into effect. The scheme follows the lines of the existing Commonwealth Technical Training Scheme, with costs and responsibilities shared between the Commonwealth and State Governments.¹ The content and direction of the training will, of course, be modified to meet post-war economic requirements. A reconstruction training organisation is to be set up in each State to exercise general supervision over the post-war training scheme for the State. It is expected that committees will be set up for each trade or profession under agreements which may be made between employers' and workers' organisations. These committees will supervise training in their own fields and will advise on the numbers to be trained and other matters. The Prime Minister said that the general organisation for training would be extended "to ensure that plans and machinery would be available when required

¹ There are now over 50 technical training centres in the country, not counting annexes attached to technical colleges. The scheme is administered by the Training Division of the Commonwealth Department of Labour and National Service, the main functions of which are to organise, co-ordinate and generally to direct the training given, working through the administrative machinery of the State Education Departments and other suitable agencies.

for the re-employment and placement of members of the forces and civilian war workers, and when plans for demobilisation are fitted into plans for re-employment and reconstruction generally".¹ Experience of organising war training is expected to be of great practical value in the post-war period. Moreover, the increased accommodation will also be an invaluable asset for post-war training and technical education generally. With this in mind, emphasis has been placed on flexibility, so that the wartime workshops can be used for a variety of purposes, and on relating war developments to a planned scheme of extension and improvement of training facilities. Despite war expansion, however, it is not considered that existing facilities are yet adequate to the post-war training task.²

Canada's first initiative in adapting training facilities for post-war use was taken with a view to arranging a programme of vocational training for returned members of the forces. In the Post-Discharge Re-establishment Order, provision was made for "vocational, technical or other educational training" to fit service men or to keep them fit for employment or to enable them to obtain better or more suitable employment. By agreement between the Ministers of Labour and of Pensions and National Health, the Minister of Labour will be responsible for training able-bodied war veterans. The basis of the training will be the existing war emergency training programme, which has grown into an organisation capable of providing many thousands of workers with basic pre-employment training in special centres, apprentice training, on-the-job training and upgrading, or training in plant schools. The Vocational Training Co-ordination Act of 1942 lays the frame for Dominion-provincial co-operation in the development and organisation of training programmes for all workers, including ex-service men. In early 1943, a conference was held to review the war emergency training programme and to consider plans to extend training facilities, particularly for men being discharged from the forces. As in Australia, it is considered that, despite the wartime expansion of training facilities, still further development will be necessary to meet peacetime needs.

New Zealand's wartime Auxiliary Workers Training Scheme is already being converted into a rehabilitation trade training organisation to meet the needs of the post-war transition period. The existing organisation will constitute the administrative and control machinery for post-war training. The emergency character of the

¹ Commonwealth Government, Digest of Decisions and Announcements, No. 57, 2-16 Apr. 1943, p. 5.

² *Technical Education in War and Peace*, Address of the Director of Technical Training, Department of Labour and National Service, Melbourne, 6 Apr. 1943.

training has been dropped so far as possible. The aim of the training now is to give ex-service men (the first candidates for rehabilitation training) the instruction and experience they need to enter industry as tradesmen equipped to hold their own in this trade. Training is given either in government centres or schools (with or without improvership in industry) or on the job, with a government subsidy to the employer.¹ While emphasis is now placed on training for returned service men, the scheme lends itself to meet the broader needs for all men and women who may be displaced at the end of the war.

In the United States, the importance of training and retraining in the transition period is widely recognised, but the way in which the programmes will operate and be co-ordinated with one another has not yet been clarified. Steps have been taken by the Veterans' Administration and the Apprentice-Training Service to develop consistent in-plant training for returning war veterans. Both the veterans' organisations and the trade unions are eager to provide well rounded training for ex-service men. If current experiments with placing veterans into in-plant training and apprenticeship are successful, it is planned to expand this form of training as a wider post-war programme. By January 1944, almost all of the 30,207 apprentice programmes in the United States included opportunities for returned war veterans, and restrictions in regard to age and other qualifications have been modified to open up these possibilities for men to learn a skilled trade.

In Great Britain, plans are being made to adapt existing training facilities to post-war needs. Policy for training workers for the building industry has already been mapped out in some detail, and geared not only to the transitional needs of the industry but to a long-term building programme. The Government White Paper on *Training for the Building Industry*² proposes that, in addition to apprenticeship, a system of special training for adults should be set in motion to fill the gap in skilled workers needed by the industry after the war to carry through a 10-12-years' building programme. It is suggested that there should be "intensive courses of instruction to selected men who are likely to become reasonably efficient craftsmen and to take their places as permanent workers in the industry".³ In the general field of training, it is

¹ Local trade training supervisory committees (employers' and workers' representatives and a member of the local Rehabilitation Committee) supervise the in-plant training given, determine wage and subsidy rates, and decide the suitability of the trainees for the trades they are learning.

² Cmd. 6428, London, 1943.

³ A memorandum of the Ministry of Works and Buildings indicates three main sources of recruitment of suitable workers: (1) those with some previous experience of building work who satisfy certain general requirements; (2) those

(Footnote continued on next page)

planned to continue the facilities available during the war, stripping them of their emergency character. The war emphasis on in-plant training is expected to continue after the war. Employers and workers in a number of important trades are working out plans for training programmes for their own industries; and the Government is encouraging the development of these plans.

The South African Civil Re-employment Board has been giving attention to organising facilities to enable ex-service men to obtain technical training needed to fit them for civil employment. The wartime technical training scheme is being re-examined to see how it might be used in peacetime. Moreover, the Re-employment Board has been in communication with the South African Trades and Labour Council with a view to securing the co-operation of trade unions in connection with the entry of discharged service men into certain types of skilled employment under the most favourable conditions possible.

In the Soviet Union, war needs have required a tremendous expansion of vocational training schools. Workers trained in these schools have played a part of great importance in the country's industrial war effort. One feature of the training given has been the productive character of the work accomplished during training. A second point on which emphasis has been laid is the fact that the organisation of labour redistribution through training and retraining was greatly facilitated by the existence of a socialist economy. Training facilities developed during the war are expected to serve a useful purpose in meeting reconstruction needs.

In some of the Central and South American countries, war needs have accentuated the pre-war trend towards the development and expansion of vocational education and training. Despite difficulties of obtaining tools and other types of equipment, training facilities have been expanded in a number of these American countries.

In Brazil, for example, the increasing importance attached by the Government to vocational training is evidenced by the passage of new and improved legislation on the subject and by a considerable increase in the public funds allotted for the purpose. A number of new technical and trade schools have been set up; intensified vocational courses for rapid training of workers to meet war needs were organised; and a National Apprenticeship Service was set in motion to stimulate and supervise apprenticeship activities.

Chile gave attention to the expansion of training facilities in

who served in units of the armed forces where they were doing work related to certain types of building or civil engineering work; and (3) those who received training either in the services or in war industries "which, while not analogous to building or civil engineering, has nevertheless given them a basis of experience likely to be helpful in acquiring a different kind of skill" (London, 1943).

order to provide for workers thrown out of employment as a result of wartime trade and shipping difficulties and in order to deal with cases of prolonged unemployment.

Cuba initiated a number of special retraining courses for workers displaced in the war emergency and has also begun courses of agricultural and domestic education and training for rural women.

In China, as a result of the occupation by the enemy of the coastal districts in which industry was localised, the plants were removed into the interior, so far as it was possible to do so in the circumstances. Only a comparatively small number of skilled workers could, however, be so transferred, and it was therefore urgently necessary to make suitable provision for vocational and technical training. The initial measure was to a large extent improvised, but systematic efforts have since been made to improve the standard of training. These measures have resulted in an expansion of the technical school facilities. The Supreme National Defence Council inaugurated in 1941 a scheme for training 7,000 workers for skilled trades during a period of five years. Recently, a great deal of attention has been given by the authorities and various public bodies to technical training in connection with proposals for post-war industrialisation as part of the economic reconstruction of the country.

Several training schemes have been set up in India in order to meet the demand for skilled workers, more particularly in the engineering trades, as a result of wartime industrial expansion. Chief among them are a scheme inaugurated by the Labour Department of the Central Government and one for the training in Great Britain of groups of selected young Indian workers for supervisory jobs. At the end of September 1943, the total number of workers who had completed their training in the Labour Department's training centres was 54,167, while those under training totalled 35,275. The total number of trainees sent from India to Great Britain was 483 in November 1943. Steps are already being taken to reorganise the training centres and improve the standard of the training provided in them. Industrial expansion is a feature of the reconstruction planning announced by the Government, and it may be expected that the wartime arrangements will be adapted to post-war requirements.

These brief examples of national developments in the training field indicate the continuing importance being attached to these programmes for meeting the needs of the post-war economy. They call attention to the advisability of retaining large-scale training and retraining facilities as a method of meeting the skill requirements of a changing and expansionist economy.

Such programmes, to be useful, must be based directly on the information collected in each country concerning prospective labour supply and demand in the immediate and longer-term post-war period. If not based on this information, the programmes will be of little assistance in readjusting labour supply to the changed needs of the economy after the war.

At the same time, changes in the skill requirements of the various industries and trades must be taken into full account. Pre-war skill standards can no longer be made the measure of training standards. The war has brought vast changes in technical methods of production and consequently in the proportions of skilled, semi-skilled and unskilled workers employed within most industries and undertakings. Some of these changes are of a permanent character and must be analysed for the purpose of determining the numbers of workers to be trained in the different trades and occupations.

Finally, no national training and retraining programme for the conversion and reconstruction period can be formulated by the government alone. The close co-operation and technical assistance of employers and workers and their organisations will be indispensable. Training and retraining facilities are designed to meet the practical requirements of the economy. The only way to ensure that they are directed to this end effectively is to make full provision for obtaining the continuous co-operation of employers' and workers' representatives. Where a large part of the training will be carried on outside the plants, this question is of special importance.

EMPHASIS ON WELL ROUNDED TRAINING

The war has inevitably led to the deterioration of standards of training for many trades and occupations in many countries. It has already been noted that courses of training have been intensified and stripped of all but their essentials. In the plans being made for post-war training, it is of the utmost importance that the emergency character of training and retraining should give way to the more systematic and well rounded training that is essential to the development of each economy.

Most countries are placing special emphasis on longer courses of training designed to fit the workers being trained for employments which offer a more permanent career. While this is particularly true of plans for the training of discharged service men, a few countries are stressing this principle as a basis for all their post-war training programmes. Great Britain's training scheme for the building industry is a good example of a programme of training of

first importance in the transition period but geared into planned long-run requirements.

Thus, in addition to apprenticeship schemes for young workers, there will be a need for developing systematic methods of training, retraining and upgrading adult workers. This will be of special importance in the transition period in order to meet the needs of many industries, especially those which have been severely contracted during the war and will expand in peacetime, for an increase in the skilled labour force. Methods of training and retraining adult workers are necessarily quite different from those suitable for training juveniles for entry into industry. It would be useful to re-examine past experience and to try to make greater advance in this field than has been possible under depression and then war circumstances.

Acceptance of the general principle of systematic and well rounded training and retraining for adults in the formulation of training and retraining programmes for the transition period can help to facilitate the more permanent re-establishment of discharged service personnel and dismissed war workers. By raising the general level of skill in the labour force, it can make a useful contribution to national programmes for raising the standard of living. By relating skill to long-term industrial developments, it can limit the scope of subsequent transference of labour from one industry and trade to another. By imparting broader knowledge of productive processes, it can do much to increase flexibility among the workers, and thereby to encourage the occupational mobility necessary to meet the constantly changing needs of the economy.

WAGES OR ALLOWANCES DURING TRAINING

Since the training and retraining of adult workers is a fairly new field, the principles and procedures still need considerable discussion. One question to be decided, for example, is the type and amount of wage or allowance that should be paid during training.

During the war, most countries have been obliged to increase the amount granted to persons in training in order to induce workers (including employed workers) to take training. In New Zealand, persons being trained in trade schools are paid the award rates for the trade which they are taking up, and in Britain the training wages paid have been brought up to the level of entering wages in the engineering industry and are increased several times during training, subject to proof of proficiency.

The question of the amount of allowance to be paid after the war has already been raised in most countries for discharged mem-

bers of the forces. Most governments have already accepted or proposed rates of pay for discharged service men who wish to take training. In Canada, for example, any ex-service man or woman may be paid a grant while pursuing "vocational, technical or other educational training" or "training which will fit him or keep him fit for employment or re-employment or will enable him to obtain better or more suitable employment". The grant is paid at the rate of \$44.20 per month for an unmarried person or \$62.40 for a married person, plus dependants' allowances. Most governments have not yet indicated, however, what relation wages or allowances for war veterans will bear to those paid to all other persons who are taking training. There would naturally be considerable administrative advantage in relating wages or allowances to the course of training being undertaken and therefore in having uniform scales for all trainees, whether ex-service men or not.

In fixing the amount of the training wage or allowance, the purposes of the training schemes should be kept in mind. If these schemes are to be an effective agency of labour redistribution, remuneration during training should be fixed at an amount which is sufficient to constitute an inducement to undergo and continue training, as well as to maintain a healthful and decent standard of living. It should also be sufficient to encourage persons to enter longer courses of training for more skilled work. Moreover, if the training schemes are to achieve their end of encouraging occupational mobility, the wage or allowance payable during training should be paid regardless of need. To import a means test into the payment of these wages or allowances would tend to defeat the purpose of the schemes.

Where attendance at an approved course of training or retraining is a condition for the receipt of unemployment benefit, a requirement that has become more and more common, the usual benefit would presumably be paid while the claimant is undergoing training, or at least for so long as the benefit period lasts. This is a minimum amount, however; and where higher rates of payment are paid to other trainees, there is no reason why arrangements should not be made to pay the benefit claimant the additional amount necessary to bring his remuneration up to that of the other persons undergoing training.

The questions concerning the remuneration of persons trained on the job are a little more complicated. The general system is government subsidisation of the trainee's wages for a certain period and under certain conditions. As a rule, the amount of subsidy decreases as the trainee becomes a more experienced worker. In New Zealand, for example, the wages paid during on-the-job

training for ex-service men, carried out under a subsidised contract with an employer for a maximum period of three years, are distributed as follows (with an additional subsidy of 10s. per week where time off of one full day per week is given to allow the trainees to attend technical classes):

Period of training .	Employers' share			Share of Rehabilitation Board			Total		
	£	s.	d.	£	s.	d.	£	s.	d.
First 8 months	2	12	6	2	12	6	5	5	0
Next 4 months	3	4	6	2	3	0	5	7	6
Third half year	3	17	0	1	13	0	5	10	0
Fourth " "	4	10	0	1	2	6	5	12	6
Fifth " "	5	15	0	None			5	15	0
Sixth " "	6	0	0	None			6	0	0

In Australia as well, ex-service men, militia men or men who have been engaged in essential war employment may enter special courses for training skilled building craftsmen; and during their training their wages will be subsidised by the Repatriation Department.

HIGHER EDUCATION AND TRAINING

A number of countries, including Great Britain, Canada, Australia, New Zealand and South Africa, have introduced programmes for the further education and higher technical training of discharged service men; and the President of the United States has urged Congress to enact legislation in this field. The programmes which have been introduced are fairly similar from one country to another. The facilities made available under them are open to all honourably discharged service personnel whose education or higher technical training has been interrupted by war service and who apply for aid within a given period after discharge. If accepted as a suitable candidate, the ex-service man or woman receives financial aid, sometimes varying according to need, up to a specified maximum amount and, in addition, free tuition and other expenses incidental to going on with education (books and so forth). After a limited period, renewal of aid is subject to proof of competence and promise.

These programmes are designed primarily to assist service men and women, whose educational careers have been interrupted by their war service, to continue their work. There are, of course, many other men and women whose higher training has been interrupted by civilian rather than military war work or service. Their educational needs will also have to be taken in full consideration at the end of the war. The scheme for further education and training introduced in Great Britain appears to be the only one which has so far made specific provision for including within its

scope other persons whose education and training has been interrupted by work of national importance. It might be worth considering whether or not the schemes of other countries could be extended to cover a wider section of the population who may wish and merit assistance in order to continue their education or higher training.

In the occupied countries, schemes for higher education and training will be of special importance. During the war, many universities and higher technical schools have been closed altogether. Those which have managed to stay open have done so under difficult conditions. Moreover, compulsory labour service has been imposed on young students in all the occupied countries. In other words, there has been a far reaching interruption of higher technical and general training; the damage to be repaired after the war will be equally widespread.¹

Training of Vocational Teachers and Instructors

During the war, the vocational training schools and centres in many countries have lost large numbers of their experienced teaching staff. Many of these teachers and instructors have been drawn away by the enticement of high wages in war industries. Others have been urgently needed to supplement the scanty supply of skilled workers whose services were required for priority war work; still others have been called or volunteered for service with the armed forces.

The result has been both a shortage and a dilution of the teaching staff of vocational training institutes. The lack of staff may slow down plans for implementing reconstruction training schemes unless attention is given, in the preparation of these plans, to transference of experienced teachers back to vocational instruction and the recruitment of additional vocational teachers in the numbers required.

In the first place, it will be necessary to encourage experienced vocational instructors who have moved or been transferred to other work to resume their previous occupation at the earliest possible moment. This will mean systematic campaigns to explain the reasons and the importance of such a return. It may also involve steps to improve conditions of employment and remuneration of vocational teaching staff.

Secondly, refresher courses will be needed to facilitate the return of instructors who have been absent from their work for a long time, and, in addition, regular courses should be organised to teach

¹ See Chapter VIII, "Employment of Young Workers".

these and other instructors new methods and techniques of training adult workers and to explain to them the purpose, organisation and content of post-war training programmes.

Thirdly, since it is more than likely that there will still be a deficit of competent staff to put the training programme into full operation, measures should be taken to train additional vocational instructors in the numbers required to meet the needs of the programme.

One or two countries have begun to anticipate their requirements for teachers for post-war courses. Great Britain is giving consideration to this problem. Canada has organised two new training courses, to train men as instructors so that they will be available for the trade training of members of the forces after discharge; most of the men selected for the courses are war veterans and qualified mechanics in some trade.

A number of vocational training needs in the transition from war to peace can best be met by mutual assistance among the various countries, when required, to make possible the reconstitution and expansion of vocational training and retraining. This type of assistance has already been begun to help some of the occupied countries at the moment of liberation. Polish technicians, for example, have been taken out of the army and placed in training in the United States and Great Britain, in order to refresh and supplement their skills and knowledge of productive techniques so that after the war they may instruct other workers. In addition to the special problems of the occupied countries is the fact that in many parts of the world the rapid growth of industrialisation has not been accompanied by an equally rapid expansion of the vocational teaching staff. This discrepancy may be overcome by the provision in one country of training as instructors for persons who may wish to acquire new and broader skills and training not available in their own countries or by the loan of vocational instructors and teachers from older industrial countries to help meet shortages of staff in other countries. Finally, much can be done to facilitate the development of vocational training after the war by the provision and distribution of training handbooks and other equipment to assist instructors and persons in training in countries where these materials are in short supply. This will be a particularly urgent problem in respect of the occupied countries, but it will also arise in China, India and some of the American countries.

Co-ordination of Training Activities

Close co-ordination of training and retraining activities, on a national, regional and local basis, is a matter of great importance

in the carrying out of training programmes in the transition from war to peace.

In the first place, the various kinds of training must be co-ordinated one with another, to prevent gaps or duplications in the programmes. In-plant training must be co-ordinated with apprenticeship schemes and with training offered in vocational schools and technical training institutes. These types of training must be linked with the training offered in special residential and non-residential centres. In some countries, one department or agency of government is responsible for supervision over all training activities. In others, this responsibility is shared among several departments or agencies. In these circumstances, the various training services should be co-ordinated through some effective machinery.

In the second place, training activities have to be co-ordinated with the guidance and placement work of any country. This is essential in order to secure adequate selection of trainees and to assure satisfactory arrangements for placement in suitable work after training.

In the third place, training activities supervised by the government must be co-ordinated with the training activities of employers' and workers' organisations. Many employers have their own training programmes and some trade unions have established courses of trade training for their members. Apprenticeship is generally regulated by collective agreement of employers' and workers' organisations. It is therefore essential to relate the training work supervised by the government to the training given by employers and trade unions.



The general question of the vocational training and retraining of adult workers was taken under consideration by the 1938 Session of the Conference, in connection with the discussion of vocational education and apprenticeship for young workers; and a resolution was adopted requesting the Governing Body to place this item on the agenda of a later Conference. It is not possible to bring before this Session of the Conference the many questions involved in the organisation of training and retraining for adult workers in the post-war period. The purpose here is rather to draw attention to a few of the problems in this field which will be of special importance in the transition from war to peace.

It is suggested that the Conference might first emphasise the necessity of the formulation of a positive national training and

retraining programme. The programme should be geared to the post-war needs of the economy; it should be worked out on the basis of material indicating the trend of post-war labour requirements and in close association with employers' and workers' organisations; and it should take into account changes in the different skill requirements of the various industries.—*Paragraph 20.*

It is also recommended that in the transition period every possible step should be taken to encourage occupational mobility to the extent necessary to adjust the supply of workers to present and prospective labour requirements.—*Paragraph 21.*

In the re-employment of demobilised service men and women and of dismissed war workers, it is urged that special emphasis should be placed on systematic courses of training, designed to fit these persons for employment which will offer them a more or less permanent career.—*Paragraph 22.*

In organising such training, systematic methods for training, retraining and upgrading adult workers should be developed to meet post-war needs for the reconstitution and expansion of the skilled labour force of many industries.—*Paragraph 23.*

In order to facilitate the achievement of the main purpose of the training scheme, it is recommended that persons undergoing training should be paid, regardless of need, wages or allowances which provide an inducement to enter and continue training and are sufficient to maintain a reasonable standard of life.—*Paragraph 24.*

Beyond the standard forms of technical and vocational training provision should be made for the resumption of higher technical training and education by the men and women whose careers have been interrupted by war service, either in a military or civilian capacity. Subject to proof of merit and promise, such persons should be paid allowances, regardless of need, while completing their training and education.—*Paragraph 25.*

It is also suggested that special efforts will be needed to restore and supplement the vocational teaching staff to the level where it will be adequate to permit the full application of post-war training programmes. It is recommended that steps be taken to encourage the return to the profession of experienced vocational teachers who have moved to other work during the war and to organise refresher courses for teaching staff who are returning to their occupation after a lengthy absence and for instructing all vocational teachers in new methods and techniques useful for adult workers. Moreover, it is suggested that mutual assistance should be given by one country to another, when required, to assist in reconstituting and expanding training and retraining by the provision in one country of training for vocational instructors from another, by the

loan of experienced vocational instructors from one country to meet shortages of staff in another country, and by the provision of handbooks and other equipment to assist instructors in their work.—*Paragraph 26.*

Finally, attention is drawn to the importance of close co-ordination of training and retraining agencies at all levels of operation. Moreover, since the work of these agencies is one part of employment policy generally, they must function in close association with the employment service and with employers' and workers' organisations.—*Paragraph 27.*

CHAPTER VII

GEOGRAPHIC MOBILITY IN THE LABOUR FORCE

(Proposed Recommendation I, Paragraphs 28-30)

While training and retraining programmes are of vital importance in facilitating shifts from one occupation to another, there is a second and related problem of helping people to transfer from one area to another in accordance with changing labour requirements generally or in particular industries or occupations. This problem will be of special importance after the war in most countries of the world. Millions of workers transferred away from their homes (many of them by compulsion) will wish to transfer back to employment in their home areas; and many of them will no doubt do so spontaneously. In the process of industrial conversion, some areas will be short of manpower and others will have a surplus of labour. Workers with particular skills may find no opportunities of using them in one area, but in another area workers with those skills may be badly needed. The main problem is to find ways of encouraging the movement of labour that is necessary to adjust labour supply to the ever-shifting demand for workers and of discouraging excessive and haphazard migrations of workers.

Before the war, little had been done in most countries to plan labour distribution to correspond most effectively with the distribution of industrial and other activity; and little had been done to plan the location of new plant capacity or other forms of activity in logical relation to the labour supply. The result was a constant maldistribution of labour supply and demand from one area to another, a situation which proved difficult to correct in the absence of anything but piecemeal planning.

It is significant that the full employment conditions of the war did not automatically correct this maldistribution. Special and positive measures of employment organisation have been needed to plan the movement of workers from one area to another so that it coincides with the needs of the national employment market and to supervise the placement of contracts and new activity in relation to the existing distribution of the labour supply. Much

has been learned in the course of war experience which will be of direct practical value for the transition period and thereafter.

In the first place, war needs have forced the development of techniques for supervising and controlling the location of new industrial activity, of expansions of capacity and of public and private contracts. Consultations between the supply departments and the manpower authorities in regard to the location of industrial activity have become a general practice. Other factors besides labour supply affect decisions reached; but the existence of consultation ensures that the employment situation at least enters into account even where it cannot be the overriding factor.

In the second place, the local offices of each employment service have had valuable training in clearing vacancies on an inter-regional basis and in learning to relate their local needs to the national supply of workers capable of meeting those needs. The employment service has also been directly responsible for supervising a large part of the wartime movement of labour from one area to another; and this experience will be useful in the transition period.

In the third place, many of the social problems raised by the vast internal migrations of workers during the war will also accompany the migrations of the transition period; and the solutions found for them in wartime will be equally useful at that time. Governments have taken positive action to overcome the social obstacles to transfers from one area to another where necessary for the development of the war economy. Measures taken in the various countries have included the provision of travelling allowances and payment for travel time, lodging or separation allowances for workers separated from their families, settling-in grants and loans to help cover higher initial expenses in a new area, payment of moving expenses, allowances to compensate workers for continuing liabilities in their old home areas, and so forth. The main purpose of introducing these allowances was to facilitate transference.

