

require the registration of persons, from time to time, as the Minister by public notice or otherwise may determine. It is understood that, while the Minister might make a comprehensive order for the registration of men and women of specified ages throughout the country, he will, in fact, proceed by degrees and also probably by areas. The youngest age-group of women will be the 20's, who will register first (Bulletins, No. 24, page 7). Another Order alongside this provides for the registration of undertakings engaged in essential work. All such undertakings must observe a fair wages clause and satisfy minimum welfare conditions and also train work-people as required. Further, it takes away the right of an employer to dismiss, except for serious misconduct or with the permission of the National Service officer of the area, and likewise the right of a workman to leave his employment without the consent of the National Service officer.

WORKERS' WELFARE.

Mr. Bevin has recognised all along that a widespread transfer of men and women from one area to another and the entrance of a large number of women into industry, particularly of married women, must be coupled with welfare provisions to make this possible. In the House of Commons on January 21, he said: "In dealing with man-power, and especially when you have to transfer it, regard has to be had to the conditions of employment, habitation, recreation, etc. We have paid great attention to the whole question of welfare inside and outside the works, and also to personnel management."

Since May, when Mr. Bevin went to the Ministry of Labour and National Service,

welfare services have been improving in a wide variety of ways. The vast problem of billeting and lodging men and women who have to leave their homes and go to new industrial areas, or to areas which have been rapidly expanding, has been tackled. Provisions have had to be made to see that these men and women are fed, and nursed if they are ill. Measures have been taken to improve lighting conditions in factories; medical services for workers in factories have been introduced and nursing services expanded. A full account of these measures is given in a government pamphlet, Drive for Victory—"Safety, Health and Welfare of Factory Workers."

CONCLUSION

Women have already made a great contribution to Britain's war effort. They have stuck to their benches while the bombers roared overhead. They strove in the heat of summer to replace the equipment lost in France and Belgium. They have kept homes going while forcing up industrial production. Generally indistinguishable from their fellow citizens and marked out by no special uniform, these factory workers have played a very striking part in Britain's war effort.

They are to be joined by many more in the near future. Some will come from factories which will be closing down; others from homes which have often enough been broken up by their men folk being called up or the evacuation of their children. Sometimes they will be leaving their home town to get work. But, wherever they are and whatever they are doing, they will stand behind the men with the tanks and aeroplanes which they have made. On them as much as on those who wield the weapons of war will depend the fate of civilisation.

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S U P P L E M E N T

Mobilisation of Britain's Woman Power in the Industrial Effort

PAMPHLET OFFICE

[For current notes on this subject and on that of social welfare see Bulletins from Britain, No. 14, page 2; No. 15, page 3; No. 16, page 2; No. 21, page 1; No. 23, page 5; No. 28, page 2; No. 31, page 2; No. 34, page 1.]

WOMEN'S PART IN INDUSTRY

In normal times women play a very important part in the industrial life of Great Britain. In War time their part is vital since they must relieve men for combatant duties. This has involved not only more women coming into industry but many others giving up one job and taking up another and others taking up more responsible work than they usually do. It has meant the adjustment of the life of many families and a great deal of unseen effort and sacrifice on the part of many ordinary men and women.

Already British women have done great things to preserve their heritage. In the sweltering heat of summer they helped to raise production and repair the ravages of Dunkirk. They sacrificed their leisure and when the legal restrictions on their hours of work were relaxed they worked long hours. In the winter months, despite night bombing and often chaotic transport conditions, they have stuck to their jobs and the results will be seen in the skies and on the seas this summer.

Normally there are more than 4,000,000 (4,088,900 in July, 1939) women in insured occupations in the United Kingdom or about 27% of the insured population. Agriculture and similar occupations absorb 47,000, textiles over 678,000, and clothing over 443,000. In the latter two trades women's labour is always more important than men's. In ordinary times (July, 1939) there were nearly 47,000 women engaged in the construction and repair of vehicles, just under 1,000,000 (832,000) working in the distributive trades.

Less up-to-date figures covering the whole population, including the insured population, show that in 1931 the total number of occupied females in Great Britain was 6,265,000 out of a total occupied population of 21,055,000, and out of a total population of 10 years and over of 37,603,000.

