



RECONSTRUCTION PROBLEMS

9

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Naval Demobilisation

TWO PENCE

MINISTRY OF
RECONSTRUCTION

1918

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Naval Demobilisation

PART I.

HISTORICAL INTRODUCTION.

IN time of war there has always been an intimate connection between the Royal Navy and the Merchant Service. Latterly, and more especially since the Russian War of 1854 to 1856, this fact tended to be forgotten, partly because men-of-war developed on particular lines and became far more unlike merchantmen than they had ever been before, and also because, by the introduction of continuous service, the personnel of the Navy seemed to have developed into a separate caste, distinguished by its associations, traditions and *esprit de corps*, as much as by its special training and qualifications, from other seafaring men. This war has proved once again, to such as needed proof, that the two services cannot exist without each other, and that the Sea Power of the Empire is not its naval strength alone but its maritime strength. Even at the risk of insisting on the obvious it is necessary to repeat that, for an Island Empire, a war at sea cannot be won merely by the naval action which defeats the enemy; naval successes are of value for the fruit they bear, the chief of which is the power that they give to the victor to maintain his own sea-borne trade, and to interrupt that of the enemy.

An elementary way of looking at the problems of manning the Royal Navy and the Merchant Service is to consider that there is in the country a common stock of seamen, on which both can draw. But this theory, like many others equally obvious and tempting, has the disadvantage that it leaves important factors out of account and, if worked out, results in an absurdity. Thus, shortly before war began there were in the country some 420,000 seamen, of whom one-third were in the Navy, and two-thirds engaged in merchant ships and fishing vessels. There was no considerable body of unemployed seamen. During the war the personnel of the Navy was expanded to something like the 420,000 which represents the common stock of seamen. Therefore, if the theory met the case, there would have been no men left for the Merchant Service. But the merchant ships, in spite of difficulty and danger, continued to run, employing great numbers of men. And we must not forget to take into account

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the number of men, amounting to 48,000 killed and 4,500 prisoners of war, who have been lost in the two services during the war. So it comes to this, that the common stock of seamen, or at least of men fit to man ships, has expanded during the war by more than 50 per cent. Whence came these extra men? Clearly for the most part from the non-seafaring classes.

The Navy in November, 1918, employed some 80,000 officers and men from the Merchant Service, viz., 20,000 R.N.R. ratings, 36,000 Trawler Reserve, and 20,000 mercantile seamen and firemen on Transport agreements, plus the officers. If the supposition, made in the absence of statistics, is correct that at this time the number of men in the Merchant Service itself had decreased proportionately to the loss of tonnage, it would seem that the Merchant Service needed no considerable inflow of men during the war. In other words, most of those added to the stock of seamen during the war must have gone into the Navy. This corresponds with known fact: the Navy has, in addition to the Reserve men already mentioned, nearly 200,000 men to demobilise in order to put its personnel on the footing on which it stood when war broke out.

It will be of interest to see how the personnel of the Navy expanded in former wars, and how at the peace it was invariably reduced to something like its pre-war figures. This can readily be done in tabular form:—

NAVAL PERSONNEL. (Numbers Voted.)

YEAR.	NAME OF WAR.	BEFORE WAR.	MAXIMUM DURING WAR.	AFTER THE PEACE.
1689	League of Augsburg	7,040	....	....
1697		—	....	40,000
1700		—	....	—
1700	Spanish Succession	7,000	....	....
1712		—	....	40,000
1713		—	....	—
1738	Austrian Succession	10,000		
1748		—		40,000
1759		—		—
1754	Seven Years' War	10,000		
1762		—		70,000
1764		—		—

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NAVAL PERSONNEL. (Numbers Voted.)					
YEAR.	NAME OF WAR.	BEFORE WAR.	MAXIMUM DURING WAR.	AFTER THE PEACE.	
1775	American Independence	18,000	....	—	—
1783		—	....	110,000	....
1785		—	....	—	.... 18,000
1793	French Revolution	16,000	....	—	....
1801		—	....	135,000	....
1803		—	....	—	.... 50,000
1803	Napoleonic War	50,000	....	—	....
1812		—	....	145,000	....
1817		—	....	—	.... 19,000
1853	Russian War	45,500	....	—	....
1856		—	....	76,000	....
1857		—	....	—	.... 53,000
1914	The Present War	146,000	....	—	....
1918		—	....	450,000	....

It appears at once from these figures that the naval expansion during earlier wars was in most cases much greater proportionately than it has been in this. Roughly the personnel in this war has been multiplied by three; in earlier wars it was increased six, seven, eight, or even nine fold, if we take the difference between the figures for 1792 and 1812. And, similarly, the number of men demobilised at the end of former wars was greater proportionately than it is now, and greater also in proportion to the total population of the country.

From these considerations it would seem that the difficulties attending naval demobilisation after a war can never have been much less, and were generally greater, than they are now, though such a view would be vitiated by its leaving out of account the present need for the simultaneous demobilisation of an army many times greater, both absolutely and relatively, than we have ever had before.

The history of all former demobilisations is hazy to a degree. We know how many men were paid off out of the service for more than two centuries past, and we know also that no scheme to provide for their future was ever carried out. Indeed, the need for such a scheme was never even thought of—the men

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discharged were left to shift for themselves, and there was an end of it. It is certainly reassuring to find that for the most part they managed fairly well, if not from their own point of view, at any rate from that of the Government of the day. There is no record of any very notorious distress or disturbance having been caused by these haphazard demobilisations. But, on the other hand, there is no precise record of what happened to the men : what became of them can only be inferred from the general course of history, assisted in some measure by a knowledge of how they were brought into the service, and what manner of men they were.

During the whole of our naval history down to 1815 it was the invariable rule that in peace time the battle fleets were laid up unmanned; and only enough ships were kept in commission to "show the flag" and to police the sea. This accounts for the very large increase of the naval personnel which immediately became necessary when there was a threat of war; and it accounts also for the difficulty which was always experienced in raising the men. This difficulty was even greater than we are apt to suppose, for the Merchant Service has never been able to give the Navy more than a fraction of the total number of men needed, and the machinery for raising extra men has, until this war, always been of a most primitive nature.

When war came the ships were commissioned, without crews. This could be done because from the latter part of the 17th century there was a permanent force of officers. Then the officers had to find their own crews. They began by drawing their proportion of marines, and then proceeded to invite seamen to volunteer. In this way they got a number of skilled seamen, men who had been in the Navy before, and came back to it either as petty officers or in the hope of becoming so. Then warrants to impress seamen would be issued. Theoretically the impress was merely a form of conscription, the Crown claiming by prerogative the right to the services of its seafaring subjects. Practically a good deal of violence was at times necessary, as many of the men, preferring to sail in merchant ships, or wishing to wait for a proclamation of bounty, tried to avoid arrest. The scuffles that took place on these occasions gave the impress service a bad name, not altogether deserved, for real efforts were made to avoid hardship, and in any case the number of men raised in this way was greatly exaggerated by popular report.