Moreover, a number of countries have built up machinery, linked with the employment service, to supervise the general welfare of workers who have moved from one area to another in changing jobs. This machinery was needed long before the war in many countries, but it was the stimulus of war needs which led to its actual development. The welfare officers see to it, working through other public and private agencies as a rule, that there are sufficient and suitable arrangements for travel, accommodation, meals, health and recreation, and sometimes child care and other matters. This type of machinery has played a most useful role in a number of countries in helping migrant workers to acclimatise themselves in a new place.

After the war, the main problems of geographic mobility will be,

first, to prevent unnecessary or unregulated movements of workers from one area to another, and second, to encourage and facilitate the migration which will be essential to adjust labour supply to the changed demand for labour in the transition period.

NEED FOR NATIONAL POLICY ON THE LOCATION OF INDUSTRY

The problem of employment organisation in the transition from war to peace is not only to find employment but to ensure that employment exists where there is need for it. In order to solve this problem, the location of industry must be planned.

Planning the location of economic activity is only one aspect of the question of better distribution of industry. In the past, the areas which have been most depressed have been those which have been heavily dependent on one or two industries. Such areas tend to be particularly vulnerable. It would therefore be useful to ensure a greater diversity of industry in these areas if local congestions of unemployment are to be prevented.

A few countries are already giving serious attention to these problems. In Great Britain, a number of reports on industrial location have been laid before the Government. The Minister of Production has stated specifically that if employment is to be kept at a high level and distressed areas avoided, the location of industry must be planned by the State. The President of the British Board of Trade has announced that the Government's policy is to create and maintain a greater diversity of industry than before the war in areas which had been too dependent on one or two industries. General decisions on the release of labour and capacity for peace purposes will be taken with a view to avoiding heavy local unemployment. The Government is planning to ensure that the difficult areas are given a quick start, ahead of others, from an employment point of view, in the change-over from war to peace. In the clearance of premises, special priority will be given to those requisitioned in the difficult areas. A quick survey has been made in the pre-war distressed areas (and in several other areas) to see how far the position has been altered by the erection of Government factories and other new circumstances. In certain of the difficult areas, industrial building will be given priority in the diversion of materials and labour, by means of building permits, which are issued on the advice of the Board of Trade by the Ministry of Works. This is considered to constitute "a most powerful lever for influencing the location of industry in the transition period".

In the United States, the grave danger of severe local congestions of unemployment is widely recognised by the Government and by employers' and workers' organisations as well. To forestall the rise

of stranded areas, the Acting Commissioner of Labor Statistics has urged that in hopeless areas (from the standpoint of post-war employment prospects) war contracts should be cut off during the early stages of industrial conversion in time to allow the population to move into more hopeful industrial areas while there is still a general wartime boom in employment. The Manpower Commission is anticipating vast migrations of workers and is studying ways of making this movement orderly and effective from the point of view of employment. The importance of planning the location of industrial activity after the war has also been emphasised, though no official policy in the matter has yet been expressed.

Australia is planning to continue the regional industrial development which has accompanied the decentralisation of munitions production and to pursue an orderly policy of industrial decentralisation. Some 35 areas have benefited by planned industrial development during the war. "The many factories erected and the costly plants installed in country towns will form an effective basis upon which such a peacetime policy can be successfully built", the Minister of Post-War Reconstruction said on 24 May 1943. "... This type of planning may well prove to be one of the most important post-war reconstruction schemes for the advancement of Australia."

In Canada and a number of other countries, various aspects of industrial location after the war are being studied, with a view to the formulation of Government policy.

METHODS OF ENCOURAGING NECESSARY TRANSFERENCE

A clear national policy in regard to the location and diversity of industrial activity can do much to limit the need for the migration of workers and their families from one area to another in search of useful and suitable work. Nevertheless, the character of the industrial conversion from war to peace will involve in most countries a considerable geographic redistribution of the labour supply.

To some extent, this redistribution takes place automatically, as does the transfer of workers from one occupation to another. And in some countries, the labour force is traditionally far more mobile than in others. But special action will be essential to see that the volume, direction and timing of the migration of labour corresponds to the needs of the economy in the transition period. This will require the development and improvement of methods of encouraging the movement of labour considered necessary and of discouraging unregulated migration from one area to another.

Since immediately after the war the needs for inter-local transference of workers in most countries will be almost as great as in the earlier stages of the war economy, most governments will

have an equal interest in facilitating the movement of workers from one place to another. By taking a decided initiative, in co-operation with employers' and workers' organisations, in overcoming the obstacles to the necessary migration of workers and in directing the workers to the areas needing labour, the employment service can perform a task of the greatest importance. It can help to bring together the available workers and the available jobs and to prevent the rise of unemployment originating in geographic immobility or in planless migrations of the labour force.

The type of action that the employment service could take will vary from one country to another. It would include, in any case, the assembly and publication of accurate and detailed information on employment openings in other areas and a campaign to suppress misleading and inaccurate information and rumour. It would include the provision of advice to employers and workers and their organisations. It might include suggestions to other government agencies responsible for the provision of housing, health care and other social amenities. It might include action, or recommendations to the parties to collective agreements, to equalise wage rates and conditions of work for the same type of work in the various regions and areas. It might include various forms of allowances to cover the costs of travelling and the extra expenses of moving into a new place of work.

ALLOWANCES TO TRANSFERRED WORKERS

In overcoming the obstacles to geographic mobility, special consideration must be given to the financial problems any worker has to meet in moving to another place of work and possibly transferring his family there as well. The financial costs of transfer constitute a decided loss of wages or savings and therefore usually constitute a definite deterrent to a change of work place.

Under the circumstances, and considering the advisability of taking action to encourage geographic mobility, it seems reasonable to suggest that, where a transfer from one area to another takes place on the initiative or with the consent of the employment service, arrangements should be made to grant the worker travelling expenses (including fare and payment for incidental expenses, *e.g.*, meals, incurred during the journey) and to grant or advance him specified sums to help him to meet the higher initial expenses in his new place of work. This has been a common wartime practice in many countries. In most of these countries, the allowances are paid as a right and in order to facilitate transference; thus no means test has been brought into the arrangements. Where any such provisions are made in consultation with employers' and workers'

representatives, there is no danger that they will impinge on the field of collective bargaining.

Moreover, where a worker is transferred temporarily to employment away from his home, at the suggestion or with the approval of the employment service, he may have to live away from his family and have to meet extra living expenses for that reason. This situation may be fairly common in the transition following the war. Skilled workers may be borrowed temporarily to help start up operations in an undertaking in another area than that in which they usually work. Reconstruction building in liberated countries may call for the organisation of mobile teams of building workers. Dock workers may have to move to another port to unload food ships or other supplies. In such cases, it is hardly reasonable to expect the individual worker or employer to shoulder the burden of extra living expenses. Thus, arrangements should be made through the employment service to grant appropriate separation allowances to cover the added costs of maintaining double living quarters.

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In the light of these considerations, it is suggested that the various governments should, in co-operation with employers' and workers' representatives, formulate a national policy in regard to the location of industry and the diversity of industrial activity in the various areas, designed to prevent unnecessary movements of labour from one area to another and localised unemployment in particular areas.—*Paragraph 28.*

In addition, it is suggested that methods of encouraging the movement of workers within the limits necessary to adjust labour supply to demand in the various areas, and of discouraging disorderly migration of labour, might be developed and improved.—*Paragraph 29 (1).* In this process, the employment service should take action to remove and overcome the obstacles to transfers and to help workers to move into the areas requiring additional labour.—*Paragraph 29 (2).*

Finally, with a view to facilitating inter-local transference of workers, it is recommended that, where a transfer takes place on the initiative or with the consent of the employment service, arrangements should be made to grant travelling expenses and to grant or advance specified sums to assist in meeting initial expenses in the new place of work. Where the transfer is temporary and involves the separation of the head of the household from his family, it is suggested that arrangements should be made to grant appropriate separation allowances to cover the added costs of maintaining double living quarters.—*Paragraph 30.*

CHAPTER VIII

EMPLOYMENT OF YOUNG WORKERS

(Proposed Recommendation I, Paragraphs 31-36)

War conditions have profoundly affected the education of school children and the employment and vocational training of juveniles. These conditions differ widely as between those of the United Nations which are active belligerents and the occupied Allied countries, but in both cases they have tended at best to lower the accepted pre-war standards of social policy, and at worst to endanger gravely the future welfare of the younger generation.

Remedial action must be taken. In addition, the national reconstruction programmes now being prepared by all countries offer an opportunity for the inclusion of measures to guide social policy along truly progressive lines; that is to say, measures which will be of future benefit to children and young persons, and will at the same time improve the employment position for adult workers.

AGE OF ADMISSION TO EMPLOYMENT AND GENERAL EDUCATION

One of the basic aims of the International Labour Organisation since its foundation has been "the abolition of child labour and the imposition of such limitations on the labour of young persons as shall permit the continuation of their education and assure their proper physical development".¹

The abolition of child labour was carried out in two stages. The first series of International Labour Conventions, which set the minimum age for admission to employment at 14 years as a general rule, and especially the Conventions regulating admission to industrial and maritime employment, which had been ratified by a large number of countries, have undoubtedly had considerable effect during the present war in preventing the abuse of child labour on the same scale as during the war of 1914-1918. Nevertheless, abuse has not entirely been avoided.

The revised Conventions, which do not yet include the Minimum

¹ Article 41 of the Constitution.

Age (Agriculture) Convention, had been ratified by only a few countries by September 1939. They consequently do not provide a really solid barrier against child labour. The limit of 15 years then laid down as the rule was just beginning to be accepted. It had been adopted in a number of countries under the legislation regulating industrial employment—for instance, under the Factory Acts of some of the Canadian Provinces and of Norway, Poland, and the Union of South Africa. A minimum age of employment of 16 years had even been made the general standard, subject to authorised exceptions, under Soviet legislation, and by the United States Federal Fair Labor Standards Act governing employment in undertakings manufacturing articles for inter-State commerce, as well as by the industrial legislation of some 15 of the individual States. At the outbreak of war Switzerland had just adopted an Act raising the age for compulsory school attendance, and the age of admission to most types of employment, to 15 years; as a happy exception to the general trend, this Act was put into force at the appointed date in spite of war conditions, whereas a British Act for the same purpose which was due to come into force in September 1939 was suspended owing to the war, although ample provision had been made in it for exceptions.

The suspension of the British Act proved to be symbolic; from that time onward, the raising of the minimum age of employment, which had hitherto made good progress, was checked. Furthermore, force of circumstances led to an increase in child labour to the full extent of the permissible exceptions under existing legislation, and even beyond, to judge by the increase in unlawful employment.

No statistics are available to provide an exact measurement of the growth in the employment of children and young persons, but some indication may be obtained from incomplete figures. According to estimates by United States Government departments, the proportion of employed boys and girls in each age class doubled between 1941 and 1943; by 1943, one child in eight was in employment in the 14-15 age group as compared with one in sixteen, and one in three as compared with one in six in the 15-17 age group. Fairly exact statistics are available in some States in the United States and in some of the Canadian Provinces, as a result of regulations requiring juveniles up to a specified age to obtain an age certificate or permit before entering employment; these show that in some cities or areas in which industrial activity has greatly increased during the war the pressure of labour shortage has caused juvenile employment to rise among juveniles of 14 to 16 years of age to five, ten, or even twenty times its pre-war volume.

In Great Britain, the youth registration showed that in 1943

two thirds of the girls and three quarters of the boys between 14 and 18 years of age were in full-time employment. Both there and in New Zealand the rapid rise in juvenile employment has caused great concern and has been discussed by the Parliaments on a number of occasions.

Similarly, there is no precise information concerning the distribution of juvenile labour in the war economy, but again fragmentary data give an indication of the position. Probably because of the stricter regulations applicable to industry, and also because there is little room in modern industry for careless labour, most of the emergency juvenile workers under 16 years of age have been employed either in agriculture or in commercial employment and services, such as the hotel industry and messenger and delivery services, which offer a wide variety of easy jobs, but which are blind-alley occupations providing no opportunity for acquiring useful vocational training. Thus, the employment of juveniles at too early an age, a practice revived by the war, is accompanied by the further difficulty that at the end of the war large numbers of young persons will already be in employment without ever having received any adequate training.

This complication of the problem of juvenile employment—the gaps in the general and technical education of young workers—is indeed almost inevitable. Whereas before the war, even in countries where the minimum school-leaving age was no higher than 14 years, a growing number of boys and girls continued their full-time education beyond the period of compulsory school attendance, during the war attendance at secondary and higher primary or technical schools has fallen off as a result of the demand for juvenile labour for immediately productive and profitable work. By cutting short their intellectual training in order to go into full-time or part-time employment, even where they would have been able to continue their education normally, many boys and girls have prejudiced their own future.

In the case of boys and girls in the occupied countries, the evil is greater still. Many of them have been partly or wholly deprived of all means of education through the closing of schools, the requisitioning of school buildings by the enemy, the destruction of books and school equipment, the persecution of teachers, and by labour conscription which is sometimes extended even to school children.

The need for re-establishing sound rules for school attendance and admission to employment is fully appreciated, and many of the reconstruction schemes now being drafted include the proposal that the minimum age for leaving school and for entering employment shall be raised immediately to 15 or 16 years.

As early as 1940, a Commonwealth Parliamentary Commission in Australia, set up to study problems of youth employment, recommended that the minimum school-leaving age should be raised to 15 years as a first stage and to 16 years in the following year. These proposals, which were to be applied in 1942 and 1943, were postponed as a result of the extension of hostilities to the Pacific; but bills embodying similar proposals for the post-war period are under consideration in several of the Australian States.

Again in wartime, but in this case in an effort to remedy a situation which had deteriorated owing to war conditions, the Children's Bureau and the Office of Education of the United States Federal Government as well as the American Child Labor Committee launched a widespread "back to school" campaign to bring home to young people and their families that the best way to serve their country was to continue their education and thus prepare themselves for the future. Bills embodying measures for application in the immediate post-war period have been introduced in the Parliaments of New Zealand and Great Britain, the measure having passed the stage of second reading in the latter case; these provide for the raising of the minimum school-leaving age to 15 years immediately on the termination of hostilities, and both Governments have promised to proceed to the further stage of raising the limit to 16 years as soon as possible. Some of the reconstruction plans made by the resistance movements in the occupied countries show that the underground organisations also regard the raising of the school-leaving age and of the minimum age of employment as a vital necessity. The underground Socialist Party in Belgium, for instance, has proposed raising the age limit to 16 years at a single stroke.

In view of the trend of all these proposals, it seems appropriate for the Conference to resume its pre-war attempts to raise the age of admission to employment first to 15 years, and at the earliest possible moment, to 16 years, as an effective contribution to re-employment. There is no lack of arguments to support this proposal on social grounds, and these are reinforced by practical arguments directly related to employment readjustment in the transition period.

A first argument is that a sound general education is an indispensable basis for thorough technical training. This aspect of the matter was considered by the Conference in 1935, when it began to deal with vocational training in connection with the Recommendation concerning unemployment among young persons, and in 1939, when its work on this subject was brought to a conclusion.¹

¹ Cf. Unemployment (Young Persons) Recommendation (No. 45), 1935, Part I, and Vocational Training Recommendation (No. 57), 1939.

A second argument is that an extension of the period of compulsory school attendance helps to create additional employment opportunities, since it entails a corresponding increase in the size of the teaching and administrative staff of schools. In Great Britain, for instance, preliminary estimates of the number of extra teachers needed to carry out the proposals of the Education Bill range from 70,000 to 100,000. The Government has announced that it will help to fill the need by providing intensive training courses for suitable men and women now serving in the armed forces and by making generous use of the further education and training scheme mentioned in Chapter VI of this Report. The raising of the school-leaving age will also require the provision of new school buildings or the adaptation of buildings now used for war purposes, and a larger supply of books and other equipment. The reform would thus enable the earliest public works programmes to include projects of the utmost benefit to youth, which represents the nation's future, while the increased need for school equipment may have a beneficial effect on a number of industries.

The transition period will be a timely moment for introducing this necessary and progressive measure. With the lightening of the pressure of the war manpower shortage and the need for re-organising employment after the war, it will be an easy matter to keep boys and girls who are potential applicants for employment at school, where they will derive more benefit from continuing their education than from precocious entry into employment. This would also facilitate employment readjustment at a time when the great mass of men and women demobilised from the armed forces or from war industry are seeking other employment. As early as 1935, the Conference recognised the value of this measure in certain circumstances by proposing, in the Recommendation on unemployment among young persons, that governments should consider raising the minimum age for admission to employment to 15 years with a view to increasing employment opportunities for older boys and girls.

In order that financial circumstances should not constitute a practical barrier to the raising of the age for leaving school and for being admitted to employment, special assistance measures will be necessary. In accordance with most of the national schemes for educational reconstruction mentioned above, and with the spirit of Paragraph 5 of the Recommendation on unemployment among young persons, the Office proposes that arrangements should be made to grant maintenance allowances to parents during the additional period of compulsory education.

OPPORTUNITY FOR ADVANCED STUDY

The right of every individual to develop his ability to the full and to have access to any employment of which he is capable is an essential democratic principle which has been enshrined in many modern constitutions. But this right will remain purely theoretical unless measures are taken to give it a practical economic basis. The mere provision of free education at every stage—and as yet this is provided in very few countries—is in itself insufficient to ensure equality of opportunity unless maintenance is provided for able children from poor homes whose parents cannot afford to support them while they are being educated.

Educational opportunity for boys and girls of ability at every stage is a principle which is not contested and which has gained fresh momentum from the present resurgence of democratic ideals. It is mentioned in most of the plans now being made, for example, in Great Britain, the United States, Cuba, India and New Zealand, for the reorganisation of national educational systems or for the inclusion of educational provisions in more general reconstruction schemes. The European Governments-in-exile and the underground movements in the occupied countries also have it in mind. But the practical methods of application are not always clearly defined in these schemes.

It is clear that to realise the democratic ideal of equality of opportunity would benefit not only individuals but society as a whole. Hitherto, the abilities of many gifted persons have been lost to production and to the development of the scientific and artistic heritage of their country. These considerations have led both the authorities and associations concerned with education and social policy, and also official agencies for economic reconstruction and private economic groups, to provide in their reconstruction plans for the granting of the financial aid necessary to enable every person of ability to acquire the education which will fit him for the career in which he can make the most valuable contribution.

This proposal is not a wholly new departure for the International Labour Organisation. Certain measures to enable young persons of ability to continue their secondary and technical education were proposed in paragraphs 7 and 8 of the 1935 Recommendation concerning unemployment among young persons, and paragraph 6 of the 1939 Recommendation on vocational training provides for the grant of assistance both in cash and in kind to facilitate attendance at technical and vocational schools. The proposal put forward here is more general. It covers the development of student aid programmes to enable young persons with ability but financially

unable to attend schools providing any kind of education suitable to train them for professional and technical careers, as an essential means of distributing workers in the economy in accordance with economic needs and personal abilities.

VOCATIONAL GUIDANCE

These provisions would pave the way for an efficient vocational guidance policy. The methods of developing such a policy still remain to be determined.

To prevent children from making false starts and to avoid loss of time and effort, the first attempts to guide a schoolchild towards his future career should obviously be made at school, so that his education can be properly directed at the time when he has to choose his special course of study. Part III of the 1939 Recommendation concerning vocational training contains a number of provisions which define methods of guiding the child towards the most suitable type of vocational training. It would also be useful to make available to young persons entering employment for the first time an opportunity to receive vocational guidance related to specific employments, through a vocational guidance service directly connected with the placing service. Any advice given to the young worker would then be of immediate practical value. Such advice would be particularly useful to young persons leaving school and seeking employment who had received no definite vocational training; it would also benefit those who had received technical training and were seeking an opening where they could apply their knowledge in accordance with the available employment opportunities and their own physical and mental abilities.

Vocational guidance services for young persons were already in operation in many countries before the war, in connection with employment offices. In Great Britain, for instance, representatives of the Youth Employment Committees assisted the local employment exchanges, while the vocational guidance offices organised in some districts by the educational authorities also undertook youth placement work. Services of this kind would clearly be especially useful in the transition period immediately after the war, when employment opportunities will be in a condition of widespread change.

In order to ensure that all young workers use the vocational guidance services which may help them to avoid initial maladjustments, it is suggested that juveniles of both sexes leaving school to take up employment or practical training should be required to register at an employment office.

Even before the war, it was compulsory in many countries and autonomous administrative areas for juveniles below a specified age, often fixed at 18 years, to obtain an employment permit or work book from the authorities before entering their first employment, and this necessarily involved registration. During the war, in Great Britain a compulsory registration was carried out of boys and girls between 14 and 18 years old, whether still at school or in employment; the results were regarded by the interviewers as so satisfactory that many of them suggested that compulsory registration should be continued after the war.

Failing compulsory registration, only those juveniles who enter employment through a public employment office would have the benefit of advice from a vocational guidance expert. While finding employment through personal connections may sometimes be satisfactory, it may often result in placing the child in an occupation for which he has not the necessary abilities, or in a blind-alley occupation in which his abilities will be wasted. It seems only fair that every juvenile, at the time when he settles his future by taking up his first job, should have the opportunity of obtaining the advice of a qualified vocational guidance expert; in the words of a New Zealand expert, the vocational guidance services for young people will be fully effective only when all boys and girls go through their hands.

Since the physical adjustment of the juvenile to his work is essential for his success and welfare, the vocational guidance interview should also include a free pre-employment medical examination. Pre-employment medical examinations have already been provided for by an International Labour Convention (1921), but only with respect to admission to employment at sea. The Second Conference of the American States which are Members of the International Labour Organisation (Havana, November-December 1939) suggested the introduction of a medical examination before employment in any occupation, and also recommended that a re-examination should take place periodically in the case of work especially hazardous for young persons. The legislation of a number of countries now includes this requirement, for industrial employment at least. The measure has thus already been well tried and might profitably be adopted generally.

No young worker should be admitted to a specific employment unless he is physically fit for such employment, and unless his fitness has been attested by a medical certificate. The issue of this certificate would provide an opportunity of specifying any necessary restrictions on the worker's employment, the conditions necessary to safeguard his health, and of requiring re-examination

to see whether his adjustment to the job is satisfactory. The strain imposed on the youth of the allied European countries by living conditions under enemy occupation makes it especially desirable to treat health supervision of young workers as a measure of the first urgency and as part of the early rehabilitation schemes. It is not reasonable to contemplate putting children to work who have grown up on an inadequate diet and in the most deplorable hygienic conditions, without a careful examination of their physical fitness for employment, and without checking the effects of employment on their undermined health over a period long enough to make sure that adjustment has been satisfactory. Such a system of health supervision would have the further merit of enabling the relief provided for the liberated countries by the United Nations Relief and Rehabilitation Administration to be applied with full knowledge of individual needs.

VOCATIONAL TRAINING AND READJUSTMENT

The measures needed to readjust workers of all ages to the changed employment opportunities of the transition period have already been discussed. Moreover, methods of organising vocational training and apprenticeship for young persons were fully considered by the 1939 Session of the Conference, which adopted detailed Recommendations on both these subjects. These Recommendations are still applicable in the case of the normal training of young persons and may serve to guide countries which will have to rebuild their training machinery after the war. The special problem considered here, however, is that of young persons who became old enough to begin their working life just before or during the war, and whose vocational training was consequently interrupted, impeded or disorganised. In the interests of the economy as well as of these young persons themselves, it is desirable, first, that opportunity should be provided for those who have received no vocational training to undergo such training after the war, even if they are above the normal age; and secondly, to give those whose training was interrupted the opportunity of completing it. Lastly, it will also be necessary to give workers who have received a narrow and intensive training to fit them for war work the chance of supplementing it and of applying their knowledge in a more permanent job.

The problem differs in the case of training for a skilled trade requiring a period of apprenticeship and training for a semi-skilled or unskilled occupation which can be given in the course of employment. Separate attention must also be given to the special problem of the vocational training of youth in the occupied countries.

Apprenticeship

Since apprenticeship for skilled trades is usually governed by strict rules, the wartime interruption of normal apprenticeship might, in the absence of remedial measures, have serious effects both on the supply of skilled workers in the trades for which apprenticeship is required, and on the future of the young workers whose apprenticeship has been interrupted by the war.

Three different cases may arise. The first is that of a young worker who was serving apprenticeship in a skilled trade at the outbreak of war and interrupted it to serve in the army or in some other branch of war service entirely different from the trade to which he or she was apprenticed. The second is that of a young person who, immediately on leaving school, entered a wartime occupation, whether military or civilian, without any training, and whose job will disappear with the war, leaving him with a comparatively useless training. The third is the case of a young person who went straight from school into military or civilian war service where he or she gained a definite vocational skill, which is, however, outside the normal framework and rules of apprenticeship, and does not carry with it the right to the certificate needed for the exercise of the trade.

It is to the interest of all these young persons, and of the economy also, that those who have the ability should be able to enter the skilled trades after receiving the necessary training. There would, however, be both psychological and economic drawbacks to requiring young men or women who have already been in employment or the services for some four or five years and who have grown up meanwhile, to conform to the normal rules of apprenticeship for the relatively long period usually needed to earn the right to exercise the trade. It would be unfair, in particular, to ignore the skill which many young war workers have gained in the course of several years of industrial or military service providing technical training or experience. Some of these young workers may even have had a systematic course of instruction, although generally by intensive methods very different from those of peacetime. While such training usually leads to a narrower specialisation than does normal apprenticeship (since it is designed to secure immediate production results), it would be a waste of time to make the worker go back to learning the ABC of the trade.

Furthermore, even if young unskilled ex-service men or women or war workers were prepared to serve a full period of apprenticeship to a skilled trade, they would be above the normal age limit.

For all these reasons, arrangements will have to be made to adjust apprenticeship rules to these special cases.

