

ON ACTIVITIES UNDER THE NATIONAL SERVICE EMERGENCY REGULATIONS 1940, AND
THE INDUSTRIAL MAN-POWER EMERGENCY REGULATIONS 1944

Presented to both Houses of the General Assembly by Command of His Excellency

The Hon. the MINISTER OF NATIONAL SERVICE.

SIR,—

I have the honour to submit the following report on the activities of the National Service Department during the twelve months ended 31st March, 1945.

I have, &c.,

H. L. BOCKETT,

Director of National Service and Controller of Man-power.

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INTRODUCTION

1. The 1945 annual report of the Department records all activities in the field of national service during the year ended 31st March, 1945—the fifth year of the Department's existence and the sixth year of war.

2. By the end of the year under review there could no longer be doubt that the complete defeat of Germany and her satellites was a matter of a very few months at most. [NOTE. *VE day was declared on the 8th of May and the final defeat of Germany celebrated.*] Germany's overthrow brings much nearer that of Japan and is a striking earnest of the collective war effort of the United Nations. Therefore this year's report of the Department is more than an account of its military and industrial mobilization activities. In addition, it is in a sense an appreciation of the part which New Zealand man-power has played in the war, from its outset to its fast approaching culmination.

3. For this reason the 1945 report briefly summarizes the developing man-power phases, problems, and measures which were dealt with at length in the Department's 1943 report. It brings these up to date, and adds to them a detailed account of policy developments, difficulties, and achievements during the twelve months ended 31st March, 1945.

4. As stressed in earlier reports, activities in the field of national service are best dealt with as a whole, although particular treatment of the two natural subdivisions of military mobilization and industrial mobilization is helpful.

5. Accordingly, this report is divided into three Parts. The first of these deals in a general way with man-power policy, organizational provisions, and the results achieved during the five years of the Department's existence. First the historical background of the Department's activities from its establishment in July, 1940, to the 31st March, 1944, is summarized. This implies a synopsis of the detailed material presented in previous reports. Next the main currents of man-power policy during the twelve months reviewed, and their outcome, are dealt with in general terms. Then follows a Section on the several aspects covering the field of administration and departmental expenditure. The concluding Section of this Part of the report covers the outlook for man-power policy and organization.

6. The general treatment contained in Part I is followed in Part II by a detailed review of the various activities and difficulties recorded in the particular field of military mobilization. Reference to the table of contents will disclose the component Sections into which this Part of the report divides.

7. Similarly, Part III is devoted to a detailed treatment of developments in the particular field of industrial mobilization. Here again the table of contents reveals the break-up of the subject-matter.

8. In both Parts II and III of the report the practice of giving progressive information from the outset of departmental activity to the 31st March of the current year has been followed. The information brought forward from previous reports has necessarily been of a skeleton nature. It is considered that this approach should be helpful to those who, reading this report, desire to link its contents with the background of military and industrial mobilization.

9. The full Appendix contains charts and tables which provide statistical elaboration of the subject-matter of Parts I to III.

PART I.—THE GENERAL DEVELOPMENT AND ADMINISTRATION OF NATIONAL SERVICE

SECTION I.—HISTORICAL BACKGROUND, JULY, 1940, TO MARCH, 1944

(i) Organization

10. (a) **Establishment and Development of the National Service Department.**—When war was declared in September, 1939, the readiness with which volunteers entered the Service Arms and the comparative abundance of industrial labour made unnecessary any immediate national service measures. By mid-1940, however, it was evident that compulsory military service would have to be resorted to if New Zealand was to play the part in the war which it was the Government's desire should be played. Accordingly, the National Service Emergency Regulations of 18th June, 1940, were gazetted. These authorized the compulsory mobilization of New Zealand's military man-power resources, vesting this function in a Minister of National Service and a Director of National Service. The National Service Department came into existence during the succeeding month.

11. Even before the outbreak of war, some study had been made of the probable utilization of man-power during war, and a schedule of important (or reserved) occupations was worked out by a departmental Man-power Committee. In addition, a special branch of the Social Security Department (the Registration Branch) was set up to assemble population statistics likely to be helpful during a mobilization.

12. The National Service Department incorporated the Head Office and twenty-two district offices of the Employment Division of the Labour Department and the Registration Branch of the Social Security Department. The latter provided the nucleus of the Military Mobilization Division (at that time called the "Man-power Division"), while the former continued as the Employment Division until the gazetting in January, 1942, of amendments to the National Service Emergency Regulations making provision for control over industrial man-power. With the gazetting of these regulations

(subsequently re-gazetted as the Industrial Man-power Emergency Regulations 1942), the Employment Division was strengthened and converted to the Industrial Man-power Division, and the voluntary State Placement Service was replaced by the authoritative man-power control organization of to-day.

13. With the addition of two district offices, the departmental organization has remained substantially the same since the introduction of industrial man-power control in January, 1942. The streamlining of civil defence and Home Guard activities early in 1944 and the transfer of administrative functions in these fields to the Army in the first case and the Internal Affairs Department in the second, however, permitted a closer integration of departmental procedure until the two clear-cut Military and Industrial Mobilization Divisions remained. This development was aided by the establishment of the Rehabilitation Department in November, 1943, and the assumption by it of all of the functions hitherto performed by the Rehabilitation Subdivision of the Industrial Mobilization Division of the Department.

14. (b) Armed Forces Appeal Boards.—Before the establishment of the Department, volunteers were screened by the Placement Officers of the Employment Division, Labour Department, and on their recommendations Area Officers postponed the call-up of some 3,000 men, mainly farm, engineering, and factory workers.

15. Later—i.e., in September, 1940—this rough-and-ready method was improved by the appointment of sixteen (later increased to seventeen) District Advisory Man-power Committees which took over the responsibility hitherto discharged by Placement Officers singly. These seventeen District Advisory Man-power Committees were limited in jurisdiction to appeals against the overseas service of volunteers and to all appeals against Territorial service.

16. Deriving authority from the National Service Emergency Regulations 1940, six itinerant statutory Armed Forces Appeal Boards were created towards the end of that year for the particular purpose of dealing with appeals against overseas service—i.e., of persons other than volunteers as well as volunteers, subsequently including those of conscientious objectors. These were augmented by an additional three auxiliary Boards which were found necessary to cope with the growing volume of work. Although working in close co-operation with the Department, the Armed Forces Appeal Boards at that stage maintained separate offices and files.

17. By Amendment No. 12 to the National Service Emergency Regulations (June, 1942), the distinction between Territorial and overseas service was removed, and accordingly the existing Man-power Committees and Armed Forces Appeal Boards were merged, with power to deal with all appeals other than those of conscientious objectors, which from this stage were dealt with by the six Boards already mentioned and the three auxiliary Boards. In consequence of this merger the Appeal Boards then numbered twenty-six, and in August, 1942, they were reduced in number to twenty-two. In July, 1943, as a result of a decline in the number of appeals to be heard, it was found possible to reduce the number of Appeal Boards to nineteen. This process was carried further in February, 1944, when the number of Appeal Boards was reduced to sixteen, while at the same time the office staffs and files were incorporated with those of the District Man-power Officer. The responsibility for hearing appeals of conscientious objectors remained with the nine Appeal Boards which had throughout dealt with these appeals.

18. (c) Industrial Man-power Appeal Committees.—With the introduction of the Industrial mobilization procedure in January, 1942, it became necessary to constitute authorities to deal with the appeals of workers and/or employers arising out of decisions of District Man-power Officers. Consideration was given to the suggestion that this work might well be performed by existing Armed Forces Appeal Boards or, as they were termed at that time “District Advisory Man-power Committees.” The extreme pressure under which these bodies were working at the time, and the desirability of establishing authorities specially equipped to deal with the industrial as distinct from the military aspect, decided the Government against the proposal. It was decided, instead, to establish Industrial Man-power Appeal Committees, each of which would be composed of a representative of employer and employee interests as well as a Government Chairman. Four Industrial Man-power Appeal Committees were established, one in each of the four main centres, and empowered to deal with all appeals arising out of the decisions of Man-power Officers in their zone. For the purpose of zoning, each Island was halved. During 1942 the volume of work of Industrial Man-power Appeal Committees grew appreciably, and in 1943 the development was so considerable that it was found necessary to establish a second Committee for the Wellington zone. Accordingly, five Industrial Man-power Appeal Committees were then operating.

19. (d) Industrial Utilization Councils and Committees.—The necessity for the co-operation of workers’ and employers’ organizations, as well as that of workers and employers individually, in the administration of the Industrial Man-power Regulations rendered desirable the establishment of advisory bodies which could advise the Department in such a way as to secure the most effective utilization of labour. The experience of similar Joint Committees in Great Britain and elsewhere provided the model, and shortly after the introduction of the industrial mobilization procedure in January, 1942, a number of advisory bodies, known as Utilization Councils and Committees, were established. For each industry concerned there were both a National Council and a number of local Committees. The function of the National Council was to advise the Government on all questions affecting the most economic utilization of labour in the industry as a whole. Local Committees tributary to the National Council and consisting of workers’ and employers’ representatives, members of other Government Departments, and the District Man-power Officer as Chairman undertook the function of advising the Man-power Officer and the Armed Forces Appeal Board on all questions affecting the most economic local utilization of labour. Utilization Councils and Committees were established as the need arose in some twenty-six industries. Table 20 of the Appendix lists the local Committees attached to the various Utilization Councils as at 31st March, 1945.

20. (e) Auxiliary Military Organizations.—Following the gazetting of the Emergency Reserve Corps Regulations in August, 1940, three auxiliary war organizations were created, and the responsibility for their recruitment and co-ordination was made the Department’s. These organizations were the Home Guard, the Emergency Precautions Service, and the Women’s War Service

Auxiliary. To them the Emergency Fire Service was added as part of the Emergency Reserve Corps in February, 1941. Enrolment in these organizations was voluntary until the gazettement of the Emergency Reserve Corps Enrolment Order in January, 1942. This regulation, which was rendered necessary by the threat of Japanese invasion and the wastage from the Home Guard and the E.P.S. as a result of the call-up of fit men for service with the Forces overseas as well as with Territorial units, obliged all male British subjects between the ages of eighteen and sixty-five to enrol in the Corps.

21. (i) *The Home Guard.* From its inception in August, 1940, until April, 1941, during which period it was organized on a voluntary basis by local bodies co-operating with the Department, the Home Guard reached a membership of over 100,000. An amendment to the National Service Emergency Regulations in the form of the Home Guard Enrolment Order No. 1, dated 30th April, 1942, required all men aged thirty-five to fifty inclusive to re-enrol in the Emergency Reserve Corps. Arising from this re-enrolment, some 31,000 of the 70,000-odd men who had enrolled for Home Guard service were inducted. The strength of the Guard after this accretion stood at the satisfactory level of 100,000 (September, 1942). This figure was substantially maintained until the dissolution of the Guard in 1944. Although the great bulk of Guard members was employed in industry, training and parades indirectly constituted a drain on industrial man-hours, while the provisioning and equipping of the Guard placed an additional burden on war industries.

22. (ii) *The E.P.S. (Emergency Precautions Scheme) and the Civil Defence Sub-organizations.*—Earthquake and flood visitations before the war had prompted a number of local bodies to improvise emergency measures of varying degrees of completeness. The foundation of the wartime E.P.S. was really laid a few months before the outbreak of war when the Internal Affairs Department, following consultation with the principal local authorities, issued handbooks under the title "Emergency Precautions Scheme," the first covering urban and the second rural localities.

23. Provision was made for the establishment of a Central Committee and a number of sub-committees specializing in particular fields, in some cases under the direction of a Dominion Controller. Particular fields affected were—

Supply.	Works.
Transport.	Fire.
Medical.	Accommodation and Evacuation.
Law and Order.	Finance.
Communications.	Publicity.

24. Following the gazettement of the Emergency Precautions Regulations in August, 1940, the Emergency Precautions Scheme was legally authorized and the responsibility for the overall initiation and co-ordination of the scheme was placed with the Minister of National Service.

25. Failing adequate voluntary personnel for the various branches of the E.P.S., compulsory enrolment in the Emergency Reserve Corps of all male British subjects aged eighteen to sixty-five who were not already serving in the Armed Forces or the Home Guard was directed by the Emergency Reserve Corps Enrolment Order of January, 1942.

26. The personnel problem of the E.P.S. was overcome by this measure, and the full-scale organization of civil defence measures (described at length in the Department's 1943 annual report) was quickly developed.

27. The grave danger of fire during war operations had evoked early in 1941 the establishment of the Emergency Fire Service as a separate branch of the Emergency Reserve Corps, but co-operating with the Fire Section of the E.P.S. A logical division of work between established fire brigades, Emergency Fire Service units, and the smaller fire patrols of the E.P.S. was adopted.

28. By the end of 1942 the Japanese drive southward had been halted and a streamlining of the entire civil defence organization took place. This continued until early in 1944, when the E.P.S. resumed its pre-war character—viz., that of an organization designed to safeguard against catastrophes unrelated to warfare. As from 1st April, 1944, the Internal Affairs Department resumed the administration of the E.P.S.

29. (iii) *Women's War Service Auxiliary.*—In July, 1940, the National Service Department convened a conference of delegates from women's organizations throughout the Dominion to co-ordinate the efforts of women assisting the war effort. From this conference there emerged the Women's War Service Auxiliary. It was with the co-operation of this organization that the National Service Department was able to initiate and administer many plans relating to the service and welfare of women in the Armed Forces and industry.

30. The Women's War Service Auxiliary itself contained voluntary workers of many types who were on call for a wide range of duties in an emergency. The improvement in the war situation from the beginning of 1943 considerably reduced the functions of the organization. It continued to act, though to a lesser degree, in an advisory and administrative capacity in conjunction with the National Service Department in matters relating to the service of women. It has also continued its activity regarding the welfare of all Armed Forces' personnel and in connection with war loans and the collection of clothing for war-devastated countries. The organization is represented on Food Committees and Rehabilitation Committees.

31. (f) *Defaulters' Detention Camps.*—Recourse to compulsory military service following the establishment of the Department in 1940 almost immediately posed the problem of how to deal with the cases of conscientious objectors. Provision was made per medium of the Armed Forces Appeal Boards to deal with the cases of appellants against service on the grounds of conscientious objection, and it was recognized from the outset that a number of these appeals would be upheld. However, it was equally clear that a number of men whose appeal would be unsuccessful might still refuse service, while still others would adamantly refuse service without preferring any appeal. To meet such cases defaulters' detention camps came into existence, the first camp—Whenuaroa—being established on Crown land at Strathmore early in 1941. As the number of defaulters grew, further camps were established at Shannon, Hautu, Balmoral, Oio, Puketapu, Matanuku, Maramarua, Riverhead, Galatea, and Conical Hill. These camps have been directly administered by the National Service Department, special staff having been recruited as patrolmen and supervisors.

(ii) Developing Man-power Problems

32. From September, 1939, until Japan declared war in December, 1941, the demands upon the country's man-power resources were not only self-evident, but also relatively simple to meet. The strategic emergency created by the fall of France in 1940 called for every possible assistance in actual combat zones. Although New Zealand had sent 86,000 men overseas by November, 1941, the withdrawal of this labour from industry did not entail a fall in production, which, instead, in non-luxury lines was actually increased. This was achieved by the absorption of the small number of unemployed, the substitution of women for men, the dilution of labour, longer hours of work, the curtailment of non-essential production and services, and an all-round increase in individual effort.

33. The outbreak of war with Japan brought an immediate change in the situation. The need for home defence became of paramount importance, and mobilization proceeded accordingly. However, the rapid withdrawal of a further 45,000 persons from industry in four months (December, 1941, to March, 1942) created a serious problem for the industrial war effort.

34. From the middle of 1942 industrial man-power difficulties became more complicated. The key problem was to effect the best possible adjustment between the requirements of the Armed Forces and industry. On the one hand, events overseas had accentuated the demand for production. New Zealand was so conveniently situated in relation to the Pacific war zone, and enjoyed such a production potential, that it was pre-eminently suitable as a supply base for this zone. Moreover, agreements had been made with the United Kingdom in regard to supplies, and these had to be respected. On the other hand, while there was a need for troops in the Pacific zone, the Middle East Division was in need of reinforcements, and the Air Force and Navy of further recruits. It was with this series of intricate issues that the Government had to contend.

35. Early in 1943 when the threat of Japanese invasion had receded, a considerable reduction in home-defence Forces became practicable. Reinforcements were then sent to the Third Division in the Pacific and to Air Force and naval establishments overseas. The withdrawal of these man-power resources from industry was now complete—for, while stationed on home defence, these men had been available for seasonal demands in industry. Despite the steady reduction in home-defence Forces throughout 1943, the conflicting overseas demands for reinforcements and supplies remained insistent. The Second Division had been in action several times, and this had exacted a heavy toll in casualties. Air Force casualties were also heavy. Despite this, the need for production remained urgent. By the end of 1943 the food requirements of the United Kingdom, then preparing for invasion of the Continent, were extraordinarily high.

36. Military mobilization and industrial reorganization have throughout involved a complex reshuffling of man-power as between the Armed Forces and various industries. This has often had to be effected rapidly, yet always with a minimum of arbitrariness. Moreover, the Government has had to establish the degree of priority to be accorded each particular industry. Demands, both from domestic and overseas sources, have constantly fluctuated, so that degrees of industrial priority have had to be revised and man-power resources transferred accordingly.

(iii) Policy Trends and Results

37. As the developing war situation presented the various problems discussed in the previous Subsection, appropriate policy measures were applied. Basically there were three main policy trends corresponding to the three phases plainly distinguishable in the development of the war from its outset until the end of March, 1944.

38. The first phase—i.e., September, 1939, to December, 1941, when Japan struck southwards—saw the policy measures estimated best to gear the nation to an overall war effort against an enemy for the most part pursuing aggression in theatres far removed from New Zealand. In addition to the organizational measures introduced during this period, the following national service measures were implemented:—

(a) The raising and reinforcement of an overseas Army Division.

(The strength of Army personnel overseas at the end of 1941 was 44,000.)

(b) The raising of a considerable part-time Territorial Force.

(At the end of 1941 there were 35,000 in the Territorial Force in New Zealand, while other home Forces totalled 26,000.)

(c) The raising of a continually increasing Air Force for service both overseas and in New Zealand.

(At December, 1941, the strength of the R.N.Z.A.F. in New Zealand was over 10,000 including 1,000 W.A.A.F.s, while overseas there were over 5,000. In addition, there were about 2,700 New Zealand personnel with the R.A.F.)

(d) The raising of a small but steadily growing naval Force for service both in New Zealand and overseas.

(The strength of the R.N.Z.N. increased from 1,300 at the outbreak of war to 3,000 in May, 1940, and to 4,900 in December, 1941.)

(e) The raising and maintenance of the auxiliary war organizations referred to in Subsection (i) of this Section—e.g., Home Guard, Emergency Precautions Service, Women's War Service Auxiliary, &c.

(At the end of 1941 the strength of the Home Guard was 94,000, the National Military Reserve 8,000, and the Emergency Reserve Corps 88,000.)

(f) The staffing, per medium of the voluntary State Placement Service, of the important war industries—e.g., footwear, farming, engineering, tanneries, food-manufacturing, &c.

39. The basic trend during the second phase—i.e., December, 1941, to November, 1942, often called the year of Japanese threat—was in the direction of all-out domestic, military, and industrial mobilization to defend New Zealand itself. The main measures which marked this phase were—

- (a) Mobilization on a full-time basis of a considerable part of the Territorial Force and the National Military Reserve, and the removal of distinction between Territorial and other service.

(The peak mobilization of persons was achieved in September, 1942, and, excluding casualties, totalled 154,000 males and 3,000 females, or 170,000 if the 13,000 casualties then recorded are added. Of these, 127,000 were in the Army, 24,000 in the Air Force, and 6,000 in the Navy.)

- (b) The wholesale mobilization of members of the First and Second Division of the General Reserve—i.e., single and married men of military age.

(Army male personnel in New Zealand at December, 1942, aged over eighteen years totalled 35,000 Grade I and 18,000 Grade II.)

- (c) The introduction of compulsory civil defence service and the expansion of component services to the strength of 150,000 by the end of 1942.

(There were also some 115,000 enrolled in the Home Guard at this time.)

- (d) The recruitment of women to the auxiliary wings of the three Service arms—viz., Women's Auxiliary Army Corps, Women's Auxiliary Air Force, and Women's Royal Navy Service.

(At the end of 1942 the strength of the three women's Services were as follows : W.A.A.C., 3,000 ; W.A.A.F., 3,000 ; W.R.N.S., 200.)