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From early times a Royal Proclamation was usually issued early in a war recalling seamen serving in foreign ships ; and, certainly from 1755, another offering a bounty to seamen on joining. Finally, in the great struggle with France a hundred years ago, a quota of men was levied from every county.

There are many considerations that complicate the enquiry. A man who was "pressed" might be borne on his ship's books as a "volunteer," if, as he often did, he decided after being caught to make the best of it and volunteer. Similarly a "volunteer" might be a bad character sent on board by a magistrate. The quotas contained some seamen, some of the offscourings of towns attracted by high bounty, and many gaol-birds of whom the authorities wished to be rid. The practice of sending gaol-birds, "not being felons," to sea was regularised by an Act of Parliament of 1703, which was not repealed till 1835. The tradition of it still lingered in 1914, when there were still some misguided people who believed that the most convenient way of getting rid of a bad character was to send him into the Navy.

The "state the case" man, who is often met with, was a man who thought he had been illegally impressed. The law was that only seamen should be impressed ; a landsman who was caught had the right of entering a protest, which was forwarded by his captain. The papers concerning him were referred back with an order to "state the case," as the result of which the man might or might not get free. Often he did not, and was continued on the ship's books as a "state the case" man.

It is a common error to suppose that our ships in the old wars were manned entirely by seamen. A knowledge of how the men were raised shows that this cannot have been so ; and confirmation can be had from a very brief study of ships' muster books. Only about a third of the crew of a line-of-battle ship were, in the seaman's phrase, "prime seamen." The rest were either only partly trained or were frankly not sailormen. The *Victory* at Trafalgar was not an ill-manned ship—here is an analysis of her crew : Officers, commissioned and warrant, 28 ; petty officers, including marines, 63 ; able seamen, 213 ; ordinary seamen and boys, 225 ; landsmen, 86 ; marines, 137 ; artificers, 18 ; quarter gunners, 12 ; supernumeraries and domestics, 37.

It should be remembered, however, that wars used to go on for a long time, and many men who were not seamen when entered became so in the course of a commission or two ; and

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many, no doubt, elected to continue to follow the sea after demobilisation. But very many of the men demobilised must have learnt in the Navy little or nothing that would help them in their future life. The modern Navy will probably prove of much higher value as an educative force than the old service from which it sprang, and in this will have been greatly helped by the careful organisation which has made it possible for the first time to fill up its numbers with recruits of good character and quality instead of with a large proportion of tag-rag and bobtail.

In estimating the difficulties of the naval authorities in the old wars it is necessary to take into account the system of privateering which prevailed in every war down to 1815. The privateers were licensed cruisers against the enemy's commerce; they were popular with the seamen as offering good opportunities for private gain, and they were unpopular with the Admiralty for divers reasons, chiefly because they attracted good seamen who might otherwise have been had for the Navy. There are no statistics available, but certainly many thousands of men served in the privateers. These too were demobilised when peace came.

What happened to the men discharged from the Navy and from the privateers?

It must have eased matters considerably on demobilisation that the signing of the peace invariably found a large number of foreigners in the Merchant Service. During peace the number of foreigners who might be employed in British merchantmen was severely restricted by the Navigation Acts; in time of war the stringency was relaxed, and as native seamen flowed from the Merchant Service to the Navy, their places were filled in great measure with foreigners. When peace came again the Acts reasserted themselves, and the foreigners had to go, thus making room for many of the demobilised men. There were at the same time many foreigners in the Navy in war time. There are cases on record of considerable bodies of enemy soldiers taken at sea and distributed as working hands among the ships of the squadron; and we have a calculation made by Sir Byam Martin in 1808 that over 13 per cent. of his ship's company were foreigners, a proportion which he believed to be below the average. As the foreigners could be left out of account, the numbers to be provided for on demobilisation were thereby considerably lessened.

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In this war there is no such mitigation of the problem. There are no foreigners in the Navy, and it is believed that there has been no increase of their number in the Merchant Service.

One reason why there was no immediate distress on demobilisation at the end of the old wars was that it was then the custom to withhold the men's pay till the end of the commission. The men, therefore, left the service with a considerable sum of money in hand, which gave them leisure in which to look out for employment. There was distress sometimes in early times, *i.e.*, in the 17th century, when the Treasury was so empty that ships had to be kept in commission for want of money to pay them off. The men were kept doing nothing, without money, and not unnaturally sometimes they rioted. But that difficulty did not occur again after the time of Charles II.

It is unfortunate that the statistics of both the numbers of merchant ships, and more especially of the seamen in them, are very defective until the 19th century is reached. It is of some help, however, in forming an estimate of the prospects of seamen, to remember that our sea-borne trade, as shown by the values of exports and imports, expanded continuously from the reign of Elizabeth. Between 1662 and 1688 it more than doubled; it doubled again between 1688 and 1755; again between then and 1800; and again between 1800 and 1815. Such expansion necessarily implies the employment of increasing numbers of men, but the only figures available are that in 1787 more than 80,000 were employed in the Merchant Service, and in 1801 about 130,000. These numbers are higher proportionately to the totals of naval personnel than is the case to-day, and show more opportunity of employment at sea for demobilised man-of-war's men than is now available.

Nevertheless, though it is reasonably certain that a large number of men who were seamen found berths in merchant ships, this did not account for all of the men demobilised, nor were such openings always forthcoming without some delay. We know, for instance, that there was a good deal of unemployment among seamen in the years immediately following 1815; and we can believe that after 1713 there was also some distress, and possibly too in 1603, when the long war with Spain ended.

In each case seamen appear to have turned to the same occupations. Many, including, no doubt, a high proportion of the men who had been demoralised by service in privateers,

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turned to piracy ; and each of the long wars cited above was followed by a serious outbreak of piracy.

Others went into the service of foreign navies : of the Dutch in the 17th century ; of the Russians in the 18th ; and, after 1815, into the navies of the South American states which were engaged in their wars of liberation with their mother country. Some, too, no doubt, became colonists, especially in the 17th century, when colonists were necessarily fighting men, and some of the island colonies were deliberately organised as outposts against Spain. The subject is of interest, and deserves more than the bare reference which can be made to it here.

It will be noticed from the table of personnel that there was no great expansion during the Russian War of 1854. This was due to two causes ; first, that this was not a great war calling for a supreme effort at sea ; secondly, that even before the war the Navy had been kept on something approaching a war footing. After the war we had continuous service for the Navy, and the system was fully established of putting all new ships built for the Navy into commission immediately on completion. The higher training made necessary for the crews by the introduction of steam and improved weapons was partly the cause of this, but embittered foreign relations, and the competition in armaments caused thereby, were responsible in an even greater degree.