The problems concerned have already been considered by a number of governments and by some trade unions and employers' associations. In Australia, employers have been required to grant suspension of all contracts of apprenticeship of persons who leave their undertakings, for military service, and the conditions for the resumption of apprenticeship after demobilisation are laid down in detail in apprenticeship regulations issued under the National Security Act, under which the apprenticeship authorities are invested with the necessary power to settle difficulties in individual cases. A similar system has been introduced in New Zealand by Emergency Regulations on the Suspension of Apprenticeship. In Canada the Civil Employment Reinstatement Regulations, and measures for the same purpose in Great Britain and in the Union of South Africa, provide for the resumption of interrupted apprenticeships without, however, yet defining precisely how this is to be done. The British Government has held consultations with representatives of employers' and workers' organisations and some collective agreements have been made providing for the resumption of apprenticeship by persons in the forces. Arrangements of this type, which necessarily depend on the technical requirements of each trade, need to be worked out within the trade itself, but the public authorities might usefully promote the necessary discussions. Such discussions, on a tripartite basis, cannot be hastily improvised. It would therefore be desirable for the competent authorities to take immediate steps to encourage the making of suitable arrangements, industry by industry, in order that they may be ready to go into effect as soon as military and industrial demobilisation begins.

It is also probable that young persons who have grown up during the war will be reluctant to give up paid employment in order to resume an interrupted apprenticeship or to take a further course of vocational training or upgrading which will either be unpaid or paid at low rates. Financial aid will be necessary to provide for their maintenance, and where necessary to meet their family responsibilities. During the war, maintenance allowances have been granted in many cases to workers undergoing a course of training for war work; a similar scheme of allowances to replace or supplement wages should be organised to encourage young workers to train for the needs of peacetime industry.

Other Facilities for In-Plant Training

Apprenticeship for skilled trades will meet only part of the need for the post-war vocational training of youth. Many of the young men and women whose normal training for useful peacetime em-

ployment has been interrupted by military or civilian war service will not want to go into a trade requiring a formal apprenticeship after the war, either because they have not the necessary abilities, or because they are obliged by family circumstances to enter remunerative employment at once, or again, because they are attracted by one of the many semi-skilled or unskilled occupations in which labour is urgently needed. For these other occupations, workers can be trained in the factory, shop or office in a relatively short time, and can earn while they learn. Steps should nevertheless be taken to ensure that such training is carried out under satisfactory conditions and with consideration for the young worker's future.

It would be useful and only fair to compensate the disadvantages imposed on these young workers by the war by giving them the opportunity of obtaining a systematic training in the undertaking where they are employed. Such training should not merely aim at improving the worker's performance at his comparatively unskilled job; it should also enable him to qualify for promotion to any better job available in the undertaking.

Opportunity for systematic training, even of brief duration, is not only a matter of technical importance. It is psychologically necessary, for nothing is more depressing for any human being, and especially for a sensitive boy or girl, than to feel himself to be a mere unit in a regimented group, without responsibility, without initiative and without personality—a unit from which all that is expected is obedience to orders. Young workers who feel that the community to which they belong expects them to make an effort to improve themselves and is concerned to provide them with the means thereto will gain the encouragement necessary to perform work which is humble and unattractive in itself in the hope of rising to a more responsible position.

For the same reasons, both technical and psychological, young workers who are suddenly plunged into a new environment should be given a general insight into the activities of the undertaking of which their own particular job forms part. This applies as much to workers newly entering employment as to those who will be required to transfer to a different peacetime job. Unless they have such an insight they may easily become bored with their work; repetitive operations which are dull in themselves can become more interesting if the precise purpose of each part in the whole is understood.

Furthermore, workers who understand all the successive processes in the manufacture of a product or the linkage between the various operations of the undertaking are more likely than others to try to improve themselves in order to be eligible for upgrading.

The organisation of in-plant schemes for vocational training and general instruction is the responsibility of managements. But public authorities might usefully stimulate initiative by such means as conducting enquiries into schemes already in operation, publicising their results, and trying to persuade other undertakings to adopt those which have been most successful.

Provision for the introduction of a standard system throughout a given industry might be made under collective agreements.

Lastly, the instructors necessary to carry out such schemes could be provided by some of the same methods as are suggested under Paragraph 26 of this proposed Recommendation.

Special Problems of Countries which Have Been under Enemy Occupation

The war has interfered everywhere with the training of young persons for their future careers, but nowhere so disastrously as in the countries now under enemy occupation.

While the information available is naturally incomplete, enough is known of the conditions prevailing in Europe to make it clear that one of the forms of oppression in German-occupied countries is the exploitation of their human resources through forced labour. Large numbers of youths—whole age classes in some cases—have been drafted by the enemy either for work in their own countries or for deportation to Germany or elsewhere. Whether for purposes of practical convenience or with deliberate cruelty, many of these youths are assigned to work wholly unsuited to their abilities and to the career which they had chosen; for instance, university students have been put to navvying or to the most unskilled type of work in mines. Not only is the work distasteful to them, but they are not even given the chance of learning properly the job to which they have been assigned. The principle laid down for the use of young foreign workers in German undertakings is the exact opposite of that for German youth. In the case of young German workers, employers have been warned repeatedly not to sacrifice the future to the present but to continue to give them a careful and thorough training; but in the case of young foreign workers, they are urged to provide only enough training to fit the workers to perform their jobs efficiently and without endangering the general safety of the shop. Such training may in no case last for more than three months, except in the case of workers from countries friendly to Germany, or regarded as racially akin to the Germans, who may be given the full training (subject to reciprocity). Detailed directives for the employment of foreign workers in the mining industry have been

issued by the German manpower authorities, explaining the organisation by employers of strictly limited training schemes for young foreign workers, designed to secure immediate productive results.

Even the very limited practical training received in German industry will, moreover, be virtually valueless for later application to the skill requirements of industry in the worker's own country.

There is yet another aspect to the problem of forced labour. Not only have the young workers of Europe had little chance to learn; they are rapidly losing respect for work and teaching themselves to work as little as possible. Sabotage is their only duty, an important patriotic duty; their aim is to do as little as they can. When the war ends these young workers will know nothing of work except the repugnance and resistance which it arouses in them now. Before they can be put to work constructively, they will need re-educating, psychologically as well as technically. While the psychological process may be facilitated by the enthusiasm engendered by the liberation of their countries, technical re-education will be handicapped by lack of facilities.

In the work of reconstruction which the countries now under enemy occupation will have to carry out, and in the international assistance which they will receive, a foremost place must be given to the urgent task of organising vocational training for youth. International assistance should be given to help these countries to rebuild their training facilities, as suggested in Paragraph 26 (4c) of the proposed Recommendation. They themselves will have to take the necessary steps to enable the young men who have been forced labourers for the enemy to resume their interrupted education or to secure training suited to their tastes and abilities which will best fit them to play their part in the reconstruction of their countries.



The proposals outlined above are not intended to constitute a complete programme for the training and employment of juveniles and young persons. Important problems have been omitted, some of which will doubtless have to be considered by the Conference at a future Session. A programme for the reorganisation of employment in the transition from war to peace should cover only problems which have been caused or aggravated by war conditions.

The first measure suggested for dealing with these problems relates to the abolition of child labour, a question to which the Conference has already devoted much attention, but which has

been thrown into prominence again by the war. For the reasons given above, the minimum age for leaving school and for being admitted to employment should be raised to 15 years of age immediately at the end of hostilities, and to 16 years at the earliest possible moment.—*Paragraph 31 (1)*.

The transition period seems to be a favourable time for the introduction of this measure. Since financial difficulties might arise in some cases, however, it is suggested that maintenance allowances should be granted to parents by the competent authorities during the additional period of compulsory education.—*Paragraph 31 (2)*.

In order to give every individual the opportunity of developing his abilities to the full, and thus to ensure the distribution of workers in the economy in such a way as to eliminate waste, it is proposed that student aid programmes available from the school-leaving age up to the age of 25 years should be developed to enable young persons with ability to attend technical or higher educational schools and courses on a full time basis, subject to continued proof of merit and promise.—*Paragraph 32*.

Since the general adoption of vocational guidance is the only means of ensuring a rational distribution of young persons in suitable employment and avoiding loss of time and effort due to maladjustment, it is recommended that in addition to vocational guidance undertaken in schools to determine the aptitudes of each juvenile and guide his education and training, each juvenile leaving school and intending to undergo practical training or take up employment should be required to attend for a vocational guidance interview and, in order to ensure the necessary supervision, to register at an employment office.—*Paragraph 33 (1)*.

The physical adjustment of juveniles to their work is an essential factor in their success and welfare. It is therefore proposed that the guidance interview should include a compulsory free pre-employment medical examination, the results of which should be incorporated in a certificate of fitness for specified types of employment; such certificates should also contain the necessary data to serve as a basis for periodical re-examinations during a period to be prescribed by national laws or regulations.—*Paragraph 33 (2)*.

Because of the effect in certain countries of war conditions and enemy occupation in undermining the health of young persons, it is suggested that in such countries particular attention should be given to health supervision from the time of the admission of young persons to employment through the period of adjustment to working life, and that where necessary measures of physical rehabilitation should be adopted.—*Paragraph 33 (3)*.

To deal with interruptions of vocational training due to the war,

a number of measures are suggested. With regard to the resumption of interrupted apprenticeships, the following measures are proposed:

- (1) that young persons whose contracts of apprenticeship have been interrupted owing to the war should be entitled to resume apprenticeship on the termination of their war service.—*Paragraph 34 (1)*.
- (2) that with a view to encouraging the resumption of interrupted apprenticeships, arrangements should be made to review the provisions of apprenticeship contracts and to vary them where this seems equitable to take account of training, skill or experience acquired during the war service.—*Paragraph 34 (2)*.
- (3) that State subsidies should be granted for the purpose of supplementing the remuneration of a person whose apprenticeship has been resumed in accordance with the arrangements mentioned above, in order to assure him an income which is reasonable, having regard to his age and to the remuneration he would have been receiving had his apprenticeship not been interrupted.—*Paragraph 34 (3)*.

It is also proposed that with a view to giving an opportunity of learning a skilled trade to suitable persons who were prevented from entering apprenticeship by the war, existing apprenticeship programmes should be re-examined, in co-operation with employers' and workers' organisations. More particularly, arrangements should be made to vary existing restrictions on admission to apprenticeship and to take into account any training, skill or experience acquired during the war.—*Paragraph 34 (4)*.

With regard to training for occupations which do not require an apprenticeship in the strict sense, it is proposed that employers should be encouraged to introduce programmes of systematic in-plant training to enable all the young workers employed in the undertaking to acquire training or to improve their skill and broaden their knowledge of the operations of the undertaking as a whole.—*Paragraph 35*.

Lastly, in order to remove the particularly serious handicaps suffered by many young persons in countries which have been invaded during the war, who have been compelled, without regard to their aptitudes or desires, to work for the enemy, it is suggested that special attention should be devoted to readjustment of such young persons to work habits and to supplementing their vocational training.—*Paragraph 36*.

The special difficulties which may arise in connection with the employment of young persons in the transition period, and the special assistance to be granted to young unemployed workers during that period, are problems which might be dealt with in accordance with the proposals embodied by the Conference in the Unemployment (Young Persons) Recommendation, 1935.

CHAPTER IX

EMPLOYMENT OF WOMEN

(Proposed Recommendation I, Paragraphs 37-39)

The present chapter is not intended to deal with all the problems of women's employment during the period of transition from war to peace. Generally speaking, these are common to men and women and have been so treated throughout this Report. But although the measures suggested for the organisation of employment apply to both sexes equally, special action is necessary to ensure that women do in fact benefit from them. If full employment can be achieved, the solution of women's special problems will, of course, be greatly facilitated. But the employment shifts which are bound to accompany the transition from a wartime to a peacetime economy are likely to give rise to temporary difficulties in respect of women's employment, since womanpower is still generally regarded as a reserve of labour which can be tapped or neglected at will.

WARTIME DEVELOPMENT OF WOMEN'S EMPLOYMENT

During the present war, the reserves of womanpower have been drawn upon very freely. Full details of the extent of the growth of female employment cannot be given here; but as an average illustration it may be mentioned that, in the United States, the number of women in paid employment increased from 13,300,000 in 1940 to 17,100,000 at the end of 1943, representing an increase of 25 per cent. which took place almost entirely within 18 months. Furthermore, women have been entrusted with the most varied types of work and functions, at nearly every level of skill and responsibility. They are shell turners, as in 1918, but are now also fitters, forewomen and engineers. They now pilot aircraft as well as drive trucks, and even man anti-aircraft guns. These qualitative changes in the work done by women are the distinctive development of the present war as compared with that of 1914-1918.

Apart from all considerations of justice, which the International Labour Organisation can hardly ignore, it would be a mistake to believe that this development is merely a war phenomenon and that

women can simply be relegated to the pre-war employment status which they have outgrown. A more realistic and human approach to the problem was indicated by Mr. Ernest Bevin, Minister of Labour and National Service of Great Britain, when he described the war effort of British women over a year ago in the following terms:

No one has trained quicker or shown a more remarkable power to acquire skill and ability. If the women had not come forward there would have been a great gap, and therefore it will become the bounden duty of everyone to arrive at proper conclusions as to the right use and place that women must find in the post-war world.

The United States Secretary of Labor, acknowledging the contribution of American women to the war effort, also suggested that the solution of their post-war problems should be solved along similar lines:

When this war is over, Government, labour and industry, in making plans for our labour forces, must not overlook the needs of American women, who as unknown soldiers and unidentified heroes on production lines have made their contributions and their sacrifices, too, for victory and democracy.

PRINCIPLES OF REDISTRIBUTION

It would be consistent with the Conference's traditions to recommend that the redistribution of war workers in the peacetime economy should be carried out on the principle of sex equality. On a number of previous occasions, the Conference has had to take decisions on the protection of the right of access to employment or vocational training; and the problem has always been approached from the standpoint of complete equality between the sexes.

The right of equal access to employment was considered by the Conference at a time when in many countries thinking was confused by the panic caused by the economic depression. Influenced by the example of National Socialist Germany, whose anti-democratic policies had not yet been generally recognised, one school of thought was then in favour of eliminating women, especially married women, from the employment market as a remedy for unemployment. It need hardly be emphasised that such a remedy is ineffective; it merely shifts the incidence of unemployment, and is in fact more difficult to apply than had been anticipated. But it is significant that even at that critical time the Conference refused to follow this trend of thought. All the measures which were suggested to deal with unemployment apply equally to both sexes. Indeed, definite provision was made on several occasions to ensure that unemployed women should benefit from these measures as

fully as men—for instance, in the Unemployment (Young Persons) Recommendation, 1935, and in the Public Works (National Planning) Recommendation, 1937. Similarly, in a resolution moved by the United States Government delegates and adopted unanimously in 1937, the Conference declared that “it is for the best interests of society that . . . women should have full opportunity to work and should receive remuneration without discrimination because of sex”.

The Conference also implied support of the principle that women should have full opportunity for entering any occupation of which they are capable when it recommended in 1939 that workers of both sexes should have equal rights to enter all technical and vocational schools and to obtain the same certificates and diplomas as men on completion of the same studies.¹

In accordance with this consistent tradition, it is suggested that the redistribution of workers in the economy after the war should be organised on the principle of complete equality of opportunity for men and women on the basis of their individual merits, skill and experience.

Acceptance of this principle does not imply that all women now employed in the war economy will seek peacetime employment. On the contrary, many women who took up war work under pressure of circumstances or out of patriotism will wish to return to family life when the war is over. This tendency will be reinforced if full employment can be achieved, since the women in the household can then count on a family income large enough to make their earnings unnecessary. The last depression, indeed, clearly showed that unemployment increases the number of applicants for employment within the family circle. The remedy is therefore not to try unsuccessfully to bar married and other women from employment, but to develop social security measures which will give women real freedom to choose between whole-time domesticity and a paid occupation, which they can do only if the pressure of economic necessity is relaxed.

Nevertheless, any estimates of the probable extent of women's employment after the war should take account of a number of factors which may have the effect of increasing the number of women seeking employment as compared with the pre-war figures. Chief among these are the steady increase in women's employment which the statistics of many countries show was taking place even in normal times, and the fact that war casualties in all belligerent countries will increase the responsibility of women both for their own and for their families' maintenance. It will also be necessary

¹ Vocational Training Recommendation, 1939, Paragraphs 10 and 16.

to take into account the fact that the long work experience acquired during the war by many women who had never been employed before will change their whole attitude to gainful employment. Since in any post-war employment estimates forecasts of the number of women who will be seeking work are necessarily unreliable, information should be collected beforehand to enable employment plans to be worked out with special reference to women.¹ The administrative services established or developed during the war to mobilise women for industry appear to be specially suitable to carry out such enquiries and to plan for the post-war re-employment of women mobilised from town and country for war work or service.

PROBLEMS OF REDISTRIBUTION

Redistribution of women workers on the basis of ability and experience raises a number of problems of which only the most important can be noted here. Many women will be faced with the choice between returning to a pre-war occupation for which they have partly lost their skill, and continuing in a new occupation in which they have gained new interests and skill—but have been trained by intensive methods very different from those of normal apprenticeship, followed by practice on the job. Whether they return to their former occupation or choose to establish themselves in the new one, women will need to avail themselves freely of the training and upgrading facilities dealt with in paragraphs 20 to 29 of proposed Recommendation I. If good use is made of these facilities, a defect which has long been characteristic of female labour may at last be corrected: namely, the inadequacy of women's technical training, which has hindered their advancement and has been one of the main factors in the instability of which women workers have been accused.

Another problem involved in redistribution is that of application of seniority provisions. It is significant that in several different war-time occupations women have acquired seniority rights; in others, they have not been entitled to do so. Any difficulties which may arise in this field can best be solved, as a rule, by collective agreements.

From the legislative standpoint, it may be noted that in several of the belligerent countries—for instance, Australia, Canada and Great Britain—women in the armed forces are covered by the provision made for reinstatement in civilian employment, training for war veterans, and the granting of maintenance allow-

¹ See Chapter I above, and Paragraph 1 of proposed Recommendation I.

ances during training. In some countries, however, legislation or collective agreements provide for the restoration after the war of pre-war industrial practices. These measures aim at preserving the practices prevailing in 1939 before war experience had brought changes, unexpected in some quarters, in the use of women workers. This tendency is counterbalanced in some measure by the admission of women to full membership of the trade unions for certain skilled trades, such as the Amalgamated Engineering Union and the Supervisory Staff and Technical Engineers Association, in Great Britain.

Mention may also be made of some recommendations adopted by the Women's Advisory Committee of the War Manpower Commission in the United States at a discussion on post-war planning on 3 December 1943. After carefully examining the various problems connected with the reconversion of the war economy to a peace economy, the Committee unanimously recommended that all economic planning should aim at providing work opportunities for all adults in the labour market, that full employment should include all women now at work inside and outside the armed forces, and that vocational training and retraining programmes should be open equally to men and women. Recommendations submitted to the Canadian Government by the Women's Subcommittee of the Committee on Reconstruction, which were tabled in the House of Commons at the end of January 1944, appear, from the short reports at present available, to be based on the same principles.

WOMEN'S WAGES IN RELATION TO LABOUR REDISTRIBUTION

The practical methods of applying the principle of equality of opportunity for employment must be worked out within each occupation and cannot be discussed here. There is, however, one essential condition which must be fulfilled if women are to be placed on a basis of equality with men in the employment market without causing competition among the available workers which might result in lowering accepted standards. This condition is that no one category of workers should offer cheap labour; that is, that the principle of equal pay for equal work irrespective of sex should be strictly applied.

This principle already figures in Article 41 of the Constitution of the International Labour Organisation among those which should guide social policy in industrial communities. It was referred to again when the Conference adopted the Minimum Wage-Fixing Recommendation, 1928. Moreover, the Conference of the American

States which are Members of the Organisation (Havana, December 1939) adopted detailed recommendations concerning the application of the principle of equal pay for equal work in establishing all rates of wages.

Up to 1939, the principle of equal pay for equal work had been applied only in restricted branches of activity. During the war, considerable progress has been made, for in some cases (for instance, in Great Britain) it has been laid down in certain collective agreements as an essential condition for the employment of women on work hitherto reserved for men. In Australia, the Women's Employment Board, set up during the war to authorise the substitution of women workers for men and the employment of women in new jobs, is required, in every case where permission is granted to substitute women for men, to fix women's wages at the male rate if the women's output is as high as that of the men they are replacing, or at a proportion of the male rate varying between 60 and 100 per cent. if the output is lower. The rule of equal pay where the work and output are the same has also been adopted by the national war labour boards in the United States and in Canada in settling disputes concerning women's wages and in fixing women's rates where necessary.

Progress achieved during the war ought to be retained. It might even be carried further by ensuring not only that men and women in the same occupations should draw the same wages for an equal output, but also that wages are really appropriate to the value of the work done in the various occupations in each industry. It is both unjustifiable and prejudicial to the maintenance of general wage standards that rates of wages should differ widely as between two similar occupations which differ only slightly from each other and require a similar degree of skill.

It would therefore be useful for investigations to be conducted, in co-operation with employers' and workers' organisations, into each separate industry, for the purpose of assessing the intrinsic and relative value of the work done by men and women in the same or comparable occupations or jobs as a basis for fixing wage rates bearing a true relation to job performance, by appropriate methods and without sex discrimination. Investigations of this kind have been made by the United States War Labor Board in virtue of the ruling decision mentioned above, and have formed the basis of decisions favouring a better application of the principle of equal pay for equal work. Such investigations, if extended, would also permit of the assessment of "the rate for the job", a slightly different expression of the same fundamental principle.

RAISING THE STATUS OF CERTAIN OCCUPATIONS

Many of the women now engaged in war industry or war service have come from industries and occupations in which a large number of women have traditionally been employed. These industries have contracted during the war because of the priority accorded to essential work, but they will expand again in peacetime, and may even provide an outlet to relieve an overcrowded employment market. During the transition period, when competition may be keen in the industries employing both men and women, the occupations in which women have hitherto been preferred may offer employment opportunities for many women.

For the former workers in these occupations to return to them willingly, however, satisfactory conditions must be offered. This was far from the case in some of the occupations which employed the largest number of women. To take one example, domestic service, which in all countries employed a large proportion, in some cases even the majority, of employed women, was so unpopular in the inter-war period that there was a shortage of domestic servants even when unemployment was severe. It is hardly to be expected that this occupation will prove more attractive after the war to women who have had experience of better conditions, including regular hours of work, the attraction of working in a group, high wages, and the satisfaction of a higher social status. If it is remembered that the true purpose of domestic service is the care of the health and welfare of a family or of the inmates of an institution, that it includes a variety of duties, some of which (for instance, cooking, both an art and a science) are highly skilled, this occupation could certainly claim to be raised to the status of a recognised profession. For this to be possible, however, a complete reorganisation is needed, beginning with thorough training in a domestic service school or apprenticeship under supervision. Under the auspices of the employment services, which can sponsor individual contracts of employment, or by means of appropriate legislation, or in some cases by collective agreement, satisfactory conditions of employment should be established, including wages comparable to those which can be earned in a well organised trade.

The need for reorganisation on these lines has been clearly recognised in a number of countries and schemes are already under consideration. In Canada, it is included among the recommendations of the Women's Subcommittee on Post-War Reconstruction. In Great Britain, Commissions have been appointed to enquire into conditions in domestic service, first, in institutions such as hospitals, and then in private households. In New Zealand, Sweden and Great Britain, the suggestion has been made that a kind of public service

should be established to provide domestic help in private homes in emergencies. A service of this kind, organised through the employment service or on a co-operative basis, would entirely transform the nature of the occupation and the public attitude towards it.

Similar examples could be given of other mainly feminine occupations, some of which, such as the profession of nurse or social welfare worker, enjoy a higher status but often involve unsatisfactory conditions of employment in respect of wages, hours of work, holidays and social security.

The reform of these occupations should be undertaken immediately, so that it may be completed when required for post-war purposes. The moment is opportune because the present labour shortage in activities where workers have been drawn away for war work has created favourable conditions for raising standards of employment.

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Having regard to the ability which women have shown during the war in the skilful performance of the most varied jobs, and in accordance with the consistent policy of the International Labour Organisation, it is suggested that the redistribution of women workers in the peacetime economy should be organised on the principle of complete equality of opportunity for men and women on the basis of their individual merit, skill and experience.—*Paragraph 37.*

In order to place women on a basis of equality with men in the employment market and to prevent competition among the available workers, prejudicial for all alike, it is suggested that measures should be taken to encourage application of the principle of equal pay for equal work, a principle which the Organisation has consistently supported from the outset.—*Paragraph 38 (1).*

As a means of facilitating the application of this principle, it is suggested that investigations should be conducted, in co-operation with employers' and workers' organisations, for the purpose of obtaining information on the quantity and quality of work performed by men and women in the same or comparable occupations and jobs, and thereby establishing standards of evaluation permitting of the comparison of job performance and the fixing of wages on that basis.—*Paragraph 38 (2).*

Finally, without prejudice to opportunities for the employment of women in other occupations, the employment of women should be facilitated by action to raise the relative status of industries and occupations in which large numbers of women have traditionally been employed and to improve conditions of work² and methods of placement therein.—*Paragraph 39.*

CHAPTER X

EMPLOYMENT OF DISABLED WORKERS

(Proposed Recommendation I, Paragraphs 40-45)

For obvious reasons, the war has brought the question of the rehabilitation of disabled persons into special prominence. The problems of this group are not merely war problems, however; they have deep roots in the past. The handicaps imposed by disabilities of various kinds have always made it hard for the men and women concerned to procure suitable training and to find and keep employment. The disabled have nearly always been among the marginal groups in each national employment market—the first to be cast aside in times of depression and the last to profit by upswings in economic activity. The war, while greatly increasing the extent of the problem, has at the same time provided an opportunity to reconsider the principles for training and placing disabled persons in suitable and useful work and to find more permanent solutions for meeting their special employment needs.

