

Report of the
Committee on holidays
with pay.

April 1938



REPORT OF THE COMMITTEE ON HOLIDAYS WITH PAY

*Presented by the Minister of Labour to Parliament
by Command of His Majesty
April, 1938*

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TERMS OF REFERENCE.

“ To investigate the extent to which holidays with pay are given to employed workpeople, and the possibility of extending the provision of such holidays by statutory enactment or otherwise; and to make recommendations.”

MEMBERSHIP OF COMMITTEE.

The Right Honourable Lord AMULREE, P.C., G.B.E.,
K.C., LL.D. (*Chairman*).
ERNEST BEVIN, Esq.
Capt. GEORGE DEAKIN, M.C.
CHARLES DUKES, Esq., J.P. .
H. H. ELVIN, Esq.
Lady FINDLAY, D.B.E., J.P.
J. HALLSWORTH, Esq.
GEORGE HICKS, Esq., M.P.
A. LYNDON LAWRENCE, Esq.
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Sir DAVID J. OWEN.
Sir FREDERICK RICHMOND, Bt.
Sir DAVID ROSS, K.B.E., LL.D., Litt.D., P.B.A.
W. M. WIGGINS, Esq., J.P.
Sir EVAN WILLIAMS, Bt., D.L., LL.D.
H. M. PHILLIPS, Esq.,
Secretary.

The cost of the Committee's inquiry is estimated to be £385 8s. 1d. of which £118 os. 0d. represents the estimated gross cost of the printing and publication of this Report.

APPENDIX I.

NOTE ON THE EXTENT TO WHICH HOLIDAYS WITH PAY ARE PROVIDED FOR EMPLOYED WORKPEOPLE.

1. The first point to which we found it necessary to give attention on this matter is the definition of "employed workpeople" which should be taken for the purpose of any calculation of the extent of the provision of paid holidays. The word "workpeople" would in its widest possible interpretation embrace all persons who work for payment not on their own account. The Census of Population is the only guide to the number of "workpeople" in this sense. In a narrower sense it would include only manual workers, and non-manual workers not in receipt of more than £250 a year. About 85 per cent. of the gainfully occupied population of Great Britain fall within the latter description, which is the primary condition for compulsory insurance under the Unemployment Insurance Acts and the Widows', Orphans' and Old Age Contributory Pensions Scheme, though the total of the persons insured under these schemes is not the same as the total number of persons of the description owing to certain classes of them being excluded from the schemes. These excluded classes are discussed in the succeeding paragraphs; there are roughly 3½ millions excluded from the Unemployment Insurance Scheme but less than a quarter of a million are excluded from the Contributory Pensions Scheme. The number of persons insured under the latter scheme with the necessary small addition for excluded persons, therefore, furnishes the best guide to the number of "workpeople" in the second of the senses mentioned above. A further question arising is what should be meant by "employed" in the phrase "employed workpeople." This phrase might be interpreted as referring to the number of workpeople in employment at present or at any given moment, excluding the unemployed, or alternatively, to the number of workpeople coming within the employment field. The latter conception would include the unemployed, for the greater proportion of them pass in and out of employment frequently, e.g., out of the total of 1,549,000 applicants for unemployment benefit or allowances in December, 1937, only 279,000 had been out of employment for 12 months or more.

2. It should therefore be borne in mind in what follows that "employed workpeople" may be interpreted as meaning either:—

- (i) those persons who are gainfully occupied not on their own account, or
 - (ii) those who are manual workers, or non-manual workers not in receipt of more than £250 a year:
- and that persons under either category (i) or (ii) may be taken as either:—
- (a) persons in employment at the present time or any given time, or
 - (b) persons in the employment field.

In paragraphs 23 and 24 estimates are given on the basis of these different conceptions.

3. Information as to the number of persons in the employment field can be derived from three main sources, the first two of which also provide information as to the number in employment at particular times.

- (a) The Population Census.
- (b) The Ministry of Labour's figure of persons insured under the Unemployment Insurance Acts.
- (c) The Ministry of Health's and the Department of Health for Scotland's figure of persons insured under the Widows', Orphans' and Old Age Contributory Pensions Scheme.

The information from each of these sources is dealt with seriatim below. The figures relate to Great Britain.

4. The Population Census takes place every 10 years and the latest available figures are those for 1931. They showed a total of just over 21 million persons gainfully occupied. The increase in the population of working age which has taken place since 1931, and the possibility of additional persons having been attracted into gainful occupation or industry owing to the improvement in trade conditions, makes it probable that the comparable figure for the end of 1937 approaches 22 millions. This figure includes professional persons and people engaged in business on their own account. The comparable figures for employed persons (including all operatives, clerks, etc., not employed on their own account) are about 18½ for 1931 and about 19½ for the end of 1937. The figures given in this paragraph relate to persons of 14 years of age and upwards. Those for 1931 include about 2½ million persons normally gainfully occupied not on their own account who were out of work at the time of the Census; while those for the end of 1937 include about 1½ million such persons (see paragraph 5). This paragraph therefore gives us the estimated number of employed workpeople in senses (1) (a) and (1) (b) as explained in paragraph 2 above. The figures are:—

Sense (1) (a) 17½ millions.

„ (1) (b) 19½ millions.