In conclusion it should be noted that there were no temporary commissions before this war : once an officer, always an officer. And in the result the lists for more than a generation after a great war were clogged with old officers for whom there was no employment in the Navy.

PART II.

THE SCHEME OF DEMOBILISATION.

Let us put ourselves in the place of a sailor wondering what will happen to him now that the fighting is over. Naturally he will be thinking of his future and anxious to know when demobilisation will begin and how it will proceed. He will be asking questions of anyone he thinks likely to be able to answer them. These questions we will now deal with, answering them as fully as is possible.

No doubt the man's first question will be :—

1. *How soon after the end of the War shall I personally get home ?*
A. That depends principally upon the nature of your employment in civil life and whether there is a definite job waiting for you on your return.

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2. *Will not demobilisation take place, then, by Naval units ?*
- A. No. The Government has adopted the general principle of demobilisation by individuals in accordance with the requirements of industry and commerce.
3. *How will the authorities know what my employment in civil life is and whether there is a job waiting for me ?*
- A. Your Service Certificate or R.V. 2 book containing the history of your service gives the number of your Industrial Group and your Trade or Calling. In addition, as long before the probable date of demobilisation as possible, you will be required to fill up a form stating your home address, whether you are married or single, and, if you require employment after the War, particulars of your previous employment, your Trade Union, if any, and as to any promise on the part of your employer to keep your place open for you. IT IS OF THE UTMOST IMPORTANCE, IF YOU WISH TO BE DEMOBILISED AS EARLY AS POSSIBLE AND OBTAIN THE BEST CHANCE OF IMMEDIATE EMPLOYMENT IN CIVIL LIFE THAT, WHEN THE TIME COMES, THIS FORM SHOULD BE FILLED UP FULLY, LEGIBLY AND ACCURATELY.
4. *But will not some of us have to be left behind to clear the seas of mines or to carry out other important duties which the Navy must execute ?*
- A. Yes. You will realise the importance of clearing the seas of mines for the safety of future navigation, but as soon as your ship can be spared or you can be released from these or other duties necessitating your retention you will be demobilised.

The actual order of demobilisation will be as follows :—

- (1) "Demobilisers," *i.e.*, those required in their civil capacity to enable the work of demobilisation to be carried out.
"Pivotal Men," *i.e.*, those men in the various industries without whom the bulk of the men to be employed cannot get to work effectively.
The numbers to be demobilised in these two classes will be very limited, and only absolutely indispensable men will be included in them.
- (2) Men who have definite jobs waiting for them on their return—hereafter referred to as "Slip" men (*see* Question 7), in the order of the priority of their Industrial Groups.

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- (3) Men who have not got definite jobs waiting for them, but whose employment in civil life is in an industry which, because it is of high national importance from the point of view of reconstruction, is likely to be able to provide work for them immediately.
- (4) Other "Non-Slip" men in the order of importance of their civil employment.
- 5. *Is no preference to be given to married men or to men with long war service?*
 - A. Yes; *within each group*, priority will be given to married men over single, and men with a longer war service will have priority over men with a shorter war service; a certain proportion of each draft demobilised will be pensioners, and men who served in the Navy before the War and whose engagements have expired.
- 6. *Can you explain exactly how my Commanding Officer would make up a draft of, say, thirty men?*
 - A. After the "demobilisers" and "pivotal men" have gone home he will make up his draft from men for whom he has received release slips—i.e., men for whom definite jobs are known to be waiting. If he had 30 "Slip" men left in his ship those 30 men would go. If, however, he had, say, 40, he would give preference to men whose Industrial Groups stood highest on the list of priority and to married men. In the same way, if he had only 20 "Slip" men he would make up the other ten from "Non-Slip" men according to the priority of their Industrial Groups. In both cases he would include a proportion of men who are pensioners or time-expired pre-war active service ratings, whether they have jobs waiting for them or not, or whether they belong to priority groups or not.
- 7. *What exactly are those "slips" of which you speak?*
 - A. In the answer to Question 3 it was stated that, before demobilisation began, every man would be required to fill up a form giving particulars of his previous employment, etc. These forms will be collected and forwarded to the Employment Department of the Ministry of Labour at the Claims and Record Office, Kew, where they will be sorted according to the Employment Exchanges, within the areas of which the men's pay addresses lie. In the cases where the man states that his employer has promised to keep his place

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open for him, this statement will be checked, and if it is found to be correct, the tear-off " Slip " at the bottom of the form will be returned to the man's commanding officer. That man, then, becomes a " Slip " man. The same thing will happen where a job is found for the man, although it had not been previously promised.

8. *How will the Government know what are the trade requirements referred to in the answer to Question 2 ?*
- A. The trades and occupations in the country have been divided into groups, and a " Priority List " of these Industrial Groups will be prepared, placing them in the order of their national importance from the point of view of the re-establishment on a peace basis of the essential industries of the country. Industries that it is vital to re-establish immediately will be placed high up on the list, which may be altered from time to time according to the season of the year (which would affect the claims of some), and the available supplies of raw material, shipping, etc. (which would govern the amount of employment in others). It must be remembered that it is not only of importance to the nation that the essential industries should be re-established first, but that it would be to the disadvantage of the individual to give him priority of demobilisation and thereby return him to a trade that had not had sufficient time to adapt itself to peace conditions and where unemployment was consequently inevitable and widespread.
9. *Is the order in which these Industrial Groups are now numbered the order in which they will be demobilised ?*
- A. No ; the present numbering is merely for reference purposes and bears no relation to their national importance or the order in which they will stand in the eventual Priority List.
10. *Will the fact of my being in the Navy give me an equal chance of obtaining Civil Employment with men in other Fighting Forces ?*
- A. Yes. If your services can be spared, and they will be spared if possible, you will be demobilised at the same time as men of the other Forces, or if not, you will be relieved of your duties as soon as a relief is available.
11. *Supposing I am serving on a Foreign Station, will my absence handicap me in obtaining a job ?*
- A. Men serving on Foreign Stations will be demobilised on

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exactly the same principles as men serving in Home Waters. If your ship is not about to return to England you will be transported home at the first opportunity and sent to your Depot from where you will be demobilised.

12. *If I am serving in a ship in Home Waters at the time my turn comes for demobilisation shall I proceed home direct from my ship?*

A. Yes ; unless you belong to the Royal Marines, in which case you will go to your Headquarters first.

13. *If I am serving in a Trawler or Drifter how shall I return to my home?*

A. Fishing craft require to be reconditioned before they can be used for fishing. You will be demobilised at your Mobilising Port as soon as your services can be spared.