The re-employment of disabled workers has four main parts: (1) medical rehabilitation; (2) vocational guidance; (3) training and retraining; and (4) placement and follow-up work. The purpose here is primarily to indicate the special measures which might have to be taken to overcome the handicaps so that the workers may take up employment on equal terms with able-bodied workers or to provide special employment for any handicapped workers who cannot be fully rehabilitated. War experience has shown the vast number of cases in which physical disability need not constitute an obstacle to useful employment in ordinary conditions. War and pre-war experience both have shown, however, that special care must be taken to ensure equality of treatment for handicapped workers.

EFFECT OF DISABLEMENT ON EMPLOYABILITY

From the point of view of re-employment policy, the origin of a person's handicap is irrelevant. It does not matter whether it was acquired from birth or childhood illness, an industrial accident

or on military service. What matters is how it affects employability and how it may best be overcome. In this connection, the British Inter-departmental Committee on the Rehabilitation and Resettlement of Disabled Persons recommended the principle, incorporated in the Disabled Persons (Employment) Bill, that eligibility under a scheme for the rehabilitation and employment of handicapped workers should be unrestricted. It suggested that the scheme should be made available to all disabled persons without regard to the cause, nature or date of disablement. The Committee advocated this principle on two main grounds:

- (a) It considered that there was a national duty to see that disabled persons were given an opportunity of leading as full and as useful a life as their disablement permits; and
- (b) It considered that, since disablement represented a double loss to the community (namely, a reduction of the total production capacity and an increase in the cost of maintenance and remedial services), the restoration of disabled persons to productive employment would be an economic advantage.

Acceptance of the principle of general eligibility regardless of the cause of the disability means, in practice, that the rehabilitation and resettlement of disabled persons can be planned on the basis of the nature of the disability and its effect on any individual's employability. Within this frame, it would nevertheless be possible, if considered desirable, to arrange a system of preference as between different causes of disablement (preference for disabled war veterans, for example) or a system whereby certain classes of disabled persons might be required to contribute towards the costs of rehabilitation.

CO-OPERATION BETWEEN MEDICAL AND VOCATIONAL REHABILITATION SERVICES

Medical rehabilitation and vocational rehabilitation are closely interrelated. In most cases, vocational rehabilitation should be begun before medical treatment has come to an end. Before the war, however, there was little, if any, systematic co-operation between those responsible for a person's medical rehabilitation and those responsible for his vocational resettlement, except in the Soviet Union. With the war, several other countries have been induced to make better arrangements. Great Britain has arranged for initial employment interviews to take place in hospitals where medical authorities can be consulted about the nature of the handi-

caps. The United States has made somewhat similar arrangements for invalided service men; New Zealand details special vocational officers to meet returning men on hospital ships and in military hospitals; and the South African Readjustment Board for Disabled Soldiers includes representatives of both the medical and the vocational sides of rehabilitation. During the war, the Soviet Union has gone still further towards perfecting its arrangements for linking vocational and medical care into a unified whole. These steps are of great importance for the future as they permit both medical and employment services to take co-operative action to complete rehabilitation.

VOCATIONAL GUIDANCE

The next aspect of vocational rehabilitation is vocational guidance. Guidance for disabled workers does not differ from guidance work of other workers except in two important respects. First, experts on guidance for the handicapped need to have a special store of knowledge concerning the medical aspects of disabilities and the suitability of particular employments for workers with particular disabilities. Second, there are a number of special psychological problems relating to the guidance of handicapped workers. For these reasons there is little doubt that specialised vocational guidance for the handicapped should be included as an indispensable part of the arrangements for helping disabled workers back into useful employment. Few countries have yet made systematic arrangements for public guidance work for the disabled, though many countries, recognising the importance of such arrangements for assisting the war disabled, are beginning to take initial steps to establish these facilities.

TRAINING AND RETRAINING

The training and retraining of handicapped workers raises a number of special questions. There are two main groups of disabled workers needing training in any country—those who can follow training courses run more or less on ordinary lines and those who need specially adapted courses. There has been a tendency in most countries in the past to exclude disabled workers from ordinary training courses, without even considering their fitness to take the training in question. This was perhaps unavoidable under depression employment conditions, but it resulted in greatly limiting the employment opportunities of the disabled. The war has opened the doors of almost all training courses to disabled workers and vast numbers

of the latter have demonstrated their ability to profit by the training given. In looking towards the post-war period, the advantages of training the disabled along with the able-bodied should be given special attention. The British Interdepartmental Committee on the Rehabilitation and Resettlement of Disabled Persons has emphasised the desirability of training the two groups together wherever at all possible.

If this is done, a few subordinate questions arise. Arrangements must be made to ensure that disabled workers are in fact able to enter training on their merits without discrimination because of their handicaps. This is largely a matter for co-operative work among the selection and training agencies and employers' and workers' organisations. Secondly, a disabled worker should not be admitted to a normal training course on the ground that his disablement alone entitles him to training but rather on the basis of proof or indication that, after he has received the complete training, his handicap will be overcome so that he can take his place as a fully efficient worker in the trade or job which he enters. This principle is of great importance. After the last war, a number of countries adopted schemes for the disabled under which a handicapped worker received training and then was placed with a private employer on subsidised wages rather than as a fully efficient worker. These schemes proved, in practice, to have a number of important disadvantages, which should be recalled before any similar schemes are launched after this war. It is significant that the British Committee repudiated the system adopted after the last war whereby training in institutions was followed by subsidised "improvership" with private employers for an indefinite period until the worker could earn the full rate of wages.

In addition, specialised training centres for disabled workers will be needed, in which training can be adapted to individual needs and medical supervision provided as necessary. Centres of this kind have already been established in the Soviet Union, New Zealand, Canada, Great Britain and the Union of South Africa and are being organised in Australia and the United States. In most of these countries, the centres were organised specifically for ex-service men and eligibility is therefore limited to those with service-connected disabilities. There is a need for broadening the coverage of the centres so that all seriously disabled persons who need specialised training may be able to take it.

Allowances during training are payable to disabled ex-service men who have applied and been accepted for training. In some countries, Canada, for example, a service man's pension is increased while he undergoes training; in other countries, he continues to re-

ceive the amount of pension to which he was entitled whether taking training or not. For disabled civilians, however, most countries make less generous arrangements for maintenance during training. In the United States, non-war disabled civilians must prove a financial need for maintenance allowances and must show that they will be employable after training. In a number of countries, allowances during training are more a matter of charity than of constructive public policy and are thus almost always conditioned on a means test. In Great Britain, however, the present system and that proposed for after the war is a maintenance allowance on a fixed scale to all disabled trainees (ex-service men and civilians alike), including payments for dependants, paid without regard to the receipt of any payment for disablement. The allowance is at a uniform rate, irrespective of the wage payable in the occupation in which training is given—a principle which permits flexibility in administration and also facilitates transfer from one course to another if that originally selected is found to be unsuitable.¹ The question of training allowances for disabled workers might be examined from the standpoint of their contribution towards facilitating the re-employment and re-establishment of the handicapped.

PLACEMENT IN EMPLOYMENT

For the disabled workers who can be rehabilitated and retrained to the stage where they can take up employment in ordinary conditions, the main question to be decided is whether or not any special measures are needed to see to it that handicapped workers get their full share of employment suited to their capacity. Should the employment of disabled workers be left entirely on a voluntary basis, depending on public sentiment, war experience of the efficiency of disabled workers, and systematic propaganda among employers and trade unions? Or, in view of the size and importance of the group and the traditional prejudices still to be broken down, is something more positive necessary? Certainly, careful and specialised guidance, placement and follow-up work will be necessary to ensure that suitable work is found and retained. Beyond that, will any scheme of compulsory preference for disabled workers be needed and desirable?

To judge by war and pre-war experience, special measures may well be necessary in the post-war period to secure a full quota of useful employment for disabled workers. This may be true even in

¹ Payments under the special scheme for disabled workers are generally comparable to those to workers receiving wages under the ordinary training scheme. Exact parity is not feasible because of differences in the grant dependants' allowances and in tax and insurance deductions.

time of full employment and labour shortage. A number of different ways of dealing with the problem have already been put forward. The most far reaching is the scheme which was proposed by the British Interdepartmental Committee, which was then accepted by the Government as the basis for discussions with management and labour, and which was introduced into the House of Commons as a bill in December 1943. Under the Disabled Persons (Employment) Bill, disabled persons are to be registered, on a voluntary basis, at local offices of the Ministry of Labour. A quota of registered disabled persons will be prescribed for each employer of 25 or more workers as a percentage of his total labour force, with the quota varied for different industries (and where necessary for individual employers). An employer who does not employ his full quota of disabled persons will have to obtain, from a local committee attached to an employment office, a special permit to employ any worker other than a registered disabled worker. Certain occupations, particularly suitable for certain types of disabled persons (lift operators, messengers and attendants of some kinds, for example) are to be scheduled for the benefit of handicapped persons; and in these occupations, a special permit will be needed to engage any other than a registered disabled person.

Whether or not any compulsory quota scheme for the employment of disabled persons would be useful would depend largely on the size of the disabled population in any country. A quota scheme would give handicapped workers some entry into all industries and widen the range as well as the number of their employment opportunities. In other countries, where the numerical size of the problem will not be relatively so large, a quota scheme might be unnecessary and might not be the most constructive approach. These countries might find it better to rely on voluntary methods of persuasion, but even so, these methods should be backed by some organised pressure or force to deal with isolated cases of unfair discrimination.

A few countries—Canada and the United States, for example—have established a greater preference in public employment for disabled war veterans than for able-bodied ex-service men. In both countries, a few management-labour agreements include provisions to facilitate the reinstatement of service men who return with some disability. In Canada, employment and selective service offices were requested, without prejudice to the employment rights of other persons, to give special attention to the placement of competent applicants who suffer from physical handicaps.

Wherever the employment of disabled workers is left to the free play of employment market operations, the employment service can play a most important part in widening job opportunities for

the disabled. By enlisting the full support of employers', workers', veterans' and other organisations, it can organise and encourage systematic propaganda aimed at promoting full employment opportunities for handicapped workers. The value of this type of pressure can scarcely be exaggerated. And where compulsory measures for the employment of the disabled are adopted, their success will be conditioned by the effectiveness of the co-operative support of organisations and public opinion generally.

Most countries, even though they leave the employment of handicapped workers in general to voluntary action, might find it desirable to give some measure of hiring preference to disabled workers in a few occupations particularly suitable for limited groups of the disabled who, if not granted such preference, might be wholly excluded from any useful work whatsoever. This again is a problem which must be solved in detail in terms of each national situation, but in principle there is little doubt that it would be a useful step towards meeting the special needs of this limited group of the disabled.

The employer's fear of added accident risk may also be an obstacle to the employment or re-employment of handicapped workers. First, he may believe, rightly or wrongly, that a handicapped worker is more likely to meet with an accident than an able-bodied worker. Second, if a handicapped worker does have an accident and if it results in the loss of a member or function, its effect, in combination with the existing handicap, may (as in the extreme case of the loss of a second eye) be permanent total incapacity, and the compensation may be heavy in consequence. Every employer is, of course, anxious to keep his work as free from accident as possible. Irrespective of compensation costs, he will seek to avoid the employment of persons who he may believe will increase the average risk. If handicapped workers are placed in suitable jobs with care and discrimination, there are grounds for thinking that they are not worse risks than the average worker and may even be better risks in many cases. The possibility that higher compensation costs may deter employers from hiring handicapped workers always arises where the employer carries his own risk. Even if he is insured, the possibility will still arise where his premium varies according to the accident experience of his undertaking. In order to deal with this situation, a number of the States of the United States, where experience rating is widespread, are establishing "second injury funds", which assume liability for that part of any compensation for permanent incapacity which is attributed to a previously existing handicap. Where there is compulsory insurance and a monopolistic fund of some kind, it is obviously possible to arrange that the employer shall not be penalised by employing handicapped workers.

As a part of planning the re-employment of handicapped workers, therefore, serious attention should be given to this problem. So far it has received little thought outside the United States. Each country should re-examine its compensation system to see whether every possible step has been taken to eliminate an employer's reluctance to hire disabled workers because of fear of incurring a higher accident rate and greater compensation difficulties.

Finally, each country will have a number of disabled workers who cannot be rehabilitated to the point where they can take up ordinary employment and who therefore need employment in non-competitive or "sheltered" conditions. The provision of work and maintenance for these disabled persons is largely a matter for government action or for government subsidy and supervision of qualified voluntary organisations. The usual method of providing employment for this group is through special centres where suitable work, related to individual needs, can be made available. A number of countries have already established such centres; and other countries are aware of the need for them. It would naturally be to the general advantage if the work provided in these centres could be useful work on needed goods, rather than work on goods not really needed by the public.

SPECIAL INFORMATION

No matter what plans are made after the war for bettering arrangements for retraining and re-employing handicapped workers, they will have to be based on a certain amount of specialised information concerning: (1) the number, location and skills of the disabled; (2) the relation between particular disabilities and particular jobs; and (3) the facilities of the various plants for retraining disabled workers.

Data showing the number, location and skills of the disabled can only be acquired satisfactorily through a register of disabled persons compiled and kept up to date by the employment service. Without some registration of the disabled, it is not possible to know the size of the rehabilitation problem to be dealt with or its nature. A comprehensive register would have to be built up on a compulsory basis, but almost the same result may be achieved by the British system of keeping registration on a voluntary basis but confining the benefits of employment preference for disabled workers to those who are registered with a local office. If no inducement or obligation to register is present, it would be very difficult to maintain a register sufficiently complete to be valuable.

Material showing the relation between particular disabilities and

particular jobs is of the greatest importance in guidance and placement work for the handicapped. The U.S. Civil Service Commission has compiled a *Manual for Placement of the Physically Handicapped*, which is the result of a careful analysis of more than 2,000 jobs in Federal establishments. The functional and environmental factors of each job were studied and related to the various abilities of different kinds of handicaps. Most countries have acquired a great deal of useful information in this field during the war. Great Britain is initiating a survey of occupations suitable for persons with particular disabilities, and will proceed with this work during the war so that the survey may be ready as a basis for the full operation of the post-war scheme.

Information showing the facilities of various plants for retraining disabled workers will also be useful. Some plants are far better equipped and far more experienced than others for training handicapped workers properly, and some plants are far better for training certain kinds of disabled workers (blind or deaf workers, for example). A survey of plant facilities for training disabled workers might be undertaken so that these special plant facilities could all be used to best advantage.

SPECIALISED PLACEMENT SERVICE

Finally, successful placement work for disabled workers requires specialised machinery within the employment service. This specialised branch of the service should be responsible for the registration, guidance, supervision of training, placement and follow-up work for handicapped workers, for breaking down prejudices against the employment of these workers, and for putting into effect any special schemes for their employment. During the war, several countries have taken action to organise such machinery. In Great Britain, for example, a specialised placement and follow-up service has been organised within the employment exchange machinery and will be developed further for use in the post-war period. In Canada, special service sections have been opened in the larger employment offices to specialise in the placement of physically handicapped workers. In both of these countries, the specialised services deal with all handicapped workers, whether disabled through personal, industrial or military accidents. In a few other countries, special machinery has been set up to deal with the placement of disabled war veterans. The organisation of specialised placement and follow-up machinery for handicapped workers is a matter which should receive urgent attention, if the needs of this group of workers are to be met as effectively as possible.

In several of the American countries, the development of social security programmes during the war years as a part of defence policy has been accompanied by the initiation of services to rehabilitate disabled persons. In Chile, for example, the General Directorate for Social Assistance, set up by a Decree of 26 August 1942, numbers among its functions the rehabilitation of unemployed persons unsuitable for ordinary employment and of the disabled. Provision is made for full collaboration with the employment service of the Ministry of Labour and the medical aid services for the care of disabled workers.

In many countries, however, provision for the care of the disabled is still inadequate. Some countries have pioneered in the rehabilitation of disabled war veterans but have continued to neglect the rehabilitation of their disabled civilian population. In practice, of course, the needs of the two groups are the same and appropriate facilities should be available for all. There is no doubt that the war is forcing considerable progress in the right direction. It will be important to ensure that this progress is consolidated in the transition period and extended into the future as a part of permanent post-war employment policy. As the South African Minister of Welfare and Demobilisation stated in November 1943, it would be unfortunate if the machinery evolved to care for disabled soldiers were not utilised after the war to provide full vocational readjustment services for all disabled persons.

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In view of the special importance in the transition from war to peace of the employment problems of disabled persons, it is urged that immediate attention should be given to the development of satisfactory programmes for rehabilitating and resettling workers handicapped by disablement.

In this process, it is recommended that the programme should be planned on the basis of the nature of a person's disability, without regard to its cause, since in this way the factor of employability can receive full weight.—*Paragraph 40.*

The close connection between the medical and vocational aspects of the rehabilitation of disabled persons emphasises the importance of establishing effective co-operation between medical rehabilitation services and vocational rehabilitation and placement services.—*Paragraph 41.*

It is suggested that specialised vocational guidance work for disabled persons should be developed, in view of the special con-

siderations which must enter into the choice of occupation for disabled persons.—*Paragraph 42.*

It is recommended that, wherever possible, the training and re-training of disabled workers should be carried out in company with able-bodied workers and that the training should be continued up to the point where the disabled worker is able to enter employment as an efficient worker in his chosen trade.—*Paragraph 43 (1) and (2).* There are clear advantages in retraining disabled workers in their former occupations or related occupations; it is consequently suggested that this should be done wherever possible.—*Paragraph 43 (3).* In order to ensure adequate training opportunities for the disabled, it is recommended that employers with suitable training facilities should be induced, or if necessary compelled, to assist in the training of a reasonable proportion of disabled persons.—*Paragraph 43 (4).* Since seriously disabled workers would be unable to follow a normal training course organised for able-bodied workers, attention is drawn to the necessity of providing specialised training centres for disabled workers, where appropriate medical supervision can be made available.—*Paragraph 43 (5).*

So far as employment is concerned, special measures will be needed to ensure equality of employment opportunity. It is suggested, first, that employers should be induced and if necessary compelled to employ a reasonable quota of disabled workers, and, second, that in certain occupations particularly suitable for seriously disabled workers, these workers should be given a preference over all other workers.—*Paragraph 44 (1) and (2).* In addition, efforts should be made to overcome unfair employment discriminations against disabled workers, including the possible fear of employers of higher compensation costs in case of accident.—*Paragraph 44 (3).* Since some disabled workers cannot be rehabilitated to the point where they can accept ordinary employment in competition with able-bodied workers, it is recommended that special centres be set up to provide such workers with useful employment.—*Paragraph 44 (4).*

Finally, it is recommended that the employment service should assemble special information in regard to the occupations particularly suited to different disabilities and the size, location and employability of the disabled population. This information will facilitate the application of the whole vocational rehabilitation programme.—*Paragraph 45.*

CHAPTER XI

REGULARISATION OF EMPLOYMENT IN PARTICULAR INDUSTRIES

(Proposed Recommendation I, Paragraph 46)

Measures aimed at regularising employment within particular industries and occupations and eliminating temporary periods of unemployment and under-employment will help to achieve an efficient use of labour resources and to facilitate the transition from war to peace.

In the pre-war period, almost every country had industries in which the workers suffered heavy loss of income because of irregular employment. During the war, shortages of labour have forced tremendous progress in regularising employment in many of these industries. Perhaps the most marked progress has been made in industries, such as construction and port transport, which were the worst offenders from the standpoint of irregular employment before the war.

The labour force of the building industry in Great Britain, for example, has been reorganised on the basis of regular employment and income and greater mobility of labour within the industry. Plans for the industry after the war have been drafted in relation to a long-term construction programme. The Government White Paper, *Training for the Building Industry*, states that a condition of satisfactory organisation to fulfil the programme is "the establishment, under adequate guarantees, of conditions of work which will, as far as possible, eliminate the casual form of engagement which was formerly the most unsatisfactory characteristic of employment in the industry". Stating that the negotiating machinery of the industry should determine the return and scope of any guaranteed payments, the White Paper continues: "The Government would favour the adoption by the building industry of measures for a guaranteed period of employment, and, if requested, would consider favourably the continuance at least during the immediate post-war period of the present statutory provisions controlling registered building and civil engineering contracting

undertakings, which require all such undertakings to observe the terms and conditions of employment agreed in the industry". Most other countries at war have also established controls over the building construction industry and priorities in the allocation of materials, labour and contracts, and have regularised employment either directly or indirectly.

After the war, efficient organisation of building labour will play a large part in making possible the carrying out of reconstruction programmes, particularly in countries where war damage has been heavy. Moreover, from the standpoint of the welfare of building trades workers, no effort should be spared to guarantee them as regular work and income as possible. Only on this basis can greater mobility in the building labour force be sought and obtained.

The port transport or longshore industry is another example of an industry which has been characterised by irregular employment and in which decasualisation of employment has made great progress during the war. Before the war, efforts had been made in several countries to obtain a better organisation of dock work. Schemes for the decasualisation of dock labour had been introduced in a number of ports in Europe (*e.g.*, Amsterdam) and in Great Britain. Nevertheless, progress had been slow. Pre-war methods of work were recognised to be inadequate as soon as war needs came to the fore. As the British Minister of Labour pointed out: "If we are to impose obligations and to insist upon continuity of effort, it cannot be done on the basis of our past methods of picking up a man one moment and dropping him the next". The solution to the problem, he said, was "a permanent, organised and mobile labour force, good co-ordinated management and a utilisation of every available facility". Under schemes now in operation, British dock workers have a guaranteed wage and year-round work and participate in the organisation of the industry. In return, they must report for work regularly, work a minimum number of turns and more if requested to do so, and agree to transfer to any port or place to do necessary work, on the conditions laid down in a collective agreement governing the transfer of dock workers. Canada, the United States, Australia, New Zealand and a number of European countries have special schemes for decasualising dock labour, all of them linking regular work and income with greater mobility among dock workers. These schemes will have an important application to the future of the port transport industry, not only in the countries where they now operate but also in plans for restoring dock activity in ports in liberated territories.

These industries, port transport and construction, are the two outstanding examples of wartime progress towards regularisation

of employment. But it is also significant that over the whole structure of industry much has been done during the war to prevent short lay-offs, to spread work evenly over the whole year, and to keep the labour force of the various plants and industries employed full time without interruption of work or earnings. This has been done through the initiation of national and area production planning, by special manpower regulations controlling dismissals, resignations and transfers, and by better planning and organisation within undertakings (a field where joint production and factory committees have made an outstanding contribution).

It is unlikely that many of these general wartime innovations will carry over into the post-war period, and it would be impossible to estimate how far, with appropriate modifications, they might be able to make a substantial contribution to employment regularisation after the war. Already, however, there are a number of indications that emphasis will be placed on regular employment as an essential part of full employment policy. Some of the large British and United States trade unions are stressing the regularisation of employment and income as a means of increasing production and eliminating waste of skill and of labour power and under-employment. Employers in many countries are also beginning to emphasise the advantages of smooth and uninterrupted productive operations and of a regular, trained labour force employed throughout the year.

Many aspects of the problem of regularising employment generally are of a long-term character and are therefore not directly relevant to the discussions of this Conference. On the other hand, the transition from war to peace will be the appropriate time to consolidate progress made during the war in particular industries, to make appropriate modifications in wartime schemes, and to consider the contribution that similar schemes might make in industries in which operations are still highly irregular.

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It is therefore suggested that the Conference might recommend that, in industries in which operations are irregular, such as construction and port transport, efforts should be made to regularise employment in consultation with the employers' and workers' organisations concerned.—*Paragraph 46 (1)*. Where schemes of this kind have been adopted or extended during the war, such schemes should be maintained and adapted to peacetime conditions.—*Paragraph 46 (2)*.

CHAPTER XII

THE EMPLOYMENT SERVICE

(Proposed Recommendation II)

The machinery for organising employment conditions both the extent to which any employment policy may be adopted and the success of the application of policy. Before the war, much that was recognised to be useful in the field of employment policy could not be done because of the weakness and immaturity of the administrative machinery. The war has led to the reorganisation, expansion and co-ordination of the employment machinery in countries all over the world. There will be an equally great need for effective machinery in the post-war period to meet the vast problems of the transition period. This gives added urgency to the task of keeping the employment service machinery at its full wartime strength in countries where it has been vastly improved in meeting war needs and of continuing to build it up and better it in countries where the service is only now beginning to play a responsible part in the national economy.

War needs have led to several developments which are a necessary part of effective employment machinery at any time. In the first place, public employment services have been strengthened and centralised in policy and organisation. At the time of the first World War, Great Britain was the only country in possession of a national system of public employment offices. During that war, however, employment offices developed as an essential feature of the war economy of the belligerent countries. In 1919, the International Labour Conference attempted to consolidate this progress and adopted the Unemployment Convention, 1919, which provides that every country should "establish a system of free public employment agencies under the control of a central authority".¹ In the inter-war years, however, the employment services set up to meet the needs of the 1914-1918 War lost ground in some countries, primarily because they had never been integrated in the industrial life of the economy closely enough to enable them to play an effective part in

¹ This Convention has been ratified by 31 countries.

the organisation of employment. Moreover, during the depression years, the employment offices in many countries were swamped with routine duties relating to claims for unemployment benefit, and this tended to decrease the scope of their employment activities.

During this war, the desirability of a strong national public employment service has been specially emphasised owing to the decidedly national character of employment problems. Both the United States and Canada have shifted their employment services from a federally-subsidised State or provincial basis to a central national basis during the war. Australia and New Zealand have built up national employment services to meet war needs. Chile and the Argentine Republic have both set up national employment services during the war. Other countries have felt the lack of a central employment service in dealing with war dislocations and realise that the organisation of such a service would help them to make the employment readjustments that will be necessary after the war.