5. The Ministry of Labour figures, which are divided into employed and unemployed persons, do not cover the whole of the working population but only those aged 14 to 64 insured under the Unemployment Insurance Acts. At July, 1937, the number of insured persons aged 14-64, including those insured under the Agricultural Scheme amounted to 14,990,000; while the corresponding number aged 16 to 64 amounted to 14,063,000. At 13th December, 1937, the number of persons of 14 years of age and over registered at Employment Exchanges as unemployed was 1,665,000 (including those temporarily suspended from work in addition to those wholly unemployed). There was, however, little difference in 1931 between the total of all unemployed workpeople contained in the Population Census and the comparable total for persons registered as unemployed at the Employment Exchanges. It seems to us, therefore, that any addition which has to be made to the number of persons registered as unemployed with the Employment Exchanges to make the total an estimate of the total number of workpeople unemployed cannot be one of great magnitude, and in the circumstances we assume a total of about 1½ million workpeople unemployed at the end of 1937 for the purpose of this note.

6. The figures referred to in paragraph 3 (c) are those of persons aged 16-64, insured for contributory pensions, other than special voluntary contributors under the Act of 1937. The latest estimate relates to December, 1936, and is 17½ millions. Like the Population Census figure, it includes unemployed persons, who are retained almost indefinitely in pensions insurance, provided they have had a few years of insurable employment and continue to be available for work. The items making up the difference between the estimated number of persons aged 16-64 covered by unemployment insurance at July, 1937, namely, 14·1 millions, and the figure of 17½ millions, are broadly as follows:—(i) The unemployment insurance figure relates to a date six months later than the contributory pensions figure. (ii) Certain classes of manual workers, and non-manual workers not in receipt of more than £250 a year are insurable for pensions purposes but are not covered by unemployment insurance, e.g., indoor private domestic workers, established civil servants, local authority employees, railway staffs, etc., covered by certificates of exception from unemployment insurance, men in the armed forces, etc. (iii) There are a number of voluntary contributors, permanent invalids and

persons who have left insurable employment but are temporarily entitled to pensions benefit, all of whom are included in the contributory pensions figures, but not in the corresponding unemployment insurance figures.

7. It is now possible by making the necessary adjustments to the figure of $17\frac{1}{2}$ millions analysed in the preceding paragraph to obtain an estimate of the number of workpeople who are manual workers, and non-manual workers not in receipt of more than £250 a year, i.e. sense (ii) of paragraph 2 above. The necessary adjustments are as follows:—

The figure of $17\frac{1}{2}$ millions should be reduced by about 1 million to exclude voluntary contributors, men in the Armed Forces abroad, Mercantile Marine, etc., and persons in their free insurance period. On the other hand, it should be increased by about 1 million in respect of employed juveniles aged 14-16, and by a further $\frac{1}{2}$ million to allow for employed persons over 65 and for persons excluded from the scheme, mainly police and teachers. This gives a total of about $18\frac{1}{2}$ millions at December, 1936, or with the growth in the insured population, of about $18\frac{1}{2}$ millions at December, 1937. If $1\frac{1}{2}$ millions of the persons described in this paragraph are taken to be unemployed at the end of 1937 this sub-paragraph gives us the estimated number of employed workpeople in senses (ii) (a) and (ii) (b), as explained in paragraph 2 above, with the following result:—

Sense (ii) (a) $16\frac{1}{2}$ millions.

Sense (ii) (b) $18\frac{1}{2}$ millions.

8. A further issue needs clarification before the estimate of employed workpeople provided with holidays with pay can be proceeded with, viz., the meaning of the phrase "holidays with pay". The nature of the holiday payment received by workpeople varies from industry to industry and according to individual arrangement. In the overwhelming majority of instances it consists of an amount equal to the weekly time rate of wages which the employee would normally receive for a period of the length of the holiday period. In the case of persons whose weekly remuneration does not consist entirely of the wage paid (e.g. domestic staff, and persons habitually receiving gratuities) the holiday pay is usually simply the wage which would have been paid for the holiday period though this is exceeded in certain cases. Again, in some arrangements the payment is simply the provision of wages, in others it is an *ex gratia* payment by the employer. In two or three arrangements it is the payment of an amount which has been made up of joint contributions paid over a period by both employment and employee. Most collective agreements and individual arrangements in respect of industrial workers provide a week's consecutive holiday; but many manual workers in the public utility services and public administration, receive up to two weeks, and a number of workers in the distributive trades receive longer than a week and in some cases as much as three weeks. Salaried employees are generally provided with a fortnight's or three weeks' holiday with pay. It should be noted that most collective agreements providing the week's annual consecutive holiday also make provision for payment for the public holidays during the year on which work is not performed.

9. There is one further point which we should make plain, namely that in this estimate we have made no deduction in respect of persons, belonging to a class of workpeople provided with holidays with pay by agreement or by custom, who fail to qualify in actual fact for the holiday with pay for the reason, e.g., that they change their employment before serving any requisite period which has been adopted by any individual employer or industry as a condition to the receipt of the holiday with pay. Our estimate, in short, relates to classes of workpeople for whom provision has

been made for holidays with pay and not to individual workpeople who actually enjoy a paid holiday during any particular period, the number of the latter being clearly not susceptible of calculation without an enquiry of every individual employer.

10. Having regard to the above considerations and the statistics given earlier it is possible to make an estimate of the proportion of employed workpeople for whom provision has been made for holidays with pay. In what follows holidays with pay means consecutive days of holiday, and until paragraph 24 is reached the calculations relate to workpeople in sense (ii) of paragraph 2, i.e., manual workers, and non-manual workers not in receipt of more than £250 a year.