14. *What shall I receive on leaving my ship at the time of dispersal?*

A. You will receive :—

1. A Protection and Identity Certificate (*see* Question 23).
2. A Railway Warrant to your home.
3. Your pay and allowances (*see* Question 16).
4. An allowance for civilian clothes.
5. A Ration Book.

Your Commanding Officer will ask you the name of the Railway Station nearest to your home to insert on your Railway Warrant. Read carefully the instructions printed on the back of your Protection and Identity Certificate ; they are important.

15. *Will that be the time of my actual release from service?*

A. No ; you will be entitled first to 28 days' leave, during which time you will receive your pay and leave allowance, and separation allowance to your wife or dependants will be continued. At the expiration of your leave you will be demobilised. You should not, however, wait for this before beginning work in civilian employment.

16. *What pay and allowances shall I receive before I leave my ship?*

A. If possible you will receive your pay up to the last day of your leave, including leave allowance for the period of your leave. If you are due for dispersal and your account cannot be closed before you go you will receive an advance and the balance will be sent to you by post.

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17. How and when shall I receive my Prize Money?

A. Notice of the Distribution of Prize Money will be given through the public Press.

18. How shall I receive the War Gratuity due to me?

A. Your War Gratuity will be placed to your credit in the Post Office Savings Bank as soon as practicable after demobilisation. You will be informed by post when this has been done.

19. What shall I have to do with my uniform?

A. You will be allowed to retain your Uniform Kit, and men not in possession of an overcoat will, if necessary, be supplied with one (or a duffle coat) on loan on the understanding that it is returned later to the nearest Naval Depot. If you are in the Royal Marines you will return your overcoat to your Headquarters.

You will be permitted to wear uniform during your 28 days' leave, at the expiration of which you will be expected to have re-clothed yourself in plain clothes.

20. Supposing that I am not a "Slip" man—i.e., that I have no definite job waiting for me—what assistance shall I get in obtaining work?

A. In the first place every effort will have been made by the local Employment Exchange, working in conjunction with the Local Advisory Committee (*see* Question 26) and the appropriate trade organisation, to make you into a "Slip" man—that is, to find a definite job for you before you come home. On the form that you will have filled up before demobilisation you will have stated whether, if your previous employer had not promised to keep your place open for you, you would like that employer to be asked to re-engage you, and if that cannot be arranged what precise nature of work you require. You will also have been asked for the names of other previous employers and to state any special experience you have gained while serving in the Navy—*e.g.*, as a torpedo or gunnery rating—which would be likely to be useful to you in obtaining civil employment. These employers and, if necessary, others will then be communicated with. In the second place you will yourself apply to the Exchange on your return and to your Trade Union if you belong to one.

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21. *Supposing I have acquired technical or practical knowledge while in the Naval Service, may I expect that Employment Exchanges can inform employers of my abilities?*

A. Yes. An explanation of the knowledge which the various Naval ratings should possess is being supplied to Employment Exchanges in order to help you towards employment.

22. *Will not most of the available jobs be already filled by munition workers and women?*

A. In a large number of cases employers have undertaken to reinstate their former employees now serving with the Forces, and there is every reason to think that they will gladly fulfil their obligation. Even where no promise has been made, it may be anticipated that the demobilised man will generally be given consideration. Moreover, in many of the organised industries formal agreements or undertakings exist between the employer and the Trade Unions under which priority of employment is to be given to men who have served in the Forces. As regards controlled establishments in munitions industries the Munitions Acts provide that in any readjustment of staff which may have to be effected after the War, priority of employment will be given to workmen in the owner's employment at the beginning of the War who have been serving in the Forces or who were in the owner's employment when the establishment became a controlled establishment.

23. *Supposing that I fail to get a job, or that I am successful in obtaining one but lose it again owing to bad trade or other causes, is any provision being made for me during unemployment?*

A. Yes; when you have reached home you should apply to the nearest local Employment Exchange for a free Out-of-Work Donation Policy which will remain in force for one year from the date your leave expires, and will be payable for not more than 26 weeks in the year. Be careful to take your Protection and Identity Certificate with you to the Exchange as the Policy cannot be obtained unless you produce it.

24. *Has any alteration been made in the ordinary procedure of the Employment Exchanges to meet the special needs of demobilisation?*

A. Yes; working in close co-operation with the Employment Exchange there will be Local Advisory Committees to whom

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the ex-sailor will be able to apply for any information and advice in connection with employment or training.

25. *Of whom will these Local Advisory Committees consist ?*

A. They will be representative of all the industries of the district and of employers and workpeople in equal numbers, with a small number of members who are for various reasons likely to be able to give special help during the demobilisation period.

26. *But will such a body be able to deal in sufficient detail with any particular trade ?*

A. It has been realised that some subdivision will be necessary, as representatives of agriculture, for instance, might not be sufficiently acquainted with the conditions in, say, Engineering, and for this purpose Trade Sub-Committees will be set up where necessary, consisting of representatives of the employers and workpeople in equal numbers, to deal only with details in connection with their own trade. It is to these bodies of experts that the individual ex-sailor will be able to make personal application for assistance and advice in any difficulty.

27. *In reply to Question 24 you mentioned training. Can you tell me what help will be given to a man who finds himself unable through wounds or ill-health to follow his previous employment ?*

A. The Local War Pensions Committee set up by the Ministry of Pensions will advise the partially disabled man on this and other points, will consider what other employment he might be fitted for, and will assist him in obtaining training for it.

28. *What will be the position of the man who was still an apprentice at the time he joined up ?*

A. The whole question of interrupted apprenticeships has been gone into very carefully by the Government, in consultation with the Employers and the Trade Unions, and a scheme has been prepared. Further information on this question will be made public before demobilisation begins.

If you were an apprentice before joining the Navy, and while serving you have been employed at your trade, ask your Commanding Officer to give you a certificate on an "Interrupted Apprenticeships" form provided for the purpose, to say that you have been so employed.

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29. *What will happen to men who came from abroad to join the Navy for the War?*

A. They will be repatriated, at the public expense, as soon as their services can be dispensed with. This facility will be extended to all who can prove that their home is Overseas, whether they were entered into the Navy abroad, or came to the United Kingdom after the outbreak of the War and joined the Naval Forces.

The above description of the scheme shows how it applies to men in the Naval Service.

Arrangements for the repatriation of the Royal Naval Canadian Volunteer Reserve, the Newfoundland Royal Naval Reserve and the R.N.V.R. (South African Division) will be made as soon as possible. Australian Naval ratings will be repatriated in accordance with arrangements made by the Commonwealth Government.

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8

The Resettlement of Civil War Workers

MILITARY Demobilisation begins by order and will proceed by regulation ; but the displacement of Civil War Workers begins automatically upon the cessation of the demand for destructive munitions.