Secondly, the network of employment offices, the core of the employment service, has been strengthened in staff and in number. In Great Britain, the staff of the employment offices has nearly doubled during the war. New district manpower offices have been added to the pre-war network of local, regional and headquarters offices. In Canada, in mid-1940, there were only 75 employment offices, with a total staff of only 425. Three years later, in mid-1943, there were 216 offices, with a staff of more than 4,300. Total placements increased from 384,882 in 1939 to over 1,500,000 in 1943. In the United States, regional and area offices of the War Manpower Commission have strengthened the pre-war machinery for bringing available jobs and available workers together. The offices of the U. S. Employment Service (which was nationalised to meet war needs) made more than 10 million placements during 1942, a total 37 per cent. higher than in 1941. Total placements for the first nine months of 1943 were 6,980,000, a figure representing an increase of 39 per cent. over the first nine months of 1942.

Thirdly, the tasks of the employment service have greatly increased in number and in importance during the war. A far broader conception of the place of the employment service in national economic life has emerged from the way in which the service has carried out its wartime duties. Where efficient employment machinery existed or was developed, it has been made responsible for maintaining reliable and up to date information on employment, unemployment, labour reserves, and labour requirements; for mobilising and allocating

men and women to jobs given priority; for controlling engagement and labour turnover; for determining the most appropriate distribution of men between industry and the armed forces; and for directing the scope and general content of the training and retraining programme. Ancillary machinery built up round the network of employment offices has extended the functions of the employment machinery to include supervision of labour utilisation within factories and the organisation of welfare outside factories (allowances for transferred workers, health care, food and housing, recreation, and so forth). In a number of countries, the employment service has become a contributory agency in the formulation of economic policy in regard to the allocation of contracts, the building of new plant, housing construction, raw material distribution and other fields. The service has often become, in short, one of the central war planning agencies, nationally, regionally and locally.

Fourthly, the occupational range of employment service work has been greatly expanded. While before the war the placement work of most employment services was concentrated in the field of unskilled and semi-skilled labour and narrowed steadily as it approached more skilled and professional work, the war has given it a very broad occupational coverage. In many countries, the employment service has been granted an almost complete monopoly of placement of workers and filling of vacancies of all kinds. Specialisation of placement work by occupational groups has often been developed. Special employment offices for seamen, dock workers, construction workers and forestry workers have been extended in a number of countries. Special facilities have sometimes been arranged for the groups with which all employment services were least well equipped to deal—technical, professional and supervisory workers. In Sweden, for example, the number of employment offices specialised in placing teachers has increased, until today there is one in almost every province. These offices are grouped in five districts, and a central office to supervise and direct their work has been set up in Stockholm.

This widening of the occupational coverage of the employment offices has not only given them useful experience for the future but has also served to broaden the conception of employers and job seekers as to the type of service that can be obtained through the public employment service. Both employers and workers have become used to looking to the employment service for assistance. The regulations controlling employment and the labour shortage conditions of the war economy have combined to make the employment office a normal intermediary in finding workers or finding employment. And the wider coverage of the employment service

and the development of its policy and organisation have made the use of its facilities a distinct practical convenience for both employers and job seekers.

Finally, the co-ordination of employment service work with the activity of other government agencies has been much improved during the war. At the same time, employers and workers have been drawn into much closer touch with all the employment machinery, nationally, regionally and locally. Their advice and practical help has greatly strengthened the employment service and the training agencies. The wider contacts of this machinery with management and labour throughout industry have, in turn, brought it into a position that enables it to solve their employment problems far more effectively than ever before. A good many countries in all parts of the world are beginning to appreciate to the full the importance of effective employment machinery. Many of them are beginning to consider what steps should be taken to accord a broad sphere of competence to the employment service in the post-war period. They wish to equip the service to play an active and positive role in the after-war employment readjustments, rather than to allow it to fall back into the negative and passive role played by most employment services in the depression economy before the war.

It is significant, for example, that the Wagner-Murray-Dingell Bill in the United States, proposing a reorganisation of the country's employment machinery to meet post-war needs, would set up a national employment service for these positive purposes: (1) to promote employment in private enterprise; (2) to assist persons in the armed forces and in war production to avail themselves of civilian employment opportunities throughout the nation; (3) to enable employers to secure the best available labour; (4) to promote economic opportunity for all persons; and (5) to aid in the maximum utilisation of the productive facilities and manpower of the entire nation. Its specific functions are defined so as to enable it to play a very active and important part in promoting full employment as well as adjusting labour supply and demand and registering unemployed job seekers.

In Queensland, Australia, the Co-ordination of Employment Facilities Act of 1941 was adopted primarily for the purpose of facilitating post-war adjustment in that State. The State Employment Council is given very broad functions under the Act. It is responsible for efficient co-ordination of all public and private placement agencies "with a view to effecting as far as possible the principle of the 'right to work' for the workers of the State". It is charged, among a wide variety of things, with considering the most

effective measures to be taken for temporarily or permanently reducing or eliminating unemployment and encouraging employment; considering the industrial efficiency of the community, the organisation of the labour market and the character and location of employment opportunities; and submitting recommendations for public works, for spreading work over the State and on questions of labour mobility generally.

The Chilean employment service is responsible for studying the factors which may affect employment in order to recommend methods of stabilisation or improvement; for considering and, if necessary, proposing alterations of working hours and shift work with a view to promoting employment; and in general for supervising the effect of economic policy on the employment market. The recently organised national employment service of the Argentine Republic is also given a wide range of operations.

While the primary responsibility for organising employment must rest with the employment service, this service has to co-ordinate its activities closely with those of other government agencies, particularly those competent to deal with training and retraining, guidance, unemployment insurance and assistance and welfare. Methods of obtaining this co-ordination differ from one country to another. Where a single Ministry, department or agency is directly responsible for the operation of the employment service, training and retraining, vocational guidance and unemployment insurance and assistance, the problems of co-ordination are greatly simplified. Where these functions are spread over several Ministries or departments without any integrated top supervision, the problems of co-ordination must be met by the establishment of co-ordinating committees to work out joint policy and the most efficient procedures and by the issue, through these committees, of joint instructions on matters of common concern. Co-ordinated operation is just as important at the regional and local levels as at the national headquarters level; and it is important that appropriate administrative devices to ensure close co-operation and to prevent duplication of effort should be worked out at all levels of operation.

There is, moreover, a wider field of policy into which the work of the employment service must be fitted. The primary task of the employment service is to ensure that the necessary skills are available and are distributed throughout the economy in such a way as to contribute to the maintenance of a high level of employment and a rising standard of living. In other words, the employment service has specific responsibilities in connection with the fulfilment of national programmes aimed at full use of all productive resources. Its work has therefore to be closely related to the

wider aspects of economic and social policy. It has to assist in the planning of the location and diversity of industrial activity, housing projects, public works, social amenities such as schools and hospitals, and many other matters. Its relation to this work is twofold. First, by giving advice in regard to all aspects of the employment situation it can contribute to the formulation of policy in these broader fields. Second, by being fully informed of the agreed action in these fields, it can plan its own activities more logically as a co-ordinated part of national economic and social policy. There is thus a need for full co-ordination of employment service work with that of other public and private bodies, at all levels of operation.

Organisations of employers and workers have a direct practical interest in the operation of the employment machinery. Conversely, the employment machinery is unable to carry out its work without the full collaboration of representatives of employers and workers. The co-operation of employers' and workers' organisations is one of the fundamental principles of the Unemployment Convention, 1919. This Convention states: "Committees, which shall include representatives of employers and of workers, shall be appointed to advise on matters concerning the carrying on of these agencies". In view of the importance to effective employment organisation of close collaboration with employers' and workers' representatives, it would be useful to see how far and how effectively this provision has been applied and to discuss, on the basis of war experience, the ways by which the full co-operation of employers and workers may be secured in every aspect and at every stage of employment organisation.

Before the war, some countries had built up satisfactory machinery for bringing employers' and workers' representatives into close contact with the employment service and its ancillary agencies. During the war, all the democratic countries have greatly strengthened the relations between employers and workers and the employment service at all levels of activity.

A good many problems of production and employment readjustment will arise in the transition period on an industry-by-industry basis. Already, in a number of countries, special joint machinery is being established within the various industries to investigate and deal with these problems. The work of this type of machinery should also be linked with that of the employment service. The latter will find it useful to co-operate with any joint industry committees which may be set up to facilitate the solution of the special problems of the industry concerned.

Employers and workers have played an important part in

formulating and even in applying labour supply policy. In the transition period, they will have an equally important part to play. Their co-operation is indispensable for the satisfactory operation of employment machinery in any democracy. It reinforces this machinery by giving it a direct link with the economic activities in the country, region or locality. It gives the administration of the employment service the active assistance of the persons whose experience of industrial life has made them particularly competent to solve the problems that arise. By making democratic decisions possible, and by generating advance understanding of policy, employers' and workers' co-operation helps to lessen the difficulties which are bound to arise in employment organisation in a time of extensive transfers of workers from one industry, occupation or area to another. In the immediate post-war period, therefore, the collaboration of workers and employers will be more than ever necessary in order that the employment machinery may operate efficiently and smoothly.

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In the light of these considerations, it is suggested that the Conference might recommend that the essential duty of the employment service should be to ensure, in co-operation with other public and private bodies, the best possible organisation of employment as an integral part of the national programme for full use of productive resources.—*Paragraph 1.*

To carry out this duty, the employment service should be assigned a broad field of competence. A number of specific responsibilities might be suggested by the Conference.—*Paragraph 2.*

It is also recommended that regular machinery should be established, at the national, regional and local levels, to ensure close co-operation between the employment service and other public authorities whose activities affect the employment situation.—*Paragraph 3.*

Finally, it is suggested that, in addition to the joint bodies provided for in the Unemployment Convention, 1919, the employment service should co-operate with employers' and workers' organisations and that appropriate machinery should be devised to enable these organisations to assist in the formulation and carrying out of agreed employment policy.—*Paragraph 4 (1).* Since special industry problems will arise in the transition period, it is suggested that the employment service should be instructed to co-operate with any joint industry committees which may be set up to facilitate the solution of the problems of the industry concerned.—*Paragraph 4 (2).*

CHAPTER XIII

PLANNING OF PUBLIC WORKS

(Proposed Recommendation III)

The preceding chapters of this Report have dealt with various measures which may be recommended to facilitate the re-employment of men and women discharged from the armed forces and assimilated services and from wartime employment in the most orderly and speedy manner possible. The State also has a responsibility, however, especially in such a difficult period, for seeing that the demand for labour is adequate. The principal technique available for this purpose is the suitable timing of public works and orders for supplies. These works and orders should not be confused with relief works. They are ordinary public works which are necessary for the development of the country concerned, which will be carried out in any case and which, it is suggested, should be so organised and timed as to give employment of the right type at the right time and in the right place. No question of any special conditions of employment can therefore arise.

It may be recalled that the Conference has already, in the Public Works (National Planning) Recommendation, 1937, suggested a long-term policy for the planning of public works. By that Recommendation the Conference recommends that appropriate measures should be adopted for the purpose of achieving a suitable timing of all works undertaken or financed by public authorities, that is to say, that there should be an increase in the volume of such works in periods of depression, and it recommends further that it is desirable to provide for the preparation in advance of works capable of being held in reserve or exceeding ordinary requirements and which should be ready for execution as soon as the need is felt. This policy should be applied to all works, including works in colonies, undertaken by central, regional and local authorities, public utility undertakings, or any body or individual in receipt of subsidies or loans from a public authority. In addition, the Conference recommends that special consideration should be given to certain financial and monetary measures, among which are the financing by loan in

periods of depression of public works likely to stimulate economic recovery and the application of a monetary policy which will make possible the expansion of credit required for the speeding up of the works and which will ensure the lowest possible rate of interest on the loans. Finally, it recommends that the rates of wages of workers on public works should be not less favourable than those commonly recognised by workers' organisations and employers for work of the same character in the district where the work is carried out.

The above principles will be of particular importance in planning public works policy after the war. As soon as hostilities cease, public authorities, like private industry, will have a great deal of work which they wish to carry out, either for the repair of damage resulting from enemy action or for developments which have been postponed during the war. Governments will therefore have a valuable weapon in their hands for evening out the fluctuations in the demand for labour by being ready to put in hand or if necessary to postpone their work programmes according to the situation of the labour market at different times and in different areas.

This involves the preparation of plans during the war so that there may be no delay in the execution of such works as may be decided upon when the time comes. It would appear desirable that the plans should be drawn up on a long-term basis, say a five-year basis, which would provide a complete programme of public reconstruction and development work for the period in question. Such a programme would facilitate the acceleration or retardation of work according to circumstances. It is clear that some work, especially reconstruction work, cannot be postponed. It will have to be carried out irrespective of the employment situation, and, if the demand for labour exceeds the supply at the time, such work will have to be given the necessary priority. This makes it all the more necessary that as much work as possible in what may be called the second category of urgency is adjusted closely to employment needs from time to time.

The Emergency Committee of the Governing Body, meeting in London in April 1942, requested the International Labour Office among other things (a) to collect information on the measures taken by the different countries for drawing up programmes of work necessary for the development of their national economy and ready to be carried out when they are required by the employment situation; and (b) to suggest to countries which have not yet done so that they take such measures within the framework of their post-war reconstruction planning.

Many governments have set up special ministries or departments of existing ministries or special committees to investigate or

prepare post-war reconstruction plans or public works plans. Among these countries are Argentina, Australia, Belgium, Bermuda, Bolivia, Canada, Chile, Cuba, Czechoslovakia, Great Britain, Hungary, India, Iraq, Mexico, New Zealand, Norway, Panama, Peru, Poland, South Africa, Sweden, Switzerland, the United States of America, Venezuela and Yugoslavia.

On the actual plans so far made the information available in the International Labour Office is almost certainly incomplete, and the following indications are consequently given merely as examples.

The Government of Afghanistan issued an Order on 2 April 1941 concerning measures for the promotion of industrialisation. This Order provides for the grant of special facilities to industrial and handicraft undertakings according to the number of workers they employ and the amount of power they utilise. Plans are also being made for a system of roads, estimated to cost the equivalent of \$20 million.

In Argentina a long-term plan of public works was approved by an Act of 25 January 1939 and has not yet been completed. On 19 December 1942 the Government, by Decree, established an Advisory Committee for the Co-ordination of Public Works, and set up within the Ministry of Public Works a general division for the co-ordination and planning of public works, whose duty it is to decide how much of the 1939 development scheme shall be carried out each year, taking into account the recommendations made by the provincial Governments with regard to timing and methods.

In Australia, the National Works Council, which consists of representatives of the seven State Governments and of which the Prime Minister of the Commonwealth is chairman, has asked the Co-ordinator-General of Public Works to prepare a £200,000,000 programme of public works for the immediate post-war period.

In Canada an Advisory Committee on Economic Policy has been appointed for the purpose of planning and organising the activities of departments and agencies of Government in respect of post-war reconstruction, and also of conducting investigations and study of post-war problems. In addition, the House of Commons has set up a Special Committee on Reconstruction and Rehabilitation, which, in a report issued on 23 June 1943, recommended that a survey of the natural resources of the Dominion should be undertaken immediately, and drew attention to the fact that housing would be an important post-war problem. In addition the Government has decided to ask parliamentary approval for the establishment of a Department of Reconstruction to promote and co-ordinate planning for national development and post-war employment.

In China the Executive Yuan, after considering the resolution adopted by the Emergency Committee of the I.L.O. in April 1942, instructed all Government agencies concerned to draw up definite proposals to serve as a basis for formulating a comprehensive programme for the period of demobilisation after the war. Two conferences met last year, the first convened by the Ministries of Education and Economic Affairs on 20 April to 1 May 1943, and the second convened by the National General Mobilisation Council and the Ministries of Economic Affairs and Agriculture and Forestry on 1 to 9 June 1943, to consider post-war plans for industry and agriculture.

In India a Post-War Reconstruction Committee of the Executive Council has been established to deal with all matters of policy, exercise initiative, and co-ordinate and sanction plans. It is assisted by a Consultative Committee of Economists, and six other policy committees, one of which deals with public works and communications. Plans have already been completed or are being made on road development and the co-ordination of transport facilities, the development of civil aviation, agricultural improvement and the extension of irrigation, the development of electrical power, and the promotion of industrialisation.

In the Union of South Africa a Social and Economic Planning Council was appointed early in 1942, its terms of reference being, among other things, to investigate and make representations for promoting the planned development of the resources of the Union and its internal and external trade as well as the prosperity and well-being of the population as a whole. In its first report, issued in March 1942, the Council estimated that the re-employment problem in South Africa would consist in finding work for 230,000 persons, white, Native and coloured. It therefore recommended the preparation of a long term programme of public works, which should: (a) be quick to start; (b) use the greatest possible proportion of local raw materials; (c) include diversified projects so as to use diversified skills; (d) be dispersed geographically; and (e) include projects of the highest social and economic utility.

In Sweden the Riksdag requested the Government in June 1943 to appoint a special committee for the purpose of enquiring into the question of how the conversion of the national economy to peacetime production should be effected, and into social post-war problems, account being taken of international conditions and humanitarian relief measures.

In Switzerland the Federal Council has legislated so far only for the crisis resulting from the war, including the immediate post-war period, and has framed its policy on "the creation of employment

openings" in two Decrees dated 29 July 1942 and 6 August 1943 respectively. An Employment Commissioner has been appointed to draw up a general plan for the combating of unemployment by the creation of employment openings in the different sectors of the national economy. The Confederation is empowered for this purpose to grant assistance in the form of a subsidy, a loan, or the investment of capital in an undertaking, and to undertake work itself. Programmes of public works have already been drawn up by the Federal and cantonal authorities. Most of the Federal plans are ten-year plans, but it is expressly stated that part of the work can be deferred or accelerated according to the situation of the labour market at any particular time. The total estimated expenditure on all these plans is 4,043.3 million francs.

In the United States there is a special Senate Committee on post-war economic policy and planning, the chairman of which is Senator Walter F. George. An Executive Order was issued by the President on 4 October 1943 instructing all departments and establishments which are authorised to undertake or aid public works and improvement projects financed in whole or in part by the Federal Government to prepare and keep up to date carefully planned and realistic long-range programmes of such projects and to submit such plans to the Bureau of the Budget in connection with any estimates of appropriation they may require. The Director of the Bureau is to report to the President at least once a year an over-all advance programme for the Executive Branch of the Government. The National Resources Planning Board referred in a report issued early in 1943 to the projects potentially available for construction in the post-war period as proposed by the Federal construction agencies, the total cost of these projects being estimated at \$7,695,369,206. Only a small proportion of these projects has been worked out in any detail.

At the end of the war, the question will arise as to how the policy of timing is to be applied. One object is to ensure an adequate demand for labour but it may be equally important to prevent an excessive demand for labour. There can be no doubt about the first of these points, but the need for the second may not be quite so clear. The aim of post-war employment policy, whether in the transition period or in the long run, must be to ensure full employment. If labour is already fully employed, additional demands for labour may greatly add to the difficulties of preventing inflation, which are in any case likely to be considerable in the immediate post-war period. It will be some time before consumers' goods are produced in sufficient quantities to meet the demand for them, and the demand is sure to be very great as soon as hostilities end. It is probable that price control will be maintained during this period,

but price control is not always completely effective, and it would be unwise to do anything likely to increase the pressure on prices. Anything like a competition for labour which resulted in unplanned and chaotic wage increases would certainly have this effect. It is for these reasons that the public authorities should be careful to use their public works and orders for supplies to the fullest possible extent as a balancing factor. Of course, as has already been pointed out above, some works must be carried out in any case in order to provide the necessary basis for reconstruction and to safeguard public health. There will still, however, be a wide range of works and orders which can be postponed if necessary to a more favourable season.

The League of Nations Delegation on Economic Depressions in its report entitled *The Transition from War to Peace Economy*, published in May 1943, also dealt with this problem and suggested that governments should be ready to start on one or another of their public works projects with the greatest possible promptitude as circumstances demand and at the same time be prepared to postpone putting projects into execution if there is any danger that they may hamper normal business recovery.

There is, however, a third point to which attention should be paid when decisions are being taken on public works, namely, the different types of skill which may be available in different areas at different times. For example, a road building scheme would be of little use in giving employment to skilled or semi-skilled engineering or metal workers and an engineering job would be useless in a place where the supply of labour consists mainly of unskilled workers. It is suggested therefore that the work programmes should take full account of the different types of skill available so that workers can be employed on the type of work for which they are suited.

Finally, we come to the question of international financing. All countries will have some works in view which can be carried out without external assistance, the materials and labour being all available on the spot. Many countries, however, especially those which have been in hostile occupation, will require external financial assistance for their reconstruction and development work, to enable them to import the raw materials, machinery, etc., necessary for this purpose. On the other hand, many countries which are able to lend money abroad will find it advantageous to do so in order to prevent a too rapid decline in their capital goods industries which have been greatly expanded during the war.

On this aspect of the matter, the Emergency Committee of the Governing Body, at its meeting in April 1942, requested the International Labour Office:

- (a) To collect information as to the amount of international collaboration required for financing the carrying out of these programmes;
- (b) To draw up a list of public works having an international bearing and to study the conditions under which they may be carried out; and
- (c) To begin the study, in consultation with qualified experts, of the financial problems raised by an international public works policy, relating them to the study of international financing in general.

It would therefore seem to be important that steps be taken before the end of the war to set up an international development authority through which financial aid can be made available by the countries which can lend capital, without danger to their balance of payments, to the countries which need such capital in the early post-war period. Unless such an authority is established before the close of hostilities, many countries may find themselves in difficulties in carrying out essential reconstruction work. It would seem to be important that such an authority should have social objectives clearly before it in deciding upon any proposals submitted to it, and in particular should consider the importance of such proposals in ensuring full employment and a rise in the standard of living of the peoples concerned.

This question is no new one for the International Labour Organisation. Already during the depression of the early thirties efforts were made, unfortunately without success, to promote international public works. In 1938, when the International Public Works Committee held its first meeting, the problem was raised again. A number of speakers pointed out on that occasion that some countries would be unable, from their own resources alone, to carry out an adequate development policy and *a fortiori* could not therefore time their works in such a way as to increase them in times of economic depression. The war, of course, prevented further consideration of this matter, but the Committee still exists and it cannot be doubted that it will have an important part to play in the application of an international development policy.

A proposal for a World Bank has been drafted by the technical staffs of the United States Treasury and other Government departments, and a preliminary draft outline has been submitted to the Finance Ministries of the United Nations and the countries associated with them, and to the International Labour Office. It was also made public in November 1943. The preamble of this outline states that many countries will require capital for reconstruction,

for the conversion of their industries to peacetime needs and for the development of their productive resources. Others will find that foreign investments provide a growing market for their goods. Sound international investment will be of immense benefit to the lending as well as to the borrowing countries. It will be necessary to encourage private investment by assuming some of the risks that will be especially large immediately after the war, and to supplement private investment with capital provided through international co-operation. The proposed bank is intended to be a permanent institution to encourage and facilitate international investment for sound and productive purposes. It is intended to co-operate with private financial agencies in making available long-term capital for reconstruction and development, and to supplement such investment where private agencies are unable to meet fully the legitimate needs for capital for productive purposes. The bank would make no loans or investments that could be secured from private investors on reasonable terms. Its principal function would be to guarantee and to participate in loans made by private investment agencies and to lend directly from its own resources whatever additional capital may be needed. The facilities of the bank would be available only for approved governmental and business projects which have been guaranteed by national governments.

Although the question of international financing of public reconstruction and development works will be of great importance in the transition from war to peace, it is also a long-range problem and cannot be satisfactorily considered except in terms of long-range policy. Moreover, such a policy is important not only from the point of view of employment but also from the point of view of raising standards of living and should be linked up with other international economic policies having the same social objectives. For these reasons, nothing is said on this aspect of the matter in the proposed Recommendation submitted to the Conference under Item III of the Agenda.

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Suggestions are, however, made in the text submitted on the other points to which reference is made above.

The first paragraph urges that Members should prepare a long-term development programme because on no other basis can the policy of timing be applied successfully. Unless each country has set before itself a desirable programme of reconstruction and development, stretching over a period of say five years, and has formed a clear view of the relative urgency of the different parts of the pro-

gramme, orders will be given on a purely *ad hoc* basis which will make satisfactory timing impossible.

The second point is to ensure that public enterprise in the broadest sense of the term should be used as a balancing factor so as to avoid the two extremes of excessive and insufficient demand for labour.

Paragraph 3 recommends that consideration should be given not only to the employment situation in the country as a whole but also to the situation in each area and to the particular types of skill available in the area concerned. It is important that suitable works and orders should be placed at the right time and in the right place, in order to avoid, for example, that road building is undertaken in a place where no suitable labour is available or that orders for engineering work are given in a place where only unskilled labour is unemployed.

CHAPTER XIV

FINANCIAL PROVISIONS TO MEET SHORT-TERM UNEMPLOYMENT

(Proposed Recommendation IV)

It is to be hoped that the measures suggested in the preceding sections of this Report will prevent any long-term unemployment, but it must be remembered that in the countries that have been in hostile occupation there will be a great shortage of equipment and materials of all kinds and that the level of employment will depend on the speed with which the necessary steps can be taken to remedy this shortage. Even in the other countries it is inevitable that, in such a huge transformation as is involved in the transition from a war to a peace economy, there should be some short-term unemployment. It is, therefore, important that satisfactory provision for maintaining the income of unemployed persons should be planned in advance. There are three main methods of dealing with this problem: (a) the grant of mustering-out payment or a dismissal bonus, as the case may be; (b) the payment of unemployment insurance benefit; or (c) unemployment assistance.