Against these figures must be set the fact that in the House of Commons on January 22, Mr. Churchill said: "Counting the Home Guard, we have round about 4,000,000 armed and uniformed men who would all play their part in defence of our hearths and homes."

It is known that the Home Guard only amounts to something over 1½ million men, so the gap in man power made by the army is already large and these figures do not include the army abroad, the air force, the navy or the whole-time civil defence services, such as the A.F.S. Further, all the forces are daily growing larger as more and more men are being called up, but to turn these men into an effective striking force means that more and more tanks, lorries, Bren gun carriers, aeroplanes and ships are required. This means an ever expanding armaments industry which will require labour. This labour will be supplied either by women going directly into the armaments industry or by their taking men's places in other industries.

THE DEMAND FOR AND SUPPLY OF WOMEN WORKERS

Mr. Bevin and Mr. Churchill made plain in the House of Commons on January 21 and 22, that the demand for women in industry was at present reaching very large proportions, since pressure from the forces was constant, while new armaments factories were coming into production daily. As Mr. Churchill said: "As these plants come into operation, the construction services—the builders and those who lay on the water, light and power and make the communications—will depart and the munition workers will have to be assembled." Mr. Bevin, however, at the same time announced that the "reservoir of unemployed men is now exhausted." Measures were therefore being taken to find out where there was surplus

female labour and to bring work as far as possible to it. Half a million more women will, it is estimated, be required for the munitions industry alone in 1941.

Already very large numbers of women have replaced men in offices and factories. Therefore one of the principal sources of supply of labour is likely to be the unessential trades. This is being provided by the various measures for restricting consumption which are releasing numbers of women for more essential work. The Limitation of Supplies Orders, for example, are releasing large numbers of both men and women for the arms factories. In many cases these orders have reduced supplies to the home market to 20% or 25% of what they were in the corresponding period of last year or the year before. The clothing trades and the trades providing household and luxury goods are those mainly concerned. The whole of the cotton and rayon textile trades are covered by these orders and the woollen trades have not escaped. Undoubtedly there is a reduction in the amount of labour employed in domestic work and of labour rendering personal services from laundering to hairdressing. Service industries, including the distributive trades, should provide another reservoir of female labour.

Another large source of supply of arms workers will be married women who gave up work when they settled down. Some women, too, who have never been employed and would never have worked will also be drawn into the national service.

PREPARING FOR THE EMPLOYMENT OF WOMEN

Among the most important problems connected with mobilising women for War work, is ensuring that Trade Union rights are not infringed, and, where this is done, that adequate safeguards are made so that men returning to the particular work after the War will not be at a disadvantage. Perhaps the most important measures of this kind were the agreements reached in May, 1940. One was the agreement between the Amalgamated Engineering Union, which has no women members and is one of the most important craft unions, and the Engineering and Allied Employers National Federation—an agreement which was almost identical to that reached between the Engineering and Allied Employers National Federation and the Transport and General Workers Union and the National Union of General and Municipal Workers, which are industrial unions and have devoted considerable attention to organising female labour.

These agreements followed other agreements between the Employers and the Amal-

gamated Engineering Union signed just before the outbreak of War, which allowed for dilution or the introduction of unskilled men into jobs previously reserved for skilled men who had served their apprenticeship. These agreements, therefore, really provided for an extension of dilution to women, and for up-grading all round.

Perhaps the most important provision in the agreements is for **equal pay for equal work**, i.e. where a woman is doing work formerly done by a man, provided she is fully qualified and capable, she receives the same wages. The agreement also lays down strict provisions as to how much shall be paid to women in the period when they are acquiring skill if they do not already possess it. This period lasts for 32 weeks, after which time a woman receives the full pay of the man she replaces, or, if she is unable to carry out the man's work without additional supervision or assistance, a lower rate negotiable according to the nature of the work and the ability she has displayed.

It was further laid down in these agreements that women drafted into the industry under the provisions of these agreements should be regarded as temporarily employed and that an agreed record of all changes made under these agreements should be kept. It is Mr. Bevin's intention to introduce a Bill into the House of Commons making obligatory the restoration of trade practices after the War. Thus, Trade Union privileges and practices are being protected and the wages of men in the forces are made secure against the time they return to civilian life.

In other industries arrangements have been made which have the same effect as these. In April the Industrial Court arbitrating between the unions and the employers' representatives provided for what amounts to equal pay and conditions for equal work for women conductors who replace men throughout the municipal transport industry. The principle of the award has also been extended to other sections of the road transport industry.