The suggestion has been put forward in some quarters that, in order to avoid the discharge of munition workers on a large scale, the production of destructive munitions should be continued until the civil demand for labour has had time to grow and crystallize. Apart from the consideration that such a policy would be, in fact, one of relief works, it would waste an enormous quantity of raw material that may be vitally necessary at a slightly later date in order to carry on peace production. Obviously it would be now economically unsound to use for the manufacture of shell-cases steel that could be used and will be urgently wanted for the construction of ships or machinery.

The fact must therefore be faced that dislocation of employment inevitably follows the cessation of hostilities. How quickly that dislocation will spread and how speedily it can be overtaken by Civil Resettlement must remain largely matters of conjecture, but they are questions which have received the most detailed investigation, over a period of many months, by the Civil War Workers' Committee of the Ministry of Reconstruction. As a result of those investigations and of others carried out by the Ministers of Reconstruction, Labour and Munitions the Government is now in a position, not to say what will happen, but to set forth proposals for dealing with various eventualities that can be foreseen as possible. It is the purpose of this pamphlet to set forth the Government's proposals.

It is necessary to point out that Civil Resettlement will be divided into two main stages—that prior to the beginning of military demobilisation and the period when general

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demobilisation will be in full swing. These two stages present different problems, and it is essential that they should not be confused, although many measures that will be found effective during the first will doubtless prove useful and even essential in the second. The first problem is one of an emergency; the second one of permanent resettlement and industrial organisation following upon the demobilisation of the Forces. The main object in the first period must be to tide over a difficult time, and to press forward as far as possible the passage from war to peace production; the main object in the second, to complete the speedy establishment of industry on a peace basis, and to absorb the returning soldiers, sailors and airmen.

Owing to the suddenness with which the military situation has changed in our favour and of the decisive nature of that change, we find ourselves confronted with the emergency at a much earlier date than could reasonably be anticipated even a few months ago. It is now certain that the armistice stage will merge into the peace. Consequently, it will be possible from the first to concentrate upon the re-establishment of normal production. Although this situation largely determines the policy to be adopted, the character of the armistice does not alter the fact that there are two main stages in the process of resettlement.

In its simplest form the problem from the point of view of labour resettlement is to establish such a temporary equilibrium between the demand for and the supply of labour as will avoid unemployment.

From the beginning it was necessary to consider the question in relation to the position of demobilised men who will come into the labour market at a later stage, and in this connection to bear in mind that steps taken to provide employment during the first period should have regard to the necessity for minimising the dislocation that may arise with the return of the soldiers.

The problem of the emergency period is complicated by the fact that in view of the return of the soldiers the absorption of labour must be in some degree temporary. A large proportion of the soldiers have definite promises that places are waiting them on demobilisation. Moreover, it must be borne in mind that the

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Munitions Act, 1915 (Schedule 2, Par. 3), provides that "in any readjustment of staff which may have to be effected after the war, priority of employment will be given to workmen in the owner's employment at the beginning of the war who have been serving with the colours."

Consequently the situation must be faced that, to a considerable extent, labour will be in a state of flux for a prolonged period. It is hoped that it will be possible to find employment for the majority of those workers discharged from work on munitions and war material, but as the soldiers return in increasing numbers, many of those workers will be again displaced. On the other hand, every soldier who is reinstated in civil employment will tend to settle the industrial structure, to enable the machinery of peace production to revolve a little faster, and thereby to create opportunities for the employment of those who have been temporarily displaced.

DEMAND FOR LABOUR.

In considering the post-war demand for labour three sets of questions present themselves :—

(1) The factors tending to limit employment ; (2) the extent to which existing employment will continue; and (3) steps towards increasing opportunities for employment.

During the transition period employment must diminish because of—

- (a) The total cessation of certain kinds of war production—*e.g.*, shells.
- (b) The gradual cessation of other kinds of production—*e.g.*, guns.

(In regard to (a) and (b) it has been decided that production will be continued if the work on the material is so far advanced that this material cannot be easily "scrapped.")

- (c) The difficulty that will be experienced in many factories of turning over quickly to peace production.
- (d) The possible shortage of supply of certain raw materials.

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- (e) The hesitation there may be on the part of the trading community to place orders in view of the uncertainty of prices.
- (f) The dislocation, and in many cases the disappearance, of business connections and selling organisations.

With regard, however, to these causes for diminished employment it may be noted that, although the production of certain kinds of war material such as shells must cease almost at once, a considerable amount of labour will continue to get employment in filling factories in breaking-down filled ammunition in order that the materials may be used for other purposes.

In connection with the more gradual cessation of other kinds of war production, *e.g.*, guns, the situation will be further eased in certain of these factories by the necessity of cleaning, overhauling and repairing the thousands of guns and the hundreds of thousands of rifles and other weapons that will be returned from the various fronts.

The extent to which existing employment will continue is—in the nature of the case—extremely difficult to forecast, depending as it does on so many unknown or changing factors. One thing, however, is quite certain. The production of the nation as a whole is not going to stop dead. Very many of our industries are engaged on work that, vital as it has been for the prosecution of the war, is no less necessary in the daily life of the nation in times of peace. The huge transport industry with all its ramifications will not only continue to operate at its present intensity, but at a rate as much higher as is commensurate with supplies of skilled labour, coal and other raw materials. Shipbuilding and Marine Engineering are obvious examples of continuing employment. We can dispose of an almost unlimited extra production of coal—for which, however, we are dependent upon the release of skilled miners from the Forces—and an increased coal production will enable many factories to increase their output. Cloth is a commodity that is required in enormous quantities for military purposes, but is required in scarcely less quantities by the civil population.

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There are many other trades, occupations, and industries in which employment will continue at certainly no less than its present level. This is true of all the distributive trades.

In addition to the labour that can be retained in many factories on actual production there is that which can be employed upon overhaul and repair. This question is one that is urgent in many works, for it has been impossible to spare time or labour for its attention during the high-speed production of the war period. As regards the Government-owned factories, there will be a large amount of Government property that will require overhauling, dismantling, cleaning and storage, and will thereby absorb labour displaced from actual production.

NEW OPENINGS FOR LABOUR.

The third question requiring consideration in regard to the demand for labour is that of increasing opportunities for employment. This involves (a) the re-establishment of private industry by (1) the allocation of materials and labour to the manufacture of machine tools, machinery, etc.; (2) the placing of orders; (3) the provision of financial facilities where necessary; and (b) the early adoption of the programmes of development by national and local authorities.

The other side of the question is the supply of labour, and it is necessary to consider in what directions this supply may be restricted either voluntarily or compulsorily. Such restrictions may be expected to occur voluntarily by the withdrawal from the labour market of a number of women who do not desire re-employment, and by the withdrawal of a number of men and women of advanced age who returned to industry in the national emergency.