MUSTERING-OUT PAYMENT OR DISMISSAL BONUS

Mustering-out Payment

Members of the armed forces have, during their service, been obliged to interrupt their careers and when they are discharged they will be faced with some difficulties in re-establishing themselves in civil employment. It would therefore appear reasonable that they should receive some form of bonus on being discharged from service. Such a bonus would help to tide them over a short period of unemployment after their discharge and would also enable them to re-establish themselves in their homes, which in many cases may have had to be given up during the war, to re-equip themselves with clothing and to purchase articles of furniture which it has been impossible to procure during the war. The amount of such a bonus might vary according to length of service and

perhaps also according to the places in which the persons concerned have served (active combatant service or service behind the lines in peaceful areas).

In Canada every ex-service man will, on discharge, be entitled to a rehabilitation grant of 30 days' additional pay and continuance for one month of assigned pay and dependants' allowances. With the exception of officers, each man will also receive a clothing allowance.

In New Zealand service men returning from overseas are entitled to a mufti allowance of £25 on discharge.

In the United States the President addressed a message to Congress on 23 November 1943 urging the provision of funds for a uniform, reasonable mustering-out payment to all members of the armed forces upon their honourable discharge or transfer to inactive duty. A Bill to carry out this purpose became law on 5 February 1944. It provides that a member of the armed forces of the United States who has been discharged or relieved from active service under honourable conditions shall be eligible to receive mustering-out payment consisting of:

- (a) \$300 for each man or woman who served for 60 days or more and who served overseas, payable in 3 monthly instalments;
- (b) \$200 for each man or woman who served within the continental limits of the United States for 60 days or more, payable in 2 monthly instalments; and
- (c) \$100 to those who served for less than 60 days.

Dismissal Bonus

The question of granting a dismissal allowance to workers discharged from employment on the termination of government contracts is more controversial.

In the United States there has been discussion of this subject, it being maintained that if Congress provides assistance, by concessions under the taxation laws for example, to manufacturers to reconvert their factories to peacetime operations, there should also be Government assistance to enable discharged workers to tide over the period of readjustment. The proposal is that the dismissal allowance should be included as a legitimate cost in the final accounting on the contracts and subcontracts, and would therefore be payable by the Government.

Against such dismissal allowances it is argued that, as they would not depend on unemployment but only on the length of past services and would therefore be paid to many workers who

obtain fresh employment very quickly, they might have an inflationary effect. Moreover, there would be difficulty in administering the scheme fairly because many workers who have not been engaged on direct Government work might also lose their employment as the result of the termination of hostilities and might be in greater need than those who have been engaged on such work, but they would receive no dismissal allowance.

The Congress of Industrial Organizations, at its Sixth Constitutional Conference held at Philadelphia in November 1943, adopted a resolution asking the various procurement agencies of the Federal Government to incorporate in war contracts a provision for the payment to employees of dismissal wages when they become disemployed following the cessation of hostilities, or through the termination of employment because of the application of seniority rights on behalf of the returning members of the armed forces or because of loss of jobs due to production cut-backs. It also recommended to the affiliated unions that an attempt be made to include protective clauses calling for dismissal wages in all collective bargaining contracts.

On the other hand, the Acting Commissioner of Labor Statistics stated before a subcommittee of the Senate Committee on Military Affairs on 27 October 1943 that there had been no definite crystallisation of opinion on this question. He said that it would be very difficult to expand this aid beyond the comparatively restricted group of workers engaged on prime contracts. Moreover, dismissal wages were not a full substitute for an improved social security system with more adequate unemployment benefits.

On the whole, it does not appear that the different aspects of this question have been sufficiently discussed to justify the Office in suggesting the adoption of any recommendation on the subject of dismissal allowances.

UNEMPLOYMENT INSURANCE

Mustering-out payment whether paid in the form of a lump sum or of periodical payments is not directly related to unemployment, and may terminate before it is possible to offer the ex-service man or woman suitable employment. It is therefore necessary to make other provision for such persons, and it would seem to be reasonable that unemployment insurance schemes, when they exist, should be adapted, if necessary, to make this possible.

The Unemployment Provision Convention, 1934, provides that each Member shall maintain a scheme ensuring to all persons habitually employed for wages or salaries, with certain specified exceptions, who are involuntarily unemployed:

- (a) benefit, by which is meant a payment related to contributions paid in respect of the beneficiary's employment, whether under a compulsory or under a voluntary scheme; or
- (b) an allowance by which is meant provision being neither benefit nor a grant under the ordinary arrangements for the relief of destitution, but which may be remuneration for employment on relief works organised in accordance with specified conditions; or
- (c) a combination of benefit and an allowance.

The right to receive benefit or an allowance may be made conditional upon the completion of a qualifying period (the payment of a prescribed number of contributions or employment for a prescribed period or a combination of these alternatives).

In a supplementary Recommendation, the Conference also urged at the same Session that in countries where compulsory insurance against unemployment was not in operation, steps should be taken to create such a system as soon as possible.

With reference to schemes under which benefit is paid, *i.e.*, unemployment insurance schemes, it can be said that all such schemes provide for a qualifying period. This causes no difficulty in the case of workers who have been in insurable employment up to the time of making a claim, but it would disqualify members of the armed forces and assimilated services who have been demobilised. In countries in which benefit is paid at a flat rate to all claimants of a given sex and age group, this can be overcome by a provision, as is the case in Great Britain, that all seamen, marines, soldiers, airmen, including officers, and persons employed in certain other forces or services, will, on the termination of their service or employment, be treated as insured contributors in respect of whom a number of contributions equal to the number of weeks of service have been paid.

Where the benefit varies according to the wages previously received by the claimant an administrative difficulty arises, as it is not clear what rate of benefit should be paid to a member of the armed forces who has not been in civil employment for a considerable time and who, indeed, may not have been in civil employment at all. In Canada, benefit will be paid to a discharged person who has completed 15 weeks in insurable employment within any period of 12 months, whether continuous or not. Such person is deemed to have received benefit for a continuous period equal to that for which he has received the special out-of-work benefit while following a course of training or instruction, together with a proportion

of any period for which he has received a special grant, under the Post-Discharge Re-establishment Order of 20 April 1943¹, up to a maximum of three fifths of his period of service subsequent to 1 July 1941. In addition, the discharged person is also deemed to have been in insurable employment immediately prior to the commencement of the benefit period referred to above, for a period equal to his service in the armed forces since 1 July 1941.

In the United States, where unemployment insurance legislation is on a State basis, all but three States have enacted so-called "freezing" provisions to preserve the benefit rights of persons on military service. In general, the amendments protect the rights of workers who entered military service subsequent to some date in 1940 and who remain in the service for at least a specified 30 to 90 days. If these workers are unemployed on their discharge from the service, they will be eligible for benefits based upon their pre-war wage credits according to the formula of the State concerned. In some States benefits will be reduced by the amount of benefits drawn in a benefit year current at the time of induction. Two States have gone further than this. Illinois will pay uniform benefits to all service men who earned at least a specified amount in the year preceding induction, and the State of Washington has voted wage credits of \$300 for each quarter of military service to those who were State residents for a year immediately prior to induction. A Bill was introduced into the Federal Senate on 3 June 1943 the effect of which would be to create a Federal system of unemployment compensation to take the place of State systems, and which would provide that any individual who has completed a period of not less than 90 days' military service would be entitled to a special unemployment compensation allowance at a fixed rate.

UNEMPLOYMENT ASSISTANCE

Whatever is done to adapt unemployment insurance legislation to the needs of ex-service men and women, certain categories of workers would be left untouched, namely, insured persons who exhaust their right to benefit and persons who are not covered by an insurance scheme at all. Moreover, there are some countries which have no unemployment insurance scheme in operation. Unless special arrangements are made, such persons would have to apply for assistance, which is usually paid only on proof of need and which may be derived from local funds, not always adequate for the purpose. It may be recalled that the Unemployment Provision Convention of 1934 provided, as has already been mentioned

¹ For further particulars, see Chapter VI, "Training and Retraining".

above, for supplementary schemes for the assistance of the unemployed, conditional on proof of need, such schemes being quite distinct from the ordinary arrangements for the relief of destitution. Such assistance schemes would, of course, be available for ex-service men and women, but it will no doubt be considered wrong to impose a condition of need in the special circumstances existing at the end of the war.

In Australia, in virtue of the regulations under the Australian Soldiers' Repatriation Act, 1920-43, a member of the naval, military or air forces of the Commonwealth and, under certain conditions, a member of such forces of any other part of the King's Dominions may be granted sustenance while awaiting employment. Such sustenance, added to any sustenance payable under a State law on the relief of unemployment, and any benefits payable to the person concerned and his wife and children, must not exceed 100s. per fortnight in respect of the person himself, 44s. in respect of his wife (or in respect of his widowed mother if no sustenance is payable in respect of his wife), and 18s. in respect of each child up to a maximum of 54s. (or 90s. in the case of a widower with four or more children). The sustenance may be paid for not more than three months in the aggregate. It shall not be payable to a person who fails to avail himself of suitable employment when offered or who has had since discharge six months' employment in the aggregate. If any person covered by the scheme is engaged in temporary, casual or intermittent employment or in an occupation, the sustenance shall be decreased by the amount earned or derived from such employment or occupation.

In the United States, the President in a message of 23 November 1943 recommended the payment of unemployment allowances to members of the forces, if they are unable to obtain suitable employment, for an adequate length of time following the period for which mustering-out payment is made. The allowance should be at a fixed and uniform rate for a fixed period, and should be subject to the conditions that a claimant should register with the U.S. Employment Service and should be willing to accept suitable employment or engage in a training course to prepare him for such employment.

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The proposals relating to the questions dealt with in this chapter have been combined with proposals on pension and sickness insurance in a single proposed Recommendation concerning income security and medical care for persons discharged from the armed forces and assimilated services and from wartime employment.

Only the part of the proposed Recommendation which concerns financial provisions to meet short-term unemployment is explained in the present Report. An explanation of the other proposals will be found in a separate report.

With regard to mustering-out payment, it is proposed that the Conference should recommend that members of the armed forces and assimilated services should receive a special grant on their discharge which may be related to length of service and may be paid in the form either of a lump sum or of periodical payments, or by a combination of these alternatives.—*Paragraph 1.*

On the subject of unemployment insurance, it is suggested that the Conference might recommend the generalisation of the system of crediting contributions to members of the armed forces and assimilated services as far as is administratively practicable, any payments that may be necessary being made by the State.—*Paragraph 2.*

It is also suggested that the Conference might recommend the payment of an assistance allowance to men and women discharged from the armed forces and assimilated services or from civil employment who exhaust their right to benefit before suitable employment is offered to them or who are not covered by an unemployment insurance scheme. In order that such persons shall be placed as far as possible on the same footing as those in receipt of unemployment insurance benefit, it is suggested that the allowance be paid irrespective of need.—*Paragraph 3.*

PROPOSED TEXTS

PROPOSED TEXTS

The foregoing chapters explain the proposals suggested by the Office as a basis for discussion at the Conference. These suggestions have been incorporated in four proposed Recommendations and one draft Resolution.

The proposals of the Office relate primarily to the organisation of employment in the transition from war to peace. While many aspects of this question are peculiar to the transition period, there are others, as the commentary has indicated, which cannot be dissociated from the long-term problems of employment organisation.

The proposals which have a special bearing on the immediate post-war situation are therefore grouped in the first of the proposed Recommendations, which covers the subject matter dealt with in Chapters I to XI of this Report. The proposals concerning the employment service, made in Chapter XII, are incorporated in a separate Recommendation, because of their longer-term character. The proposals relating to the planning of public works which have been made in Chapter XIII of the Report, have also been presented in the form of a separate Recommendation, in order to associate them directly with the Public Works (National Planning) Recommendation, 1937. Since the proposals on financial provisions for persons who are temporarily unemployed in the transition period are closely related to the proposals regarding pensions and sickness insurance for demobilised persons, it was decided to combine these in a single Recommendation; Parts I and II of this Recommendation correspond to Chapter XIV of this Report, while Part III is covered in the second Report on Item IV of the Agenda.

A draft Resolution draws attention to the bearing of a number of previous Conventions and Recommendations of the Conference on the problems of employment organisation in the transition from war to peace, and urges Members of the Organisation to ratify or to give effect to the provisions of these Conventions and Recommendations.

I

PROPOSED RECOMMENDATION CONCERNING EMPLOYMENT ORGANISATION IN THE TRANSITION FROM WAR TO PEACE

The General Conference of the International Labour Organisation,

Having been convened at _____ by the Governing Body of the International Labour Office, and having met in its Twenty-sixth Session on 20 April 1944, and

Having decided upon the adoption of certain proposals with regard to the organisation of employment in the transition from war to peace which is the third Item on the Agenda of the Session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts, this _____ day of May, of the year one thousand nine hundred and forty-four, the following Recommendation which may be cited as the Employment (Transition from War to Peace) Recommendation, 1944:

Whereas the promotion of full employment with a view to raising standards of living throughout the world is a primary objective of the International Labour Organisation;

Whereas in order to achieve full employment economic measures providing employment opportunities must be supplemented by effective organisation to help employers to secure the most suitable workers, to help workers to find the most suitable employment, and generally to ensure that, at any given moment, the necessary skills are available and are distributed satisfactorily among the various branches of production and the various areas; and

Whereas the character and magnitude of the employment adjustments required during the transition from war to peace will necessitate special action, more particularly for the purpose of facilitating the demobilisation of the armed forces and of war industry by assisting the persons concerned to find without delay the most suitable employment;

The Conference recommends the Members of the Organisation to apply the following principles and to communicate information to the International Labour Office, as requested by the Governing Body, concerning the measures taken to give effect to these principles:

I

PROJET DE RECOMMANDATION CONCERNANT L'ORGANISATION DE L'EMPLOI AU COURS DE LA TRANSITION DE LA GUERRE A LA PAIX

La Conférence générale de l'Organisation internationale du Travail,

Convoquée à _____ par le Conseil d'administration du Bureau international du Travail, et s'y étant réunie le 20 avril 1944 en sa vingt-sixième session,

Après avoir décidé d'adopter diverses propositions relatives à l'organisation de l'emploi au cours de la transition de la guerre à la paix, question qui constitue le troisième point à l'ordre du jour de la session,

Après avoir décidé que ces propositions prendraient la forme d'une recommandation,

adopte, ce _____ jour de mai mil neuf cent quarante-quatre, la recommandation suivante, qui sera dénommée Recommandation sur l'emploi (transition de la guerre à la paix), 1944:

Considérant qu'un des objectifs primordiaux de l'Organisation internationale du Travail est de promouvoir le plein emploi des travailleurs en vue d'élever les niveaux de vie partout dans le monde;

Considérant que, pour réaliser le plein emploi, il est nécessaire que les mesures économiques d'où résultent les possibilités de travail s'accompagnent d'une organisation adéquate susceptible d'aider les employeurs à se procurer les travailleurs convenant le mieux à leurs besoins, d'aider les travailleurs à trouver les emplois convenant le mieux à leurs capacités et, en général, d'assurer que les travailleurs avec les capacités nécessaires soient disponibles et répartis à chaque moment de manière satisfaisante entre les diverses branches de production et les diverses régions;

Considérant que le caractère et l'importance des ajustements à opérer dans la période de transition de la guerre à la paix nécessiteront des mesures spéciales—en vue, notamment, de faciliter la démobilisation des forces armées et de l'industrie de guerre en aidant les intéressés à trouver sans retard les emplois qui leur conviennent le mieux;

La Conférence recommande aux Membres de l'Organisation d'appliquer les principes suivants et de communiquer au Bureau international du Travail les informations que le Conseil d'administration déciderait de demander concernant les mesures prises pour mettre ces principes en application:

ADVANCE COLLECTION OF INFORMATION

1. The employment service should be responsible for collecting, in co-operation with other Government agencies, as complete and up-to-date information as possible on:

- (a) the number, educational and occupational backgrounds, past and present skills, and occupational wishes of members of the armed forces and of assimilated services;
- (b) the number, location, skills and occupational wishes of workers who will have to change their employment during the transition from war to peace;
- (c) the number and distribution of older workers, women and juveniles who are likely to withdraw from gainful employment after the war emergency.

2. Comprehensive material on prospective labour requirements should be collected, co-ordinated and analysed, by or in consultation with the employment service, before the end of the war, by means of surveys of the probable extent and timing of the demand for workers from each major industry, covering more particularly:

- (a) the probable contraction of labour requirements resulting from the closing of certain munitions undertakings;
- (b) probable fluctuations and changes in the labour force of undertakings which will, with or without a period of conversion, continue in operation to meet peacetime needs;
- (c) probable labour requirements in industries which will be expanding to meet peacetime needs.

3. Surveys of prospective labour supply and demand in the various areas should be made, by or in co-operation with the employment service, in order to show the effect of the war, and the probable effect of the termination of hostilities, on the employment situation in each of these areas.

DEMobilISATION OF THE ARMED FORCES

4. Close contact should be organised and maintained between the authorities responsible for the demobilisation of the armed forces and assimilated services and the employment service, in order to ensure the speediest re-employment of demobilised men and women.

5. (1) The rate and order of demobilisation should be controlled according to clearly expressed and clearly understood principles.

(2) In the process of demobilisation, consideration should be given to:

RÉUNION PRÉALABLE D'INFORMATIONS

1. Le service de l'emploi devrait être chargé de réunir, en collaboration avec d'autres services gouvernementaux, des informations aussi complètes et aussi à jour que possible concernant:

- a) le nombre, l'instruction, la carrière, les qualifications passées et présentes et les aspirations professionnelles des membres des forces armées et services assimilés;
- b) le nombre, la distribution géographique, les qualifications et les aspirations professionnelles des travailleurs qui auront à changer d'emploi pendant la période de transition de la guerre à la paix;
- c) le nombre et la répartition des travailleurs âgés, des femmes et des adolescents qui sont susceptibles de se retirer de tout emploi rétribué quand les circonstances exceptionnelles créées par la guerre auront pris fin.

2. Des renseignements étendus concernant les besoins probables de main d'œuvre devraient être réunis, coordonnés et analysés, avant la fin de la guerre, par le service de l'emploi ou en consultation avec lui, au moyen d'enquêtes tendant à établir l'étendue et le rythme probables de la demande de travailleurs dans chacune des principales industries et portant notamment sur:

- a) la contraction probable des besoins de main d'œuvre résultant de la fermeture d'usines d'armement;
- b) les fluctuations et les changements probables de la composition des effectifs des entreprises qui continueront à travailler, sans interruption ou après une période de conversion, pour les besoins du temps de paix;
- c) la demande probable de main d'œuvre des industries qui prendront de l'expansion pour faire face aux besoins du temps de paix.

3. Des enquêtes devraient être effectuées par le service de l'emploi ou en collaboration avec lui concernant l'offre et la demande probables de main d'œuvre dans diverses régions, afin de déterminer les répercussions de la guerre sur la situation de l'emploi et les conséquences probables de la fin des hostilités dans chacune de ces régions.

DÉMOBILISATION DES FORCES ARMÉES

4. Un contact étroit devrait être organisé et maintenu entre les autorités chargées de la démobilisation des forces armées et services assimilés et le service de l'emploi afin d'assurer le réemploi le plus rapide des hommes et femmes démobilisés.

5. 1) Le rythme et l'ordre de la démobilisation devraient être réglés selon des principes clairement définis et compris.

2) Au cours des opérations de démobilisation, il conviendrait de prendre en considération:

- (a) the advisability of timing demobilisation, wherever possible, in relation to opportunities for employment in industry, commerce, agriculture and the professions, opportunities for training, and other openings;
- (b) the desirability of ensuring a rapid release of key workers essential for hastening industrial conversion and expansion.

6. (1) Schemes for reinstating members of the armed forces in their former employment should be adopted and carried out so far as changed post-war circumstances allow.

(2) Consideration should be given to the introduction of employment preference for returned members of the forces, through Government action or collective agreements.

(3) Every effort should be made to secure immediate alternative employment for the workers displaced by the operation of these schemes.

7. In addition to schemes for re-employment, immediate consideration should be given to the provision, wherever economically justifiable, of adequate financial and other assistance to enable demobilised persons to settle or resettle on the land, to enter or re-enter the professions, and to take up other independent work.

DEMOBILISATION OF WAR INDUSTRIES

8. (1) Each Government should, in co-operation with employers' and workers' organisations, formulate a national reconversion programme to facilitate the rapid and orderly conversion of the economy from wartime to peacetime requirements so that a high level of employment may be reached with the least possible delay.

(2) The co-operation of employers' and workers' organisations should be invited with a view to working out comprehensive industry and area reconversion programmes to facilitate the change-over from war to peace production and minimise transitional unemployment.

9. Each Government should, so far as possible before the end of the war, determine its policy in regard to the peacetime use of Government-owned war production capacity and equipment and special consideration should be given to the early release of factories and equipment urgently needed for peacetime production or training.

10. Each Government should, in formulating its policy and procedure for the termination or adjustment of war contracts, give special consideration to the possibilities of continued employment

- a) l'opportunité de régler, dans la mesure du possible, le rythme de la démobilisation en rapport avec les possibilités d'emploi ouvertes dans l'industrie, le commerce, l'agriculture et les professions libérales, avec les possibilités de formation professionnelle et avec les autres possibilités de travail existantes;
- b) l'opportunité d'assurer une prompte libération des travailleurs indispensables pour hâter la conversion et l'expansion de l'industrie.

6. 1) Des mesures tendant à réintégrer les membres des forces armées dans leurs emplois antérieurs devraient être adoptées et appliquées dans la mesure où le permettront les conditions nouvelles d'après-guerre.

2) Il conviendrait d'envisager l'octroi, par décision gouvernementale ou par convention collective, d'une priorité d'emploi aux membres des forces armées démobilisés.

3) Tous efforts devraient être faits pour procurer un autre emploi immédiat aux travailleurs qui perdraient leur emploi en conséquence des mesures ci-dessus.

7. En dehors des mesures visant le réemploi des travailleurs, il conviendrait d'envisager immédiatement l'octroi, dans tous les cas où une telle mesure se justifie du point de vue économique, d'une assistance adéquate, financière et autre, permettant aux démobilisés de s'établir ou de se rétablir sur la terre, d'entrer ou de rentrer dans les professions libérales ou d'entreprendre quelque autre travail indépendant.

DÉMOBILISATION DES INDUSTRIES DE GUERRE

8. 1) Chaque gouvernement devrait formuler, en collaboration avec les organisations d'employeurs et de travailleurs, un programme national tendant à faciliter la conversion rapide et ordonnée de l'économie de guerre en fonction des besoins de la production de paix de manière à atteindre un haut niveau d'emploi dans le plus bref délai.

2) Il conviendrait de faire appel à la collaboration des organisations d'employeurs et de travailleurs en vue d'établir des plans d'ensemble de reconversion de certaines industries et régions, susceptibles de faciliter le passage de la production de guerre à la production de paix et de réduire au minimum le chômage transitoire.

9. Chaque gouvernement devrait déterminer, autant que possible avant la fin des hostilités, sa politique concernant l'utilisation en temps de paix des moyens de production de guerre appartenant à l'Etat et envisager spécialement la libération rapide des fabriques et du matériel qui seront nécessaires de manière urgente pour la production et la formation professionnelle du temps de paix.

10. Chaque gouvernement devrait, en formulant sa politique et la procédure à suivre pour la résiliation ou l'aménagement des contrats de guerre, prendre spécialement en considération les possi-

or rapid re-employment of the workers affected or of favourable opportunities for employment in other areas.

11. (1) Employers should be required to give the employment service at least two weeks' advance notice of proposed dismissals affecting more than a specified number of workers, in order to enable the employment service to canvass opportunities and to make plans for alternative employment for the workers concerned.

(2) Employers should be required to give the employment service at least two weeks' advance notice of proposed temporary lay-offs affecting more than a specified number of workers, together with information to show the probable duration of such lay-offs, in order to enable the employment service to find temporary public or private employment or training for the laid-off workers.

12. (1) In the industries and areas most severely affected by industrial demobilisation, any large-scale dismissals or lay-offs should require the prior approval of the employment service.

(2) Any employer obliged to continue temporarily to employ workers no longer required for his immediate productive operations should be granted a State subsidy to cover the expenses involved.

APPLICATIONS FOR WORK AND FOR WORKERS

13. (1) Vacancies on public works and in undertakings working on public orders to the extent of 75 per cent. or more of their operations should be filled through the employment service.

(2) Consideration should be given to the advisability of requiring employers in specified industries or areas to engage their workers through the employment service in order to facilitate the readjustment of employment.

(3) Employers should be required to notify their labour requirements to the employment service.

14. All persons seeking work, including demobilised members of the forces, should, whether or not they are claimants for unemployment benefit or allowance, be required to register for employment with the employment service.

15. Special efforts should be made to assist demobilised members of the forces and war workers to find the most suitable work of which they are capable, making use wherever possible of the skills acquired by them during the war.

bilités qui existent pour les travailleurs de conserver leur emploi ou d'obtenir rapidement un autre emploi, ou les occasions favorables qui s'offrent à eux de trouver du travail dans d'autres régions.

11. 1) Les employeurs devraient être tenus de notifier au service de l'emploi, au moins deux semaines à l'avance, les licenciements envisagés qui affecteraient plus qu'un nombre spécifié de travailleurs afin de mettre le service de l'emploi en mesure d'explorer les possibilités de travail et de faire des plans pour procurer un autre emploi aux travailleurs intéressés.

2) Les employeurs devraient être tenus de notifier au service de l'emploi, au moins deux semaines à l'avance, toutes suspensions temporaires envisagées qui affecteraient plus qu'un nombre spécifié de travailleurs et de lui communiquer en même temps toutes informations concernant la durée probable de ces suspensions, afin de le mettre en mesure de trouver des possibilités d'emploi temporaire, public ou privé, ou des possibilités de formation professionnelle, pour les travailleurs suspendus.