- (e) The compulsory industrial mobilization of civilians under the industrial-mobilization procedure empowered by regulation in January, 1942.

(By the end of 1942, 17,000 directions into essential work had been given to males and 3,000 to females.)

- (f) The development of the Women's War Service Auxiliary to the point (November, 1942) when enrolments totalled 75,000.

40. Thus by September of 1942 the military mobilization had been carried so far that 157,000 persons were serving in the Forces either in New Zealand or overseas, while a further 250,000 men and women were serving part-time in the Home Guard, Emergency Precautions Service, and other auxiliary services.

41. This huge deflection of man-power from industry by itself created serious man-power shortages in the basic industries. These were greatly accentuated by the enormous programme of defence construction, both for New Zealand and Allied troops, that was so spectacular an aspect of the industrial scene in 1942.

42. Despite the degree of preparedness achieved by September of that year, there was scant ground for optimism in the face of invasion, while demands for additional man-power as reinforcements for the Division overseas and as recruits to the rapidly expanding Air Force were daily growing more clamant. Although much had been achieved by the policy initiatives launched in the year of Japanese threat, the overall man-power position remained most serious.

43. The third period—that between November, 1942, and March, 1944—could be called the period of maximum overseas contribution, for during it this was the basic policy. This period was opened by the crucial reverses of Japan on Guadalcanal and of Germany and Italy at El Alamein. With the immediate Japanese threat now removed, the chief developments which served the main policy trend were—

- (a) The continued reinforcement of the Army Division in the Middle East, and the despatch to the Pacific of a Second Division of 11,000 officers and men in November, 1942, the strength ultimately increasing to 18,000 during 1943.

- (b) Survey of personnel followed by drastic contraction of home-defence units, the Home Guard, Emergency Precautions Service, and other auxiliary war organizations.

(Early in 1944 the Home Guard was disbanded, while most of the functions of the civil defence were transferred to the Internal Affairs Department as from the beginning of April, 1944.)

- (c) The continued expansion of the Air Force and, to a lesser extent, the Navy.

(By March, 1944, the strength of the Air Force had increased to 41,000, including 3,500 females, while that of the Navy had increased to 9,400, including 500 females.)

- (d) The direction to essential industry of the man-power released from the Forces.

(NOTE.—From home-defence units alone more than 18,000 men were made available to industry from March, 1943, to March, 1944, while the full-time members of the Home Guard and the National Military Reserve for the most part also returned to industry.)

- (e) Postponement of further service of youths under twenty-one who had been mobilized but who were anxious to lay the foundations of their career.

- (f) The intensified administration of the Industrial Man-power Regulations in the service of maximum industrial output of munitions, food and clothing, and of the continually expanding defence construction programme.

44. In results, the third phase yielded a substantial diversion of man-power from the domestic scene to overseas theatres of war, while it also greatly augmented New Zealand's industrial contribution to the allied war effort. The policy objective of maximum overseas contribution was thus splendidly realized, as the part played by the New Zealand Forces in various theatres of war shows.

SECTION II. —MAIN CURRENTS OF POLICY, APRIL, 1944, TO MARCH, 1945

(i) The Maintenance of New Zealand's Overseas Contribution

45. Although by April of 1944 it had been decided to recall the bulk of the 3rd (Pacific) Division, this implied no change in the basic policy of maintaining the maximum overseas man-power contribution. It but recognized three inescapable facts. The first of these was that it would be impossible to maintain both the Middle East and Pacific Divisions together with Navy and Air Force establishments by calling up fit men reaching military age and by combing out Category "A" men held in industry under appeal. The second was that the Pacific Division was for the most part engaged in non-combatant service which was not likely to give way to continuous active service for the whole division, while the Middle East Division was playing a vital part in the Middle East campaign. The third and final fact was that the production of foodstuffs and other supplies for Great Britain and for the Allied Forces in the south-west Pacific area was becoming increasingly important.

46. These three facts thus provided the environment in which the policy of maintaining the overseas contribution had to be pursued. The return of the bulk of the 3rd Division and the direction of its personnel to the high-priority vacancies in essential industry was thus a phase in the policy of reinforcing the Middle East Division and building up the Air Force in the Pacific.

47. Had matters rested there, this policy would not have been very difficult to pursue, but just as industry was starting to gain from the influx of 3rd Division personnel, the introduction of the Middle East (2nd) Division replacement scheme threw a new strain on the man-power resources of the Dominion. This is dealt with in some detail in a following Subsection.

48. Replacement of these men was necessary if the Division was to continue in action, and, since the number of fit young men reaching military age was inadequate, it became necessary once again to draw off from industry large numbers of Category "A" men held under appeal, including members of the 3rd (Pacific) Division.

49. Maintenance of the Middle East Division and Air Force and naval establishments during the last twelve months has thus been achieved, but only with some difficulty and at the expense of industrial man-power, which has therefore had to be conserved all the more discriminately. Factors which have accentuated the difficulty have been the partial application of long-service release schemes to the Air Force and the Navy, and the impossibility of directly replacing combed-out Category "A" men with long-service repatriates from the Middle East Division.

(ii) The Intensification of New Zealand's Industrial War Effort and the Return of the Pacific (3rd) Division

50. Even before 1944 the question was being raised whether New Zealand could continue to support her large overseas contribution and at the same time succeed with the production programme, which was considered by Great Britain and the United States to be of extreme importance.

51. Early in 1944 further consideration was given to the industrial problems, and the following aspects were revealed :—

- (a) Despite the importance of foodstuffs to the allied cause, butterfat production had fallen steadily since 1941, while in the 1943-44 season there was a decline in the output of meat from works. Man-power difficulties were a factor which had combined with poor seasonal conditions, in successive years, and the reduced supply of fertilizer, to bring about a decline in butterfat production since 1941. (NOTE.—*The production of wool and crops had actually been considerably increased, although some decline in crop production was anticipated for the 1944 season.*)
- (b) The defence and other essential construction programmes for 1944 lagged, from the outset, and with the existing labour force alone there was no prospect of completing projects on schedule.
- (c) The engineering, footwear, woollen, clothing, and foodstuff manufacturing industries were also lagging in output and there was little hope of substantially increasing their production with the man-power available.
- (d) New Zealand was being urgently requested by Great Britain to expand her exports of foodstuffs, while the requirements of the American Forces in the Pacific were making increasing calls on food and other products. To this insatiable demand for foodstuffs was added the imminent necessity of still better equipping New Zealand to play a full part in the food relief of war-torn countries, which were even then on the verge of being freed from Germany.

52. As had been foreseen for some time, the stage was being reached when New Zealand could not at the same time meet the growing pressure on her industrial man-power and support the Army Division in the Middle East (at that time 35,000 strong), the Air Force in the Pacific and elsewhere (then totalling 13,000), the Navy in all theatres (then almost 10,000), and the 3rd Army Division in the Pacific (then numbering approximately 18,000 officers and men). Indeed, the maintenance of even the existing industrial output was incompatible with the maintenance of the overseas Forces, as reinforcements could only have been provided at the expense of the man-power in industry.

53. At this point the decision to repatriate the bulk of the 3rd (Pacific) Army Division for direction into essential industry was made. Between April and November of 1944, some 9,500 men who had volunteered for essential work were repatriated and directed thereto. The industrial disposal of these men is dealt with at some length in Section VIII of Part III of the report.

54. Contemporaneously with the return of the 3rd Division and the direction of its personnel to essential industry, the industrial mobilization procedure of the Department, in concert with the activities of Armed Forces Appeal Boards and Industrial Man-power Appeal Committees, was contributing substantially to improvement in the overall industrial position. This also is dealt with in detail in Section VIII of Part III of the report.

55. In general, the combined effect of the return of 3rd Division personnel and the continued operation of control of man-power in industry was to go far towards equipping industry to discharge the additional responsibilities which had been placed on it.

(iii) The Middle East (2nd) Division Replacement Scheme

56. In Subsection (i) of this Section mentioned was made of the 2nd Division replacement scheme as a complicating factor in the maintenance of the overseas man-power contribution. The replacement scheme, however, deserves more than passing reference as an incident in the despatch of men overseas.

57. When the Government decided in September, 1944, to offer repatriation to all men in the Middle East Division who had served overseas for three or more years, it recognized that the veterans of the Division, by their service in momentous campaigns under difficult conditions, had earned the right to repatriation and release to civil life. Thus the decision to repatriate those veterans who wished it was taken. Once taken, this decision and its consequences both in the military and industrial fields became the dominant feature of man-power policy, and this has continued to be so up till the present time.

58. In considering the relief of Middle East veterans the Government had three alternatives from which to choose. These were—

- (a) To retain in camp in New Zealand the nucleus of the Pacific Division (approximately 6,000 men) to be built up to a full division for service in the Pacific by the immediate withdrawal of the 2nd Division from the European theatre.
- (b) To continue to reinforce the 2nd (Middle East) Division until the end of the war in Europe and then return to New Zealand all men who at that time would have completed three or more years' overseas service.
- (c) To continue to reinforce the 2nd Division until the end of the European war, but to introduce immediately a replacement scheme whereby men who had completed three years' service overseas would be returned to New Zealand and released to industry.

59. Of these alternatives, the last was chosen. It had the advantages that it would give relief to veterans and be possible of implementation given utilization of the nucleus of the Pacific Division for service in Italy and rigorous comb-out of Category "A" men held in industry under appeal.

60. From the military viewpoint alone the second alternative might have been that favoured, but it had the drawback that it offered no relief to long-service men of the 2nd Division until the end of the European war, an event which could not be forecasted with even approximate accuracy.

61. The first alternative had the serious disadvantages that it would involve the temporary idleness of the nucleus of the 3rd Division (6,000 men) and for a time would withdraw the Middle East Division from employment against either Germany or Japan.

62. The implementation of the replacement scheme presented two obvious and interdependent aspects. The first of these was that arising out of the withdrawal of men from the Middle East—their physical repatriation and subsequently their industrial absorption in New Zealand. The second aspect was that presented by the despatch overseas of replacement drafts drawn from the nucleus of the reduced 3rd (Pacific) Division—fit men attaining military age and Category "A" men held under appeal in industry. This last source was expected to yield at least one-half of the men for the various replacement drafts.

63. Excluding some 3,000 men who were either coal-miners, ships' personnel, ministers of religion, or police, the number of Category "A" men held on appeal at November, 1944, totalled only 27,000. If the first replacement drafts were to be despatched on schedule, some 5,400 Category "A" men would require to be released to the Forces by April, 1945, and their positions in industry would require to be taken by other workers. As no considerable reserve of directable labour was available for this purpose, the jobs vacated by Category "A" men could only be filled if repatriated long-service men entered them, or indirectly enabled them to be filled by workers drawn from employment which the ex-servicemen had entered. Hence a condition of the repatriation of Middle East veterans was that Category "A" repatriates accept direction to essential industry in New Zealand, although it was understood that Man-power Officers in directing repatriates would, as far as possible, have regard to the long-term rehabilitation of the men and therefore to their personal wishes.

64. The first draft of repatriated long-service men, numbering 1,800, arrived in New Zealand in October, 1944, since when a further 8,000 have returned. As a result of a recent extension of the scheme—involving both Air Force and naval personnel—it is expected that the total number of ex-servicemen to return to New Zealand, other than as casualties, during 1945 will be in the neighbourhood of 27,000.

65. The first replacement draft of 1,762 was despatched overseas in October, 1944, since when three further drafts have been despatched to Europe.

66. Armed Forces Appeal Boards were required as from November, 1944, to undertake a thorough and rigorous review of the cases of all Category "A" men held under appeal in their district, and to this end release targets were set to guide the Boards. This review, still in progress, has been pursued successfully, and as at the end of March almost 5,000 Category "A" men had been released to the Forces as a result of Appeal Board action. Details of the industries and numbers of men affected are contained in Table 13 of the Appendix.

(iv) The Industrial Absorption of Ex-servicemen

67. Until November, 1943 (when the Rehabilitation Department was created), the National Service Department was responsible for the placement of ex-servicemen as well as of civilians. Although theoretically liable to direction, ex-servicemen other than Category "A" men and reasonably fit home-service men were placed without direction or permitted to engage in self-chosen positions, provided these were nationally justifiable. This procedure continued to be followed by arrangement with the Rehabilitation Department, which took over the placement of all ex-servicemen not subject to direction.

68. The return of small essential industry drafts from Fiji and Tonga in 1943 and the wholesale return of 3rd Division (Pacific) volunteers for essential industry in 1944 made the Department responsible to a far greater degree for the industrial absorption of ex-servicemen. Direction practice was, as might be expected, pursued as far as possible in such a way as to assist the long-term rehabilitation of ex-servicemen as well as the immediate national interest.

69. Towards the end of 1944 discussions between the Rehabilitation and National Service Departments were commenced on the subject of the employment of ex-servicemen. These have resulted in an arrangement under which the National Service Department will resume the industrial placement of all fit ex-servicemen requiring assistance to find suitable work as from June, 1945. This development, combining with the trend towards relaxation of man-power controls, promises a reorganization of departmental procedure to enable it to perform the functions of a peacetime free Employment Service.

(v) Relaxation of Man-power Control

70. It is not denied that wartime man-power control has been an unpalatable necessity. From the outset the Department has earnestly adhered to two canons of control—viz., to take no greater powers than were necessary; and to relinquish the use of powers wherever and whenever their relinquishment was consistent with the overriding man-power policy.

71. A measure of the fidelity with which these canons have been observed is afforded by the single fact that of 169,000 directions issued to persons by man-power Officers only 4,900, or 2·9 per cent. have been appealed against, and of those appealed against, only 40·8 per cent. have been upset by Industrial Man-power Appeal Committees.

72. Considerable latitude has throughout also been accorded marginal workers, married women workers of indifferent health, and also returned ex-servicemen who were liable to direction.

73. With the European war obviously drawing to its close by March, 1945, careful preliminary consideration had already been given to the effects of a cessation of hostilities in Europe on the Dominion's man-power position. Attention was being given to three main aspects—the part of the National Service Department would be called upon to play in the placement of returning servicemen in suitable employment; the extent to which certain industries (particularly the production of food and those industries directly related to rehabilitation) would require continuing assistance; and the stages by which it would be possible to relax wartime man-power controls while meeting the requirements of vital industries and maintaining the war effort in the Pacific. In addition, the Department was also giving attention to the long-range adjustments necessary to secure the durable resumption of normal employment conditions.

(NOTE.—In June, 1945, the Minister of National Service announced the first classes of workers from whom control was to be removed, and also expressed the Government's intention of abolishing man-power control generally at the earliest possible date. The Minister announced the release from control of (a) wives of returned ex-servicemen desiring to establish a home; (b) married women forty years of age or more; (c) young persons under eighteen years of age; and (d) the widows of deceased servicemen of the present war.)

SECTION III.—ADMINISTRATION

(i) Administrative Developments

74. During the year it was found necessary to establish a District Man-power Office at Taumarunui to relieve the Hamilton and New Plymouth district offices of a portion of the considerable volume of work which had hitherto fallen to them.

75. Towards the end of 1944 a streamlining of the Armed Forces Appeal Board organizations was undertaken, and the staffs for the most part were amalgamated with the staffs of the District Man-power Officers. This resulted in economizing of typing and clerical staffs, particularly in consideration of the falling-off in Appeal Board activity up to December of 1944. Thereafter the renewed Appeal Board activity in connection with the comb-out of Category "A" men held under appeal in essential industry again increased the pressure of Appeal Board work.

76. The establishment of the Rehabilitation Department in November, 1943, and the transfer *en bloc* of the staff of the Rehabilitation Division of the National Service Department to the new Rehabilitation Department as from 1st April, 1944, involved the Staff Section of the National Service Department, Head Office, in considerable work, while the separation of rehabilitation from national service papers on personal files has been a protracted and heavy duty of the Records staff of the Department. In addition to this, the National Service Department has maintained close co-operation with the Rehabilitation Department and wherever possible has assisted it with typing, clerical, and investigatory services to enable it to develop its procedure.

77. In common with other Departments, the Department in February of this year launched the personnel-training scheme devised by the Public Service Commissioner. This is an extension of the scheme which was under consideration before the war, and will, it is hoped, provide a solution to the training and adjustment problems of ex-servicemen as well as junior civilian appointees.

(ii) Staff employed

78. The following table analyses the male and female permanent and temporary staff of the Department as at the 31st March of the current year, and also gives details of resignations and appointments, &c., during the year ended 31st March. The break-up of the staff between various phases of departmental activity is also broadly indicated :—

ANALYSIS OF STAFF AS AT 31ST MARCH, 1945

Staff employed as at 31st March, 1945

—	Males.	Females.	Total.
Head Office	55	94	149
District Offices	405	369	774
Detention Camps	127	5	132
	587	468	1,055

The above figures do not include men nominally on the staff strength, but serving in the Forces.

Analysis of Detention Camp Staff as at 31st March, 1945

Number of patrolmen (all grades)	51
Number of overseers (all grades)	30
Number of supervisors and camp officers	30
Number of nursing staff	5
Number of other ranks (clerks, cooks, drivers, &c.)	16
Total	132

Analysis of Temporary Staff (apart from Detention Camps) as at 31st March, 1945

Number of male officers	332
Number of female officers engaged on interviewing and clerical duties	323
Number of female typists	141
Total temporary staff	796
Number of married women employed	176
Number of temporary officers occupying controlling positions	48
Number of temporary officers serving in the Forces	17

Analysis of Permanent Staff

Total permanent staff as at 31st March, 1945 (including seconded officers and officers serving in the Forces)	201
Less officers serving in the Forces (all classified C, VI)	74
Effective permanent staff	127
Less officers seconded from other Departments	36
Effective National Service Department staff	91
Effective National Service Department staff classified higher than C, VI	33
Effective National Service Department staff classified in C, VI	58
Number of permanent seconded officers occupying controlling positions	33
Number of permanent National Service Department permanent officers occupying controlling positions	38

Analysis of Resignations, Appointments, &c., 1st April, 1944, to 31st March, 1945

—	Males.	Females.	Total.
New appointments, secondment, and inward transfers in district offices and Head Office	117	186	303
New appointments to detention camps	70	3	73
Total new appointments, &c.	187	189	376
*Resignations and outward transfers, district offices and Head Office	98	106	204
Resignations and terminations, detention camps	85	4	89
	183	110	293

* This figure does not include transfer of Rehabilitation Division to Rehabilitation Department.

(iii) Appreciation

79. Opportunity is taken to record appreciation of the excellent service rendered, during a difficult year, by the staffs of the Head Office and district offices of the Department. Members of the staff generally have applied themselves unsparingly to their duties, notwithstanding that long hours and constantly varying problems have been the rule. In particular, thanks are expressed to District Man-power Officers for the splendid contribution they have made to the carrying-out of an emergency task of extreme difficulty.

80. The most helpful co-operation of Chairmen and members of Armed Forces Appeal Boards and Industrial Man-power Appeal Committees and of the members of other auxiliary bodies associated with the Department is gratefully recorded.

SECTION IV.—FINANCE AND EXPENDITURE**(i) Administration Expenses (£348,962)**

81. The administration expenses of the National Service Department are subject to annual appropriation by Parliament in terms of the Public Revenues Act, 1926, and provision is accordingly made for this expenditure to be met in the first instance from the Consolidated Fund under vote "National Service."

82. It will be observed that during the last five years the cost of administering the Department steadily increased until the peak year ended 31st March, 1944, when a very high stage had been reached in the mobilization of the man-power resources of the Dominion. Up to and including 31st March, 1944, vote "National Service" had also met the administration charges of the Rehabilitation Division of the National Service Department, and later of the Rehabilitation Department, which was established on 1st November, 1943. This latter expenditure was taken over by vote "Rehabilitation" as from 1st April, 1944, and the decrease of £57,314 in administration expenses during the year ended 31st March, 1945, is attributable to this fact.

83. With the exception of employment-promotion expenses, for which an assessed amount is recovered annually from vote "Labour," and miscellaneous recoveries, the net expenditure under vote "National Service" is finally recovered from War Expenses Account, Subdivision IV, Civil.

84. The amount of £348,962 shown above is the actual net charge against War Expenses Account for administration expenses.

(ii) War Expenses Account (£579,354)

85. Apart from employment-promotion expenditure, which is met by vote "Labour," all other expenditure of the Department not provided for under vote "National Service" is met direct from War Expenses Account, Subdivision IV, Civil.