11. The information of the extent of the provision of holidays with pay to employed workpeople, existing at the time the Committee held its first sitting, was summed up in the evidence given by a witness from the Ministry of Labour as follows:—

(a) "It is estimated that between $1\frac{1}{2}$ and $1\frac{3}{4}$ millions of manual wage earners are at present covered by general or district collective agreements providing payment of wages for annual holidays.

(b) In addition large numbers of salaried clerks and shop assistants, and other salaried employees, are regularly granted holidays with pay, as well as many workers on 'standing' wages, and wage earners employed by numerous individual firms who are not parties to collective agreements arranged by employers' associations and trade unions."

12. In regard to (a) of the preceding paragraph the number of wage earners covered by collective agreements providing holidays with pay has increased while the Committee has been sitting, and is now (the end of March, 1938) estimated at about 3 millions. This total includes some shop assistants, clerks, etc., who are covered by collective agreements.

13. In regard to (b) we find it reasonable to suppose from the evidence which we have received that the first three classes mentioned, viz.,

(1) clerks, (2) shop assistants, (3) other salaried employees, and workers on "standing wages,"

almost without exception, are provided with holidays with pay. We estimate below the numbers of persons who are either manual workers, or non-manual workers not in receipt of more than £250 a year, constituting the three classes.

14. Taking first the class of clerks, it is observed that the 1931 Census showed that there were 1,522,000 clerks, draughtsmen and typists. This figure, however, includes those with incomes of more than £250 a year, and a small proportion who are covered by collective agreements and included in the total of 3 millions (paragraph 12). Making a reduction on this account, on the one hand, and allowing, on the other hand, for the increase in the population of working age since 1931, we put our estimate for this class at about $1\frac{1}{4}$ million workpeople provided with holidays with pay, though not covered by collective agreements.

15. The second class is shop assistants. The number of persons, aged 14-64, in the distributive trades insured under the Unemployment Acts in Great Britain as at July, 1937, is about $2\frac{1}{4}$ millions. This figure, however, includes ancillary labour such as craftsmen, vanmen, window-cleaners, etc., who are employed directly by the shop or store. Some of this latter class are provided with holidays with pay under collective agreements and overlap the figure in paragraph 12; according to the evidence received most would not be so provided, but some proportion are so provided by private arrangement. There would also be included in the $2\frac{1}{4}$ millions clerks, typists, etc., having less than £250 a year in respect of whom there would be an overlap with the figures given in

other paragraphs. For these reasons the Industries Tabulation in the 1931 Census of Population provides a better source of information; there the number of salesmen and shop assistants in retail and wholesale businesses is shown separately and appears as about 0.9 million. Allowing on the one hand for the increase in trade since 1931 and for minor classes to be added to a small extent, and, on the other hand, for the numbers who are included in the 3 million wage earners covered by collective agreements (paragraph 12), we estimate that an addition of about 1 million is required, under this heading, to the numbers of workpeople shown above as provided with holidays with pay.

16. The third class is other salaried employees and workers on standing wages; this latter class would be made up of foremen, and similar grades. There is no information available as to the number of such persons, and any estimate must be largely arbitrary, but it seems to us that altogether there may be some half a million workpeople of these grades provided with holidays with pay.

17. The final class mentioned in the extract from the evidence submitted by the Ministry of Labour given above is those manual wage-earners who receive holidays with pay by particular arrangements with individual firms and not by collective agreement. The evidence given by the Trades Union Congress General Council estimated 275,000 persons in this respect derived from information obtained from affiliated unions, press cuttings, etc. There are probably a number of small schemes which are not given publicity. We shall not therefore be over-estimating the number under this heading if we put it at about $\frac{1}{4}$ million.

18. In addition to the classes mentioned in the extract from the evidence given by the Ministry of Labour which we have discussed above, there are a few further categories of workpeople provided with holidays with pay with which we should deal. The first category is that shown in the Census returns under Public Administration and Defence as totalling 1,630,000 persons in 1931. Allowing for the growing complexity of administration, the development of the social services since that date and the increase in the Defence Forces, this total is by now probably about $1\frac{1}{2}$ millions. This figure includes within public administration both central and local government employees. A deduction must be made in respect of the employees of Local Authorities, and of Government industrial staff, who are provided with holidays with pay under collective agreements, and a further deduction of those who have been included in the class of clerks dealt with in paragraph 14 above. The number to be deducted on this account, we think may be put at about $\frac{1}{4}$ million. This leaves a figure of about $1\frac{1}{4}$ million persons in this category to be investigated further. Of these we estimate that probably some $\frac{1}{4}$ million are persons in temporary employment who would not be provided with holidays with pay or are non-manual workers earning more than £250 a year. The balance of 1 million we estimate to be workpeople provided with holidays with pay who should be added to our general total.

19. A further category in which evidence has shown that holidays with pay are provided to some extent is that of domestic staff. The Population Census of 1931 showed that at that time there were 1,550,000 indoor domestic staff. The figure includes, however, many daily workers who are probably not provided with holidays with pay in any form. In regard to resident domestic staff it was submitted to us in evidence that it was the practice of employers to provide holidays with pay in some form (usually without board wages) to staff with service of a year's duration. As we pointed out above in paragraph 9, in making the estimates in this Appendix we have dealt with the number of persons of various classes "provided with" holidays with pay, and not to those actually receiving them. We have not, therefore, so far, made deductions in respect of those who failed to qualify

under the conditions on which the holiday with pay is granted. In the case of domestic service, however, the turnover of employment is so great, accentuated no doubt by the shortage of domestic labour, that it seems necessary in estimating the number of domestic staff provided with holidays with pay, to pay regard to the number of domestic staff who habitually fail to be provided with a holiday with pay by reason of changing their employers frequently.