12. 1) Dans les industries et régions les plus affectées par la démobilisation industrielle, les licenciements ou suspensions opérés sur une grande échelle devraient être subordonnés à l'approbation préalable du service de l'emploi.

2) Tout employeur obligé de continuer à employer temporairement des travailleurs qui ne sont plus nécessaires pour les besoins immédiats de la production devrait recevoir une subvention de l'Etat pour couvrir les dépenses qui en résultent.

OFFRES ET DEMANDES D'EMPLOI

13. 1) Les emplois vacants dans les travaux publics et dans les entreprises qui travaillent dans une proportion d'au moins 75 pour cent pour l'exécution de commandes des autorités publiques, devraient être pourvus par l'intermédiaire du service de l'emploi.

2) Il conviendrait d'envisager l'opportunité, dans des industries ou régions déterminées, d'obliger les employeurs à opérer leurs embauchages par l'intermédiaire du service de l'emploi en vue de faciliter le rajustement du marché de l'emploi.

3) Les employeurs devraient être tenus de notifier leurs besoins de main d'œuvre au service de l'emploi.

14. Toutes les personnes qui cherchent un emploi, y compris les membres des forces armées démobilisés, qu'ils présentent ou non une demande d'indemnité ou d'allocation de chômage, devraient être tenues de s'inscrire auprès du service de l'emploi.

15. Des efforts spéciaux devraient être faits pour aider les démobilisés et les travailleurs de guerre à trouver les emplois qui conviennent le mieux à leurs capacités, en tenant compte, dans toute la mesure du possible, des qualifications acquises par eux pendant la guerre.

16. Every effort should be made, in co-operation with employers' and workers' organisations, to encourage as wide a use as possible of the employment service by all employers and workers.

VOCATIONAL GUIDANCE

17. (1) Public vocational guidance facilities should be made available to all persons requiring occupational advice.

(2) In cases of prolonged unemployment, the use of vocational guidance facilities should be compulsory.

18. Special and immediate attention should be given to the development of suitable methods and techniques of guidance for adult workers.

19. The employment service should, in co-operation with other public and private bodies concerned, develop and maintain adequate training facilities for vocational guidance officers.

TRAINING AND RETRAINING PROGRAMMES

20. On the basis of information concerning labour supply and demand in the post-war period, each Government should, in close association with employers' and workers' organisations, formulate a national training and retraining programme, geared to the post-war needs of the economy and taking into account changes in the different skill requirements of each industry.

21. Every possible step should be taken to encourage occupational mobility to the extent necessary to adjust the supply of workers to present and prospective labour requirements.

22. In the training or retraining of demobilised persons and discharged war workers, special emphasis should be placed on courses of training designed to fit the persons concerned for employment which offers a permanent career.

23. In addition to apprenticeship schemes for young workers, systematic methods of training, retraining and upgrading adult workers should be developed to meet post-war needs for the reconstitution and expansion of the skilled labour force.

24. Persons undertaking training should be paid, regardless of need, wages or allowances which provide an inducement to undergo and continue training and are sufficient to maintain a reasonable standard of life.

25. Men and women whose higher training and education has been interrupted by war service, whether in a military or civilian capacity, should be enabled to resume and complete their training

16. Tous efforts devraient être faits, en collaboration avec les organisations d'employeurs et de travailleurs, pour encourager l'utilisation la plus étendue du service de l'emploi par les employeurs et travailleurs.

ORIENTATION PROFESSIONNELLE

17. 1) Des services publics d'orientation professionnelle devraient être à la disposition de toutes personnes ayant besoin de conseils au sujet de leur carrière.

2) Le recours aux services d'orientation professionnelle devrait être obligatoire en cas de chômage prolongé.

18. Il conviendrait de porter une attention particulière et immédiate au développement de méthodes et de techniques adaptées aux besoins de l'orientation des travailleurs adultes.

19. Le service de l'emploi devrait développer et maintenir, en collaboration avec les autres organismes publics et privés intéressés, des possibilités adéquates de formation de conseillers d'orientation.

PROGRAMMES DE FORMATION ET DE RÉÉDUCATION PROFESSIONNELLES

20. Sur la base des informations réunies concernant l'offre et la demande de main d'œuvre dans la période d'après-guerre, chaque gouvernement devrait élaborer, en association étroite avec les organisations d'employeurs et de travailleurs, un programme national de formation et de rééducation professionnelles, orienté vers les besoins d'après-guerre de l'économie et tenant compte des changements intervenus dans les différentes qualifications professionnelles requises pour chaque industrie.

21. Toutes dispositions devraient être prises en vue d'encourager la mobilité professionnelle dans la mesure nécessaire pour ajuster les ressources en main d'œuvre aux besoins actuels et probables.

22. Dans les programmes de formation ou de rééducation professionnelles des démobilisés et des travailleurs de guerre licenciés, une attention particulière devrait être portée aux cours de formation qui préparent à des emplois offrant des perspectives d'avenir.

23. En plus des systèmes d'apprentissage ouverts aux jeunes travailleurs, des mesures systématiques devraient être prises pour développer la formation, la rééducation et la promotion des travailleurs adultes, en vue de faire face à la reconstitution et à l'expansion nécessaires du personnel qualifié après la guerre.

24. Les personnes qui se soumettent à une formation professionnelle devraient recevoir une rémunération ou une allocation indépendante de tout état de besoin, qui soit suffisante pour les induire à entreprendre et à continuer leur formation et pour leur permettre de maintenir un niveau de vie convenable.

25. Les personnes dont la formation ou les études supérieures ont été interrompues par un service de guerre, militaire ou civil, devraient être mises en mesure de reprendre et de compléter leur

and education, subject to continued proof of merit and promise, and should be paid allowances, regardless of need, while completing their training and education.

26. (1) Experienced vocational teachers and instructors who have been engaged in other work during the war should be encouraged to resume their previous occupation at the earliest possible moment.

(2) Refresher courses should be organised as required:

(a) for vocational instructors returning to their work after a lengthy absence; and

(b) for teaching new methods and techniques.

(3) Additional vocational teachers and instructors should be trained in the numbers required to meet the needs of the training and retraining programme.

(4) Members should co-operate, when required, in reconstituting and expanding vocational training and retraining, by such methods as:

(a) the provision in one country of training as instructors for persons from another country to enable them to acquire broader skill or training not available in their own country;

(b) the loan of experienced vocational instructors and teachers from one country to help meet shortages of vocational training staff or new industrial needs in another country; and

(c) the provision of training handbooks and other equipment to assist instructors and persons in training.

27. Training and retraining services should be co-ordinated on a national, regional and local basis, and should be closely associated at all levels of operation with guidance work; with the placement work of the employment service, and with the training activities of employers' and workers' organisations.

GEOGRAPHIC MOBILITY

28. Each Government should, in co-operation with employers' and workers' representatives, formulate a national policy in regard to the location of industry and the diversity of industrial activity in the various areas, designed to prevent excessive and unnecessary movements of workers from one area to another and to prevent localised unemployment in particular areas.

29. (1) Methods of encouraging the movement of workers from one area to another, where such movement is necessary to adjust

formation ou leurs études, sous réserve qu'elles fassent preuve de capacité et de progrès continus, et des allocations, indépendantes de tout état de besoin, devraient leur être payées jusqu'à l'achèvement de leur formation ou de leurs études.

26. 1) Les professeurs et instructeurs expérimentés qui ont été éloignés de l'enseignement professionnel et technique pendant la guerre devraient être encouragés à y revenir le plus tôt possible.

2) Des cours spéciaux devraient être organisés selon les besoins:

- a) pour permettre aux instructeurs qui reviennent à leur profession après une longue absence de rafraîchir leurs connaissances;
- b) pour l'enseignement des méthodes et techniques nouvelles.

3) Des professeurs et instructeurs nouveaux devraient être formés en nombre suffisant pour faire face aux besoins des programmes de formation et de rééducation professionnelles.

4) Les Membres devraient, en cas de besoin, coopérer en vue de restaurer et développer la formation et la rééducation professionnelles, notamment par les moyens suivants:

- a) la formation, dans un pays, à titre d'instructeurs, de personnes d'un autre pays qui ont besoin d'élargir leurs connaissances techniques ou d'acquérir une formation qui ne peut être acquise dans leur pays;
- b) le prêt, par un pays, de professeurs et d'instructeurs professionnels expérimentés en vue de faire face, dans un autre pays, à une pénurie de personnel d'instruction ou à des besoins nouveaux de l'industrie;
- c) la fourniture de manuels et d'autre matériel d'instruction pour aider les instructeurs et les personnes qui sont en cours de formation.

27. Les institutions de formation et de rééducation professionnelles devraient être coordonnées sur une base nationale, régionale et locale. Elles devraient être étroitement associées, à tous les degrés, au fonctionnement des services d'orientation professionnelle et à l'œuvre de placement du service de l'emploi, ainsi qu'à l'action poursuivie dans ce domaine par les organisations d'employeurs et de travailleurs.

MOBILITÉ GÉOGRAPHIQUE

28. Chaque gouvernement devrait formuler, en collaboration avec les organisations d'employeurs et de travailleurs, une politique nationale concernant la distribution régionale des industries et la diversité de l'activité industrielle dans les différentes régions, en vue de prévenir des déplacements excessifs de travailleurs d'une région à une autre et d'éviter le risque d'un chômage localisé dans des régions particulières.

29. 1) Il conviendrait de développer et d'améliorer les méthodes susceptibles d'encourager les déplacements de travailleurs d'une

labour supply to the shifting demand for workers, and of discouraging unregulated migration should be developed and improved.

(2) The employment service should take action to overcome the obstacles to transfers from one area to another and to direct workers to areas needing labour, thereby helping to bring together available skills and available employment opportunities and thus preventing unemployment.

30. (1) Where a worker is transferred from one area to another on the initiative or with the consent of the employment service, arrangements should be made to grant travelling expenses and to assist the workers to meet initial expenses in the new place of work by granting or advancing him a specified amount, fixed according to the circumstances.

(2) Where a temporary transfer made through the employment service involves the separation of the head of the household from his family, arrangements should be made to grant appropriate separation allowances to cover the added costs of maintaining double living quarters.

EMPLOYMENT OF YOUNG WORKERS

31. (1) The minimum age for leaving school and being admitted to employment should be raised to 15 years of age without delay and to 16 years at the earliest possible moment.

(2) Maintenance allowances should be granted to parents by the competent public authorities during the additional period of compulsory education recommended above.

32. Student-aid programmes, available from the school-leaving age up to the age of 25 years, should be developed to enable young persons with ability to attend technical or higher education schools and courses on a full-time basis, subject to continued proof of merit and promise.

33. (1) In addition to vocational guidance undertaken in schools to determine the aptitudes of each juvenile and to guide his education and training, each juvenile leaving school and intending to undergo practical training or take up employment should be required to attend for a vocational guidance interview and to register at an employment office.

(2) The guidance interview should include a free pre-employment medical examination, the results of which should be incorporated in a certificate of fitness for specified types of employment, containing the necessary data to serve as a basis for periodical re-examinations during a period to be prescribed by national laws or regulations.

région à une autre, dans les cas où de tels déplacements sont nécessaires pour ajuster la demande à l'offre changeante d'emploi, et de décourager les migrations désordonnées.

2) Le service de l'emploi devrait prendre des mesures pour surmonter les obstacles qui s'opposent au transfert des travailleurs d'une région à une autre et pour diriger les travailleurs vers les régions qui ont besoin de main d'œuvre, de manière à mettre les travailleurs disponibles en rapport avec les emplois à pourvoir et à prévenir ainsi le chômage.

30. 1) Quand un travailleur se déplace d'une région à une autre à l'initiative du service de l'emploi ou d'accord avec lui, des arrangements devraient être pris pour payer au travailleur ses frais de voyage et pour l'aider à couvrir ses dépenses initiales au nouveau lieu de travail par l'octroi ou l'avance d'une somme fixée selon les circonstances.

2) Quand un transfert temporaire effectué par l'intermédiaire du service de l'emploi oblige le chef du ménage à se séparer de sa famille, des arrangements devraient être pris pour lui accorder des indemnités appropriées pour couvrir les frais supplémentaires qu'entraîne une double installation.

EMPLOI DES JEUNES GENS

31. 1) L'âge minimum de fin de scolarité obligatoire et l'âge minimum d'admission au travail devraient être portés immédiatement à 15 ans et, aussitôt que possible, à 16 ans.

2) Les autorités publiques compétentes devraient accorder aux parents des allocations de subsistance dans la période durant laquelle la scolarité a été prolongée conformément à l'alinéa ci-dessus.

32. Des systèmes de bourses d'étude, accessibles depuis la fin de la scolarité obligatoire jusqu'à l'âge de 25 ans, devraient être institués pour permettre aux jeunes gens bien doués de fréquenter à plein temps les écoles ou cours d'enseignement supérieur ou technique, sous réserve qu'ils fassent preuve de capacité et de progrès continus.

33. 1) Outre l'orientation professionnelle donnée à l'école pour déterminer les aptitudes dominantes de chaque adolescent et guider la fin de ses études ou sa formation professionnelle, chaque adolescent qui se propose de commencer une formation professionnelle pratique ou de prendre un emploi devrait être tenu, au moment où il quitte l'école, de subir un examen d'orientation professionnelle et de s'inscrire à un bureau de placement.

2) L'examen d'orientation professionnelle devrait comprendre un examen médical gratuit de préemploi, dont les résultats devraient être consignés dans un certificat attestant l'aptitude physique de l'intéressé pour des catégories d'emplois déterminées et contenant les données nécessaires pour servir de base à des réexamens périodiques de l'état de santé de l'adolescent durant une période à fixer par les lois et règlements nationaux.

(3) In countries in which war conditions and enemy occupation have undermined the health of young persons, particular attention should be given to the health supervision of such persons from the time of their admission to employment through the period of adjustment to working life, and, where necessary, measures of physical rehabilitation should be adopted.

34. (1) Young persons whose contracts of apprenticeship have been interrupted owing to the war should be entitled to resume apprenticeship on the termination of their war service.

(2) With a view to encouraging the resumption of interrupted apprenticeships, arrangements should be made to review the provisions of apprenticeship contracts and to vary them where this seems equitable to take account of training, skill or experience acquired during war service.

(3) State subsidies should be granted for the purpose of supplementing the remuneration of a person whose apprenticeship has been resumed in accordance with sub-paragraph (1) above, in order to assure him an income which is reasonable, having regard to his age and to the remuneration he would have been receiving had his apprenticeship not been interrupted.

(4) Existing apprenticeship programmes should be re-examined, in co-operation with employers' and workers' organisations, with a view to giving an opportunity to learn a skilled trade to the younger workers and service men and women who had no opportunity, owing to the war, of entering apprenticeship. More particularly, arrangements should be made to vary existing restrictions on admission to apprenticeship and to take into account any training, skill or experience acquired during the war.

35. Employers should be encouraged to introduce programmes of systematic in-plant training to enable all the young workers employed in the undertaking to acquire training or to improve their skill and broaden their knowledge of the operations of the undertaking as a whole.

36. In countries which have been invaded during the war, and in which there are young persons who have been compelled, without regard to their aptitudes or desires, to work for the enemy, special attention should be devoted to the readjustment of such young persons to work habits and to supplementing their vocational training.

EMPLOYMENT OF WOMEN

37. The redistribution of women workers in the economy should be organised on the principle of complete equality of opportunity for men and women on the basis of their individual merit, skill and experience.

38. (1) In order to place women on a basis of equality with men in the employment market, and thus to prevent competition

3) Dans les pays où les conditions résultant de la guerre et de l'occupation ennemie ont miné l'état de santé de la jeunesse, le contrôle médical des adolescents lors de leur entrée en emploi et durant la période d'adaptation au travail devrait être particulièrement attentif et s'accompagner, le cas échéant, de mesures de réhabilitation physique.

34. 1) Les jeunes gens dont l'apprentissage a été interrompu par la guerre devraient être en droit de reprendre leur apprentissage à la fin de leur service de guerre.

2) En vue d'encourager les jeunes gens à reprendre leur apprentissage, des arrangements devraient être pris pour réexaminer les contrats d'apprentissage et en modifier les clauses lorsqu'une telle modification paraît équitable pour tenir compte de la formation professionnelle, des qualifications et de l'expérience acquises au cours du service de guerre.

3) Des subventions officielles devraient être accordées pour compléter la rémunération des personnes qui reprennent leur apprentissage dans les conditions prévues à l'alinéa 1) ci-dessus, de manière à leur assurer un revenu raisonnable compte tenu de leur âge et de la rémunération qu'ils auraient reçue si leur apprentissage n'avait pas été interrompu.

4) Les programmes d'apprentissage existants devraient être réexaminés, en collaboration avec les organisations d'employeurs et de travailleurs, afin de donner aux jeunes travailleurs et aux démobilisés qui n'ont pas eu, à cause de la guerre, la possibilité d'entrer en apprentissage, l'occasion d'apprendre un métier qualifié. Des arrangements devraient être pris notamment pour modifier les restrictions apportées à l'entrée en apprentissage et pour prendre en considération la formation professionnelle, les qualifications ou l'expérience que les intéressés ont pu acquérir pendant la guerre.

35. Les employeurs devraient être encouragés à organiser des moyens systématiques de formation professionnelle dans le cadre de l'entreprise, afin d'offrir à tous les jeunes travailleurs qu'ils emploient la possibilité d'acquérir une formation ou de perfectionner leurs qualifications ainsi que d'élargir leur connaissance des diverses opérations qui s'exécutent dans l'ensemble de l'entreprise.

36. Dans les pays qui ont été envahis durant la guerre et où des jeunes gens ont été forcés, sans considération pour leurs aptitudes et leurs goûts, de travailler pour l'ennemi, il conviendrait de porter une attention particulière à réadapter ces jeunes gens au travail et à compléter leur formation professionnelle.

EMPLOI DES FEMMES

37. Le reclassement des travailleuses dans l'économie de paix devrait se faire selon le principe d'une complète égalité des hommes et des femmes pour l'accès à l'emploi et sur la base de leurs aptitudes individuelles, de leur habileté et de leur expérience.

38. 1) Afin de placer les femmes sur un pied d'égalité avec les hommes sur le marché de l'emploi et d'éviter ainsi entre les travail-

among the available workers prejudicial to the interests of both men and women workers, steps should be taken to encourage application of the principle of equal pay for equal work.

(2) Investigations should be conducted, in co-operation with employers' and workers' organisations, for the purpose of obtaining information on the quantity and the quality of work performed by men and women in the same or comparable occupations and jobs and thereby establishing standards of evaluation sufficiently precise to permit the fixing of wages on the basis of job performance.

39. The employment of women in industries and occupations in which large numbers of women have traditionally been employed should be facilitated by action to raise the relative status of these industries and occupations and to improve conditions of work and methods of placement therein.

EMPLOYMENT OF DISABLED WORKERS

40. The criterion for the training and employment of disabled workers should be the employability of the worker, whatever the origin of the disability.

41. There should be the closest collaboration between medical rehabilitation services and vocational rehabilitation and placement services.

42. Specialised vocational guidance for the disabled should be developed within the employment service in order to make it possible to assess each disabled worker's capacity and to select the most appropriate form of employment for him.

43. (1) Wherever possible, disabled workers should receive training in company with able-bodied workers, under the same conditions and with the same pay.

(2) Training should be continued up to the point where the disabled person is able to enter employment as an efficient worker in his chosen trade or occupation.

(3) Wherever practicable, efforts should be made to train or retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful.

(4) Employers with suitable training facilities should be induced, and if necessary compelled, to train a reasonable proportion of disabled workers.

(5) Specialised training centres, with appropriate medical supervision, should be provided for those disabled persons who require such special training.

leurs disponibles une concurrence préjudiciable pour tous, des mesures devraient être prises pour encourager l'application du principe du salaire égal à travail égal.

2) Des enquêtes devraient être menées, en collaboration avec les organisations d'employeurs et de travailleurs, pour obtenir des informations sur le rendement comparé, en quantité et en qualité, des travailleurs des deux sexes occupés dans des métiers identiques ou à des travaux requérant une qualification équivalente, afin d'en dégager des critères suffisamment précis pour permettre la fixation des salaires sur la base de la valeur du travail.

39. Le placement des femmes dans les industries et services qui emploient traditionnellement une main d'œuvre féminine considérable devrait être facilité par des mesures tendant à élever le statut de ces professions et à y améliorer les conditions de travail et les méthodes de placement.

EMPLOI DES INVALIDES

40. Le critère pour la formation professionnelle et le placement des travailleurs invalides devrait être la capacité de travail des intéressés, quelle que soit l'origine de l'invalidité.

41. La collaboration la plus étroite devrait exister entre les services de réhabilitation médicale et les services de réhabilitation professionnelle et de placement.

42. Des possibilités d'orientation professionnelle spécialisée pour les invalides devraient être développées dans le cadre du service de l'emploi pour permettre de déterminer la capacité de travail de chaque invalide et de choisir le type d'emploi qui lui convient le mieux.

43. 1) Les travailleurs invalides devraient, dans toute la mesure du possible, être formés professionnellement en compagnie de travailleurs valides, dans les mêmes conditions et moyennant la même rémunération.

2) La formation professionnelle devrait être poussée jusqu'au point où l'invalide est en mesure de prendre un emploi comme travailleur pleinement capable dans le métier ou la profession de son choix.

3) Des efforts devraient être faits, dans toute la mesure du possible, pour former ou rééduquer le travailleur invalide dans son ancienne profession ou dans une profession connexe où ses qualifications antérieures peuvent être utilisées.

4) Les employeurs qui disposent de moyens appropriés pour la formation professionnelle devraient être induits et, s'il est nécessaire, obligés à former une proportion raisonnable de travailleurs invalides.

5) Des centres spéciaux de formation professionnelle, soumis à une inspection médicale appropriée, devraient être organisés pour les invalides qui requièrent une formation spéciale.

44. (1) Special measures should be taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers should be induced, and where necessary compelled, to employ a reasonable quota of disabled workers.

(2) In certain occupations particularly suitable for the employment of seriously disabled workers, such workers should be given a preference over all other workers.

(3) Efforts should be made, in close co-operation with employers' and workers' organisations, to overcome employment discriminations against disabled workers, which are not related to their ability and job performance and to overcome the obstacles to their employment, including the possible fear of employers of increased liabilities in respect of compensation for accidents.

(4) Employment on useful work in special centres under non-competitive conditions should be made available for all disabled workers who cannot be made fit for normal employment.

45. Information should be assembled by the employment service in regard to the occupations particularly suited to different disabilities and the size, location and employability of the disabled population.

REGULARISATION OF EMPLOYMENT IN PARTICULAR INDUSTRIES

46. (1) In industries in which operations are irregular, such as construction and port transport, efforts should be made to regularise employment in consultation with the employers' and workers' organisations concerned.

(2) Where schemes of this kind have been adopted or extended during the war, such schemes should be maintained and adapted to peacetime conditions.

44. 1) Des mesures spéciales devraient être prises pour garantir aux travailleurs invalides l'égalité d'accès à l'emploi avec les autres travailleurs sur la base de leur capacité de travail. Les employeurs devraient être induits et, s'il est nécessaire, obligés à employer un contingent raisonnable de travailleurs invalides.

2) Dans certaines occupations qui se prêtent particulièrement à l'emploi de travailleurs atteints d'une invalidité grave, ces travailleurs devraient bénéficier d'un droit de priorité par rapport à tous les autres travailleurs.

3) Des efforts devraient être faits, en collaboration étroite avec les organisations d'employeurs et de travailleurs, pour protéger les travailleurs invalides contre toute discrimination qui serait sans rapport avec leur capacité de travail et leur rendement, ainsi que pour surmonter les obstacles qui s'opposent à leur embauchage, notamment la crainte que peut avoir l'employeur d'encourir, du chef de leur emploi, de plus grandes charges en matière de réparation d'accident.

4) Des possibilités d'emploi, dans des centres spéciaux, pour un travail utile ne constituant pas une concurrence à l'emploi des autres travailleurs devraient être mises à la disposition des travailleurs invalides qui ne peuvent être réhabilités pour un emploi normal.

45. Le service de l'emploi devrait réunir des informations concernant les professions qui conviennent particulièrement à différents types d'incapacités et concernant le nombre de ces travailleurs, leur distribution géographique et leur aptitude au travail.

STABILISATION DE L'EMPLOI DANS CERTAINES INDUSTRIES

46. 1) Dans les industries où le travail est irrégulier, telles que la construction et la manutention dans les ports, des efforts devraient être faits pour stabiliser l'emploi en consultation avec les organisations d'employeurs et de travailleurs intéressés.

2) Dans les cas où des systèmes de ce genre ont été adoptés ou étendus pendant la guerre, ils devraient être maintenus et adaptés aux conditions du temps de paix.

II

PROPOSED RECOMMENDATION CONCERNING THE EMPLOYMENT SERVICE

The General Conference of the International Labour Organisation,

Having been convened at _____ by the Governing Body
of the International Labour Office, and having met in its
Twenty-sixth Session on 20 April 1944, and

Having decided upon the adoption of certain proposals with
regard to the employment service, which is included in the
third Item on the Agenda of the Session, and

Having determined that these proposals shall take the form of a
Recommendation,

adopts, this _____ day of May, of the year one thousand nine
hundred and forty-four, the following Recommendation which may
be cited as the Employment Service Recommendation, 1944:

Whereas the application of the Employment (Transition from
War to Peace) Recommendation, 1944¹, requires the existence and
development of an efficient employment service; and

Whereas the Unemployment Convention, 1919, provides for the
establishment of "a system of free public employment agencies
under the control of a central authority"; and

Whereas the fulfilment of the tasks enumerated in the Employ-
ment (Transition from War to Peace) Recommendation, 1944,
concerning the organisation of employment in the transition from
war to peace involves a new and broader definition of the respon-
sibilities, functions and methods of operation of the employment
service; and

Whereas this broader conception is of importance in the for-
mulation and application of a long-term full employment policy;

The Conference recommends the Members of the Organisation
to apply the following principles and to report to the International
Labour Office from time to time, as requested by the Governing
Body, concerning the measures taken to give effect to these prin-
ciples:

1. The essential duty of the employment service should be to
ensure, in co-operation with other public and private bodies con-

¹ The present reference to the adoption of proposed Recommendation I is
made for reasons of convenience only and is not intended in any way to prejudge
the decisions of the Conference on this subject.