86. Consequent upon the reduction in civil-defence activities in 1943, a decrease in the total expenditure from War Expenses Account during the year ended 31st March, 1944, took place, but as considerable sums were brought to charge during that year for civil-defence equipment purchased in earlier years, the decrease did not correspond with the reduction in activities. The actual extent to which civil-defence precautions were reduced is more apparent during the year ended 31st March, 1945, where a decrease of £360,121 is shown in spite of the fact that during this year, also, further outstanding claims for equipment supplied from overseas were met. Expenditure from War Expenses Account is now dealt with, while Table 1 of the Appendix contains details of expenditure under all headings.

87. Defaulters' Detention Camps (£92,767).—The expenditure under this heading includes the capital and annual operating costs of the camps. It will be observed that the net charge to War Expenses Account for detention camps was £92,767 during the year ended 31st March, 1945, as against £133,245 the previous year, a reduction of £40,479.

88. Capital expenditure during the year amounted to £6,295, and the balance, £86,472, represents operating costs. When examining costs, however, allowance must be made for the very considerable quantity of work carried out by defaulter labour for other Government Departments, and in this connection negotiations were completed during the year for the cash recovery from the Departments concerned of the value of the work performed. Such recoveries are credited to War Expenses Account and offset the cost of maintaining military defaulters in detention. As it is not practicable to effect full cash recoveries until final valuations of the various works are possible, only a portion of the total value is being recovered at present, and during the year the sum recovered and credited to War Expenses Account was only £22,312. The total value of work performed by defaulter labour for other Government Departments during the period, however, was £50,976. Subtracting from this latter figure the sum of £22,312 recovered in cash and deducting the balance of £28,664 from the operating cost of £86,472, it will be seen that the net cost to Government funds of operating the detention camps, including administration and maintenance of inmates, was £57,808 for the year.

89. Emergency Fire Service (£14,424).—The Emergency Fire Service as a separate entity no longer exists and the greater part of last year's expenditure was incurred in meeting outstanding claims for equipment, including couplings, £3,506; trailer pumps, £4,469; and hose-carrying vehicles, £6,767. Emergency fire-stations for the fire protection of war stores, hospitals, and other installations for the New Zealand and American Armed Forces are established in the Auckland and Wellington areas under the control of the local brigades, and the gross capital and operating costs met by the Department for these stations during the year was £20,211. The sum of £19,729, however, was recovered from reverse lend-lease against this expenditure, leaving a net charge of £482 for the year. A portion of the amount recovered, however, was in respect of the previous year's expenditure.

90. Including the sum of £32,000 paid by the Department of Internal Affairs for fire-fighting equipment transferred to its control, the proceeds from the sale of surplus assets totalled £32,295 during the year, and this figure more than offsets the net expenditure of £14,424 by the Department.

91. Emergency Precautions Scheme (£25,046).—The main items of expenditure under this heading were subsidy to E.P.S. organizations, £15,316, and payment of outstanding accounts for equipment received in earlier years, £4,777. The subsidy figure of £15,316 includes a substantial amount for outstanding claims at 31st March, 1944, but, in addition to this, although the Emergency Precautions Scheme has reverted to a peacetime basis, it has been necessary to continue paying reduced subsidies to the larger E.P.S. organizations on administration costs incurred by them on the disposal of considerable quantities of surplus stores.

92. Proceeds from the sale of surplus E.P.S. assets totalled £8,962, and this figure should be offset against the net expenditure of £25,046 for the year.

93. Home Guard.—The figures under this heading cover the expenditure incurred by the Department for the Home Guard from the time of its inception to 31st July, 1941, when the control was transferred to the Army Department.

94. Industrial Mobilization (£46,435).—Expenditure under this heading includes the payment of financial assistance, travelling-expenses, loss of earnings, and separation allowances to workers directed under the regulations to essential undertakings, reimbursement of travelling-expenses to members of Man-power Utilization Councils and Committees, and special holiday allowances to workers who as the result of direction lost holiday pay which would otherwise have been due to them under the Annual Holidays Act, 1944.

95. The main items of expenditure were financial assistance, £6,737; loss of earnings, £1,959; separation allowance, £22,391; travelling-expenses, £11,778; special holiday allowance, £1,460; and war workers' hostels, £1,910.

96. Women's Land Service (£52,867).—Expenditure under this heading including the cost of uniforms to members of the Service, £31,052; uniform upkeep allowance, £15,975; travel concessions, £1,282; and subsidy, £4,013, paid to approved employers for the training of inexperienced girls.

97. Women's War Service Auxiliary (£1,147 Credit).—Miscellaneous expenditure amounting to £54 only was incurred under this item during the year, but as against this outstanding credits totalling £1,201 were received, making a net credit of £1,147 for the year. Although the Auxiliary is still functioning, the stage has passed where expenditure on uniforms and equipment is necessary.

98. To the above credit of £1,147 should be added the sum of £1,024 the proceeds from the sale of surplus equipment during the year.

(iii) Promotion of Employment

99. Details of promotion of employment expenditure are shown in the separate Section dealing with employment-promotion schemes.

100. Table 1 of the Appendix summarizes all expenditure over the last five years.

SECTION V.—THE POLICY AND ORGANIZATIONAL OUTLOOK

(i) Abolition of Controls

101. It was stated in Subsection (v) of Section II of this Part of the report that the Department has administered man-power control as sympathetically and tactfully as possible.

102. A question which is widely asked is how long man-power controls—basically the direction of workers and the restriction of labour inflow to and outflow from undertakings—will continue in force. On this subject it is the plainly declared intention of the Government to abolish man-power control as soon as this can be done without prejudice to the war effort and the rehabilitation of the thousands of men and women still serving with the Forces.

103. It will be evident, however, that man-power controls cannot be abolished overnight, and that the relaxation of these controls must necessarily be effected gradually if disruption of industry during the period of transition from war to peace is to be reduced to an absolute minimum.

104. As indicated elsewhere in this report, the application of wartime man-power controls has been effected under two broad headings:—

- (a) By means of declarations of essentiality over specified industries or undertakings engaged in the production of essential supplies both for war and civilian purposes and other essential services such as hospitals and transport, &c., in which it was necessary not only to maintain the existing labour force, but to supplement the available personnel by diverting thereto workers from less essential types of employment. Such industries of undertakings have for the most part been those to which workers have been directed.
- (b) By requiring persons, both male and female, falling within specified age groups or possessing special trade qualifications to register with Man-power Officers so that a reallocation of the available labour force could be effected where necessary to ensure that such labour was employed to the best advantage in the national interest.

105. With the improvement in the war situation, consideration had been directed to the question of how wartime man-power controls could best be raised, and after a close examination of the general situation and the employment position in all important industries and services it was decided that the gradual relaxation of man-power controls could best be effected by progressively exempting from such

controls persons falling within certain classes according to age or marital status, and by revoking declarations of essentiality in respect of those undertakings which, owing to the changed circumstances, could not justify the retention of the protection afforded by the regulations or which could reasonably be expected to retain adequate staff without the existing restrictions on the movement of labour.

106. The freeing of classes of persons from man-power control will be kept under constant review, and relaxations will be granted as soon as it becomes possible to do so without adversely affecting the staffing position of those industries or services which must still be afforded protection in the national interest.

107. In dealing with the revocation of declarations of essentiality it has been decided that the immediate aim should be to permit the maximum freedom by removing all declarations with the exception of those in respect of undertakings engaged in the following types of essential production or services :—

- (a) Production for purposes of meeting the essential requirements of returned servicemen.
- (b) Production necessary to maintain supplies to Britain and Europe and to the Armed Forces, or to meet Government commitments to U.N.R.R.A. and the Netherlands East Indies, &c.
- (c) Production or services which have serious arrears to be overtaken in order to ensure maximum safety or well-being—*e.g.*, removal of electrical fire hazards, removal of dangers to public health from defective plumbing or drainage, the provision of housing, &c.
- (d) Production or services of a key nature which will fail unless labour continues to be safeguarded—*e.g.*, coal production, gasworks, transport, accommodation and meal facilities, and the maintenance of hospitals and mental hospitals, &c.
- (e) Production or services in which special difficulties in the reabsorption of demobilized servicemen are anticipated if wartime staff are dispersed and replaced by permanent staff from civilian sources before demobilization occurs.

108. Even in the above cases should the labour position in any particular district or locality become such that further difficulties in maintaining adequate staff are unlikely, revocation will be considered at that point.

109. In determining those particular undertakings in respect of which declarations of essentiality might reasonably be revoked without seriously interfering with vital production or services, the employers concerned, Man-power Utilization Committees, and the appropriate workers' and employers' organizations will, as far as possible, be given an opportunity to express their views as to the possible effects of the removal of declarations. Controllers exercising jurisdiction in respect of the particular industries concerned will also be consulted.

110. Opinions are held in certain quarters that the partial removal of declarations may react to the detriment of the particular undertakings concerned and that all existing declarations should be retained until such time as it is possible to abolish all man-power controls. As stated previously, the complete abolition of man-power controls immediately on cessation of hostilities in Europe would inevitably result in a general exodus of workers from vital industries and services which must be maintained if the production of necessary supplies and the rehabilitation of servicemen is to be successfully achieved. In the circumstances, a policy of progressive relaxation designed to give the maximum degree of freedom by removing restrictions in respect of undertakings falling within the lower categories of essentiality, while at the same time safeguarding, during the period of transition from war to peace, those industries and services which will be vital to the successful prosecution of the war against Japan and the maintenance of essential civilian supplies and services, would appear to be the only practical course.

111. It is felt that any opposition to the gradual relaxation of controls and the partial revocation of declarations arises from a fear that the undertakings concerned will lose that measure of protection which they have been afforded, and that in future labour will be directed therefrom to the more essential undertakings which will still remain covered by declarations. In this connection it is worthy of note that for some considerable time it has been necessary, owing to the extent to which labour engaged in non-essential undertakings has been depleted, to resort to the direction of labour from declared undertakings in the low categories of essentiality to higher priority undertakings. This has applied more particularly in connection with the staffing of such undertakings as freezing-works, dairy factories, sawmills, ship repair concerns, gasworks, tanneries, mental and general hospitals, and clothing-factories.

112. While this policy will have to be continued to the extent necessary to ensure that adequate labour is made available for essential food production, the provision of accommodation and clothing for returning servicemen and civilians, and the maintenance of essential services such as hospitals and transport, it is not anticipated that the revocation of declarations in respect of certain undertakings will have any material effect in so far as the compulsory direction of labour from such undertakings is concerned. The need for maintaining the staffing position of those undertakings which have been considered to be of sufficient importance to warrant the granting of a declaration of essentiality is fully appreciated by the Department, and although an unqualified assurance that staff will not be compulsorily directed from such undertakings to higher priority employment cannot be given, staff will not be arbitrarily directed from such undertakings merely because declarations are revoked.

113. Another factor which will have an important bearing on the general staffing position of such undertakings is that, with the general relaxation of controls and the return of many thousands of men from overseas, the number of persons who will have complete freedom to choose their own employment will be materially augmented. The available pool of non-directable labour should therefore be sufficient to enable non-essential undertakings to make good any staff losses that may result from the direction of employees to higher priority work.

114. As an indication of the need for maintaining the present declarations and controls in respect of the more essential industrial groups, the following details as to the number of persons employed therein under current direction at the 31st March, 1945, are set out hereunder. These, for the most

part, represent additions to the labour force of such industries by compulsory direction, and in considering the practicability of revoking the declarations it must be realized that if the present restrictions were abolished the loss of personnel would in all probability be considerably in excess of the figures shown, in that many of the workers who have been held in these undertakings would no doubt seek other employment. Table 28 of the Appendix depicts graphically the broad industrial distribution of the 63,219 males and 15,947 females estimated to be employed under direction as at 31st March, 1945.

PERSONS WORKING UNDER DIRECTION AS AT 31ST MARCH, 1945, IN THE MORE IMPORTANT INDUSTRIAL GROUPS

Males—

Farming	8,853
Sawmilling and mining, &c. .. .	3,392
Food processing	12,288
Building and allied trades .. .	9,858
Transport and communications .. .	5,768
Total	40,159

Females—

Clothing-factories and woollen-mills .. .	4,030
Hospitals	2,774
Restaurants, hotels, and domestic .. .	1,670
Food processing	1,412
Transport and communications .. .	426
Total	10,312

115. Notwithstanding the overall relief which will be afforded to industry by the return of some thousands of servicemen from overseas, and the further reduction of home-service personnel, it is evident that man-power controls in a modified form must be retained until some time after Japan is defeated and normal labour conditions apply if the staffing position of the more vital industries is to be safeguarded. It is equally evident that any relaxations that may be possible in the interim must necessarily be effected gradually in order that disruption of industry will be reduced to an absolute minimum during the period of transition from war to peace.

116. While it is the aim to abolish man-power controls at the earliest possible date, it is not practicable at this juncture to nominate a date from which this will take effect, but a progressive relaxation concluding with the complete abolition of man-power control within a short period after general demobilization can be anticipated.

(ii) Plans for Full Employment

117. Although there are wide differences of outlook on the question of State responsibility for economic activity, the consensus of Government and public opinion in New Zealand and other English speaking countries has, during recent years, tended to the view that the State is in the last resort responsible for the removal of unemployment. Since the outbreak of war full employment has almost without exception figured as a policy objective of the individual united nations. There can be little doubt that the success of any peace settlement will substantially depend upon the extent to which the nations of the world are able to realize and maintain a state of full employment. The policy of the New Zealand Government is based on recognition of the fact that the State is fundamentally responsible for the maintenance of full employment. Internationally this view is now so far accepted that it is agreed that each Government's responsibility for maintaining full employment does not end with assuring employment for its own nationals, but extends to the promotion of world trade and through it the raising of the standard of living of other peoples the prosperity of all of whom depends on consumer purchasing power which is high, stable, and general.

118. At all of the important international conferences by means of which the United Nations are progressing towards the reconstruction of world peace and prosperity there has been implicit recognition of full employment as both a policy objective and a definite responsibility of every Government. It is specifically mentioned as an objective in the United Nations Charter, the Bretton Woods Agreement, the Philadelphia Charter of the I.L.O., and in other important international documents.

119. Full employment may be said to exist in a given society when there are no persons idle who are both able and willing to work. If theoretical precision is insisted upon, this definition does not quite satisfy, because the existence of a large number of unemployed persons who were able but unwilling to work would, in fact, imply a state of only partial employment. Furthermore, it is not enough that everybody able and willing to work should be merely employed. Inherent in the concept of full employment is the assumption that they will be so employed as to contribute most to economic welfare. With these two theoretical qualifications the definition used does, however, give clearly what is meant by the term. In practice, as Sir William Beveridge points out, full employment implies a state of affairs in which unemployment is reduced to short intervals of standing by, with the certainty that very soon one will be wanted in one's old job again or will be wanted in a new job that is within one's powers. It implies also having always more vacant jobs than unemployed men, not slightly fewer jobs. It means that the jobs are at fair wages, of such a kind, and so located that the unemployed men can reasonably be expected to take them, and it means by consequence that the normal lag between losing one job and finding another will be very short.

120. The broad direction of employment research in New Zealand is set by the following two conditions :—

- (a) The location of industry must be planned to harmonize, as far as possible, with the distribution of population.
- (b) The mobility of labour must be assisted by the greater use of the Employment Service and dissemination of information concerning regional employment trends.

121. In New Zealand the establishment of the Organization for National Development early in 1944 set in motion machinery to plan and co-ordinate the economic transition to peacetime conditions and the subsequent development of industrial activity. Full employment is thus the main reason for the Organization's existence.

122. The National Service Department works in close association with the Organization for National Development in all matters concerning personnel in industry, and by arrangement the Department, in co-operation with the Rehabilitation Department and the Organization for National Development, will be responsible for the initiation and execution of all personnel research assignments. Already a number of these are in hand.

123. As far as New Zealand is concerned, an important corollary flows from the requirement that the mobility of labour must be assisted. It is that adequate provision must be made for the training and retraining of juveniles and unskilled workers as well as skilled workers no longer able to engage in their main occupation.

124. As far as the National Service Department is concerned, planning for full employment is expected to involve —

- (a) Progressive surveys of absorptive capacity in the bulk of industries.
- (b) The building-up of information concerning employment available in both the short and long runs—*i.e.*, corresponding to the workpile of American economists.
- (c) Precise and continuous classification and recording of all classes and number of workers seeking employment.
- (d) The continuing analysis of job specifications, working-conditions, and training requirements for all occupations observed in the New Zealand economy.
- (e) The progressive ascertainment of training scope in the various trades and skilled occupations.

125. Development along these lines is already taking place, and given the co-operation of employers and workers with the free Employment Service much can be done towards attaining the objective of full employment in New Zealand.

(iii) The Post-war Employment Service

126. Relaxation and ultimate abolition of man-power control will dictate a substantial adjustment in the industrial man-power machinery and procedure of the Department. Whatever the nature of this adjustment, it is plain that an Employment Service of some kind is most necessary.

127. The State Placement Service, which was established by the Employment Division of the Labour Department in May, 1936, was the first New Zealand organization akin to the employment exchanges and services of older countries. Hampered though it was by its tributary relationship to employment promotion measures and by the somewhat sceptical attitude of many employers, the Placement Service from the inception until its suspension at the end of 1941 had filled a total of 178,000 positions in industry. This fact gives an indication of the important part that an adequate Employment Service could play in the social and economic life of the country.

128. The outlook is for a progressive dovetailing of the relaxing industrial man-power procedure of the Department with a developing voluntary procedure typical of a non-compulsory Employment Service. With the Department's resumption of responsibility for the placement of all ex-servicemen and its already discernible responsibility to find employment for marginal civilian workers, this tendency is already evident. It can be expected to continue until, shorn of wartime functions both in the military and industrial fields, the Department becomes a pure Employment Service. To the extent that the Employment Service is developed, and supported by the public, it can assist in the general scheme to maintain full employment.

129. The basic function of the Employment Service will be to economize the labour resources of New Zealand—*i.e.*, to assist workers to find the work at the highest level of which they are capable, and to assist employers to find the most suitable workers for positions vacant. The technique which this function involves includes—

- (a) The scientific and complete analysis of the employment field. This is achieved by the building-up of authoritative and detailed data concerning all industries and occupations, and by the periodic ascertainment of actual and potential vacancies in the various industries and occupations.
- (b) The scientific appraisal of all workers seeking engagement with the purpose of ascertaining the highest level of work which they could discharge satisfactorily.
- (c) The speedy and efficient placement of labour available in vacancies available.

130. Administration of this technique implies the closest liaison with employers, Vocational Guidance authorities, psychiatrists, industrial psychologists, and any other persons or organizations capable of assisting in carrying out the Employment Service's main function.

131. Two organizational developments already identifiable as necessary components of the post-war Employment Service are a higher-appointments organization and a juvenile employment service. The former will necessarily co-operate with University authorities, professional bodies, and technical institutes, while the latter will require to dovetail with the existing Vocational Guidance Centres of the Education Department.

132. Statutory recognition of the Employment Service and its various functions is indispensable to an adequate definition of its scope and to the efficiency with which it serves the interests of employers and workers. Consideration is at present being directed to this question.

PART II.—MILITARY MOBILIZATION

SECTION I.—STRENGTHS AND CASUALTIES OF THE FORCES

(i) Total Strengths

133. At any given time the total strength of the Armed Forces, excluding the Home Guard and any other part-time auxiliary organizations, is the measure of a country's direct military man-power contribution. New Zealand's direct contribution, commencing with 3,000 (regular staff) in September, 1939, rose to its peak in September, 1942—157,000 (or 170,000 if the 13,000 casualties then recorded are taken into account)—and by March of the current year had declined to 99,000. These figures are inclusive of males and females on New Zealand and overseas strength.

134. Until the end of 1941 mobilization was directed to harnessing the available man-power resources to enable New Zealand to play its part in the war against Germany. The most marked features of the development in total strengths during this period were the physical achievement of organizing practically from scratch the mobilization achieved—*i.e.*, almost 120,000 over the figures at the outbreak of the war, and, as far as Army was concerned, the building-up of a large Territorial Force which, although doing only three months' intensive training, was nevertheless at hand for full-time mobilization as a trained Force whenever required. The objects of mobilization up till the end of 1941 were, then, firstly the recruitment and training of men in each of the three Service arms with a view to their despatch overseas to the theatres of war in which they could be most effective, and secondly the building-up of a reserve Force for home-defence purposes.

135. As explained in Part I of this report, the whole complexion of military policy was changed by the entry of Japan into the war in December, 1941. The emphasis was immediately switched to the strengthening of New Zealand's capacity to defend her own shores, and it was under the stimulus of this emergency that peak mobilization was reached by September of 1942. The mobilization achievement in 1942 must be regarded as a spectacular one. Thereafter, since mobilization was complete except for the further call-up of men held under appeal in industry and maturing fit men, the figures wane for the reasons already mentioned—*viz.*, reduced accretions, and increased deletions as a result of repatriation of casualties and long-service personnel, and releases to industry.