20. There are in addition various miscellaneous classes of persons shown in the Population Census, a number of whom are undoubtedly provided with holidays with pay and are not covered by collective agreement and do not fall within any of the categories shown above. Examples of these are certain workpeople employed in hotels, clubs and restaurants, hairdressers, manicurists, etc., professional men engaged not on their own account earning not more than £250 a year, gamekeepers, etc.

21. We estimate that an addition of some $\frac{1}{4}$ million workpeople should be made to our general total in respect of the classes dealt with in the two preceding paragraphs.

22. The grand total of workpeople estimated to be provided with holidays with pay can now be made up as follows:—

Manual wage earners covered by collective agreements at the beginning of March, 1938: (Paragraph 12) about 3 millions.

Clerks, draughtsmen and typists: (Paragraph 14) about $1\frac{1}{4}$ millions.

Shop assistants: (Paragraph 15) about 1 million.

Other salaried employees and workers on standing wages: (Paragraph 16) about $\frac{1}{2}$ million.

Manual wage earners covered by arrangements other than collective agreements: (Paragraph 17) about $\frac{1}{4}$ million.

Public administration and defence: (Paragraph 18) about 1 million.

Domestic staff and Miscellaneous: (Paragraphs 19, 20, 21) about $\frac{1}{4}$ million.

Grand Total about $7\frac{1}{4}$ millions.

23. It should be observed that the persons included in the above grand total are all manual employees, or non-manual employees in receipt of not more than £250 per year. Reverting to the interpretations of "employed workpeople" set out in paragraph 2, the following conclusion emerges:—

That between $7\frac{1}{4}$ and 8 million workpeople in sense (ii) (b) of paragraph 2 are provided with holidays with pay in some form. When allowance is made for unemployment among these classes, we estimate that the number actually at work in sense (ii) (a) is between 7 and $7\frac{1}{4}$ millions. The total number employed in sense (ii) (b) has been estimated in paragraph 7 to be $18\frac{1}{2}$ millions. Of these, about $1\frac{1}{4}$ millions were unemployed at the end of 1937 (paragraph 5), giving the total numbers actually at work in sense (ii) (a) as $16\frac{1}{4}$ millions.

The proportions provided with holidays with pay on the basis of the second conception of workpeople described in paragraph 2 above may, therefore, be set out as follows:—

Sense (ii) (b) i.e. manual workers, and non-manual workers in receipt of less than £250 a year who are in the employment field:

about $\frac{7\frac{1}{4}}{18\frac{1}{2}}$ millions, or about 42 per cent.

Sense (ii) (a) i.e. manual workers, and non-manual workers in receipt of less than £250 a year who are in employment at a given time (December, 1937):

say $\frac{7\frac{1}{4}}{16\frac{1}{4}}$ millions or about 43 per cent.

24. The number of non-manual workers in receipt of more than £250 a year may be taken as the difference between the total of about 19½ millions shown in paragraph 4 above and the figure of about 18½ millions in paragraph 7, viz. about ½ million. It seems to us that the great majority of such persons are probably provided with holidays with pay. We have no information as to the rate of unemployment suffered by these persons, but it must be relatively small. Accordingly, we estimate that in order to arrive at the proportions of employed workpeople in sense (i) of paragraph 2 who are provided with holidays with pay, each of the figures in paragraph 23 should be increased by about ½ million. The resulting proportions are:—

Sense (i) (b) i.e. persons gainfully occupied not on their own account who are in the employment field:

about $\frac{8\frac{1}{2}}{19\frac{1}{2}}$ millions or about 44 per cent.

Sense (i) (a) i.e. persons gainfully occupied not on their own account who are in employment at a given time (December, 1937):

about $\frac{8}{17\frac{1}{2}}$ millions or about 46 per cent.

25. It will be observed that whatever interpretation of "employed workpeople" is adopted the conclusion emerges in broad terms that a little over two-fifths of employed workpeople are at present provided with holidays with pay in one form or another. The estimate of persons provided with paid holidays given above, presents what we consider to be a reasonable picture of the position. The estimate appears somewhat higher than is usually supposed, but this may well be because the public in thinking of this question does not pay regard to those classes excluded from the provisions of the Unemployment Insurance Acts, the majority of whom are provided with holidays with pay, but pays attention rather to the proportion of persons in the industries insured under the Unemployment Insurance scheme, particularly the heavy industries, who do not have paid holidays.

APPENDIX II.

LIST OF ORGANISATIONS AND PERSONS FROM WHOM ORAL EVIDENCE WAS HEARD.

(With references to relevant pages of Minutes of Evidence.)