The principle of equal pay and conditions is being recognised in other trades, and agreements along these lines have been reached in the case, for example, of paper mill workers and of women employed in the great Imperial Chemical Industries combine.

TRAINING

Most of the agreements mentioned above provide for a period of training during which women will not receive the same rate as men. The problem of training is much larger than this and, of course, includes men as well as women. The Ministry of Labour and National Service have a threefold policy for dealing with it.

Training centres have been opened for all who wish to take advantage of them and there are now about 39 of them working on the shift system—not all of these, however, are open to women. Liberal allowances are paid to trainees and they are provided with a mid-day meal. If they live away from home a lodging allowance is made to them and measures are taken to secure them billets.

The trades now taught in centres are draughtsmanship, fitting, instrument making, machine operating, panel beating, metal working and electric and oxy-acetylene welding.

Use is being made of all available training facilities in technical colleges, and courses are being run at some 150 such institutions in all parts of the country. Broadly speaking, the same conditions apply as in training centres.

Most, however, of the training, particularly of women, will be done in the workshops themselves. In some cases this is being handled by employers training persons for employment in their own factories; here the Ministry of Labour does not intervene. Where, however, employers have an excess capacity for training, then it is being made available under the Ministry of Labour scheme agreed between the Amalgamated Engineering Union and the employers' representatives. The course of training lasts about 8 weeks. The Ministry undertakes to obtain work for all those trained and pays for travelling expenses, allowances for a mid-day meal and maintenance and lodging allowances.

INDUSTRIAL MOBILISATION

Mr. Bevin in the House of Commons, on January 21, announced that far-reaching plans for the mobilisation of labour for industrial purposes have been made. He said: "We shall ask people engaged in all kinds of occupations, whether on directorates, businesses or professions or elsewhere, to come forward and play their part, especially as capacity develops and demand increases. Although much has been and will be achieved by voluntary means, we have now reached the stage where it will be necessary to have **industrial registration by age-groups** and by this means to make a list of those who should be called upon to serve the State in national industry." He added: "Most people will volunteer"; and he pointed out throughout his speech that voluntary methods have already done great things.

In a broadcast to Australia on February 17, he further explained what he intended to do. "You may have heard a lot of talk about the conscription of labour—well, we are not doing anything of the kind. What we are doing is to register everybody to find out

what their capabilities are. The people in this country do not need to be conscripted in the narrow, limited sense, and put under a kind of military control in order to make them do their duty. What they say to us is, 'We all want to do the most essential thing to win the war—tell us what to do, where we are to go.' To find out what they can do we are registering them and we shall, as the great factories come into production, more and more as time goes on, call upon them to come forward to fill the vacancies in these great undertakings."

Since January 21, discussions have been going on between the Ministry of Labour and National Service and the Trades Union Congress and the employers. Thus the General Council of the T.U.C. and the Council of the British Employers Confederation met the Production Executive of the Cabinet early in February. After this meeting and others the General Council noted that the Government proposed to use the voluntary method to the utmost possible extent and decided to request all affiliated unions immediately to co-operate with the respective employers' associations with a view to securing the utmost results from the voluntary co-operation.

As early as February 4, details of one such scheme of voluntary co-operation became available in the Leicestershire hosiery industry. An Advisory Committee of representatives of manufacturers and union leaders had worked out the methods for dealing with the transfer of women from that industry to munition work. Volunteers in each hosiery factory are asked to register with their employers and to remain at work until they are called upon to move to more vital jobs. Their openings are being kept for them in the hosiery trade. At the same time, the census of the industry's women workers was completed and the quota to be supplied from each factory was being worked out. Further, it was announced that the Advisory Committee were asking for statutory powers to control labour within the industry.

Meanwhile, however, proposals for compulsory registration are being pressed forward. On February 18, the Joint Consultative Committee, consisting of representatives of the British Employers Confederation and of the Trades Union Congress General Council under the Chairmanship of the Minister of Labour and National Service, had under consideration the Orders for increasing the organisation of the man and woman power of the nation. Mr. Bevin received the assurance from this Committee that employers' and workpeople's organisations agreed with the manner in which he proposed to tackle the problem. One of the Orders which have yet to receive the sanction of the Cabinet will