136. A progressive analysis of the total strengths of the Forces is given in Table 2 of the Appendix.

(ii) New Zealand and Overseas Strengths

137. Up to the end of 1942 the majority of the total strength of the Forces was located in New Zealand. During the first two years of war this was due to the fact that personnel in mobilization camps were undergoing training for overseas service, and, during 1942, to the huge mobilization of men for the defence of New Zealand itself. By 1943, however, the large Forces of men serving in New Zealand were progressively reduced as the overseas contribution to each of the three arms, and particularly that of the Army, was extended. By March of 1944 the total overseas strength standing at 72,000, considerably exceeded the total New Zealand strength, which at that time was 54,000. As at the end of March of the current year the total overseas strength, although diminished by 16,000 on the total overseas strength of last year, still considerably exceeded the total New Zealand strength of 43,000.

(iii) Comparative Strengths of the Service Arms

138. In total strength the Army from the outset has easily outstripped the other two Service arms, and the Air Force has also easily outstripped the Navy. Strengths at the outbreak of war were confined to the Regular Force strength of approximately 1,000 for each of the Service arms, but at the point of peak mobilization—September, 1942—the comparative total strengths were: Army, 127,000; Air Force, 24,000; Navy, 6,000. Since that time the total Army strength has progressively receded to its present total of 53,000. The Air Force, on the other hand, continued to expand until in May of 1944 it reached a peak of 42,000. The Air Force strength has declined until now it stands at 36,000. The experience of Navy has been that peak mobilization has only been reached at the present time. Since September, 1942, when the total strength was 6,000, small but progressive additions have been recorded until at the present time the total strength of the Navy is 10,000, of which number 6,000 men are serving overseas.

139. The figures given for each of the Service arms are inclusive of members of the three female auxiliary services—*viz.*, W.A.A.C., W.A.A.F., and W.R.N.S. Strengths of each of the three women's auxiliaries as at 31st March, 1945, are given together with the comparable figures for male strengths, in Table 3 of the Appendix. Table 17 of the Appendix classifies by occupation the present strength of the W.R.N.S. The W.A.A.C. and W.A.A.F. strengths were similarly classified in the 1944 annual report.

(iv) New Zealand's War Casualties

140. As at the end of March of the current year the total casualties suffered by New Zealand during the war stood at 35,363. Total casualties include killed as a result of enemy action, 9,407; missing, 948; prisoners of war, 6,957; wounded, 18,051. Three qualifications to the total casualty figures are—

- (a) Total prisoners of war as at March of the present year are given as the total actually in captivity at that time, which is somewhat less than the total of persons who have at any time been prisoners.
- (b) The total number of casualties under the heading of wounded will include a number of servicemen wounded on more than one occasion, as this figure is a cumulative total of cases reported as wounded.
- (c) The total casualty figure does not include a small number of casualties (due to accident, sickness, &c.) which have taken place among the Forces in New Zealand itself, nor does it include deaths among the overseas Forces due to natural causes or suicide.

141. Casualties have progressively increased from a total of 13,453 in March, 1942, to 23,486 in March, 1943, to 29,761 in March, 1944, and to 35,363 as at March, 1945.

142. As might be expected, the Army has suffered the greatest absolute and relative number of casualties, the total to date being 29,903. Air Force casualties have also been somewhat heavy at 4,803. Those of Navy have been small but relatively comparable to those of Army. A feature of the statistics of casualties is that if regard is had to casualties resulting in death, the Air Force with 3,012, as against the Army's total of 5,970, has been a heavy sufferer.

143. Table 4 of the Appendix analyses in detail the progressive number of casualties under each of the four headings, killed, missing, prisoners of war, and wounded, for each and all of the Service arms.

SECTION II.—MAN-POWER CALLED UP AND MEDICAL CLASSIFICATIONS

(i) Total Persons called up and examined

144. By the end of March of the current year the large total of 370,000 men and 14,800 women had been called up or had volunteered for service with the Forces.

145. If from this total there is subtracted the number of men and women whose medical examination was not undertaken, such, for example, as in cases of confinement in prison, hospital, or mental hospital, disappearance, desertion, &c., the total number of persons to date attested and medically examined for service with the Forces is yielded. As far as can be estimated from the records of the Services, it is in the neighbourhood of 350,000 men and 14,500 women.

146. The cumulative total of individual men attested and examined for service with the Forces is indicated in the table below. In this table allowance has been made for dual attestations and examinations, such, for example, as when attestation and examination for service with different arms of the Forces is completed in the case of one individual, or again as when more than one examination has been conducted by the same arm.

TABLE OF ESTIMATED PROGRESSIVE TOTALS OF MEN ATTESTED AND MEDICALLY EXAMINED
(All Service arms)

Up to 31st March—						
1941	..	..	..	..	..	135,000
1942	..	..	..	..	..	205,000
1943	..	..	..	..	..	332,000
1944	..	..	..	..	..	342,000
1945	..	..	..	..	..	350,000

147. By far the greatest number of men attested and examined have gone through the Army procedure. If those handled by the Air Force and the Navy in addition to going through the Army attestation and examination procedure are excluded, an estimated total of only 9,000 has been dealt with by the Air Force and 4,000 by the Navy. These men comprised either volunteers entering either the Air Force or the Navy before the introduction of compulsory military service, or under-age volunteers who entered either arm since that date. Due to the difficulty of precisely ascertaining transfers between the Services, the number of persons attested and examined by Air Force and Navy, but not by Army, must be regarded as an approximation subject to considerable reservation.

148. The position of females is more clear cut, as the incidence of overlap in enlistments is negligible. Of the cumulative total of enlistments and examinations—viz., 14,800—5,500 have been in respect of W.A.A.C.s, 7,900 in respect of W.A.A.F.s, and 1,400 in respect of W.R.N.S.

149. As might be expected from observations made elsewhere upon the stages in the war situation, the bulk of call-up and medical examination work was performed in 1942 and 1943, when mobilization for home defence against a possible Japanese invasion was followed by further heavy mobilization to enable the despatch of man-power to overseas theatres of war. During the last two years the number of persons handled has mainly been confined to men reaching military age.

(ii) Volunteers examined

150. Of the total of 350,000 men and 14,500 women examined, 70,000 men and all of the women have been volunteers.

151. Again ignoring overlap in attestations and medical examinations, it has been estimated that 57,000 male volunteers have been attested and examined by Army, 9,000 have been attested by Air Force (and not by either Army or Navy), and 4,000 by Navy (and not by either Army or Air Force).

152. Army volunteers have included only men attested before the introduction of compulsory service—*i.e.*, October, 1940. The bulk of the Air Force and naval volunteers were also attested before this time, but several thousand under-age volunteers have entered either the Air Force or the Navy since that date.

(iii) The Ballot Yields

153. Tables 5, 6, and 7 of the Appendix give details of the medical classification, area distribution, &c., of the men called in ballots 1 to 23 and examined. 4,609 men included in ballot 23 do not figure in Table 7. With the exception of men graded IV—*i.e.*, a total of 10,333—the potential reserve of man-power up till the gazetting of the twenty-third ballot—*i.e.*, November, 1944—was 237,954. As both Grade II and Grade III men were called upon to serve with the Forces, many of their number were subsequently mobilized. The total reserve was not all mobilized, however, due to wastages from reservation under appeal in industry, conscientious objection, subsequent down-grading, desertion, imprisonment, death, &c.

SECTION III.—NET MAN-POWER INTAKE OF THE FORCES

(i) Cumulative Intake of all Arms

154. From the outset of the war to the 31st March, 1945, the cumulative net intake of individuals by all Service arms was 190,000 males and 9,700 females. Due to transfers of servicemen between the various arms, the gross total of intakes for the same period stands at 218,000 males and 9,700 females.

155. The difference between the cumulative net intake of men into all Service arms and the total number attested and examined—*viz.*, 350,000—is explained by Grades III and IV, &c., 60,000; held on appeal as at 28th February, 1945, 28,000; not posted—*i.e.*, out of the classes being posted, and other reasons—72,000.

156. The table below shows the aggregate cumulative gross intake of men into all of the Service arms (including duplications through transfers, &c., estimated to total 28,000 to date) at twelve-monthly intervals from March, 1941, to date :—

Date.						Gross Intake.
Up to 31st March—						
1941	..	..	..	..	..	113,000
1942	..	..	..	..	..	145,000
1943	..	..	..	..	..	192,000
1944	..	..	..	..	..	208,000
1945	..	..	..	..	..	218,000

157. The net intake of individual men into the Forces—*i.e.*, not including duplicate intakes through transfers or more than one entry—is as follows :—

Date.						Net Intake of Individual Men.
Up to 31st March—						
1941	..	..	..	..	..	113,000
1942	..	..	..	..	..	145,000
1943	..	..	..	..	..	185,000
1944	..	..	..	..	..	187,000
1945	..	..	..	..	..	190,000

(ii) Comparative Intakes of the Arms

158. The following table gives the details of the gross intakes, males and females, of each of the Service arms to date and at twelve-monthly intervals from March, 1941. As commented in the previous Subsection, the aggregate intakes are inflated by approximately 28,000 (to date) duplications due to transfers between the Service arms, the aggregate net intake of individuals by the Forces being only 190,000. The gross intake of men by each Service arm is as follows :—

Date.				Gross Intakes of Men (including Duplications through Transfers, &c.).			
				Army.	Air Force.	Navy.	Total.
31st March, 1941	..	..	..	99,000	10,000	4,000	113,000
31st March, 1942	..	..	..	115,000	25,000	5,000	145,000
31st March, 1943	..	..	..	147,000	38,000	7,000	192,000
31st March, 1944	..	..	..	153,000	45,000	10,000	208,000
31st March, 1945	..	..	..	156,000	50,000	12,000	218,000

159. As might be expected, it is apparent from this table that the Army has inducted approximately three times more than the next largest Force, the Air Force, notwithstanding the fact that at the present time the Air Force is considerably more than half as large as the Army.

160. Navy, with a total gross intake of 12,000, is small by comparison with the other Service arms, having an intake of only one-quarter that of the Air Force and about one-thirteenth of that of the Army.

SECTION IV.—MAN-POWER WITHDRAWN FROM THE FORCES

(i) Cumulative Total of Appeal Board and Man-power Officer Releases

161. From the time of the establishment of the National Service Department in July, 1940, until 31st March of the current year, 64,600 releases of servicemen from the Forces have resulted from action on the part of either Armed Forces Appeal Boards or District Man-power Officers. It is important to note that this figure relates to releases which have taken place, and not to individuals released. No records of the precise number of individuals released has been maintained, but it is probable that 50,000 of the total of Man-power Officer and Armed Forces Appeal Board releases have related to different individuals. The balance of 14,600 would refer to men who have at one time or another been withdrawn from the Forces to engage in important work—for example, 3rd Division personnel and other personnel from time to time released, only to be subsequently remobilized. The progressive increase in the number of men released from the Forces is indicated by the number of releases for the three periods distinguished—viz., outset to March, 1943, total 16,300; April, 1943, to March, 1944, total 23,900; April, 1944, to March, 1945, total 24,400.

162. Details of releases effected from the Forces on the initiative of Man-power Officers and Armed Forces Appeal Boards, as well as releases effected by other means, are given in Table 14 of the Appendix.

(ii) Rehabilitation Releases

163. Considerable difficulty stands in the way of arriving at an accurate figure of releases of man-power from the Forces occasioned by the down-grading of the men themselves and by their eligibility for special rehabilitation consideration. These rehabilitation releases, as they are called, cannot be identified with the total number of ex-servicemen whose cases are recorded with the Rehabilitation Department, as the practice of the Rehabilitation Department has been to ignore the cases of men released by man-power action other than those of men who have applied to the Rehabilitation Department for some form of assistance. As these men have applied they have been brought on the rehabilitation strength. In this way the total number of ex-servicemen and women recorded by the Rehabilitation Department has reached the figure of approximately 68,000 by March of the current year, but it, too, is incomplete for the reason that those ex-servicemen withdrawn by Armed Forces Appeal Boards and District Man-power Officers and who have not applied for rehabilitation assistance have not been taken on the strength of the Rehabilitation Department.

164. The best means, therefore, of arriving at the number of true rehabilitation releases appears to be to take the number of releases from the Forces through sick and wounded channels and add to these the personnel of the various furlough drafts which have remained in New Zealand and also personnel of such repatriate long-service drafts as had arrived in New Zealand by March of the present year. This approach yields a total number of rehabilitation releases of 24,400 from the outset of the war to 31st March of the current year. The total number of pure rehabilitation withdrawals up to 31st March, 1943, is estimated to have been 6,500. During the year ended 31st March, 1944, a total of 8,000 was recorded, and for the last twelve months the corresponding total was 12,600. The bulk of the 24,400 rehabilitation releases would relate to separate individuals, as only 3,000 are regarded by the Rehabilitation Department as having returned to active service.

(iii) Landmarks in the Wholesale Withdrawal of Personnel from the Forces

165. Until the spring of 1942 there was no dramatic withdrawal of man-power from the Forces. At this time, however, the peak of military mobilization to meet the threat of Japanese aggression had been achieved, but only at serious cost to the industrial labour force. As the seasonal fluctuation in the demand for labour in New Zealand is estimated at from 20,000 to 30,000, the capacity of the then labour force to meet farm and other seasonal labour requirements during the 1942-43 season was plainly inadequate. Accordingly, the spring of 1942 saw the first wholesale withdrawal of man-power for industrial purposes. It was within the scope of this first considerable withdrawal that the bulk of the 16,300 man-power and Appeal Board releases recorded as at 31st March, 1943, was effected. The Forces in New Zealand were the source from which this man-power was withdrawn, and by far the majority of those withdrawn came from the Army personnel in New Zealand. The industry which gained most directly from the withdrawal was the farming industry, no fewer than 3,000 nominated experienced farm workers being withdrawn in addition to another 5,000 persons prepared to undertake farm-work.

166. The large figure of man-power withdrawals for the year ended 31st March, 1944—viz., 23,900—is explained not so much by a single important development as by a combination of developments. The most important of these was the decision of Government, since the threat of Japanese invasion had been removed, to reduce permanently the home-defence establishment. Accordingly, Army and Air Force, on applications from the District Man-power Officers and on recommendations by Armed Forces Appeals Boards, released the bulk of the large number involved, most of the men affected being down-graded or over-age men. The balance of the 23,900 released during the year in question comprised the special drafts of down-graded men returned from Fiji, Tonga, and Norfolk Islands, and the Forestry and Railway groups, which were all returned to engage in essential work. During the last twelve months the most dramatic man-power release development has been the return of the bulk of 3rd Division (Army) personnel from the Pacific theatre and their direction to essential industry. Up to the end of November, 1944, some 10,500 had returned from the Pacific and some 9,500 had been directed to work in essential or other important industry. The balance of the man-power withdrawn through man-power action during the last twelve months—i.e., approximately 50 per cent.—is explained by the continued reduction of Army and Air Force New Zealand establishments and by the cumulative effect of routine recommendations by District Man-power Officers and Armed Forces Appeal Boards.

167. As far as rehabilitation releases have been concerned, the figure of 6,500 realized by the end of March, 1943, would relate entirely to men released through sick and wounded channels, as would the bulk of the further 8,000 released from this source during the year ended 31st March, 1944. The step-up in the figure for that year is, of course, explained by the heavy engagement in which the New Zealand Division was involved at that time.

168. The total rehabilitation releases of 9,900 during the last twelve months do not include more than 25 per cent. of sick and wounded releases. The balance are almost entirely first or second furlough draft personnel who exercised the right to remain in New Zealand, and long-service repatriate personnel who were returned before April of the present year.

SECTION V.—ACTIVITIES OF ARMED FORCES APPEAL BOARDS

(i) Activities, August, 1940, to March, 1944

169. The organizational development of Armed Forces Appeal Boards from their establishment in August, 1940, up to 31st March, 1945, is described in Section I of Part I of the report.

170. The activities of the Boards between August, 1940, and March, 1944, involved, of course, the screening of all compulsory mobilizations—such screenings being effected by means of consideration of appeals lodged on one ground or another by either the reservist or the employer or the Director of National Service.

171. During this period Armed Forces Appeal Boards played a vital part in the postponement of service of men who, especially under the stress imposed by the major mobilization of 1942, were for the time being indispensable to the industrial war effort. During 1943 and the first quarter of 1944 the screening activity of the Boards again enabled the reinforcement and development of overseas Forces in such a way as to enable industry to bear the draw-off of man-power in the best possible manner.

172. From May, 1943, to March, 1944, Armed Forces Appeal Boards had heard 10,714 appeals against military service on all grounds—i.e., public interest, undue hardship, status, and conscientious objection. Of this number, 1,213 were dismissed outright or withdrawn and a further 728 were dismissed subject to time or service condition, while 6,344 were adjourned *sine die*; 2,429 were struck out, the reservist in each case being Grade IV, or adjourned because of the temporary medical unfitness of the reservist. Table 8 of the Appendix shows the growth in the number of determinations of each kind from May, 1943, to March, 1945.

(ii) Activities, April, 1944, to March, 1945

173. During the year ended 31st March, 1945, Armed Forces Appeal Boards heard the extraordinarily high total of 30,012 appeals (on all grounds) against military service. The outstanding element in this huge increase was, of course, the comb-out of Category "A" men held on appeal until November, 1944. The activities of Armed Forces Appeal Boards during the last twelve months have not only involved the review of appeals in respect of men already held under appeal, but have also involved the hearing of first appeals. The figures do not show the number of persons affected, but the number of new appeals and reviews heard.

174. A total of 11,456 of the 30,012 appeals heard during the last twelve months were heard in the first quarter of the current year, and 6,539 in the last quarter of the preceding year. Appeal Boards have therefore, during the last six months, worked at an unequalled tempo. The needs of the Second Division replacement scheme resulted in the outright dismissal of 2,576 appeals during the first quarter of the current year and 963 during the last quarter of the preceding year, while the comparable figures for appeals dismissed subject to a time condition were 2,316 and 758. As a result, therefore, of the activity of the Armed Forces Appeal Boards, 1,721 men in the last quarter of 1944 and 4,892 men in the first quarter of the current year have been made available to meet the needs of Army, either immediately or with only a brief time qualification.

175. Armed Forces Appeal Boards faced particular difficulty in the last year because, as the total number of Category "A" and Grade I twenty-year-old men held on appeal was progressively reduced from 41,617 in March, 1944, to 28,292 in February, 1945, the scope for dismissal of appeals was much narrowed. Furthermore, the activities of Boards during the last twelve months have had to be pursued in an industrial situation marked by a total of vacancies in essential industry in the neighbourhood of 10,000. Men released for service had to be so released in such a way as to do least injury to the more important undertakings. This, in turn, involved taking into account the extent of assistance which undertakings had received or were still receiving from the services of rehabilitated ex-servicemen and members of the 3rd Division "Necal" drafts.

176. Notwithstanding these difficulties, Armed Forces Appeal Boards have by their contribution greatly assisted the manning of all Second Division replacement drafts so far despatched.

177. In addition to the hearing of appeals against service, Armed Forces Appeal Boards have continued during the last twelve months to discharge the complementary function of recommending releases of industrially valuable personnel. This aspect of the activities of Appeal Boards and District Man-power Officers is discussed in the previous section of this report—i.e., in particular, reference to the cumulative total of persons withdrawn by Appeal Board and Man-power Officer action.

178. Table 15 of the Appendix gives a broad industrial classification of the 24,375 releases of men from the Forces initiated by Armed Forces Appeal Boards and District Man-power Officers during the last twelve months. Reference to the numbers involved under each industry will give some indication of the industrial priorities observed by Appeal Boards and Man-power Officers during the period.

179. Reference to Table 13 of the Appendix will give, on the other hand, information concerning the industries from which men combed out of industry by review of appeals between March, 1943, and April, 1945, were drawn. It will be observed by comparison of this table with the aforementioned table that many industries from which Category "A" men were combed out also received labour as a result of the release of men following action by Man-power Officers and Armed Forces Appeal Boards. This is explained largely by the release of "Necal" (3rd Division) personnel and their subsequent remobilization as the 1944-45 farming season waned, and by the release, on the initiative of District Man-power Officers, of down-graded men, as well as the release of long-service repatriates, whose return to industry has enabled the release to the Forces of Category "A" men. Table 12 of the Appendix gives the conjugal status of the 11,219 men referred to in Table 13—i.e., those released after review of appeals—as well as of 3,769 other men made available during the same period at the stage of first appeal.