	Pages of Minutes of Evidence.
Allied Association of Bleachers, Dyers, Printers and Finishers (Mr. W. Scholes, Sir Thomas Robinson and Mr. J. L. Edmondson)	139-144
Association of Ciné-Technicians (Mr. G. H. Elvin and Mr. Cave-Chinn)	110-115
Association of Jute Spinners and Manufacturers (Mr. D. A. Anderson)	385-393
Association of London Master Tailors (Mr. H. Rogers, J.P.) ...	197-203
Associated Slate Quarries (Capt. A. Percival and Mr. H. B. Gould)	236-240
Board of Education (Mr. E. G. Howarth, C.B., C.B.E.)... ..	277-280
British Felt Hat Manufacturers' Federation (Mr. J. J. Battersby, Mr. G. Christie-Miller and Mr. W. E. Moss)	145-148
British Federation of Master Printers (Mr. F. H. Bisset) ...	203-207
British Furniture Trades Joint Committee (Mr. A. E. Barnes, Mr. S. D. Bianco and Mr. W. Kyle)	207-212

	Pages of Minutes of Evidence.
British Paper Bag Federation (Mr. Foster G. Robinson and Mr. C. Thorne)	187-189
British Paper Box Manufacturers' Federation (Mr. J. L. Milligan, F.C.A., Mr. D. Hunt and Mr. C. Thorne)	186-187
Canal Association (Lt.-Col. F. Rayner, D.S.O., T.D.)	79-84
Mr. A. S. Comyns Carr, K.C.	48-59
Co-operative Movement (Ald. Sir Fred Hayward, J.P., Mr. Ratcliffe, Mr. W. Gallacher, J.P., Mr. F. Jones and Rt. Hon. A. V. Alexander, M.P.)	63-72
Lt.-Col. C. Waley Cohen, C.M.G.	315-320
Cotton Spinners' and Manufacturers' Association (Sir John Grey and Mr. T. Ashurst)	129-135
Committee on Wage Earning Children (Miss N. Adler, C.B.E., J.P., Mrs. T. R. Bridgwater and Miss Penley)	96-104
Drapers' Chamber of Trade of Great Britain and Ireland (Mr. A. H. Mathias)	249
Dundee and District Union of Jute and Flax Workers (Mr. R. Doyle, Mr. T. Cathro and Mr. J. F. Sime)	377-380
Dunlop Rubber Company, Limited (Mr. C. Tennyson and Mr. D. B. Collett)	375-377
Employers' Federation of Papermakers (Mr. A. Baker)	299-302
Entertainments Protection Association (Mr. W. Payne, O.B.E.)	74-77
Federation of Civil Engineering Contractors (Mr. H. F. Brand and Mr. G. Bryan)	171-179
Federation of Gas Employers (Col. Ogilvie, Mr. Plowman and Mr. Brown)	164-167
Federation of Master Cotton Spinners' Associations, Limited (Mr. Fred Mills, Mr. H. S. Butterworth, Mr. W. H. Catterall, Mr. W. A. Greenhalgh, Mr. T. B. Boothman and Mr. J. Pogson)	123-129
General Federation of Colliery Firemens' Examiners' and Deputies' Associations of Great Britain (Mr. W. T. Miller and Mr. W. Frowen, O.B.E., J.P.)	297-299
General Post Office (Mr. F. Hardwick, Mr. W. H. Symons and Mr. C. J. Newman)	167-171
Glasgow and West of Scotland Licensed Grocers' Association (Mr. E. Rowley Orr)	255-258
International Labour Office (Mr. G. A. Johnston)	347-368
India Rubber Manufacturers' Association (Mr. A. Johnston, J.P.)	241-246
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National Council of Girls' Clubs (Miss A. A. Snelson)	104-107
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National Federation of Branch Managers of the Ministry of Labour (Mr. W. Bardens, J.P., and Mr. A. H. Sharpe) ...	84-88
National Federation of Building Trade Employers (Sir Jonah Walker-Smith, M.P.) ...	179-186
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National Federation of Master Painters in Scotland (Mr. J. A. Christie) ...	327-330
National Federation of Merchant Tailors, Incorporated (Mr. J. E. Pullen, Mr. T. R. Hewitt and Mr. A. R. Almond) ...	191-197
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National Federation of Sub-Postmasters (Mr. W. N. Buckingham, Major H. C. Gould, Mr. J. Fielding and Mr. W. W. Hay) ...	92-96
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National Farmers' Union of Scotland (Mr. J. Picken, Mr. A. Manson and Miss A. Maclaren) ...	153-164
National Joint Industrial Council for the Flour Milling Industry (Capt. L. H. Green) ...	212-215
National Joint Industrial Council for Local Authorities Non-Trading Services (Manual Workers) (Mr. A. Moyle, Mr. A. Dalglish and Mr. E. Bishop) ...	108-110
Newspaper Society (Mr. H. G. Clarke) ...	203-207
Railway Companies' Association (Mr. Kenelm Kerr, O.B.E., and Mr. C. J. Selway, C.B.E.) ...	331-347
Retail Distributors' Association, Incorporated (Mr. D. Barber) ...	258-262
Mr. Foster G. Robinson (E. S. & A. Robinson, Limited) by arrangement with the National Industrial Alliance ...	189-190
Scottish Council of Textile Trade Unions (Mr. J. Dougherty and Mr. J. C. Hendry, J.P.) ...	302-308
Scottish Federation of Merchant Tailors (Mr. J. M. Crosthwaite) ...	262-267
Scottish Retail Drapers', Outfitters' Garment Makers' and Milliners' Federation (Mr. J. M. Crosthwaite) ...	253-254
Stationers' Association of Great Britain and Ireland (Mr. H. W. Holt) ...	250-253
Mr. Louis Smith, M.P. ...	368-375
Sir Louis Sterling (Electric and Musical Industries, Limited) ...	217-221
Mr. Wm. G. Stevens ...	280-283
Sir Malcolm Stewart, Bt., O.B.E., J.P. (Associated Portland Cement Manufacturers, Limited, and the London Brick Company, Limited), by arrangement with the National Industrial Alliance ...	226-232
Society of West End Theatre Managers (Mr. Walter Payne, O.B.E.) ...	74-77
South Wales Miners' Federation (Alderman W. J. Saddler, J.P., and Mr. O. Harris) ...	309-315
Theatrical Managers' Association (Mr. W. Payne, O.B.E.)....	74-77