II

PROJET DE RECOMMANDATION CONCERNANT LE SERVICE DE L'EMPLOI

La Conférence générale de l'Organisation internationale du Travail,

Convoquée à _____ par le Conseil d'administration du Bureau international du Travail, et s'y étant réunie le 20 avril 1944 en sa vingt-sixième session,

Après avoir décidé d'adopter diverses propositions relatives au service de l'emploi, question qui est comprise dans le troisième point de l'ordre du jour de la session,

Après avoir décidé que ces propositions prendraient la forme d'une recommandation,

adopte, ce _____ jour de mai mil neuf cent quarante-quatre, la recommandation ci-après, qui sera dénommée Recommandation sur le service de l'emploi, 1944:

Considérant que l'application de la Recommandation concernant l'organisation de l'emploi (transition de la guerre à la paix), 1944¹, requiert l'existence et le développement d'un service de l'emploi efficace;

Considérant que la Convention sur le chômage, 1919, prévoit l'établissement d'"un système de bureaux publics de placement gratuit placé sous le contrôle d'une autorité centrale";

Considérant que l'exécution des tâches énoncées dans la Recommandation sur l'organisation de l'emploi (transition de la guerre à la paix), 1944, implique une définition nouvelle et plus large des responsabilités, des fonctions et des méthodes de travail du service de l'emploi;

Considérant que cette conception plus large est importante en vue de l'élaboration et de l'application d'une politique à longue échéance visant le plein emploi;

La Conférence recommande aux Membres d'appliquer les principes suivants et de présenter au Bureau international du Travail, conformément à ce que décidera le Conseil d'administration, des rapports exposant les mesures prises pour mettre ces principes en application:

1. La tâche essentielle du service de l'emploi devrait être d'assurer, en collaboration avec les autres organismes publics et privés

¹ La référence faite à l'adoption par la Conférence du projet de recommandation I est motivée exclusivement par des raisons de convenance et ne préjuge en rien les décisions que la Conférence pourra prendre sur les textes proposés par le Bureau.

cerned, the best possible organisation of employment as an integral part of the national programme for the full use of productive resources.

2. To fulfil this duty, the employment service should be made responsible for:

- (a) collecting and making available, in co-operation with other public and private bodies where necessary, information concerning employment opportunities, the skills required to do particular jobs, changes in skill requirements within the different industries, employment trends, the regularisation of employment, and the causes of unemployment, and other information of value in promoting full employment;
- (b) assisting workers to find suitable employment and employers to find suitable workers;
- (c) assisting in developing and in determining the content of training and retraining courses;
- (d) developing methods of encouraging the transference of workers from one occupation or area to another;
- (e) helping to achieve the best possible distribution of manpower within each industry and area;
- (f) co-operating as may be required in the administration of unemployment insurance and assistance;
- (g) assisting other public and private bodies in planning the location of industry, public works, housing projects, schools, hospitals, social amenities, and other social and economic measures.

3. The closest co-operation between the employment service and other public authorities whose activities affect the employment situation should be established at the national, regional and local levels.

4. (1) In addition to the joint advisory bodies provided for in Article 2 of the Unemployment Convention, 1919, the employment service should co-operate closely with employers' and workers' organisations. Appropriate machinery should be devised to enable these organisations to assist in the formulation and carrying out of employment policy.

(2) The employment service should co-operate with any joint industry committees which may be set up to facilitate the solution of the special problems of the industries concerned.

intéressés, la meilleure organisation de l'emploi des travailleurs dans le cadre d'un programme national de pleine utilisation des forces productives.

2. Pour accomplir cette tâche, le service de l'emploi devrait être chargé:

- a) de réunir et de mettre à disposition, en collaboration, le cas échéant, avec d'autres organismes publics et privés, des informations concernant les possibilités de travail, les qualifications requises pour des occupations particulières, les changements qui interviennent dans les qualifications requises dans les différentes industries, l'évolution et les tendances du marché de l'emploi, la stabilisation de l'emploi et les causes du chômage, ainsi que toutes autres informations utiles pour la poursuite d'une politique de plein emploi;
- b) d'aider les travailleurs à trouver des emplois convenables et d'aider les employeurs à trouver des travailleurs convenant à leurs besoins;
- c) d'aider à développer des cours de formation et de rééducation professionnelles et à en établir les programmes;
- d) d'élaborer des méthodes susceptibles d'encourager le transfert des travailleurs d'une occupation ou d'une région à une autre;
- e) d'aider à assurer la meilleure distribution de la main d'œuvre au sein de chaque industrie et de chaque région;
- f) de coopérer, selon les besoins, à l'administration de l'assurance et de l'assistance-chômage;
- g) d'aider d'autres organismes publics et privés à préparer des programmes visant la distribution géographique des entreprises industrielles, les travaux publics, la construction de logements, les écoles, les hôpitaux, les services sociaux et autres mesures sociales et économiques.

3. La collaboration la plus étroite devrait être organisée, sur le plan national, régional et local, entre le service de l'emploi et les autres autorités publiques dont l'activité affecte la situation de l'emploi.

4. 1) En plus des comités mixtes consultatifs prévus à l'article 2 de la Convention sur le chômage, 1919, le service de l'emploi devrait maintenir une collaboration étroite avec les organisations d'employeurs et de travailleurs. Des organismes appropriés devraient être institués pour permettre à ces organisations de participer à l'élaboration et à l'exécution de mesures visant l'organisation de l'emploi.

2) Le service de l'emploi devrait collaborer avec toutes commissions mixtes d'industrie qui seraient instituées pour faciliter la solution des problèmes spéciaux des industries intéressées.

III

PROPOSED RECOMMENDATION CONCERNING THE NATIONAL PLANNING OF PUBLIC WORKS

The General Conference of the International Labour Organisation,

Having been convened at _____ by the Governing Body of the International Labour Office, and having met in its Twenty-sixth Session on 20 April 1944, and

Having decided upon the adoption of certain proposals with regard to the national planning of public works which is included in the third Item of the Agenda of the Session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts, this _____ day of May, of the year one thousand nine hundred and forty-four, the following Recommendation which may be cited as the Public Works (National Planning) Recommendation, 1944:

Whereas the Public Works (National Planning) Recommendation, 1937, recommends that all works undertaken or financed by public authorities should be timed in such a way as to reduce industrial fluctuations as far as possible, and that special consideration should be given to the financing by loan in periods of depression of works likely to stimulate economic recovery and to the application of a monetary policy which will make possible the expansion of credit required for the speeding up of such works and ensure the lowest possible rate of interest on the loans;

Whereas at the end of the war public authorities will be faced with heavy programmes of work to repair the damage due to the war, to restore existing equipment to an efficient state, and to provide new equipment;

Whereas it is important in the transition from war to peace that public and private enterprise should be co-ordinated in order to avoid the placing of orders in excess of the capacity of producers to meet them, thus creating a danger of inflation, and to prevent a shortage of orders, thus leading to the unemployment of material and human resources, as the case may be;

The Conference recommends the Members of the Organisation to apply the following principles and to communicate information to the International Labour Office, as requested by the Governing Body, concerning the measures taken to give effect to these principles:

III

PROJET DE RECOMMANDATION CONCERNANT L'ORGANISATION NATIONALE DES TRAVAUX PUBLICS

La Conférence générale de l'Organisation internationale du Travail,

Convoquée à _____ par le Conseil d'administration du Bureau international du Travail, et s'y étant réunie le 20 avril 1944 en sa vingt-sixième session,

Après avoir décidé d'adopter diverses propositions relatives à l'organisation nationale des travaux publics, question qui est comprise dans le troisième point à l'ordre du jour de la session,

Après avoir décidé que ces propositions prendraient la forme d'une recommandation,

adopte, ce _____ jour de mai mil neuf cent quarante-quatre, la recommandation ci-après, qui sera dénommée Recommandation sur les travaux publics (organisation nationale), 1944:

Considérant que la Recommandation sur les travaux publics (organisation nationale), 1937, recommande de donner à l'ensemble des travaux entrepris ou financés par les pouvoirs publics un rythme qui soit propre à réduire autant que possible les fluctuations économiques, et de prendre en considération particulière l'opportunité de financer par voie d'emprunts, en période de dépression, les travaux susceptibles de stimuler l'activité économique, et d'appliquer une politique monétaire qui permette l'expansion du crédit nécessaire pour l'accélération de tels travaux et qui assure pour ces emprunts le taux d'intérêt le plus réduit possible;

Considérant qu'à la fin de la guerre les autorités publiques auront à exécuter des programmes considérables de travaux pour réparer les dommages causés par la guerre, pour remettre en état l'équipement existant et pour créer un équipement nouveau;

Considérant qu'il importe, dans la période de transition de la guerre à la paix, de coordonner l'entreprise publique et l'entreprise privée pour éviter, selon le cas, que l'ensemble des commandes placées n'excède la capacité de production et ne crée ainsi un danger d'inflation, ou qu'une pénurie de commandes n'entraîne le chômage de ressources matérielles et humaines;

La Conférence recommande aux Membres de l'Organisation d'appliquer les principes suivants et de communiquer au Bureau international du Travail les informations que le Conseil d'administration décidera de demander sur les mesures prises pour mettre ces principes en application:

1. Each Member should prepare a long-term development programme which can be accelerated or slowed down in accordance with the employment situation in different parts of the country.

2. Special attention should be paid to the importance of timing the execution of the works and the ordering of supplies, so as to limit the demand for labour at a time when there is already full employment and to increase it at a time when there is unemployment.

3. In applying this policy, consideration should be given not only to the employment situation in the country as a whole but also to the situation in each area and to the particular types of skill available in the area concerned.

1. Chaque Membre devrait élaborer un programme de travaux d'équipement à longue échéance, susceptible d'être accéléré ou ralenti selon la situation de l'emploi dans les différentes parties du pays.

2. Il conviendrait de porter une attention spéciale à l'importance de régler le rythme de l'exécution des travaux et des commandes de fournitures de manière à limiter la demande de main d'œuvre en un moment où il y a déjà plein emploi et à l'augmenter en un moment où il y a du chômage.

3. En appliquant cette politique, il conviendrait de prendre en considération non seulement la situation de l'emploi dans l'ensemble du pays, mais aussi la situation dans chaque région et les différentes catégories de main d'œuvre disponibles dans la région.

IV

PROPOSED RECOMMENDATION CONCERNING INCOME SECURITY AND MEDICAL CARE FOR PERSONS DISCHARGED FROM THE ARMED FORCES AND ASSIMILATED SERVICES AND FROM WAR EMPLOYMENT¹

The General Conference of the International Labour Organisation,

Having been convened at _____ by the Governing Body of the International Labour Office, and having met in its Twenty-sixth Session on 20 April 1944, and

Having decided upon the adoption of certain proposals with regard to income security and medical care for persons discharged from the armed forces and assimilated services and from war employment, which is included in the third Item on the Agenda of the Session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts, this _____ day of May, of the year one thousand nine hundred and forty-four, the following Recommendation which may be cited as the Social Security (Armed Forces) Recommendation, 1944:

Whereas persons discharged from the armed forces and assimilated services have been obliged to interrupt their careers and will be faced with initial expenditure in re-establishing themselves in civil life;

Whereas persons discharged from the armed forces or assimilated services or from war employment may in certain cases remain unemployed for a time before obtaining suitable employment;

Whereas it is undesirable that persons discharged from the armed forces and assimilated services should find themselves at a disadvantage in respect of pension insurance as compared with persons who have remained in civil employment, and the Invalidity, Old-Age and Survivors' Insurance Recommendation, 1933, while providing for the maintenance of the rights under pension insurance schemes of persons engaged in military service who were insured before beginning such service, does not provide for the attribution of any rights under such schemes to persons not insured before entering military service;

¹ As explained on p. 138, the present Report includes a commentary on only Parts I and II of this Recommendation. For the commentary on Part III, see the second Report on Item IV of the Agenda.

IV

PROJET DE RECOMMANDATION CONCERNANT LA SECURITE DU REVENU ET LES SOINS MEDICAUX POUR LES PERSONNES CONGEDIÉES DES FORCES ARMEES ET SERVICES ASSIMILES ET DES EMPLOIS DE GUERRE¹

La Conférence générale de l'Organisation internationale du Travail,

Convoquée à _____ par le Conseil d'administration du Bureau international du Travail, et s'y étant réunie le 20 avril 1944 en sa vingt-sixième session,

Après avoir décidé d'adopter diverses propositions relatives à la sécurité du revenu et aux soins médicaux pour les personnes congédiées des forces armées et services assimilés et des emplois de guerre, question qui est comprise dans le troisième point à l'ordre du jour de la session,

Après avoir décidé que ces propositions prendraient la forme d'une recommandation,

adopte, ce _____ jour de mai mil neuf cent quarante-quatre, la recommandation ci-après, qui sera dénommée Recommandation sur la sécurité sociale (forces armées), 1944:

Considérant que les personnes congédiées des forces armées et services assimilés ont été obligées d'interrompre leur carrière et auront à faire face à une dépense initiale pour s'établir à nouveau dans la vie civile;

Considérant que les personnes congédiées des forces armées et services assimilés et des emplois de guerre risquent, dans certains cas, de rester en chômage pendant quelque temps avant d'obtenir un emploi convenable;

Considérant qu'il n'est pas désirable que les personnes congédiées des forces armées et services assimilés se trouvent désavantagées dans les régimes d'assurance-pension par rapport aux personnes qui sont restées dans un emploi civil, et que la Recommandation sur l'assurance-invalidité-vieillesse-décès, 1933, tout en prévoyant le maintien, pendant les périodes de service militaire, des droits à pension des personnes qui étaient assurées avant l'entrée en service, ne prévoit l'attribution d'aucun droit, en vertu de ces régimes, aux personnes qui n'étaient pas assurées avant leur entrée au service militaire;

¹ Ainsi qu'il est expliqué à la page 138, le présent rapport ne comprend que le commentaire des parties I et II du présent projet de recommandation. Pour le commentaire de la partie III, voir le deuxième rapport sur la quatrième question à l'ordre du jour.

Whereas it is desirable that persons discharged from the armed forces and assimilated services should be protected by insurance in respect of sickness occurring between their discharge and their re-establishment in civil life by entry into insurable employment or otherwise; and

Whereas it is necessary to make equitable provision in regard to these matters;

The Conference recommends the Members of the Organisation to apply the following principles and to communicate information to the International Labour Office, as requested by the Governing Body, concerning the measures taken to give effect to these principles:

I. MUSTERING-OUT GRANT

1. Persons discharged from the armed forces and assimilated services should receive on their discharge a special grant, which may be related to their length of service and should be paid in the form of a lump sum, in the form of periodical payments, or partly in the form of a lump sum and partly in the form of periodical payments.

II. UNEMPLOYMENT INSURANCE AND ASSISTANCE

2. Persons discharged from the armed forces and assimilated services should, so far as is administratively practicable, be treated under unemployment insurance schemes as insured contributors in respect of whom contributions have been paid for a period equal to their period of service. The resulting financial liability should be borne by the State.

3. Where persons discharged from the armed forces and assimilated services or from war employment exhaust their right to benefit before suitable employment is offered to them, or are not covered by an unemployment insurance scheme, an allowance financed wholly from State funds should be paid, irrespective of need, until suitable employment is available.

III. PENSION AND SICKNESS INSURANCE

4. (1) Where a compulsory insurance scheme providing pensions in case of invalidity, old age or death and covering the majority of the working population is in force, periods of service in the armed forces and assimilated services should be reckoned as contribution periods for the purpose of determining whether any requirement in regard to a minimum qualifying period has been fulfilled.

Considérant qu'il est désirable que les personnes congédiées des forces armées et services assimilés soient protégées par l'assurance en ce qui concerne les maladies dont elles peuvent être atteintes entre leur mise en congé et leur réinstallation dans la vie civile à la suite de leur entrée dans un emploi assujetti à l'assurance ou de toute autre manière;

Considérant qu'il est nécessaire de prévoir des mesures équitables pour faire face à ces diverses éventualités;

La Conférence recommande aux Membres de l'Organisation d'appliquer les principes suivants et de communiquer au Bureau international du Travail les informations que le Conseil d'administration décidera de demander sur les mesures prises pour mettre ces principes en application:

I. ALLOCATION DE DÉMOBILISATION

1. Les personnes congédiées des forces armées et services assimilés devraient recevoir, au moment de leur mise en congé, une allocation spéciale dont le montant pourrait être proportionné à la durée de leur service et dont le paiement devrait prendre la forme soit d'un versement global, soit de versements périodiques, soit d'un versement global combiné avec des versements périodiques.

II. ASSURANCE ET ASSISTANCE-CHÔMAGE

2. Les personnes congédiées des forces armées et services assimilés devraient, pour autant que cela est administrativement possible, être traitées, pour l'application des systèmes d'assurance-chômage, comme des travailleurs assurés pour le compte desquels des cotisations auraient été payées pendant une période égale à la durée de leur service. Les charges financières qui en résultent devraient être assumées par l'Etat.

3. Si des personnes congédiées des forces armées et services assimilés ou d'emplois de guerre épuisent leur droit à indemnité avant qu'un emploi convenable leur ait été offert ou si elles ne sont pas couvertes par un système d'assurance-chômage, une allocation entièrement à la charge de l'Etat devrait leur être accordée, indépendamment de tout état de besoin, jusqu'à ce qu'un emploi convenable soit disponible.

III. ASSURANCE-PENSION ET ASSURANCE-MALADIE

4. 1) Lorsqu'un système d'assurance obligatoire, prévoyant des pensions en cas d'invalidité, de vieillesse ou de décès et couvrant la majorité de la population active, est en vigueur, la durée de service accomplie dans les forces armées et services assimilés devrait être considérée comme période de cotisation pour déterminer si les conditions relatives à l'accomplissement d'un stage d'assurance sont remplies.

(2) Where the rate of pension varies with the number of contributions credited to the insured person, the period of service should be taken into account for the purpose of increasing the rate of pension.

(3) Where contributions are graduated according to remuneration, contributions should be credited in respect of periods of service on the basis of a uniform hypothetical remuneration of reasonable amount: Provided that contributions credited to persons insured immediately before beginning their service may be based on the remuneration which they were receiving at that time if such remuneration was higher than the hypothetical remuneration.

(4) Persons discharged from the armed forces and assimilated services should retain, during the period between their discharge and the time at which they can be considered to be re-established in civil life, their rights in respect of the contributions credited to their account; in no case should this period be less than twelve months.

5. (1) Where a compulsory insurance scheme providing sickness, maternity and medical benefits and covering the majority of the working population is in force, persons discharged from the armed forces and assimilated services should be entitled to such benefits in respect of sickness or childbirth occurring during the period between their discharge and the time at which they can be considered to be re-established in civil life; in no case should this period be less than twelve months.

(2) Where the compulsory insurance scheme provides maternity and medical benefits for the dependants of insured persons, discharged persons protected by the scheme should be entitled to such benefits for their dependants.

(3) Where the rate of sickness benefits is proportional to the remuneration of the insured person, the rate of benefit payable to discharged persons should be based on a uniform hypothetical remuneration of reasonable amount.

6. The State should bear the liability created by crediting persons serving in the armed forces or assimilated services with pension insurance contributions and insuring them against sickness pending their re-establishment in civil life: Provided that, where the pay of any class of such persons may, having regard to the value of their subsistence and of dependants' allowances, be considered at least equivalent on the whole to the wages prevailing in industry, a portion of the pension insurance contribution may be deducted from their service pay.

2) Lorsque le taux de pension varie en fonction du nombre des cotisations portées au compte de l'assuré, la durée de service devrait être prise en compte pour la majoration du taux de pension.

3) Lorsque les cotisations sont graduées d'après la rémunération, des cotisations devraient être portées au compte de l'intéressé au titre de la durée de son service, sur la base d'une rémunération fictive uniforme d'un montant raisonnable. Toutefois, les cotisations portées au compte d'une personne qui était assurée immédiatement avant le début de son service pourront être basées sur la rémunération qu'elle recevait alors, si cette rémunération était plus élevée que la rémunération fictive.

4) Les personnes congédiées des forces armées et services assimilés devraient conserver, durant la période comprise entre leur mise en congé et la date à laquelle elles peuvent être considérées comme réinstallées dans la vie civile, les droits découlant des cotisations portées à leur compte; en aucun cas, cette période ne devrait être inférieure à douze mois.

5. 1) Lorsqu'un système d'assurance obligatoire, prévoyant de indemnités de maladie, de maternité et une assistance médicale e couvrant la majorité de la population active, est en vigueur, le personnes congédiées des forces armées et services assimilés de vraient avoir droit à ces prestations en cas de maladie ou d'accouchement survenant au cours de la période comprise entre leur mise en congé et la date à laquelle elles peuvent être considérées comme réinstallées dans la vie civile; en aucun cas cette période ne pourrait excéder douze mois.

2) Lorsque le système d'assurance obligatoire prévoit des indemnités de maternité et une assistance médicale en faveur de ayants droit des assurés, les personnes protégées par le système devraient bénéficier de ces prestations en faveur de leurs ayant droit.

3) Lorsque le taux de l'indemnité de maladie est proportionnelle à la rémunération de l'assuré, le taux de l'indemnité payable aux personnes congédiées devrait être basé sur une rémunération fictive uniforme d'un montant raisonnable.

6. L'Etat devrait supporter la charge constituée par les cotisations d'assurance-pension portées au compte des personnes servant dans les forces armées et services assimilés et par leur assurance en cas de maladie jusqu'à leur réinstallation dans la vie civile. Toutefois, lorsque la solde d'une catégorie de ces personnes peut, compte tenu du coût de leur subsistance ainsi que des allocations familiales être considérée comme étant au moins équivalente, dans l'ensemble au salaire usuel dans l'industrie, une fraction de la cotisation d'assurance-pension peut être déduite de cette solde.

V

DRAFT RESOLUTION

The General Conference of the International Labour Organisation,

Having adopted the Employment (Transition from War to Peace) Recommendation, 1944, the Employment Service Recommendation, 1944, the Public Works (National Planning) Recommendation, 1944, and the Social Security (Armed Forces) Recommendation, 1944¹;

Draws the attention of the Members of the Organisation to the bearing upon the problem of the organisation of employment in the transition from war to peace of the following Conventions and Recommendations:

- the Unemployment Convention, 1919,
- the Fee-Charging Employment Agencies Convention, 1933,
- the Employment Agencies Recommendation, 1933,
- the Unemployment Provision Convention, 1934,
- the Unemployment Provision Recommendation, 1934,
- the Unemployment (Young Persons) Recommendation, 1935,
- the Vocational Training Recommendation, 1939,
- the Apprenticeship Recommendation, 1939,
- the Vocational Education (Building) Recommendation, 1937,

- the Minimum Age (Industry) Convention (Revised), 1937,
- the Minimum Age (Family Undertakings) Recommendation, 1937,
- the Minimum Age (Non-Industrial Employment) Convention (Revised), 1937,
- the Minimum Age (Agriculture) Convention, 1921,
- the Public Works (National Planning) Recommendation, 1937,

- the Public Works (International Co-operation) Recommendation, 1937; and

¹ The present reference to the adoption of the proposed Recommendations is made for reasons of convenience only and is not intended in any way to prejudge the decisions of the Conference on this subject.

V

PROJET DE RESOLUTION

La Conférence générale de l'Organisation internationale du Travail,

Après avoir adopté la Recommandation sur l'organisation de l'emploi (transition de la guerre à la paix), 1944, la Recommandation sur le service de l'emploi, 1944, la Recommandation sur les travaux publics (organisation nationale), 1944, et la Recommandation sur la sécurité sociale (forces armées), 1944¹;

Attire l'attention des Membres de l'Organisation sur l'intérêt que présentent les conventions et recommandations suivantes pour l'organisation de l'emploi au cours de la transition de la guerre à la paix:

- la Convention sur le chômage, 1919,
- la Convention sur les bureaux de placement payants, 1933,
- la Recommandation sur les bureaux de placement, 1933,
- la Convention sur le chômage, 1934,
- la Recommandation sur le chômage, 1934,
- la Recommandation sur le chômage (jeunes gens), 1935,
- la Recommandation sur la formation professionnelle, 1939,
- la Recommandation sur l'apprentissage, 1939,
- la Recommandation sur l'éducation professionnelle (bâtiment), 1937,
- la Convention sur l'âge minimum (industrie) (révisée), 1937,
- la Recommandation sur l'âge minimum (entreprises familiales), 1937,
- la Convention sur l'âge minimum (travaux non industriels) (révisée), 1937,
- la Convention sur l'âge minimum (agriculture), 1921,
- la Recommandation sur les travaux publics (organisation nationale), 1937,
- la Recommandation sur les travaux publics (collaboration internationale), 1937;

¹La référence faite à l'adoption par la Conférence des projets de recommandation énumérés est motivée exclusivement par des raisons de convenance et ne préjuge en rien les décisions que la Conférence pourra prendre sur les textes proposés par le Bureau.

Urges that Members which have not already done so should ratify the said Conventions, and, wherever possible, give effect to their provisions pending ratification, and that all Members should make effective the provisions of the said Recommendations.

Invite instamment les Membres qui ne l'ont pas encore fait, à ratifier lesdites conventions et, en attendant la ratification, à en appliquer les dispositions dans toute la mesure du possible, et presse tous les Membres de mettre en application les dispositions desdites recommandations.

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