It must, however, be anticipated that whatever is done to stimulate employment on the one hand and to restrict labour on the other, there will be a considerable volume of unemployment of at least a temporary nature. The proposals of the Government must therefore contain measures dealing with this contingency. Already discharges from munitions works have begun; and were the provision for those discharged left to the ordinary processes of absorption of labour contingent upon unrestricted

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supply and demand, there might be considerable unemployment and general distress.

Our fathers prayed to be delivered from war, pestilence, and famine. From pestilence we are now greatly preserved, thanks to sanitation and medical science; from war we have been delivered; the modern forerunner of famine is not drought or locusts but unemployment. The measures that the Government has prepared in reserve against unemployment will cost money, but in the last four years we have learnt something of the comparative value of money as against human life and happiness, and, taking the most material point of view, we have been relieved of the cost of war as it were by a miracle many months earlier than any save the most sanguine could have anticipated.

The proposals of the Government for equalising the supply of labour with the demand and providing for the surplus that will remain unemployed may now be considered.

Those proposals fall under five main heads :—

(1) Administrative machinery and organisation; (2) Measures of Resettlement; (3) Measures for extending existing employment; (4) Steps towards facilitating the transfer to peace work; (5) Provision during unemployment.

It was felt that the complicated organisation for dealing with demobilisation and resettlement could not be put into operation with sufficient speed or the efforts of the various departments concerned adequately correlated unless a Committee of Ministers were appointed with power, delegated from the War Cabinet, to make decisions upon all matters concerning resettlement. Such a Committee has therefore been set up, and is sitting from day to day to consider the schemes put forward by the Minister of Reconstruction.

RESETTLEMENT DEPARTMENT.

In order to facilitate the work of resettlement, a Controller-General of the civil side of demobilisation and resettlement has been appointed. His office is at 8, Richmond Terrace, Whitehall, S.W. 1. He has under his charge the Employment Department and the Appointments Branch of the Ministry of

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Labour and the Labour Departments of the Ministry of Munitions, Admiralty, and War Office. He is working in the closest touch with the Demobilisation Board of the Ministry of Munitions, which is concerned with facilitating the provision of employment by pressing forward the resumption of non-munitions production.

It is realized on every hand that the amount of labour that can be employed must depend in the last analysis upon the amount of raw material that is available. With this point in view an emergency survey has been made, in consultation with the Shipping Controller and the Supply Departments, of the stocks of, and demand, so far as existing information goes, for the principal raw materials. This information goes to show that the position regarding raw materials, thanks to the transitional tonnage programme which has been arranged, is by no means so serious as the general public appear to believe. In order that the available supplies may be put to the best possible use, and equally distributed in accordance with national requirements and the need for providing employment, a Post-War Priority Council has been set up which will investigate competing claims for existing and future stocks and allocate these to the greatest advantage of the nation as a whole. The need for some such body will be obvious even to those who are convinced that the shortest way to the restoration of our industries on a peace basis would be a complete and early removal of all Government restrictions upon private trading and commerce. Only the Government possesses the knowledge of all the factors and the disinterestedness necessary to carry out that distribution.

As the Minister of Reconstruction announced in his speech in the House of Commons on November 12th, 1918, the following plan will be adopted for organizing resettlement :—

The Ministry of Labour has already arranged for the recall from the Army of the Employment Exchange officials. Provision has also been made for increasing the staffs and the accommodation available for the Employment Exchanges. The new Act introduced on November 15th in the House of Commons by Mr. Roberts gives the necessary powers to the Ministry of Labour.

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The machinery for resettling men and women in industry will, therefore, be the Employment Exchanges, with increased staffs and accommodation.

Not only do the Employment Exchanges provide practically the only organisation through which Employers and Workers can be brought into touch with one another, but they are also, pending the extension and development of Joint Industrial Councils, almost the only means by which the Government can reach and assist the individual worker.

National machinery of some kind covering the whole country, working in close touch with local bodies of employers and workmen and co-ordinated by a single central authority, is essential. Hence the paramount importance of Employment Exchanges in the plans for Demobilisation and Resettlement.

They will have to act as the executive machine for assisting discharged workers to find employment, to ascertain the prospective demand for their services in advance, to compile a register of discharged workers, to administer an enormously extended scheme of unemployment insurance, to deal with the special problems arising from the discharge of women, to act as the principal controlling agency in connection with the Demobilisation of juveniles, and to perform many other duties incidental to the main functions specified above.

To enable them to carry out this work the Employment Exchanges have been greatly strengthened by the formation of the Local Advisory Committees composed of representatives of all the industries of the district and of employers and workpeople in equal numbers, with a small number of members who are for various reasons able to give special help during the resettlement period.

It cannot be too strongly insisted upon that upon the smooth working of the Employment Exchanges machinery and the hearty co-operation with them of all parties concerned depends the working of any plan of Resettlement.

The Civil War Workers' Committee of the Ministry of Reconstruction recommended that "as soon as there is a reasonable

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prospect of peace the Local Advisory Committees and the Employment Exchanges should take steps to ascertain where workers are likely to be required immediately on the termination of the War and what demands of individual factories are likely to be." This recommendation has been carried into effect. The obvious reply to such an enquiry is that post-war demand of labour must depend upon post-war supplies of material. The Ministry of Labour, however, has requested employers to make varying assumptions as to raw material and to base their estimated requirements upon those assumptions. At the same time the Ministry of Labour is arranging to supply to employers through the Local Advisory Committee the latest information available from official sources as to the probable stocks of raw material that will be at the disposal of industry at certain periods after the actual cessation of hostilities.

To enable workers to register for re-employment before the termination of their present work a form has been prepared and can be obtained at the Employment Exchanges—similar in many respects to that which the soldiers will fill up prior to Demobilisation—whereon the man or woman states his present employment, particulars of his employment before the War and whether he has any promise from a previous employer or will require assistance when his present work comes to an end. By means of these forms the Employment Exchanges will be able to get some idea of the size of the problem with which they have to deal and of the trades and localities in which the dislocation is likely to be most acute. This information is of the utmost importance, not only to them but to the Ministry of Food, who must be prepared to meet the need of a shifting population.

MEASURES OF RESETTLEMENT.

As soon as peace was seen to be in sight arrangements were made by the Ministry of Munitions for a scheme under which permission was given to manufacturers engaged on munition work to accumulate a limited stock of raw material and to devote a proportion of their capacity to the production of patterns, jigs, gauges, tools, machinery for peace production. A scheme of

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Post-war priority was also developed to enable the essential alterations, etc., required for the turn-over to be put in staff during the war period, when munition work allowed. Under these schemes it proved possible to give considerable facilities to many firms which should, in consequence, be enabled to begin their production practically at once.