Trades Union Congress (Sir Walter Citrine, K.B.E., accompanied by Mr. J. Bell, Mr. H. Berry, Mr. E. Edwards, Mr. W. Holmes, Mr. W. Lawther, Mr. F. Rollinson, Mr. W. Wood and Mr. G. Woodcock)	21-47, 394-409
Baron von Veitschberger	116-121
Sir Norman Vernon, Bt. (Spillers, Limited), by arrangement with the National Industrial Alliance	212-215
Mr. J. Whittaker	268-276
Wing-Commander J. A. Cecil Wright, A.F.C., T.D., D.L., M.P. (Warne, Wright and Rowland, Limited)	320-324
Wool (and Allied) Textile Employers' Council (Mr. Orlando R. Holton, J.P.)	135-139

Evidence was heard in private from the following:—

Cotton Spinners' and Manufacturers' Association (Sir John Grey and Mr. T. Ashurst).

Employers' Association of the Port of Liverpool (Mr. A. B. Cauty, Mr. W. Awstun Jones and Mr. J. S. Spencer).

Federation of Master Cotton Spinners' Associations, Limited (Mr. F. Mills, Mr. H. S. Butterworth, Mr. W. H. Catterall, Mr. W. A. Greenhalgh, Mr. T. B. Boothman and Mr. J. Pogson).

Federation of Master Packers (Mr. A. H. Kelly).

Malleable Ironfounders' Association (Mr. A. E. Hurst).

National Council of Port Labour Employers (Mr. J. S. Spencer, Mr. A. Howell, Mr. E. C. Parsons, Mr. G. Grinling Harris and Mr. C. Cullen).

National Light Castings Ironfounders' Federation (Mr. G. Scotland, Mr. K. N. Davis, Mr. W. Rennie and Mr. W. R. Blair).

Shipping Federation (Mr. B. Sanderson and Mr. R. Snedden).

Wool (and Allied) Textile Employers' Council (Mr. Orlando R. Holton, J.P.).

Mr. H. S. Abrahamson.

Mr. E. Graham Guest, M.A., B.Sc., J.P.

APPENDIX III.

LIST OF ORGANISATIONS AND PERSONS NOT HEARD ORALLY, FROM WHOM WRITTEN STATEMENTS WERE RECEIVED.

(Where indicated copies of the written statements have been published.)

	Page of Appendix to Minutes of Evidence.
Angus Trades Council	466
Armstrong Britain Limited (Monarch Laundry)	463
Associated Booksellers of Great Britain and Ireland	440
Association of British Chambers of Commerce	432
Association of Joint Industrial Councils	448
British Actors Equity Association	444
British Brush Manufacturers' Association	439
British Federation of Hotel and Apartment Associations	437
Commercial Motor Users' Association (Incorporated)	465
Cresta Silks Limited	464
District Industrial Council for the West of Scotland Textile Industry	466
Dixon Corbitt Limited	463
Edinburgh, Leith and District Ironmongers' Association	441
M. Edmunds and Sons	464

Engineering and Allied Employers' National Federation ...	431
Engineering and Allied Employers' National Federation and Engineering Joint Trades Movement Agreement ...	431
Erith Employment Committee...	466
Food Manufacturers' Federation, Incorporated ...	433
Glasgow and District Retail Fish Traders' Association ...	442
Glasgow Pawnbrokers' Association ...	444
Glasgow and West of Scotland Drysalters' Association ...	442
Glasgow and West of Scotland Ironmongers' and Allied Trades Association ...	442
Glasgow and West of Scotland Retail Confectioners' Association	443
Glasgow and West of Scotland Retail Hatters' and Hosiers' Association ...	443
Hotels and Restaurants Association of Great Britain ...	439
Hovey, R. B. (Director of Zan Limited) ...	463
Industrial Welfare Society ...	453
Ironmongers' Federated Association ...	441
Iron and Steel Trades Employers' Association ...	432
Joint Industrial Council for the Furniture, Warehousing and Removing Industry ...	447
Joint Tuberculosis Council ...	466
K.-H. News-Letter Service ...	465
Manchester University Settlement ...	458
Ministry of Labour Supplementary Memoranda ...	411
Mr. G. W. Mullins, M.B.E. ...	460
National Association of Biscuit Manufacturers ...	438
National Confederation of Employers' Organisations ...	430
National Federation of Fishmongers ...	442
National Federation of Retail Newsagents, Booksellers and Stationers ...	441
National Joint Industrial Council for the Boot and Shoe Manu- facturing Trade and National Conference ...	447
National Union of Foundry Workers of Great Britain and Ireland	446, 466
National Union of Mineral Water Manufacturers' Association Limited...	438
National Union of Retail Tobacconists ...	441
Nelson and District Employment Committee ...	466
Nottingham and District Trades Council ...	466
Omnibus Owners' Association, Incorporated ...	439
Councillor David Pritchard, J.P. ...	462
Railway Committee of Crafts Unions, Eastleigh ...	446
Retail Fruit Trade Federation Limited ...	442
Scottish Association of Master Bakers ...	440
Scottish Distributive Traders Co-ordinated Committee ...	441
Scottish Farm Servants' Section of the Transport and General Workers' Union ...	444
Scottish Federation of Meat Traders' Associations ...	443
Scottish Music Merchants' Association ...	444
Scottish Pharmaceutical Federation ...	444
Scottish Radio Retailers' Associations ...	443
Scottish Tobacco Trade Federation ...	441
Shipbuilding Employers' Federation ...	431
Skegness Advancement Association ...	465
Stationers Association of Great Britain and Ireland ...	440
Shrewsbury and District Employment Committee ...	466