(iii) Category "A" and Grade I Men aged Twenty Years and under, at present held under Appeal

180. As at the end of February of the current year (the last date within the year reviewed on which figures are held) the total number of Grade I men under twenty-one years of age (including 149 under twenty), together with the total number of Category "A" men held on appeal, was 28,441. In addition to this, some 2,500 men were held on grounds of demonstrable essentiality in the coal-mining, ships' personnel, ministers of religion, and police groups. The Category "A" men totalled 26,910 of the 28,441. (NOTE.—*The definition of Category "A" applies to Grade I men aged twenty-one to thirty-five years inclusive with not more than two children and who have not had three or more years overseas service. Grade I men under twenty-one years of age are not liable for overseas service until they reach twenty-one before December, 1944, the definition of Category "A" extended to Grade I men aged twenty to forty years inclusive with not more than three children.*)

181. The reserve of man-power held under appeal in essential industry might at first sight be considered a prolific source of further man-power for inclusion in the replacement drafts and Air Force overseas establishments. However, if Table 9 of the Appendix is scrutinized, it will be found that the industrial distribution of the 26,910 Category "A" men held as at the end of February is such that the scope for considerable further withdrawal is very limited. Of the industries which were important holders of Category "A" man-power as at the end of February, farming, with over 13,000, is by far the most important industry affected. Bush-felling and sawmilling and afforestation with over 1,100, building and construction with over 1,000, transport and communications with over 3,000, secondary industry with 2,800, and public administration and professional services with over 1,000 explain the majority of the reservations.

(iv) Reservation of Scientific, Professional, and Technical Workers and Students

182. The Department has found it necessary, in order to ensure the uniform screening of man-power in scientific, professional, technical, and student fields, to provide special machinery. As far as scientific workers are concerned, the Department has received valuable advice, the benefit of which has been extended to Armed Forces Appeal Boards, from the Director of Scientific Development; while the Health Department has co-operated with the National Service Department in the consideration of cases of doctors, dentists, and nurses and their most effective utilization either in the Forces or in civil practice. In the cases of technical workers, Man-power Utilization Councils have yielded valuable advisory service to the Department, which has, in turn, advised Armed Forces Appeal Boards.

183. In the cases of University students, the Department had early found it desirable to establish special machinery to consider the desirability of postponing the call-up of such students. Following a War Cabinet decision, students undertaking full-time courses in medicine, dentistry, engineering, science (including agricultural and veterinary science), and architecture are eligible to be considered for exemption from their obligations to the Armed Forces or to industry. Mining engineering was formerly included, but as there is at present little scope for the engagement in New Zealand of men holding the A.O.S.M. diploma, mining is no longer an approved subject for exemption. Obviously the purpose in withholding students from mobilization in either the military or the industrial field has been that they will on graduation, be able to make a greater contribution to the public interest either in the Forces or in industry.

184. Every student attending a University college who attains the age of twenty during the academic year is required to submit an application through his University college for reservation. Each application is dealt with on its merits, consideration being given to age, medical grading, and academic performance. Approvals are for the year in question only, and it does not necessarily follow that if an approved student passes his annual examination he will automatically gain approval for the ensuing year. During the year ended 31st March, 1945, 20 per cent. of science graduates from each University college were permitted to proceed to their Honours course on a full-time basis. Others have applied on graduation to transfer to medicine, but owing to the heavy requirements of the Armed Forces and the demand for industrial specialists, such graduates, except in extraordinary circumstances, have not been permitted to so transfer.

185. The Department is indebted to the Students Advisory Committee, which assists in an advisory capacity in dealing with students' applications. This Committee is comprised mainly of University Professors and representatives of the Director of Scientific Development, the Director of Education, and the Public Service Commissioner. Other interests may be represented in dealing with particular claims of students—e.g., the Directors of the agricultural colleges when dealing with agricultural students.

SECTION VI.—CONSCIENTIOUS OBJECTORS AND THE SPECIAL TRIBUNAL

(i) Appeals heard

186. The Department's 1943 report details the procedure followed by the nine authorized Armed Forces Appeal Boards in dealing with appeals on the ground of conscientious objection. It also explains the establishment of a Special Tribunal (late 1941) to adjust the earnings and conditions of employment of those appellants whose appeal had been allowed or dismissed subject to non-combatant service in order to ensure that none found himself in better financial circumstances than the serviceman and that all performed work of national importance.

187. To date 5,117 appeals against military service on the ground of conscientious objection have been lodged. Of these, 944 have been withdrawn or struck out (because the appellant was Grade IV) or dismissed for want of prosecution. Of the remainder, 1,096 were adjourned *sine die* on grounds of public interest or otherwise, leaving a total of 3,077 appeals dealt with on the ground of conscientious objection after other grounds had been disposed of.

188. Of these 3,077 appeals heard, 606, or 19·7 per cent., were allowed; 1,226, or 39·8 per cent., were dismissed subject to non-combatant service; and the remainder of 1,245, or 40·5 per cent., were dismissed outright.

189. This information is statistically summarized in Table 10 of the Appendix.

(ii) Activities of the Special Tribunal

190. The Special Tribunal (comprising three members working independently) has continued to discharge the functions described in previous reports. As at 31st December, 1944, it had under its jurisdiction a total of 572 cases of conscientious objection. Table 11A of the Appendix contains a conjugal status and age group classification of this number.

191. After consideration of the usefulness of the work performed by these objectors and adjustment in this respect where it has been necessary, the Special Tribunal has been able to turn the industrial services of these men to good account. Table 11B of the Appendix gives particulars of the main occupational groups from which the total of 572 objectors under the jurisdiction of the Tribunal have come. As will be seen from it, most main sections of the community are represented.

192. In 500 of the 572 cases the Special Tribunal has found it necessary to make an order for the appropriation to the Social Security Fund of a portion of the income of the objector (thereby reducing him to the same financial status as the ordinary serviceman).

193. An annual yield of £5,547 in compliance with the orders of the Tribunal has been made to the Social Security Fund by objectors.

194. Table 11C of the Appendix gives the number of objectors falling into each of eight graded payment classes.

SECTION VII.—THE DETENTION OF DEFAULTERS AND THE ESTABLISHMENT OF REVISION AUTHORITIES

(i) Sources and Numbers of Defaulters

195. It was mentioned in the Department's 1943 report that about one-quarter of the conscientious objectors whose appeals are either dismissed outright or dismissed subject to non-combatant service refuse service. To deal with their cases and those of men who refused service without lodging an appeal on grounds of conscientious objection, the first defaulters' detention camps were established in October, 1941—as discussed in Section I of Part I of this report.

196. As in the case of conscientious objectors, defaulters have been drawn from a wide range of occupations. Religious objectors, political objectors, and free thinkers have been most noticeable among detainees.

197. To date 780 defaulters have been dealt with in the detention camps. These have been disposed of as indicated hereunder :—

(a) At present in defaulters' camps	..	..	..	..	..	608
(b) Transferred to prison	..	..	..	..	..	45
(c) Transferred to Armed Forces (of their own volition)	..	..	..	..	..	64
(d) Temporarily released on medical parole	..	..	..	..	..	9
(e) Temporarily released on parole for special reasons	..	..	..	..	..	9
(f) Transferred to mental hospitals	..	..	..	..	..	3
(g) Escapees still at large	..	..	..	..	..	19
(h) Discharged, medically unfit	..	..	..	..	..	16
(i) Discharged, for other reasons	..	..	..	..	..	3
(j) Deceased	..	..	..	..	..	4

780

(In addition, thirteen defaulters went into the Army after serving their initial prison sentences and did not reach a detention camp.)

(ii) The Management of Defaulters

198. In accordance with the regulations, defaulters are detained "in such place of detention and under such conditions as the Minister from time to time thinks fit." The conditions of detention are not as severe as those which necessarily apply to established penal institutions, but the camps are substantially less attractive than Army life, and certainly not open to the inference that defaulters' detention provides an attractive alternative for those who refuse military service. Possibly the most valuable result of the detention scheme has been its deterrent effect upon others. Within the regulations the detention of defaulters has proceeded in accordance with the following principles :—

- (a) Segregation :
- (b) Useful occupation :
- (c) Strict discipline :
- (d) Provision of social amenities

providing for an orderly community, maintaining the essentials of decent, healthy living, and mental and physical occupation.

199. Apart from the maintenance of good order and discipline, the cleanliness of the camps and the assurance of satisfactory work by the inmates, the Department's policy has been to provide adequate food, simple but liveable sleeping accommodation, and general community rooms.

(iii) The Cost of maintaining Defaulters

200. For the period October, 1941, to the 31st March, 1944, the capital expenditure involved in the establishment of the camps was £99,302, while the operational expenditure for that period amounted to £219,054. While the capital expenditure represents a large figure, it is pertinent to remark that the various camps had to be built and organized from nothing, and to provide an organization for the detention, under prescribed conditions, of 1,000 defaulters and staff. The establishment expenditure was increased by the fact that the camps were built in remote localities, resulting in high transport and building costs, and also by the policy, dictated by necessity, of redistributing the men to smaller camps. The established camps, however, represent permanent assets with a utility value to the Departments concerned.

201. At all times it has been the policy of the Department to reduce operating-costs to a minimum, but certain relatively heavy items of expenditure have been involved because of the very nature of the camps themselves. For instance, dealing with the question of staff personnel, the difficulties involved in restraining men of the defaulter type and the impossibility of engaging experienced officers have necessitated the employment of a much larger staff than would otherwise have been the case.

202. Particular attention has been given to ration costs, and in this connection the costs of feeding an inmate in a detention camp compare more than favourably with the costs of maintaining personnel in other establishments. In the last returns available the various camps show food costs per man per day as follows : Hanttu, 1s. 9½d. ; Shannon, 1s. 8d. ; Whenuaroa, 1s. 3½d. ; Maramarua, 1s. 10½d. ; Balmoral, 1s. 7¼d. ; Matanuku, 1s. 6d. ; Galatea, 1s. 5d. ; Oio, 1s. 8½d. ; Puketapu, 1s. 7½d.

203. As already indicated, a considerable amount of the work performed for other Departments has not been assessed in value, for the reason that in the first place the services of the defaulters were offered to the Departments, in some instances without any consideration as to cost, the main issue being to hold the defaulters somewhere in detention and usefully employ them on work of public importance. It has been argued that the camps should be self-supporting, in that the value of the work performed by inmate labour should at least equal the costs of operating the camps, particularly in view of the fact that the inmates themselves received only a token payment for the work they do. This argument, however, is fallacious for the following reasons :—

- (a) That the labour in the camps is not free and has not therefore the usual incentive and normal output.
- (b) That a large proportion of the labour has to be utilized for the maintenance of the camps themselves.
- (c) That, in proportion, because of the difficult nature of the camps, a large staff of overseers and patrolmen is necessary.
- (d) That the majority of the inmates employed are neither experienced nor fitted for the work they are doing.

204. Furthermore, in accordance with the Government policy to place military defaulters under restraint the cost of maintaining them could not be avoided, whether they were detained by the military, prison, or other authorities.

(iv) Establishment of Revision Authorities

205. Subsequent to 31st March, the date of this report, War Cabinet decided on 6th June to appoint Mr. A. H. Johnstone, K.C., and Mr. W. H. Woodward, S.M., to be Revision Authorities and to have power to review the cases of all inmates of defaulters' detention camps.

206. The following report on the circumstances giving rise to the appointment of such authorities and the scope of their functions and powers is accordingly appended to this year's report of the National Service Department :—

For some time there has been apparent a need for a judicial authority to review the cases of detainees and, where justifiable, mitigate the severity of their treatment. This has not implied any tendency to relax the punishment of unconscionable defaulters. It has merely implied recognition of the probability that the New Zealand appeal procedure, more summarily and hastily applied than that of Great Britain and Australia, has done injustice in some cases of genuine conscientious objection.

In particular, concern has been caused by the serious lack of uniformity in the decisions of Appeal Boards which have dealt with the appeals of conscientious objectors, and by the absence of any further appeal rights such as are afforded in both Britain and Australia. The closely observed conduct of a number of detainees over lengthy periods of detention has reinforced the belief that a number of genuine objectors might have been harshly treated.

In New Zealand the appeals of all conscientious objectors have been dealt with by one of nine regional Armed Forces Appeal Boards, which have, together with other Boards, also dealt with appeals against military service on the grounds of status, public interest, and undue personal hardship. No further right of appeal has lain with conscientious objectors after a decision on their case has been made by the appropriate Appeal Board.

Appeal Boards have followed the policy of disposing of appeals on the ground of conscientious objection in one of three ways. They have been :—

- (1) *By allowal of the appeal*, in which event two conditions have automatically applied, viz.—
 - (a) That the appellant remain in, or take up, such employment as directed by the Special Tribunal :
 - (b) That the appellant pay to the Social Security Fund any remuneration in excess of what he would have obtained as a member of the Military Forces.
- (2) *By dismissal of the appeal subject to the appellant performing non-combatant service with the Armed Forces*. In such event the appellant has been subjected to mobilization but has usually been drafted to ambulance, &c., units.
- (3) *By outright dismissal of the appeal followed by call-up for service with the Forces*. In such event the appellant has either accepted service, whereupon he has been posted to a non-combatant unit where requested, or has refused service, whereupon he has been charged in the Magistrate's Court with failing to report, has been sentenced to imprisonment for a period up to three months, after which he has been committed to detention camp, where discipline has been strict, work hard, and food and accommodation less attractive than that prevailing in military camps.

Inmates of detention camps mainly comprise men who have refused service after unsuccessful profferment of an appeal, although a number are men who have disdained to appeal. Concerning those persisting in their refusal to serve, no distinction has been made between those who have persisted out of moral conviction and those who have merely obdurately avoided service.

Appeal Board practice has varied so much that the appeals on the ground of conscientious objection which have been allowed have ranged from about 14 per cent. in the case of one Board to 33 per cent. in that of another. The average percentage of appeals allowed to date has been 20 per cent.

Even if every allowance is made for the particular aspects of different cases, the conclusion that the lack of uniformity in decisions may unjustifiably have disadvantaged some sincere objectors is difficult to avoid. Further colour is lent to this conclusion by a remark of a representative of the Returned Services' Association who has himself been closely associated with Appeal Boards and who recently led a deputation to the Acting Prime Minister on the subject. He remarked "that mistakes may have been made, and from his personal knowledge there might be as many as ten in the Wellington district in detention whom he would class as conscientious objectors." His association, together with other responsible organizations and individuals, has from the outbreak of war repeatedly affirmed its agreement that a person called up for military service should be afforded the opportunity to appeal against such service on the grounds "that he conscientiously objects to serving with the Armed Forces." The desirability or otherwise of establishing Revision Authorities thus turns upon one issue and one alone ; that is, whether or not there are cases of genuine conscientious objection which have been dismissed by Boards. Of this, in the light of the wide range in Appeal Board decisions and the absence of a further appellate authority, there can remain little doubt.

Study of both the British and Australian practice in dealing with conscientious objectors strengthens the belief that the absence of an appellate authority in New Zealand has resulted in the detention of a number of men who have been genuine in their objection to service. It also reveals the more stringent nature of New Zealand's handling of the whole question of conscientious objectors.

In Great Britain the hearing of the appeals of conscientious objectors is the responsibility of Local Tribunals specially created for this purpose. These Tribunals, consisting of a Chairman and six other members, do not, as is the case with Appeal Boards in New Zealand, deal with appeals on hardship or public interest grounds. Appeals could be disposed of in any of four ways, viz.—

- (1) *By allowal outright*. In this event the appellant continues his normal civilian life without restriction of any kind. There is no counterpart to this in the New Zealand procedure.

- (2) *By allowal subject to direction to specified civil work.* In this event no provision for contribution of excess earnings to any public fund is made. In New Zealand all appellants whose appeals are allowed are subject to direction and to the contribution of excess earnings.
- (3) *By dismissal subject to non-combatant service,* as in the case of New Zealand.
- (4) *By outright dismissal,* as in New Zealand.

An appellant aggrieved by the decision of the Local Tribunal has a right of appeal to a Special Appellate Tribunal consisting of a Chairman and four other members. The Chairman and any two members may sit on any particular case and can amend or reverse the decision of the Local Tribunal. By the end of 1943 there had been in Britain a total of 57,329 appeals on grounds of conscientious objection. A total of 17,657 appellants who considered themselves aggrieved by the decision of the Local Tribunal appealed to the Appellate Tribunal, which varied the decision of the Local Tribunal in 8,909 cases. By the same date, 54 per cent. of appeals heard by Local Tribunals or by the Appellate Tribunal had been allowed, as compared with the 20 per cent. of appeals allowed by New Zealand general Armed Forces Appeal Boards. Twenty-five per cent. of appeals were dismissed subject to non-combatant service, as against 40 per cent. in New Zealand, while 21 per cent. of appeals were dismissed outright, compared with 40 per cent. in New Zealand. In the cases of persistence in refusal to serve notwithstanding the outright dismissal of an appeal, "a sentence of imprisonment of three months or more is regarded as substantial" according to a communication dated 15th March, 1944, received from the British Ministry of Labour and National Service. Unlike the New Zealand objector, who is committed to detention on the expiry of his prison sentence, the conscientious objector in Britain is free to resume his ordinary civilian life on completion of his prison sentence and without any restrictions on his earnings.

In Australia a person appealing against military service on the ground of conscientious objection has his appeal heard before a Court of summary jurisdiction—*e.g.*, a Magistrate's Court. If he is aggrieved by the decision of that Court he has the right of appeal to a higher Court. Thus Australia, like Great Britain, provides a right of appeal which New Zealand does not. An appellant who persists in his refusal to serve notwithstanding the dismissal of his appeal is sentenced to a term of imprisonment, generally three months, after which he is subject to man-power direction by the civil authorities. As in the case of New Zealand, he is required to forfeit all earnings in excess of a private's pay.

Comparison of the procedures in force in the three countries makes it clear that in Britain and Australia the legal machinery provided makes improbable a wrong decision in the case of the genuine objector. In any event, regardless of the nature of the decision, the determined objector (and the genuine objector is most often a determined man) can avoid service without greater penalty than a short prison sentence and, in the case of Australia, forfeiture of excess earnings. In New Zealand not only does the legal procedure not adequately provide against the possibility of wrong decision, but it sentences persistent objectors—genuine and bogus alike—to indefinite detention.

After the most serious consideration of all these circumstances, the Government decision to establish the two Revision Authorities referred to at the beginning of this Section of the report was reached.

Even the establishment of these authorities will not liberalize the treatment of conscientious objectors to the extent that the British and Australian procedures have done. Specifically, the Revision Authorities have not been given the power of the Appellate Tribunal in Great Britain to amend or reverse the decisions of the Armed Forces Appeal Board. They may not change the status of a defaulter to that of a conscientious objector whose appeal has on reconsideration been allowed. Their function is limited to endeavouring to ascertain whether any of the inmates of detention camps were, because of the variation in Appeal Board decisions and the absence of an appellate authority, committed to indefinite detention notwithstanding their now demonstrable sincerity of conviction. In such cases the power of the Revision Authority is confined to permitting the man to be released from detention on parole, under strict man-power control, and subject to forfeiture of all remuneration in excess of the pay of a private in the Army. The Revision Authorities have no power to lighten the severity in treatment of defaulters who do not clearly come within this class.

SECTION VIII.—WOMEN'S WAR SERVICE AUXILIARY

(i) Strength of Auxiliary and Distribution of Members

207. Section I of Part I of the report describes the establishment of the Women's War Service Auxiliary as one of the national service organizations brought into being in 1940.

208. The functions of the Auxiliary were defined at the outset as—

- (a) To provide a national organization of women and girls and thereby further the war effort.
- (b) To co-ordinate and direct the war effort of women to prevent overlapping.
- (c) To compile a register of the woman-power of the Dominion.
- (d) To promote activities and provide training facilities for women and girls who have not been able to obtain such training facilities through other organizations.

209. The register of woman-power compiled by the Auxiliary included the names of all women volunteering for work calculated to assist the war effort.

210. The strength of the Women's War Service Auxiliary and affiliated organizations reached a peak in 1942 of 75,000.

(ii) Fields of Contribution

211. The Women's War Service Auxiliary has performed valuable work in organizing a number of groups of voluntary workers from its register.

212. Land Group.—This group (500 strong as at 31st March, 1945) has been mainly concerned with the growing of vegetables in plots which have been lent to the Auxiliary for the duration of the war. Groups of women growing vegetables in these plots have donated the vegetables to Service clubs, and in some districts vegetables have been sold, the profits having been paid into patriotic funds. In addition, the women working in the Land Group have been instructed in the cultivation of vegetables and seedlings.