Efforts have been made to secure from foreign Governments, the Dominions, India, and private employers an indication of their post-war orders and programme and to induce them to place orders now. These efforts have not been without success. Moreover, within the United Kingdom the Post Office has placed large contracts on a costing basis. Local authorities have prepared a considerable number of schemes that have already secured the provisional sanction of the Local Government Board. Plans for all kinds of repairs are well forward and many firms dealing in articles for which the supply has completely stopped during the War have orders on hand that will keep them fully occupied for two years or more. Other firms are known to have made arrangements to launch out in new directions as soon as they are released from the obligation of munitions manufacture. Both Central and Local authorities have been urged to expedite the execution of works and repairs which have been suspended on account of war conditions as the material becomes available. For this purpose the existing restrictions on borrowing have been to a large extent removed. These works are not intended merely as relief operations, but are in connection with the nationally important schemes of housing, the Road Board programme for road improvements, afforestation, land reclamation, etc.

Reference has already been made to the voluntary restriction on employment that may occur through women desiring to retire from wage-earning employment. In many cases where they have children dependent upon them it is clearly desirable from the point of view of the health of the next generation that they should do so.

The question of the juveniles already employed who may be discharged upon the cessation of hostilities is a grave one. The chances of their obtaining immediate work of some other nature

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in competition with adults may be remote ; on the other hand it would obviously have a hurtful effect upon their characters to future lives if they were left idle and aimless for any length of time. It is proposed, therefore, that Juvenile Advisory Committees and Choice of Employment Committees should be extended wherever necessary, and close relations established with the Local Advisory Committees.

It will be essential for the rapid recovery of industry when peace production begins that supplies of iron and steel should be forthcoming, and in order to enable the iron and steel trades to tide over the difficult period of transition when war orders will have ceased to a large extent, and before the orders for reconstruction, repair and post-war work generally come in, the Government on the advice of the Ministry of Munitions is concerting plans of financial assistance in the form of guarantees to manufacturers of steel and iron to enable them to continue to manufacture for stock during the transition period.

MEASURES FOR EXTENDING EXISTING EMPLOYMENT.

During the transition from war work to peace production it will be necessary to keep as many people employed as possible, in spite of the slackening in the production of munitions. The Government have therefore decided that in the first place there should be no immediate discharge of munition workers, but of course all workers who desire to leave munitions work, or who have other work waiting for them, will be allowed to go at once. It has also been decided to reduce the production of guns and ammunition without discharging the workers who have been employed on this production, and this policy involves that all overtime must be immediately abolished. Further, systems of payment by results are to be temporarily suspended, and the usual notice of the change from payment by results to time work is being given. Again, the amount of time worked during the week is being reduced, and this will apply to men who are on time work. The Ministry of Munitions has announced that whenever reduced hours are worked on a time-work basis the number of

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Workers worked must not be less than one-half of the hours in the normal working week of the establishment. If in any case the earnings of the workpeople for the full weekly number of hours on the short-time system fall below the following amounts: for men of 18 years and over, 30s. per week; boys under 18 years, 15s. per week; women of 18 years and over, 15s. per week; girls under 18 years, 12s. 6d. per week, their earnings will be made up to these sums by the employer, who will be reimbursed by the State. Where time is lost the amounts payable will be sums proportionate to the number of hours actually worked.

RELEASE OF MUNITION WORKERS.

Workers on munitions will be given, when discharged, free railway warrants to their homes or to places at which they have found new employment. The railway warrants will be issued through Employment Exchanges; and they can be obtained by employers for issue to their workpeople, if great numbers of workers wish to leave the same works.

Finally, as it is explained above, there are the measures that must be prepared to deal with such unemployment as may be unavoidable. Under the National Insurance Act of 1911 about two million workers are insured; and to these we may add another million and a half who have been insured under the Munitions of War Act, 1917. There are also many workers who are insured against unemployment through their Trade Unions. When every allowance, however, is made for the existing systems of insurance against unemployment, it will be found that about ten million workers are left without any provision. And yet in the transition from war to peace workers in any and every industry may find themselves unemployed. It is necessary, therefore, that provision for all workers should be made by the State to minimise the dangers of want and distress in the period of transition. To meet this eventuality it is decided that during the six months from November 25th, 1918, all workpeople shall be entitled to free unemployment donation (under the usual conditions) on similar lines to those adopted for the demobilised Forces, for a maximum period of thirteen weeks.

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It is to be understood that this applies to all workers including girls under the National Health Insurance Scheme, and not to munition workers.

The payment will consist of a flat rate of 24s. per week for each man and 20s. for women, together with 6s. a week allowance for the first dependent child under 15, and 3s. a week for each additional dependent child after the first. It will be noticed that the amount of the new donation is very considerably in increase of the 7s. payable under the contributory scheme.

The danger of unemployment among juveniles will be met by the provision of an unemployment donation, for the same amount as given above, of 12s. a week for boys over 15 and under 21 of age, and 10s. a week for girls of the same age. But this donation will only be paid if the unemployed boy or girl attends, when required, a special course of instruction approved by the Board of Education.

The new donation will not be payable for the first three months of any continuous period of unemployment, and persons already insured under the old contributory scheme will not be able to draw their old unemployment benefit while they are being paid this new donation. Repayment to Trade Unions, under Section 106 of the National Insurance Act, 1911, when they have paid unemployment benefit out of their own funds, will be suspended during the time when free unemployment donation is being given.

It will be understood that this new system of non-contributory unemployment benefit is not intended to be permanent. It is necessary for the transition from war to peace. This measure should tide the workers over the emergency caused by the immediate cessation of certain war work. It will not, however, be sufficient to deal with unemployment during the subsequent or secondary period. For this purpose an extension of the existing scheme of compulsory national unemployment insurance is required; but the detailed plans for such a scheme have not yet been fully worked out and approved.

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SUMMARY OF POLICY.

will send proposals for dealing with the problem of Civil Resettlement. The following are now being summed up. They are :—

• a 90-day emergency period immediately following the cessation of hostilities :—

Under the provision of facilities to manufacturers to prepare for the production of munitions, gauges, tools, etc., and permission to accumulate stocks of material in readiness for the change over to peace production. The Ministry of Munitions have granted to manufacturing firms every facility possible for them to obtain the machine tools they require for peace production.

Working the establishment of a Post-War Priority Council to investigate the available stocks of raw material and to allocate them to industry.

Through the exercise of discretion in the application of the "break" clause in employment contracts to give longer time for the completion of contracts and thereby mitigate the hardships likely to arise from the transition from war to peace industry.