	Page of Appendix to Minutes of Evidence.
Venesta Limited	465
Wates Limited	463
Wholesale Textile Association	440
Wireless Retailers' Association of Great Britain and Northern Ireland	442
Workers' Educational Association	452, 466
Yorkshire Blanket Raisers' Association	446
Youth Hostels Association (England and Wales)	460
Mr. Bish.	
Mr. S. Courtauld, LL.D.	
Mr. Fletcher.	
Mr. Gibb.	
Mr. Harwood.	
Mr. Martin Lindsay.	
Mr. Pearson.	
Mr. Roddam.	
Mr. Tong.	

APPENDIX IV.

LIST OF COLLECTIVE AGREEMENTS BETWEEN ORGANISATIONS OF EMPLOYERS
AND WORKPEOPLE PROVIDING FOR HOLIDAYS WITH PAY, REPORTED TO
THE MINISTRY OF LABOUR BETWEEN APRIL, 1937, AND 21ST MARCH,
1938.

A. General Agreements.

Engineering and Allied Industries.
Railway Shopmen.
Electrical Cable Making.
Sugar Beet Manufacture—Engineers.
Furniture Removing and Warehousing (Warehousemen, Packers, Porters,
Stowers, Foremen, Horse Carmen, Stablemen, and Gatekeepers).
Wallpaper Manufacture.
Heavy Steel Manufacture.
Shipbuilding and Ship Repairing.
Pig Iron Manufacture.
Lock, Latch and Key Making.

B. District Agreements.

Coal Mining (North Wales).
Coal Mining (North Staffordshire).
Coal Mining (Lancashire and Cheshire).
Coal Mining (Cannock Chase).
Coal Mining (Derbyshire, except South Derbyshire).
Coal Mining Examiners (Forest of Dean).
Coal Mining Winding Enginemmen (Kent).
Ironstone Mining (Cleveland).
Limestone Quarrying (Weardale).
Ship-repairing-Engineers (Mersey, Thames, Southampton, Cowes, Falmouth
and Bristol districts).
Steel Manufacture (Sheffield).
Iron-founding (Cardiff and Barry districts).
File Manufacture (Sheffield).
Laminated Spring Manufacture (Sheffield).
Machine Knife Making and Jobbing and Slacks Machine Grinding (Sheffield).
Needle, Fish Hook and Fishing Tackle Manufacture (Redditch district).

- Sawmaking and Grinding (Sheffield).
 Scythe, Sickle and Hook Manufacture (Sheffield).
 Tinplate Manufacture (South Wales and Monmouthshire).
 Felt Manufacture (Rossendale—certain firms).
 Boot and Shoe Repairers employed by Co-operative Societies (Midlands and Mid-Wales).
 Retail Bespoke Tailoring (West End of London).
 Baking (Sheffield, Rotherham and district)—Transport Workers—Private Traders.
 Baking (Birmingham and district)—Private Traders.
 Baking (Leicester)—Private Traders.
 Baking (Belfast)—Private Traders.
 Baking (London)—Small Private Traders.
 Baking (Hampshire)—Co-operative Societies.
 Baking (Exeter)—Private Traders.
 Baking (South Wales and Monmouthshire)—Co-operative Societies.
 Baking (Ayrshire)—Co-operative Societies.
 Omnibus Drivers and Conductors (Certain companies operating in Cumberland, Westmorland, Lancashire, Lincolnshire, Suffolk, Cambridgeshire, Huntingdonshire, Bedfordshire, Buckinghamshire, Hertfordshire, Essex, Hampshire, Somersetshire, Wiltshire, Herefordshire, Gloucestershire, Dorsetshire, Devonshire, Cornwall, Monmouthshire and South Wales).
 Horse Carters (London).
 Horse Carters (Liverpool and district).
 Horse Carters (Macclesfield and district).
 Horse Carters (Bristol).
 Motor Drivers, Horse Carters and Labourers (Isle of Man).
 Glass Bottle Manufacture (Yorkshire).
 Pressed Glass Manufacture (Gateshead, Sunderland and Knottingley).
 Sawmilling (Nottingham, Derby, Burton-on-Trent).
 Warehousemen employed by Wholesale Grocers (Huddersfield and various towns in Cumberland and Lancashire, excluding Liverpool).
 Warehousemen, etc., employed in Wholesale Shoe and Leather Trade (Belfast).
 Warehousemen, etc., employed in Wholesale Drapery Trade (Belfast).
 Theatrical Employees (Blackpool—certain theatres).
 Cinema Musicians (London).
 Cinema Employees (Aberdeen).
 Cinema Employees (Dundee and Perth).
 Cinema Employees (Nottinghamshire and Derbyshire).
 Cinema Employees (Leicester).
 Funeral Furnishers (Northern Ireland).
 Cement Importers—Transport Workers (Belfast).
 Optical Trade (Manchester).
 Butchers (Newry).
 Tugboatmen (Gravesend).
 Tugboatmen (Southampton).
 Slaughtermen (Leeds).
 Dairy workers employed by Co-operative Societies (North-Eastern Area).
 Employees of Retail Distributive Co-operative Societies:—
 Bolton and District—Transport Workers excluding Dairy Workers.
 Bedfordshire, Buckinghamshire and Hertfordshire—Dairy Workers.
 Essex and Suffolk—Dairy Workers.
 Greater London Area—Transport and Outside Sales Workers (excluding Passenger Coach Drivers).
 Bristol, Somerset and Wiltshire—Dairy Workers.
 North Lancashire—Transport Workers excluding Dairy Workers.
 Devon—Retail Distributive Workers.