213. Clerical Section.—In the Clerical Section of the Auxiliary, 10,000 members of the Auxiliary are included. This section performed the bulk of the clerical and typing work for the Home Guard and Emergency Precautions Service, and also performed considerable work for the Service arms. Clerical Group members for long periods attended nightly at Army offices and at Service camps to overtake arrears of clerical work. The clerical and typing contribution of the Auxiliary members has played an important part in the mobilization of New Zealand's military man-power.

214. Canteen Section.—Members of the Auxiliary included in this section numbered 20,000. From this large number of volunteers, women have been drawn to staff canteen huts at military camps and to staff Service clubs and hospitals throughout the Dominion. During 1942 and 1943, when there was such a large number of New Zealand and Allied troops in New Zealand, the work done by members of the Canteen Section was most valuable.

215. Members of the Canteen Section have continued to perform their work at New Zealand camps throughout the past year and have assisted greatly in catering for returning drafts of ex-servicemen. In addition, members of the Canteen Section have organized and staffed the Swan Club in Auckland, which is a club established for Service personnel of the W.A.A.F., W.R.N.S., and W.A.A.C.

216. Hospital Group.—The total number in this group of the Auxiliary at the end of March was 2,000. Women from this group have been called upon to do visiting hospital work and to train as hospital aides in kitchen and laundry work. Any hospital work not undertaken by the Red Cross or the Order of St. John or the regular hospital staff has been performed by the Hospital Group of the Auxiliary. The group has also done voluntary work for the Emergency Precautions Service and Hospital Boards, such as the admission of patients, telephone work, and clerical work, &c.

217. Obstetrical Group.—Numbering 250, the members of the Auxiliary in this group have made a valuable leisure-time contribution as obstetrical voluntary aides. In Wellington alone one group numbers 30 women, all of whom are engaged in full-time employment. It has become an established part of the nursing personnel of Government maternity hospitals in the city.

218. Sewing and Knitting Groups.—Members of the Auxiliary, irrespective of section, have organized themselves into sewing and knitting groups and have performed valuable work by knitting garments with home-spun wool and other wool for men of the Merchant and Royal Navy.

219. Signalling Group.—This group of the Auxiliary at the time of the Japanese invasion threat undertook intensive training in Morse and semaphore and greatly assisted the Home Guard and E.P.S.

220. Transport Group.—The women of the Auxiliary in this group at present number 5,000 and are trained in all sections of civilian transport. In most districts the members of the Transport Group have been seconded to the E.P.S. The Transport Group of the Auxiliary has been responsible in a number of districts for the collection of waste paper, and has been at all times on call for emergency-precautions work. In addition, the group has assisted the Army in voluntary driving and has taken a number of truck and car service convoys from point to point.

221. Other Work undertaken by the Auxiliary.—Until July of 1942 the Auxiliary was responsible for the recruitment of women in the W.A.A.C., and 600 women had been so placed as at that date. From that time, however, the recruitment of women by each of the three Service arms was undertaken directly, and the Auxiliary was not called upon to act further.

222. The Auxiliary has, in addition, assisted with national campaigns such as loans, bond sales, Patriotic Fund appeals, &c., and has also assisted the national effort by the manufacture of camouflage nets, by the encouragement of women to undertake first-aid courses, and by co-operation with the National Service Department in the allocation of women workers for work in linen-flax factories in the South Island. The W.W.S.A. also co-operates with the Department in maintaining contact with members of the Women's Land Service through its District Committees and attending to any welfare aspects which arise.

SECTION IX.—CONTROL OF DEPARTURES FROM NEW ZEALAND

223. The mobilization of man-power within a country is, of course, the most important aspect of war organization, but the safeguarding of the man-power reserve by preventing the departure from a country of persons liable for military or individual service is an important corollary.

224. On the outbreak of war the Overseas Passengers Emergency Regulations were gazetted. Under these regulations, which are administered by the Department of Internal Affairs, no person of the age of sixteen years or over may, with certain exceptions, leave New Zealand for any other country unless in possession of a written permit issued by the Under-Secretary of Internal Affairs.

225. Broad principles for determining, from the man-power aspect, the conditions under which applications for exit permits were to be approved were defined by War Cabinet early in the war. By arrangement with the Department of Internal Affairs, all applications for exit permits by persons who have military or industrial man-power obligations are referred to the National Service Department for recommendation, and no permit is granted in such cases without the approval of the Director of National Service. The recommendation of the Department is framed after consideration of the probable extent, if any, of the applicant's military and industrial obligations and the degree of importance attaching to the work which the applicant would be engaged in were the exit permit to be granted. The degree of hardship occasioned the applicant or other persons in the event of refusal of the permit is also weighed.

226. It has been the policy that the reasons advanced in support of any application for a permit must be of a strong and compelling nature. Shortage of transport facilities and rationing difficulties in the proposed country of destination are matters for the consideration of the Department of Internal Affairs, but they are borne in mind by the National Service Department when applications are under consideration from the man-power angle.

227. The present policy is to ease the burden of restriction as soon as possible and to withhold approval only when the application would or might involve a loss of man-power which may be required for military service or is urgently required for essential or other important work. As a matter of Government policy, the applications of certain classes of applicants are now approved as of right, but even in these cases the Department requires to be satisfied that the applicant is within the class in question and that there is no good reason for withholding approval in the public interest. Examples of favoured classes for exit permits are returned servicemen of this war who have completed their military obligations, particularly those who are offered a means of rehabilitation overseas; wives and fiancées of Allied servicemen where the servicemen concerned have been repatriated to their normal place of residence; evacuees from war zones who have enjoyed temporary asylum in New Zealand; war widows desirous of making their home with relations abroad; and persons not normally resident in New Zealand but who have been stranded in New Zealand owing to war conditions and who, in the case of males, have completed their military obligations, if any.

PART III.—INDUSTRIAL MOBILIZATION

SECTION I.—CHANGES IN THE TOTAL LABOUR FORCE

(i) The Pre-war Labour Force

228. The total labour force of New Zealand at the outbreak of war has been estimated at approximately 700,000. Since the total population at the same date was 1,630,000, something less than one-half of the population was engaged in gainful employment. Of the total of 700,000 workers, 520,000 were estimated to be males—thus approximately 180,000 women were employed in industry at the outbreak of war.

(ii) Wartime Changes in Total Labour Force

229. By the end of 1943 the total labour force was estimated to have contracted to 634,000 notwithstanding an estimated industrial inflow of a further 48,000 women, but by the end of 1944 the aggregate figure had increased to the estimated total of 655,000. This recovery was explained by the permanent or temporary release of servicemen from the Forces.

230. Estimated movements in the total labour force during the war are shown in the following table :—

Labour Force.					End of 1939.	End of 1943.	End of 1944.
Males	..	..	..	..	520,000	406,000	435,000
Females	..	..	..	..	180,000	228,000	220,000
Total	..	..	..	..	700,000	634,000	655,000

231. The dramatic agents in these changes have been movements in aggregate Armed Forces, absorption of juveniles and women, and postponed retirements of elderly workers. The total number of persons in the Forces at those dates quoted were 3,000, 129,000, and 102,000 respectively. By the end of 1944, 47,486 ex-servicemen and women had permanently re-entered industry, and 9,100 more men from the Pacific Division were held in essential industry until such time as they would be needed for service with the Middle East Division.

(iii) The Future Working Population

232. In the absence of large-scale immigration, New Zealand's total labour force, but for one uncertain element, could be expected to advance but gradually on the pre-war figure of 700,000. This follows from the slowness with which the total population is increasing, although delayed marriages of ex-servicemen will at least temporarily stimulate the birth-rate. The one unpredictable element, the extent to which women will be employed, might, however, upset this forecast. Instead, it is feasible that the wartime industrialization of women will not only persist, but in the post-war years give way to a still wider industrialization.

233. Factors inviting the conclusion that the present total figures of female employment will in the long run not only recover the ground (estimated at 8,000) lost by it during the last twelve months, but also steadily advance, are as follows:—

- (a) The engagement of women in industry is not a wartime development alone, but was already significantly high (and fast increasing) before the war, and this tendency may be expected to continue.
- (b) Expansion of secondary industry in New Zealand has rested mainly on female labour, and, regardless of expanding opportunities for men, a *pari passu* demand for female labour can be expected.
- (c) Women workers have habituated themselves to a new level of consumption expenditure and will balance the loss of earnings that disemployment would involve, somewhat carefully against domestic considerations.
- (d) The majority of the women at present serving in the Forces will return to industry on demobilization.

SECTION II.—THE DEMAND FOR LABOUR

(i) Pre-war Labour Shortages

234. Although the level of total employment had risen considerably during the four immediate pre-war years, it was still necessary to administer various employment-promotion measures. The ascertainable data of that period suggest that increasing purchasing-power and redistribution of national income were augmenting the total number of persons employed, but were doing so somewhat unevenly. For example, the major increase in total employment was due to the increasing absorption of women workers by a number of the rapidly expanding secondary industries, while a reverse tendency was taking place in a number of industries which, due to cost pressures or to the difference in male and female wage rates, were dispensing with the services of male workers. These workers had increasingly to be provided for by absorption on employment-promotion schemes, on public works, and, as it happened, by the State services, which, from that time on, were becoming large employers of temporary workers.

235. Notwithstanding the general employment position, there had from 1936 onwards been definite shortages of labour in several industries. These shortages were almost entirely confined to skilled workers in the building and engineering industries, as well as to professional and technical workers of different classes. By 1938 the shortage of building and engineering tradesmen had become so acute that several hundreds of tradesmen of both types were imported by the Government from Great Britain and Australia. In addition, the labour force of the building industry had been augmented by several hundreds of skilled workers as a result of the State-subsidized adult apprenticeship scheme. Despite these accretions to the skilled labour force in the building and engineering industries, there remained a marked shortage of almost all tradesmen in both of these industries. It has been estimated that in 1939 several thousand building tradesmen (all classes were affected) and a somewhat smaller number of engineering tradesmen could have been absorbed.

236. At this time, too, a farm-labour shortage, particularly in the dairy-farming branch of the industry, had made itself felt. Since the recovery in 1935, a farm-labour problem had shown itself, and by 1938 and 1939 the number of unsatisfied vacancies for farm workers at the peak of the season was well over the thousand mark. So far as the farming industry was concerned, however, the labour position was better than this figure would indicate, because the total number of workers offering was in excess of the vacancies. The difficulty was that the surplus of labour was to be found in the South Island or among the ranks of married men, for whom accommodation would be required. The preference of farmers, particularly of dairy-farmers, was for experienced single men or inexperienced youths, in respect of whom a subsidy under the farm-training scheme then in existence would have been forthcoming.

237. The pre-war employment picture was, then, one of heightened total employment. Skilled-labour shortages were, however, noticeable in the building and engineering industries as well as in certain manufacturing industries, while certain professional workers were in short supply.

(ii) Wartime Shortages

238. It was not until the middle of 1940, by which time some thousands of volunteers had been absorbed by the Forces, that a general shortage of labour became noticeable, and not until 1941 that the general shortage presented difficulty. By this time, however, the industries in which pre-war shortages were noticeable were in most difficult straits, particularly the engineering and footwear manufacturing industries. In order to meet the labour problem in these two industries, the

State-subsidized auxiliary Trade Training Scheme, to train engineering and boot- and shoe-manufacturing tradesmen, was launched in 1939 and continued to impart short practical courses to several hundreds of engineering and footwear trade trainees until in 1944 the training centres so established were taken over by the Rehabilitation Board.

239. By 1941, too, the farm-labour shortage which had been noticeable before the outbreak of war had become a serious one and the then Employment Division of the Department found it necessary to conduct a campaign for the subsidized placement of inexperienced farm workers.

240. By September of 1942, nine months after the Industrial Man-power Emergency Regulations were gazetted, the main industries in which verified vacancies for 500 or more male workers existed were :—

Farming	..	..	..	..	..	..	997
Building and construction	..	..	..	..	..	..	563
General engineering	..	..	..	..	..	..	527

In addition to these industries, the sawmilling and bushfelling industry notified 446 vacancies ; food and drink manufacturing industries, 281 ; and textiles and footwear manufacturing, 181.

241. In addition to these vacancies for male workers, the most important notified vacancies for females were : textiles and footwear manufacturing, 255 ; other secondary industries, 318 ; hotels, restaurants, &c., 244 ; and hospitals, 307.

242. During that year it was necessary to release a number of home servicemen for industrial employment, and some 16,300 workers were returned to industry. By March, 1943, this number would be increased to 22,800 if regard were had to a further 6,500 releases through the rehabilitation procedure. Notwithstanding this, substantially the same industries as those quoted above were still showing vacancies in the neighbourhood of 4,389 for males and 3,370 for females. General engineering and textile and footwear manufacturing on the male side, and textile and footwear manufacturing, hotels and restaurants, and hospitals on the female side, accounted for the increase in the total of unsatisfied vacancies. By March of 1944, the time at which the decision to return volunteers from the Pacific (Third Division) for work in essential industries was reached, the same industries presented shortages substantially comparable to those which had obtained a year previously, except that on the male side vacancies in building and construction, reflecting the giant programme of defence construction, and on the female side vacancies in food and drink manufacturing, reflecting the heightened demand for food-stuffs for the Forces, had been increased by some hundreds to the figures of 1,140 and 1,459 respectively.

243. Despite the return and direction to essential industry of some 9,500 men from the Third Division, the comb-out of further Category "A" men for overseas service, coupled with additional labour requirements for increased production, and unavoidable wastage of personnel through retirements, ill health, &c., the recorded vacancies in industry have now advanced considerably on the total of 8,067 recorded as at March, 1944, to the figure of 11,382 as at March, 1945. The increase in vacancies unfilled is the more noteworthy when it is pointed out that the figures of vacancies quoted for the previous years included all vacancies notified by employers, whereas the vacancies quoted for March, 1945, include only those vacancies which have been both verified as existing and approved by District Man-power Officers as meriting filling. The total of 11,382 vacancies thus arrived at is made up of 4,100 vacancies for males and 3,205 vacancies for females in work which is not only essential but has been regarded as being of such high priority as to warrant urgent filling. The remaining vacancies of 2,490 for males and 1,587 for females relate to vacancies which have been approved for filling and regarded as meriting filling, having regard to the general man-power situation, but have not been considered sufficiently urgent to rank as high-priority vacancies. In addition to both classes of vacancies, many vacancies in less essential and non-essential employment undoubtedly exist, but as for practical purposes no action is taken to fill these vacancies, no account is taken of them. It is likely that vacancies in this class number some further thousands.

244. Recorded vacancies for 250 or more in high-priority industries as at 31st March, 1945, include—

Males—

Farming	..	..	..	..	..	..	456
Sawmilling and bushfelling	..	..	..	..	..	..	388
Building and construction	..	..	..	..	..	..	1,258
General engineering	..	..	..	..	..	..	654

Females—

Farming	..	..	..	..	..	..	266
Woollen and knitting mills	..	..	..	..	..	..	270
Clothing and other textiles	..	..	..	..	..	..	1,024
Hospitals	..	..	..	..	..	..	444
Hotels and restaurants	..	..	..	..	..	..	265

245. Approved but non-priority vacancies numbering over 250 were as follows—

Males—

Building and construction	..	..	..	..	..	..	578
General engineering	..	..	..	..	..	..	609

Females—

Clothing and other textile manufacturing	..	..	..	..	..	..	366
Other secondary industries	..	..	..	..	..	..	257
Hotels and restaurants	..	..	..	..	..	..	411

Table 46 of the Appendix classifies on an industrial basis recorded vacancies at quarterly points during the year ending 31st March, 1945.

246. The war developments have thus served to emphasize the shortage of skilled workers which was evident in 1939. This has been particularly true of the building and engineering industries as far as males are concerned, and of the woollen, knitting, clothing, and other textile manufacturing industries in the case of women. To these shortages has been added the present drastic shortage of female workers in hospitals, mental hospitals, hotels and restaurants, and various manufacturing industries.

247. Particular shortages such, for example, as in transport and communications, coal-mining, &c., have from time to time manifested themselves, but man-power action has for the most part retained the labour force in these industries.

248. The pre-war shortage of professional workers, including doctors, dentists, engineers, surveyors, chemists, and general scientific workers, has been greatly increased under the pressure of war. With the return to peace this situation should ease, but in so far as certain of the professions are concerned there is obviously room for a material augmentation of personnel.

249. Seasonal farm-labour shortages, always something of a problem in New Zealand, have been a source of continual concern to the Department during the war years. Fields in which shortage of seasonal farm labour has been most marked have been cropping, shearing, hops and tobacco harvesting, and general harvesting. Successful harvesting of the farm crops of New Zealand during the war years has been made possible only by the organization of special seasonal farm-labour schemes. These schemes, dealt with at greater length in a subsequent Section of the report, embraced the services of mobilized Army personnel and personnel temporarily released from the Forces, school-teachers, university students, and even a large number of school-children.

SECTION III.—WARTIME CONTROL MEASURES

(i) Declarations of Essentiality

250. Industries or individual undertakings in which it became particularly necessary to hold or reinforce the labour content were declared to be "essential" for the purposes of the Industrial Man-power Emergency Regulations. The first declarations were made in January, 1942. As war production mounted and as further mobilizations decreased the labour force available to industry as a whole, it became necessary to extend the coverage of declarations not only to protect actual war production, but also to protect vital ancillary production and services, until by 31st March, 1944, it was estimated that approximately 255,000 workers were employed in undertakings declared essential. From 1st April, 1944, to 31st March, 1945, no appreciable change has taken place in the extent of this coverage.

251. As stated, the objects in declaring undertakings essential were twofold. First there was the need to hold the existing labour force together to the maximum extent possible. To this end no terminations of employment in such undertakings could be effected by either employer or worker until the consent of a District Man-power Officer was obtained, and such consent was given only where there were adequate grounds for terminating. This requirement of obtaining consent also enabled control to be exercised over the work destinations of those workers permitted to terminate.

252. The second main object in declaring undertakings essential was to prepare the way for a compulsory direction of labour into such concerns. Obviously labour could not be directed to an employer whose other employees remained free to leave at will. In addition, there had to be some satisfactory minimum guarantees as to remuneration and working conditions before persons could be up-rooted from their normal occupations and compulsorily directed into essential work. Declarations of essentiality, which carried with them an investigation of the undertaking and an obligation on the employer to provide satisfactory conditions, were therefore the necessary prerequisite to the exercise of powers of direction.

(ii) Registration for and Direction to Work of National Importance

253. The Industrial Man-power Emergency Regulations made every civilian liable to direction to work of national importance, irrespective of age or sex. Such power to direct individuals can necessarily only be exercised after locating those individuals. There have, of course, been many cases where individuals have come to notice as a result of particular circumstances, such as through applications to terminate employment, through appeals against military service, &c. The large-scale diversions of labour necessary to maintain a balanced war effort could not, however, be met by the direction (where appropriate) of persons thus fortuitously coming to notice, and the successive registration of various age-groups in the community was therefore used as the means of locating in sufficiently large numbers individuals liable for direction.

254. Table 21 of the Appendix lists the various Registration Orders and the classes of workers affected, while Table 22 analyses the total registrations of women on a district and conjugal status and age group basis. Registrations were effected on a district basis, each person being required to register with the District Man-power Officer in the district in which he or she was at the time resident, and any subsequent change of address had to be notified.

255. On the registration of each group, male or female, the particulars shown on the registration forms were checked and the registrants subdivided into various groupings according to whether or not they were likely to be available for direction to more important work. The personal interviewing of registrants then followed, those most likely to be available for direction being called in first. Where the registrant was not then directed, the case was set aside and brought up for further review from time to time.

256. As stated above, persons have been directed only to undertakings declared essential, except in a few special cases, and in the farming industry. (In these exceptions care has been taken to ensure that working conditions and guaranteed weekly remuneration are on a par with those required in essential undertakings.) As a result of this policy of directing only to essential undertakings, directed workers have had the benefit of the safeguards provided under declarations of essentiality. In addition, all persons compulsorily directed from normal permanent work are subject to the Occupational Re-establishment Emergency Regulations, which require the pre-direction employer to reinstate them on expiry of the period under direction.

(iii) Restrictions on Engagement of Labour

257. To complete the effective control over man-power resources it was necessary, in addition to the two measures described above, to exercise a supervision over the inflow of labour into industries and thereby to ensure that man-power resources were not being squandered on unimportant work.

The Employment Restriction Order has operated for this purpose. This Order requires engagements of labour within all important urban areas to be subject to the prior consent of the District Man-power Officer. It has been noteworthy that employers as a whole have not made applications for consent to engage labour for unimportant work, and the great majority of applications, even from undertakings not declared essential, have been of such merit as to warrant the applications being granted.