- (4) The restrictions on the manufacture and use of iron and steel have been for the most part removed.
- (5) So long as the production of munitions or other war materials continues, and in connection with the handling of stores, the distribution of employment as widely as possible by means of a short time system. In such cases a corresponding proportion of the weekly time-wages to be paid, plus war bonus.
- (6) One week's notice—or wages in lieu of notice—to all munition workers on discharge. Employers have been requested to give a week's warning to all workers before the formal notice is given.
- (7) The issue of a free railway pass to their homes or to a new place of employment to all workers on munitions or contracts for the Army or Navy.
- (8) In case of unemployment the payment, without contributions, of an unemployment benefit of 24s. a week for a man and 20s. a week for a woman, during thirteen weeks of the

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next six months from November 25th. For boys and under 18 the donation will be 12s. a week, and of the same age 10s. a week. To parents unemployed a week will be allowed for the first and 3s. a week for succeeding dependent child.

For the period of permanent resettlement and industrial organisation :—

- (1) The instruction to Government Departments and the encouragement of public bodies and private employers to formulate their requirements and place contracts either on revisional prices or on a costing basis.
- (2) The expedition by central and local authorities, as much as becomes available, of the execution of works and repairs which have been suspended on account of war conditions, and particularly with regard to—
 - (a) Housing.
 - (b) The Road Board programme for road improvements
 - (c) The Afforestation Scheme.
 - (d) Land Reclamation Schemes.
- (3) The extension of Juvenile Advisory Committees and Choice of Employment Committees where necessary, and the possible establishment of centres in connection with the Juvenile Employment Exchanges, at which some form of instruction or occupation shall be provided for juveniles for whom no employment can be found ; a maintenance grant being provided for such juvenile workers on condition of attendance at the centres, if required to do so.
- (4) The extension of National Unemployment Insurance to all workers—other than non-manual workers in receipt of not less than £160 per annum and persons included under a Superannuation Act—with a benefit higher than the pre-war standard. Provision will be made for certain trades and groups to contract out of the scheme and make arrangements for insuring against their own unemployment, on the condition that the benefits provided shall be at least as good as those under the State scheme.

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- : The following is a list of the publications already issued by the Ministry of Reconstruction and the Reconstruction Committee which preceded it. Other reports of a more confidential nature have been drawn up but not published.
- TECHNICAL EDUCATION : Interim Report by Committee on. (Cd. 9,077, price 3d.)
- SELECTED BODIES APPOINTED BY THE MINISTER OF RECONSTRUCTION, STATEMENT AS TO. (Cd. 9,195, price 2d.)
- CULTURE. Part I of the Report on the methods of effecting an increase in the home-grown food supplies. (Cd. 8,506, price 3d.)
- REPORT OF THE AGRICULTURAL POLICY SUB-COMMITTEE. Parts I and II (Cd. 9,079, price 1s. 3d.)
- Ditto : Summary of Evidence. (Cd. 9,080, price 1s. 3d.)
- REFORESTATION. Final Report of the Forestry Committee. (Cd. 8,881, price 1s.)
- BUILDING MATERIALS. Report of Committee to consider the position of the Building Industry after the War. (Cd. 9,197, price 3d.)
- WAR WORKERS COMMITTEE. First Interim Report. (Cd. 9,177, price 2d.)
- Ditto : Second, Third, Fourth and Fifth Reports. (Cd. 9,192, price 3d.)
- COAL CONSERVATION COMMITTEE. Final Report. (Cd. 9,084, price 1s.)
- COMMERCIAL AND INDUSTRIAL POLICY AFTER THE WAR. Final Report. (Cd. 9,035, price 9d.)
- INTERIM REPORT ON CERTAIN ESSENTIAL INDUSTRIES. (Cd. 9,032, price 2d.)
- INTERIM REPORT ON THE IMPORTATION OF GOODS FROM THE PRESENT ENEMY COUNTRIES AFTER THE WAR. (Cd. 9,033, price 1d.)
- INTERIM REPORT ON THE TREATMENT OF EXPORTS FROM THE UNITED KINGDOM AND BRITISH OVERSEAS POSSESSIONS AND THE CONSERVATION OF THE RESOURCES OF THE EMPIRE DURING THE TRANSITIONAL PERIOD AFTER THE WAR. (Cd. 9,034, price 2d.)
- CHEMICAL TRADE, THE : Report of Committee. (Cd. 8,882, price 1d.)
- CURRENCY AND FOREIGN EXCHANGE : First Interim Report of Committee on. (Cd. 9,182, price 2d.)
- ELECTRIC POWER SUPPLY. Report of the Coal Conservation Committee. (Cd. 8,880, price 3d.)
- EMPLOYERS AND EMPLOYED, RELATIONS BETWEEN. First and Second Reports on Joint Standing Industrial Councils. (Cd. 8,606 and 9,002, price 1d. each.)

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- Supplementary Report on Works Committees. (Cd. 9, price 1d.)
- Memorandum by the Minister of Reconstruction and Minister of Labour on Industrial Councils and T Boards. (Cd. 9,085, price 1d.)
- Conciliation and Arbitration: Report of Committee Relations of Employers and Employed. (Cd. 9, price 1d.)
- Final Report. (Cd. 9,153, price 1d.)
- HOUSING. Memorandum by the Advisory Panel on Emergency Problem. (Cd. 9,087, price 3d.)
- Women's Housing Sub-Committee. First Interim Report. (Cd. 9,166, price 1d.)
- LAND, ACQUISITION AND VALUATION OF, FOR PUBLIC PURPOSES. First Report of Committee. (Cd. 8,998, price 6d.)
- MINISTRY OF HEALTH BILL, 1918: Memorandum on. (Cd. 9,211, price 1d.)
- "PERIOD OF THE WAR." Report of Committee on the legal interpretation of the term. (Cd. 9,100, price 6d.)
- POOR LAW. Report of Committee on the Transfer of functions of Poor Law Authorities in England and Wales. (Cd. 8,917, price 3d.)
- POST-WAR QUESTIONS. List of Commissions and Committees dealing with questions that will arise at the close of the War. (Cd. 8,196, price 4d.)
- POWERS, ACQUISITION OF. Report of the Sub-Committee of the Reconstruction Committee. (Cd. 8,982, price 2d.)
- RAILWAY EQUIPMENT, STANDARDISATION OF: Report. (Cd. 9,193, price 1d.)
- RECONSTRUCTION PROBLEMS: Pamphlets on. (2d. each.)
- (1) Aims of Reconstruction.
 - (2) Housing in England and Wales.
 - (3) Demobilisation of the Army.
 - (4) Housing in Scotland.
 - (5) New Fields for British Engineering.
 - (6) Raw Materials and Employment.
 - (7) Guide to Work and Benefits for Soldiers and Civil War Workers.
 - (8) Re-Settlement of Civil War Workers.

[Note: All prices are net.]

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