APPENDIX V.

BARON VON VEITSCHBERGER'S SCHEME.

The scheme put forward by Baron von Veitschberger* aims, in brief, at spreading unemployment and under-employment over the whole of the working population in the form of compulsory holidays with pay, the length of which would be determined by the proportion of the population unemployed at the time of the adoption of the scheme. Thus, if X per cent. were unemployed, each person would have $\frac{52X}{100}$ weeks holiday a year.

1. The first point which strikes attention about the plan is that although it claims to abolish unemployment, it would not in itself increase the total income of labour or total production. These would only be increased indirectly in so far as the increased security of employment brought about by the scheme led to the greater exploitation of credit facilities by the working classes and so to increased purchasing power. Any increase of purchasing power of this character would only be of an initial and not a recurrent character, however, and it is not clear that it would necessarily be substantial in amount. The author of the scheme is, however, content with even a small initial increase of employment because he places great reliance on the fact that an increase in employment is generally cumulative in character. But the same reasoning applies to an increase in unemployment. If the effect of the scheme were to dislocate production initially owing to certain inherent difficulties, the process of accumulation might relate to unemployment rather than employment.

2. Some of these inherent difficulties which might cause this effect are:—

(a) Any resultant decline in productivity from taking on workpeople less efficient than those at present in employment.

(b) The cost of the large-scale training and transference of labour involved. This is dealt with in 5 below.

(c) The difficulty of making the necessary forecasts as to future labour demand. This is also dealt with in 5 below.

(d) The financial insufficiency of the scheme. This is dealt with in 6 below.

(e) The fact that the scheme would involve workpeople in employment when the scheme was initiated suffering a reduction in wages. This is dealt with in the following paragraph.

3. The author claims that the employers, workpeople and the State would each be better off under his scheme, but if, as is claimed, the total amount paid out by employers would remain unaltered (the additional wages coming out of the Unemployment Fund), it is clear that there would have to be a reduction in average money wages per head, although the total of labour (including the unemployed) might remain unchanged; because the average payment to unemployed workpeople is less than average wages. Unless average money wages per head are to be reduced there is, therefore, a deficit to be made up of the difference between the average wages and average unemployment pay in respect of the number of unemployed when the scheme begins. This the author hopes to make up by:—

(a) the amount paid out yearly in respect of existing holidays with pay;

(b) increased employment resulting from the initiation of the scheme.

* For a full account see Minutes of Evidence, p. 116 *et seq.*

4. ... we think, difficult to sustain. (b) has already been dealt with in paragraph 1. In regard to (a), it should be observed that it would not be unnatural for employers if and when they had to comply with a scheme which utilised unemployment benefit to provide holidays with pay, to take the view that it would not be right for them to subsidise a scheme which other employers enjoyed free of cost to themselves. Accordingly there would be an influence on employers to terminate the existing holiday-with-pay agreements.

5. The author proposes that the scheme should be operated by the method of taking the unemployment percentage for the whole of industry and applying it uniformly to each industry. This would mean that in industries where the unemployment obtaining was below that for industry as a whole, there would be a resultant shortage of labour, and a surplus in industries where the rate was above the average. The plan is to remedy this by a universal transference of workpeople and the training of the surplus labour. In order to avoid dislocation between supply and demand (i.e., unemployment which the scheme sets out to cure), it would be necessary to know exactly what proportion of workers it would be necessary to train in advance for the various industries. The ebb and flow of trade activity scarcely permits of this exact possibility.

6. In regard to the figures given in the memorandum Baron von Veitschberger submitted to us. (a) The calculation is based on the number of workers employed at December, 1936. This figure is rather more than the average employed throughout the year, and the total sum available for the scheme is therefore somewhat less than is assumed. (b) The author utilises practically the whole of the sum paid in unemployment assistance and benefit in order to give employment and holidays with pay to 12,245,200 workers only, leaving out of account the remaining 642,000 temporarily stopped or casual workers for whom financial provision would have to be made. The balance left, placed at £2,500,000, would be inadequate to provide unemployment benefit for these workers throughout the year as well as pay for the incidental training and other administrative costs of the scheme.

7. Again, if the whole of the money at present used for unemployment payment is absorbed under the scheme, what provision would be left for the contingencies of unemployment which would still prevail, e.g., firms going out of business?

8. We are of opinion that the scheme does not account for itself on the financial basis proposed and that the difficulties in the way of applying it would be so great as to make it scarcely practicable and liable to cause increased unemployment owing to dislocation of production.

9. The author has suggested that the idea be tried out experimentally in certain firms and industries. The difficulty in regard to this suggestion is that the scheme involves the use of unemployment monies for purposes other than those for which they were intended. In regard to any legislation proposed for ensuring this the point would undoubtedly arise whether there was equity in drawing on funds contributed by the whole of industry for certain specific purposes to aid a holidays-with-pay scheme applied to only a section of industry.