(iv) Industrial Absenteeism Control

258. The Department has been concerned with securing an equitable spread of the heavy burden of wartime production and has therefore had to take cognizance of individual actions which threw an increased burden on loyal workers and which represented a clear breach of national wartime obligations. Consequently, provisions were incorporated in the Industrial Man-power Emergency Regulations whereby the person who deliberately absented himself from work without sufficient reason could be penalized by a deduction of up to two days' pay from wages, the deductions being paid into the War Expenses Account. The obligation was placed on all employers in essential undertakings to report any absence from work which was without leave or without any reasonable excuse known to them. This subject is discussed at greater length in Section XIII of this Part of the report.

(v) Industrial Appeal Procedure

259. Every person directly affected by any decision or direction of a District Man-power Officer (including a decision to inflict a penalty for absenteeism) has a right of appeal to a Man-power Appeal Committee.

SECTION IV.—THE REDISTRIBUTION OF LABOUR BETWEEN INDUSTRIES AND DISTRICTS

(i) Estimated Industrial Distribution of the Total Labour Force

260. Any estimate of the distribution of the working population between industries must of necessity be approximate in character. Statistics of occupational distribution compiled as a result of the general census in 1936, as well as statistics of building, farm, and factory production compiled as far forward as 1943, do not give a reliable or complete picture of the distribution of the present labour force of New Zealand between the various industries.

261. With this qualification in mind, some conclusions concerning the industrial distribution of New Zealand's man-power can be arrived at in the light of the particular data collected by the Department during the war years. It was as a result of this data that an estimate of the distribution of male and female labour between broad industrial groups was attempted in last year's annual report of the Department. Since that date some shift in the distribution of man-power as between the Forces, industry, and the non-working section of the population, as well as between the various industries, has taken place. The presumed change in distribution and consequences for the total labour force are shown in the following table, which gives estimated industrial content figures for each of the years 1939, 1943, and 1944. For each of these years, December is taken as the point on which the analysis is based. Again it is stressed that these estimates make no pretension to a high degree of reliability, but if the original calculations of labour content were substantially correct, the variations in distribution which have been progressively recorded would be reasonably correct.

TABLE SHOWING ESTIMATED CHANGES IN INDUSTRIAL, ETC., DISTRIBUTION OF TOTAL POPULATION, DECEMBER, 1939, TO DECEMBER, 1944

Industries, &c., Group.	December, 1939.			December, 1943.			December, 1944.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Industry—									
Farming				143,000	10,000	153,000	152,000	9,500	161,500
Other primary				22,600	..	22,600	24,000	..	24,000
Building and construction ..				19,000	..	19,000	21,000	..	21,000
Transport and communications				57,500	9,500	67,000	61,000	8,500	69,500
Secondary industries (including power production and supply)	520,000	180,000	700,000	77,300	39,400	116,700	85,000	35,000	120,000
Commerce and finance, storage, administration, professions, &c.				44,000	73,100	117,100	47,000	70,000	117,000
Miscellaneous				42,600	96,000	138,600	45,000	97,000	142,000
Sub-total	520,000	180,000	700,000	406,000	228,000	634,000	435,000	220,000	655,000
Non-working—									
Armed Forces overseas and in New Zealand (including casualties)				136,000	8,000	144,000	110,000	6,000	116,000
Not gainfully employed—	312,800	628,800	941,600						
Juveniles				215,000	205,000	420,000	218,000	208,000	426,000
Old persons				69,000	105,000	174,000	71,000	106,000	177,000
Others				45,000	308,000	353,000	46,000	322,000	368,000
Sub-total	312,800	628,800	941,600	465,000	624,000	1,089,000	445,000	642,000	1,087,000
Total population ..	832,800	808,800	1,641,600	871,000	852,000	1,723,000	880,000	862,000	1,742,000

262. It will be observed from this table that the main industrial groups that have experienced considerable additions of labour during the last twelve months are farming and secondary industries. In the latter class are included industries which have augmented their labour force during the last ten years to a remarkable degree. (NOTE.—*One estimate based on a very broad sample of thirty-seven industries suggests that, taking the industrial content of recorded industries in 1929 as 100, there has been a total increase in employment of 45 per cent. The accretion to male employment has been 24.6, and to female employment the remarkable percentage of 107.2.*)

(ii) Estimated Geographical Distribution of the Total Labour Force

263. Apart from the distortions peculiar to particular industries, it can be assumed that the geographical distribution of the working population is substantially comparable to the geographical distribution of the total population. On this view, dividing New Zealand into five zones, the industrial distribution of the population would reflect the population distribution, which is as follows :—

Zone.	Males.	Females.	Total.
<i>Northern North Island</i> , including Whangarei, Auckland, Hamilton, Paeroa, Rotorua, Taumarunui, and Gisborne Man-power Districts	301,300	320,200	621,500
<i>Southern North Island</i> , including Napier, New Plymouth, Wanganui, Palmerston North, Masterton, Lower Hutt, and Wellington Man-power Districts	239,900	254,900	494,800
<i>Northern South Island</i> , including Blenheim, Nelson, Christchurch, Ashburton, and Timaru Man-power Districts	144,000	153,000	297,000
<i>West Coast, South Island</i> , including Westport and Greymouth Man-power Districts	19,800	21,100	40,900
<i>Southern South Island</i> , including Oamaru, Dunedin, and Invercargill Man-power Districts	109,500	116,300	225,800
Totals	814,500	865,500	1,680,000

264. In recent years the expansion in population, and therefore industrial activity, has been most pronounced in the larger centres of population in the North Island, such as Auckland, Wellington, Lower Hutt, Hamilton, Palmerston North, but other secondary towns, notably Napier, Hastings, New Plymouth, and Wanganui, are now commencing to expand in industrial activity.

265. Contrary to widespread belief, man-power control measures have played an inconsiderable part in the geographical redistribution of man-power as between man-power districts. The widely held view that control has accentuated the depletion of population in the South Island is not supported by the results of directions away from home towns. What geographical redistribution has taken place as a result of man-power control has for the most part been confined to redistribution within each man-power district.

266. The concentration of war industry around Wellington and Auckland, the bases and camps used by New Zealand and Allied Forces, and the installation of military hospitals, &c., have all led to a greater demand for labour in these districts. This has been largely met within these areas with the assistance of voluntary transfers from elsewhere; but directions have been used to some extent to maintain some essential industries and services. Men transferred north have comprised mainly building and constructional workers, hydro-electric workers, and some for the timber industry. Those going south have been almost entirely seasonal workers. The majority of women transferred have been required for hospitals, munitions, and tobacco factories. As a large part of the munitions industry and practically all the tobacco factories have been concentrated around Wellington and the Hutt, the direction of women to these districts has been larger than elsewhere. Hospitals for Allied Forces have also been concentrated round Wellington and Auckland.

(iii) Direction Results

267. From the inception of industrial man-power control in January, 1942, until the 31st March, 1945, 168,612 directions have been issued by District Man-power Officers. Of these, 130,381 have been issued to males and 38,231 to females. Of the total number of directions issued to date, 149,533 have been complied with. The results of directions issued by Man-power Officers to date are analysed in more detail in Table 23 of the Appendix, while the monthly growth in the number of directions issued since March, 1944, is shown in Table 24.

268. A remarkable increase in the number of directions issued has been evident during the last twelve months, during which period no fewer than 78,154 of the total directions issued to date were issued. More detailed information concerning total directions issued and complied with, &c., is given in Table 23 of the Appendix. It will be noted from this table that at any given point of time there is a considerable number of directions issued but not complied with. The fact that, generally speaking, there are, at any one time, some 1,000 directions awaiting confirmation reduces the total number not complied with to a small fraction of the total complied with. In fact, the degree of compliance forthcoming from the public has been a remarkable feature of direction practice.

269. In explanation of the heavy direction programme of the last twelve months, it is mentioned that from July of 1944, Man-power Officers were particularly busy in the interviewing and direction of personnel from the Third (Pacific) Army Division. By November of 1944 some 11,000 members of this Division had been interviewed and over 9,500 directed to essential employment. By that time the

first of the long-service personnel of the Second Division who had been repatriated were becoming available for direction to industry, and thenceforth the direction figures are bulked by the inclusion of formal directions to these men, notwithstanding that in many cases directions were issued only with the full consent and agreement of the ex-serviceman.

270. In addition, the rapid and far-reaching comb-out of Category "A" men held on appeal, by the rigorous review conducted by Appeal Boards, threw an additional responsibility for active direction policy on to District Man-power Officers. In effect, then, to man the various replacement drafts required for despatch overseas, District Man-power Officers have, during the latter portion of the last twelve months, been obliged to apply to civilians a somewhat more rigorous direction policy than would otherwise have been followed. Despite this, the co-operation of workers and employers has enabled the realization of a high degree of success.

271. The industries which have benefited most from direction, as would be expected, have been those which were covered by a declaration of essentiality or, as in the case of farming, although not covered by such a declaration, nevertheless of primary importance. Table 25 of the Appendix gives a broad industrial group classification of the industries which have benefited most by direction during the year ended 31st March, 1945. The directions so depicted have been subdivided to distinguish between directions occasioning circulation of labour within each industrial group itself, circulation of labour as between industrial groups, circulation of labour as from the Armed Forces to industry, and the circulation of labour to industry from students and other non-working sections of the population. The two outstanding features of direction activity during the twelve months under review have been the large number of males from the Forces (20,045) directed to high-priority industries, and the almost comparable figure of 19,351 males directed from less essential to more essential industries. It is clear from these figures alone that industrial man-power control during the last twelve months has played an important part both in the manning of essential industries and services and in the mobilization of man-power for the Armed Forces. Tables 26 and 27 of the Appendix show the ratio of directions issued to population in each man-power district while Table 28 depicts the broad industrial distribution of the eighty-odd thousand workers at present under direction.

(iv) Approved Terminations from Essential Industries

272. From the beginning of August, 1943 (when statistics for males and females were first kept separately), to the 31st March, 1945, permission to terminate from essential industry (no authority to terminate from unessential industry is necessary) has been conceded by District Man-power Officers on 75,791 occasions in the case of men and 45,209 in the case of women. Of these decisions approving termination, 49,185 in respect of men and 28,876 in respect of women, have been made by District Man-power Officers during the twelve months ended 31st March, 1945. It is important to qualify the total number of decisions involving permission to terminate by pointing out that such decisions have, on a number of occasions, referred to the same workers, and therefore it would be incorrect to conclude that the aggregate decisions applied to a like number of separate workers. Table 32 of the Appendix shows the monthly growth in applications to terminate since March, 1944.

273. The reasons for Man-power Officers' decisions, where these decisions have involved permission to terminate, together with the result as far as industry has been concerned, are set out in Table 31 of the Appendix. From this table it is evident that permission to terminate from a particular undertaking in essential industry has not always resulted in the loss of the worker from the industry itself. Thus, in respect of decisions to terminate during the last twelve months, 7,182 of the decisions in the case of males and 3,673 in the case of females have resulted in the retention of the workers concerned in the same industry. In 32,575 (males) and 12,572 (females) other cases, outflow from the particular industry has resulted in movement to another essential or important industry. In only 2,784 (males) and 1,323 (females) cases of termination has there been a transfer to non-essential industry. Table 33 of the Appendix analyses from the angles of the reason for termination and the nature of the resultant movement all cases of approved applications to terminate between 1st August, 1943, and 31st March, 1945.

274. As far as the termination of male workers has been concerned, the bulk of the balance of terminations has resulted in the loss of the worker to industry on account of ill health, retirement, &c., a total of 4,797 such cases having arisen. As might be expected, with the return of servicemen from overseas, the number of women lost to industry per medium of approved terminations from essential industry has been considerably higher and has reached the figure of 10,392 for the last twelve months. Probably the number of women leaving industry to establish homes or retiring from industry on account of ill health and age, &c., has been considerably in excess of this figure, as the outflow of women workers from unessential industry would have been unchecked and the subsequent direction of such persons could only have been partial.

(v) Unapproved Applications to engage and terminate

275. The activity of the Department in restricting the outflow of workers from essential undertakings—*i.e.*, rejecting applications to terminate—and restricting the inflow of labour to unessential undertakings—*i.e.*, rejecting applications to engage—has also played a considerable part in the mobilization of New Zealand's industrial man-power. Though not so dramatic as the positive direction of workers, the restraint of movement of workers has resulted in a definite contribution to the stabilization of labour content of the more important industries. To date, permission to terminate from essential industry has been refused on some 27,869 occasions. Of these refusals, 25,540 have related to applications to terminate lodged by employees and the balance of 2,329 to applications lodged by employers. This phase of the Department's work has also been prominent over the last twelve months, 9,220 of the 27,869 refusals having been recorded during this period. A detailed analysis of the various aspects of refusals of applications to terminate is contained in Table 31 of the Appendix, and a month-by-month analysis of the applications to terminate received during the twelve months ended 31st March, 1945, is given in Table 32 of the Appendix.

276. A negative but none the less important contribution of the Department's rejection of applications to terminate is the inhibitive effect which this widely publicized practice has upon workers who would otherwise have moved from important industries. No means of measuring this indirect contribution of man-power control exists.

277. In addition to the rejection of applications to terminate, a comparable contribution has been made by refusal of applications to engage in either essential or unessential undertakings. From the 1st July, 1944 (when this information regarding essential industries was collected for the first time), to the 31st March, 1945, a total of 890 applications to engage in essential industry has been rejected by Man-power Officers, and this has almost invariably resulted in the direction of the workers concerned from their existing employment to other employment. The rejection of these applications, notwithstanding the unchallenged essentiality of the undertaking, has been due to the existence of higher priority vacancies in other undertakings and to the comparative adequacy of staff in the concerns whose applications have been rejected. In addition, there has been a total of 4,109 rejections of applications to engage in less essential industries. Here, too, the negative contribution of control must have been an important factor in stabilizing the labour force of more important industries, although, again, the precise magnitude of this contribution is unascertainable.

278. The results of applications to engage in essential industry and less-essential industries are analysed in some detail in Tables 29 and 30 of the Appendix.

(vi) Appeals against the Decisions of Man-power Officers

279. Ignoring for the time being appeals against fines inflicted by Man-power Officers for absenteeism, misconduct, &c., appeals against the decision of the Man-power Officer arise under two headings. The first of these covers appeals against direction into essential work, and the second appeals against rejection of applications to terminate from essential undertakings. Appeals against refusal of the District Man-power Officer to permit engagement in employment do not frequently arise, because such workers are generally directed to essential employment and their appeal, if they wish to prefer one, is then an appeal not against the refusal to grant permission to engage in unessential employment, but against the direction to essential employment. To date only 4,922 appeals against the total 168,612 directions have been lodged. This yields an appeal percentage of only 2.9. Of the total appeals, 2,311 (1.4 per cent. of the total directed cases) have been employers' appeals and 2,611 workers' appeals. The corresponding percentage of workers' appeals to the total directions issued was 1.5. Of the appeals actually dealt with, 2,058, or 42 per cent., have been upheld, 863 have been withdrawn, and the balance of 2,001 have been dismissed. Table 36 of the Appendix gives details of appeals against directions into essential work.

280. In the field of appeals against refusal to permit termination of employment in essential industry, 5,853 appeals against a total of 230,511 decisions during the whole period, January, 1942, to 31st March, 1945, have been lodged. Of these appeals, 978 have been lodged in respect of 70,234 decisions resulting from applications by employers. The balance of 4,875 appeals have arisen out of 160,277 decisions resulting from applications by employees. Of the total of 5,615 appeals dealt with, 1,747 have been upheld, 2,744 have been dismissed, and 1,124 have been withdrawn. A detailed analysis of the outcome of appeals against decisions regarding termination of employment in essential industry is given in Table 37 of the Appendix.

SECTION V.—WOMEN IN INDUSTRY

(i) Before the War

281. During the decade 1929–39 there was a remarkable increase in the number of gainfully employed New Zealand women. Various estimates of the 1929 total, all more or less incomplete, have been made, but it seems that the figure could not have greatly exceeded 100,000. This is supported by the aggregate of females gainfully employed yielded by the 1936 census (140,000), by which time there had already been some increase in female employment.

282. Conclusions invited from the available data concerning the pre-war employment of women are—

- (a) New Zealand was slow to experience the trend towards wholesale employment of women: widespread employment of women did not become noticeable until 1935, many years after it had become established in the United States of America, Great Britain, and the Continent of Europe generally.
- (b) Between 1935 and 1939 there was a blossoming of employment opportunities for women, almost all industries being affected, but the rapidly expanding manufacturing industries especially so.
- (c) Much of the industrial expansion that has been such a striking feature of the last decade is due in no small measure to the widespread employment of women. Typical manufacturing industries are clothing and boot and shoe manufacturing. On the retail-shop side also a great increase in retail distributive activity rested to a considerable extent on the employment of female labour.

(ii) Wartime Industrialization of Women

283. As would be expected, the war accentuated the trend towards widespread industrialization of women.

284. Between September, 1939, and December, 1943 (the peak employment figure for women), the total number of women gainfully employed was estimated to have risen from 180,000 to 228,000, a gain of 48,000. Almost all industries were affected. Table 22 of the Appendix gives particulars of women registered under all industrial registration Orders,

285. This large addition to the labour force was due to a number of reasons, among which were—

- (a) The patriotic desire of women to assist the war effort.
- (b) The economic attraction of comparatively high wages.
- (c) The unprecedented opening up of employment opportunities and the consequent scope for individual and social expression which this implied for many thousands of women.
- (d) The compulsory registration and direction of women to essential and near-essential employment.
- (e) The indirect pressure of the industrial mobilization regulations.

286. Direction and restriction of inflow policy was, of course, aimed at staffing essential industries, and consequently industries which have gained most from this policy have been—

Farming,
Textiles,
Hospitals, and
Hotels and restaurants.

Women who were directed to industry between October, 1943 (when statistics in this form were first collected), and March, 1945, and who at the time were not gainfully employed numbered 8,205. The industries to which they were directed are as follows:—

Farming	1,517
Engineering	441
Food and drink	705
Textiles and footwear	1,547
Other secondary	451
Shops and warehouses	82
Offices	676
Hospitals	1,147
Hotels, &c... .. .	1,285
Miscellaneous	354

287. To a greater extent than in the case of men, women have been permitted to engage in non-essential work—i.e., work performed in an undertaking not specifically covered by a declaration of essentiality.

288. Since the end of 1943 the number of women in industry is estimated to have fallen from 228,000 to 220,000, all industries being affected. This reversal of trend is explained by the retirement of women workers to establish or re-establish a home for an ex-serviceman husband or retirement on account of age or ill health. It will be further contributed to by the relaxation of control in the cases of wives of returned servicemen and married women of forty years of age or more.

289. At the end of March of the current year there were some 15,950 women held in industry under man-power direction. Of this number, approximately 25 per cent. were held in the clothing and footwear industries and a further 20 per cent. in hospitals and sanatoria. Hotels and catering undertakings, office work, and food and drink manufacturing work came next as important industries of absorption.

(iii) The Industrial Future of Women

290. In the foregoing subsection mention was made of the decline in the estimated total of females generally employed from 228,000 at the end of 1943 to 220,000 at the end of 1944.

291. From this it might be argued that with the return of large numbers of ex-servicemen (followed by their marriage in many cases) and the progressive relaxation of man-power control the female labour force will still further waste until the 1939 level or thereabouts is again reached. Inherent in this view are the assumptions that women—especially married women—will give up work wherever possible, and that employment opportunities for women will contract as the general man-power position eases.

292. While the data thus far available lends the above-stated view some force, it must be admitted that the assumptions on which it rests are open to question.

293. In the first place, it is unsafe to assume that the majority of women—married and single—prefer to give up work as soon as they are able. Many women now in gainful employment have tasted economic independence for the first time, and with it has come, in the majority of cases, new opportunities for personality development. These women, too, as pointed out in the subsection dealing with the future working population, have habituated themselves to a level of expenditure which they will not willingly forgo. If it be argued that the bulk of them would choose the scope for self-expression that the home and children offer, it might be rejoined that, even assuming this to be so, increasingly large numbers of women are endeavouring to continue in employment and maintain a home at the same time. With the small families of this generation and the enlarging scope for factory—shift and part-time—employment this is a trend that might easily grow more marked.

294. Possibly no drastic trend either towards wider industrialization or disemployment will be remarked for some time to come. It is, however, probable that, as was the case after the last war, the scope for the employment of women will remain somewhat wider than was the case at the outbreak of war. To New Zealand women this should spell enlarging employment opportunities in manufacturing industries (which continue to expand rapidly and to depend largely on female labour), in commercial and manual work (as commercial and industrial activity develops), in public administration and local-body administration (where several thousands of women have been successfully employed during the war years), and in the professions, where women are only now beginning to knock at the door long since opened to them in other countries.

SECTION VI.—THE WOMEN'S LAND SERVICE

295. Established in 1940 to supplement the reduced male farm labour force, the Women's Land Service has made an important industrial contribution to New Zealand's war effort.

296. Recruitment of the Women's Land Corps, as it was first called, was organized initially by the Women's War Service Auxiliary.

297. In September, 1942, when the strength of the Corps was still very small, a complete reorganization of the scheme was undertaken and the Women's Land Service of to-day was developed.

Features of the reorganization were—

- (a) The basic weekly payment was increased from 35s. and 42s. 6d. to 41s. and 48s. 6d.
- (b) The Service uniform and apparel were liberalized.
- (c) The engagement of relatives under the scheme was approved for the first time.
- (d) Recruitment became the direct responsibility of District Man-power Officers.

298. In this form the Service was made more attractive to women and farmers, and by the end of September, 1943 (one year after the reorganization), the total strength of the Service had increased to 970.

299. By 31st March, 1944, the strength of the Service had reached the satisfactory figure of 1,879—all districts being affected, but the Waikato and Taranaki districts noticeably so in the case of dairy-farms, and Hawke's Bay, Canterbury, and Otago in the case of sheep-farms.

300. Membership of the Service reached its peak in October, 1944 (2,088), since when there has been a steady decline until at 31st March, 1945, the total has been reduced to 1,850.

301. This falling off is partly explained by the easing of the farm labour position caused by the return of Third (Pacific) Division personnel to farm work (July–November, 1944).

302. In all of the districts where the Service has been popular there is still a keen demand for the services of Land Girls, but the anticipated return of large numbers of servicemen is likely to result in a further reduction in the strength of the Land Service.

303. The Women's War Service Auxiliary continues to co-operate with the Department in maintaining contact with Service members through its District Committees and attending to any welfare aspects which arise.

304. Tables 18 and 19 of the Appendix give details of applications, labour available, vacancies, and strengths as at 31st March, 1945. The comparable strengths as at 31st March, 1944, are shown in parentheses after the 1945 figure.

(NOTE.—As from 1st June, 1945, the wage rate of members of the Women's Land Service has been increased by 10s. per week.)

SECTION VII.—EMPLOYMENT OF JUVENILES

(i) Liaison with Vocational Guidance Centres

305. Since the beginning of 1942 the work of the Department in dealing with juveniles has been delegated to the Education Department's Vocational Guidance Centres, located in the four main cities. Terminations, engagements, and absenteeism in essential industry have been dealt with or investigated by the officers of these centres and their recommendations handed on to the local Man-power Officers.

306. It should be emphasized that Vocational Guidance Officers themselves possess no powers of compulsion and that they have worked in conjunction with the Man-power Officers in a purely advisory capacity; but in few cases have their recommendations been questioned. Although the work of the centres has dealt mainly with persons under eighteen, the specialized knowledge of their officers has also been valuable in advising older persons, including ex-servicemen. Liaison has been maintained between the two organizations by a weekly conference at the local man-power office, where all questions of juvenile employment have been discussed.

307. The real work of the Centres has been summed up in the words "assisting the individual to choose a career, prepare for it, enter upon it, and succeed in it." An earnest effort has been made to co-ordinate this aim with man-power requirements, and where a juvenile has had to make the choice of entering essential or unessential industry, the essential industry has been suggested, provided that the young person's future career would not be impaired.

(ii) Placement, &c., Results

308. Those passing through the Vocational Guidance Centres are divided into three classes—from primary schools, from post-primary schools, and from industry. For the year ended 31st March, 1945, the inflow of males numbered 5,231, comprising 273 from primary schools, 1,664 from post-primary schools, and 3,294 from industry. A total of 4,760 were permanently placed and 50 temporarily placed. The largest number were placed in commerce and finance, followed by engineering, which reflects the increased demand for labour in this industry. The number placed in and the outflow from farming were almost equal.

309. The total number of females passing through the Centres numbered 5,695, made up of 420 from primary schools, 2,158 from post-primary schools, and 3,117 from industry. A total of 5,141 were placed, commerce and finance again absorbing the largest number, followed by textile and clothing manufacture.

310. In meeting the seasonal labour problem the Vocational Guidance Centres were able to assist by the placement of school-children during the holidays. In December, 1944, and January, 1945, some 1,674 children were placed, mainly in shops and warehouses; but 239 were placed on various types of farms and 185 in secondary industry.

311. Table 39 of the Appendix gives details of juvenile inflows and outflows from the four centres during the last twelve months and to date. The industrial distribution of placements effected is shown in Table 40, and in Table 41 particulars of the contribution made by Centres to the seasonal farm, &c., labour problem is shown.

(NOTE.—*The removal of man-power control from young persons under eighteen years of age as from 1st July terminates the liaison procedure until now operating between the Centres and the appropriate man-power office. It is intended to maintain informal liaison to assist in the placement of young persons who are the concern of this Department—e.g., juveniles outside the four main centres.*)

SECTION VIII.—THE RETURN AND DIRECTION OF THIRD DIVISION, ETC., PERSONNEL

(i) Machinery of the “Necal” Scheme

312. As mentioned in Part I of this report, the Government had come by December, 1943, to question the wisdom of despatching further Army personnel to the Pacific. Although the organized return of Third Division personnel from the Pacific was not finally decided upon until April, 1944, the Government did decide in December of 1943 to despatch no further reinforcements to the Division. Moreover, at the same time, two drafts of Army personnel, the first from Norfolk Island comprising 350 men and the second from Fiji and Tonga totalling 1,950 men, were returned to New Zealand and directed to high-priority employment. The bulk of the men in the Norfolk, Fijian, and Tongan drafts were Grade II men who had been employed for the most part on garrison duties.

313. After the decision to withdraw Third Division volunteers for employment in New Zealand (referred to in Subsection (ii) of Section II of Part I of the report), the machinery of the withdrawal scheme (the “Necal” scheme, as it came to be called) was set in motion. The elements of this scheme were—

- (a) A card survey of all personnel in the Division was taken, each man being given the opportunity when completing his card to volunteer for direction to essential work as an alternative to overseas service, for which he would still be liable.
- (b) A specialist officer of the National Service Department visited New Caledonia to supervise the survey and interview men volunteering for work in New Zealand.
- (c) On arrival in New Zealand all men were boarded, and all found to be either Grades I, II, or III, after twenty-eight days' leave, were placed on indefinite leave without pay with an instruction to report to the Man-power Officer in their home district on the expiry of their leave for direction to high-priority employment. Grade IV men were discharged outright and directed only in special circumstances.
- (d) The vacancies for “Necal” personnel in essential industries, other than farming, were ascertained by the usual notification procedure of the Department, but in the case of farming vacancies, which were an important consideration in the operation of the scheme, vacancies were notified by farmers to the local Primary Production Councils, which, after “vetting” them, transferred approved applications to the local Man-power Officer for attention.
- (e) Men were returned in drafts as shipping became available, called into the District Man-power Office for interview after expiry of leave, and directed to the highest priority vacancies available.
- (f) Married men unable to obtain family accommodation near their employment were paid the usual separation allowance of 30s. per week payable under the general industrial mobilization procedure.

314. The first draft of “Necal” personnel, numbering 300, returned to New Zealand in April, 1944, and by the end of November a total of 10,500 men had returned. Of this total, over 9,500 were directed to employment, mainly in essential industry. After November, when the comb-out of Category “A” men from industry to man the Second Division replacement drafts was stepped up, “Necal” personnel were subject to review and therefore their distribution as between industries was not distinguished from the distribution of the total number of Category “A” men held on appeal. However, by the end of February the total of Category “A” men held under appeal in essential industry still included 6,125 “Necal” men.

315. In administering the scheme the aim was to programme the arrival of drafts from the Pacific to dovetail smoothly with the vacancies notified by industry. This aim had particular relevance in the case of the farming industry. The staggering of returning drafts in this way depended upon the availability of shipping, for which New Zealand had to rely upon the American authorities, but, notwithstanding difficulties in this field, a substantial degree of success was achieved. However, due to slowness on the part of employers in some industries and to the unwillingness of Third Division personnel to volunteer for others, particularly coal-mining, bushfelling, and sawmilling, the implementation of the scheme presented certain difficulties.

316. Typical of these difficulties was the delay of farmers in notifying vacancies to Primary Production Councils. Indeed, this was of such a serious nature that by June, 1944, applications for farm workers from the Third Division had totalled only 3,318, despite the earlier decision to fix a quota for the farming industry totalling 7,000. In the light of the failure of farmers to co-operate fully, the quota was reduced to 5,000, and ultimately the total number of “Necal” personnel held under direction in farm employment was 4,286 at the end of November, 1944.

317. A further difficulty, particularly in the absorption of farm workers, was the off-season wane in demand for labour, and in a number of cases Man-power Officers found it difficult to place "Necal" directees in suitable interim employment. There were even a few examples where it was necessary to enlist the co-operation of the Rehabilitation authorities in making available rehabilitation allowances for brief periods.

318. A further difficulty arising out of the direction of "Necal" personnel was that presented by medical conditions in respect of which certificates from private practitioners were produced by the men. Generally the Department acted on the medical grading determined by Army Medical Boards at the time of the return of the drafts to New Zealand, but in spite of this there were many cases where medical conditions did complicate the direction of these men to employment. This is understandable when it is recollected that most of the industries into which these men were being directed involved heavy manual work.

319. In September, 1944, it was decided that the balance of the Third (Pacific) Division would be used to reinforce the Middle East Division, but those men who were thirty-six years of age or more or who had three or more children, as well as those whose medical grading was lower than Grade I, would be transferred to area pool on leave without pay and become available for direction to industry. Of the Category "A" men remaining in the Division, approximately 6,000, it was provided that those who were fully experienced farm, dairy factory, or sawmill workers and who were willing to accept man-power direction to one or other of these industries would be released for such work.

320. When the Second Division replacement scheme was launched it became necessary to remobilize a great number of "Necal" personnel, and by the end of February, 1945, some 3,000 "Necal" men had been remobilized with the Second Division.

(ii) Industrial Disposal of "Necal" Personnel

321. From Table 16 of the Appendix it is evident that the direction of "Necal" personnel has been confined to a few key industries in which there were serious labour shortages. Of these, the farming industry ranks first with a total of 4,286 effective directions as at 30th November, 1944. Building and construction retained 1,386 men, while the bushfelling and sawmilling industry retained 474 men as at 30th November, 1944. The New Zealand Railways, which, at that time, were desperately short of maintenance and operating personnel, retained 811 men. The coal-mining and dairy-factory industries likewise obtained much needed relief.

322. The geographical disposal of "Necal" personnel, as might be expected, was determined by the location of the main industries affected, as is evident from Table 16 of the Appendix. The Auckland, Waikato, Taranaki, and Manawatu districts, because they figured so prominently in farming, bushfelling and sawmilling, meat-freezing, dairy-products processing, and building and construction, absorbed a large number of "Necal" personnel.

SECTION IX.—EMPLOYMENT OF EX-SERVICEMEN

(i) Liaison with Rehabilitation Department

323. Until the establishment of the Rehabilitation Department in November, 1943, the National Service Department was responsible for the placement of ex-servicemen. Although all ex-servicemen were legally liable for direction, all down-graded returned men were, as a matter of departmental policy, exempted from direction and were assisted in finding suitable employment where this was necessary.

324. When it came into being, the Rehabilitation Department assumed the responsibility for placing ex-servicemen other than Grade I returned servicemen and industrially fit home servicemen. This arrangement has continued up till the present time.

325. Since the Rehabilitation Department has undertaken the placement of ex-servicemen the National Service Department has, through District Man-power Officers, provided District Rehabilitation Officers with particulars of vacancies in industry. It has, as far as practicable, co-operated with the Rehabilitation Department to ensure preference in employment for returned servicemen. Throughout, man-power control has been operated with an eye to the long-term rehabilitation of ex-servicemen, and civilians of necessity have been the more rigorously controlled to secure this end.

(ii) Administrative and Policy Developments of the Future

326. Recent negotiations with the Rehabilitation Board have resulted in an agreement whereby as from 1st June, 1945, the National Service Department, as agent for the Rehabilitation Board, resumes responsibility for the placement of all ex-servicemen fit for industrial employment and desiring assistance to obtain it.

327. This return to the arrangement which applied before the creation of the Rehabilitation Department was induced by a number of factors, chief of which were—

- (a) The Rehabilitation Department, being concerned with all aspects of the rehabilitation of ex-servicemen, did not possess the organization or personnel to maintain the close contact with the employment field that the placement problem presented.
- (b) The National Service Department preserved such contact as a matter of routine in its industrial mobilization procedure and was in fact already enlarging its permissive (as opposed to its direction) technique to offer a free service to marginal and partially disabled workers.

- (c) The development of the National Service Department as a post-war Employment Service would have involved two organizations occupying the same field—a plainly undesirable state of affairs.
- (d) The most effective utilization of man-power, as well as the serving of the best interests of the ex-servicemen themselves, made necessary the handling of employment matters by a single organization.

328. In assuming responsibility for the placement of ex-servicemen the Department is undertaking one of the most difficult rehabilitation problems. To ensure that the interests of ex-servicemen are safeguarded, provision has already been made to maintain a statistical barometer of the onset of unemployment among ex-servicemen so that the Rehabilitation Board may be kept fully informed of developments in this field of rehabilitation. In addition, all employment surveys at present in hand or contemplated are being operated so as to lay particular emphasis on the scope for the absorption of ex-servicemen. Particularly is this so in those fields where the trade or vocational training of ex-servicemen in considerable numbers would be feasible.

SECTION X.—THE INDUSTRIAL CONTRIBUTION OF THE MAORI PEOPLE

329. The valour of members of the Maori Battalion and Maori members of the Air Force and Navy is widely known. On the industrial front, also, Maori workers have contributed much to the achievements of New Zealand's war effort. For example, Maori workers comprise a large percentage of the seasonal labour force of the Dominion. Especially is this true in the case of shearers and freezing-workers. In the more stable industries Maori workers during the war have rendered particularly good service in bush and town sawmills, on constructional activities, and to an increasing extent throughout the urban factories and workshops of the country.

330. Early in its efforts to organize the industrial man-power of New Zealand the Department sought and obtained the co-operation of the Maori War Effort Organization. In particular, co-operation was received in the establishment of a special Maori Section in the Auckland and Rotorua District Man-power Offices. These sections, working in close contact with the tribal committees and with Maori Utilization Committees which have been set up to discuss all man-power questions affecting Maoris, have been able to feed Maori workers through into critically short-staffed industries throughout New Zealand. The Maori Utilization Committees have also assisted in the consideration of disputed directions of Maori workers and of absenteeism. Almost all directions finally issued by District Man-power Officers have, as a result of the consultative service rendered by tribal committees and Maori Utilization Committees, been accepted without question by the workers concerned. For example, the Maori Section of the Auckland Man-power Office, since it was established in September, 1943, has issued over 3,000 directions to Maori workers, none of which have been appealed against.

331. It is estimated that in the Auckland district no fewer than 2,400 male and 1,700 female Maori workers are employed in essential industry. Because the bulk of these workers have come from rural districts to engage in this employment, three accommodation camps for them have been set up in the Auckland district.

332. In general, Maori workers have contributed materially to the manning of seasonal and heavy industries throughout the war period. Readiness to engage in arduous work and to accept the directions of the District Man-power Officer after discussion with the appropriate tribal committee or Man-power Utilization Committee has been an outstanding feature. If there is one respect in which Maori workers have caused some embarrassment to the Department it has been in respect of industrial absenteeism. A number of Maori workers have been serious offenders in this regard, but with the assistance of tribal committees and Utilization Committees and the increasing co-operation of the workers themselves, the incidence of absenteeism is steadily growing less marked.

SECTION XI.—SEASONAL LABOUR

(i) 1939-44

333. Seasonal fluctuations in the level of employment are very marked in New Zealand owing to the importance of primary production and food processing in the economy. In the summer and early autumn, industries in this group require an additional 20,000 to 30,000 workers. Freezing-works employ a maximum of 14,000 workers in January and a minimum of 4,500 in the off season. Dairy factories require 4,000 in January and 2,000 in July. Haymaking, harvesting, and fruit-picking employ about 12,000 additional workers in the season. As against this, however, some of the manufacturing industries and the building industry reach their peak level of employment in the winter. The Public Works Department and local bodies have assisted the position by increasing the numbers employed in the off season.

334. Thus, until the war, the provision of seasonal labour did not present any very serious problems. Shortages of labour may have developed in particular localities, and in the years immediately before the war there was a definite shortage of some classes of farm labour for the busy season. On the other hand, during the winter there was an excess of farm workers.

335. In the early part of the war no great changes took place in this state of affairs, the reserves of labour employed on public works and Scheme 13 being sufficient to meet most of the demands. In this period the Placement Service made considerable efforts to transfer men from subsidized employment to farm work, the farm labour force being considerably increased as a result.

336. 1940–41 season presented greater problems, as an increasing number of men were required for military service and the higher level of employment generally meant a reduction in the number of casual workers available. The Placement Service transferred men from other employment and enrolled students and schoolboys in large numbers, thereby fairly adequately meeting the position. In the following years (1941–42 and 1942–43) the problem was much more difficult owing to the large-scale mobilization which was in progress, but it was tackled in a similar manner, with the addition of large numbers of experienced men released from the Army for short periods.

337. The absorption of practically all the reserves of casual labour made the problem of meeting seasonal labour requirements in the last three seasons much more difficult and necessitated the transfer of labour from other industries.

338. Students, teachers, and schoolboys were mobilized to an increasing degree, while as many voluntary workers as possible were enrolled for such projects as vegetable-growing, hop-picking, &c. Much of the seasonal farm work is relatively unskilled; but the needs of dairy factories and freezing-works could not be met in this manner. The Army established special camps in various districts to assist harvesting, and this scheme was very successful. Large numbers were provided for freezing-works by releasing men from the Armed Forces and by the direction of workers from other less essential industries.

339. It is fortunate that the freezing-works are distributed fairly widely over New Zealand and not confined to any single locality, as this enables the whole country to be drawn upon for labour supplies. The works in the South also begin somewhat later than those in the North. Besides these older established industries, the staffing of vegetable-dehydration and linen-flax factories was also a problem; but the requirements of some of these have been materially reduced in recent months.

(ii) 1944–45

340. The last season presented the same difficulties as in previous years and required vigorous action by the Man-power Officers throughout the country. Freezing-works, wool-stores, and dairy factories all require a fairly robust type of worker; and in the past season large-scale diversion of men from less essential industry was needed, as well as students, teachers, and ex-Army personnel.

341. Females were required principally for food-canning, orchard work, and vegetable-growing, this requiring a diversion of labour in some districts; but in others it was met without any great difficulty.

342. Tables 41, 42, and 43 give particulars of juveniles, University students, and school-teachers placed in or directed to holiday or seasonal work during the 1944–45 season.

SECTION XII.—REHABILITATION OF WORKERS UPROOTED BY DIRECTION

343. At the 31st March, 1945, there were some 63,000 males and 16,000 females employed in industry under man-power direction. The conclusion that immediately follows from this is that the rehabilitation of many of these workers will present a problem akin to that of the rehabilitation of ex-servicemen, although it can be expected that this problem will be neither so complex nor so difficult.

344. An important qualification which must be made at the outset is that the total number of current directions magnifies the extent of the problem of rehabilitating directed workers. The majority of these workers have the right of reinstatement in their pre-direction positions under the Occupational Re-establishment Regulations, and the problem of the rehabilitation of uprooted workers will be confined to several thousands of workers who have been directed away from one vocation to another either in the same district or in another district and who do not desire to return to, or who will meet difficulty in returning to, the employment which they formerly pursued.

345. The rehabilitation of uprooted workers is closely related to the capacity of the previous employer to re-engage the worker. Just as the re-engagement of ex-servicemen by the pre-service employer will not always be possible, so, too, the re-engagement of directed workers will some times present a problem. If to this is added the general tendency on the part of employers to give preference to ex-servicemen, and the further possibility of difficulty in realizing a state of full employment, the Department will be faced for some time with a small but persistent problem of retraining and placement. It is expected in this connection that workers uprooted by the procedure of this Department will in some way be enabled to partake of the same or similar training facilities as those made available to ex-servicemen.

SECTION XIII.—ABSENTEEISM FROM INDUSTRY

(i) Incidence and Extent of Absenteeism

346. The Department's view (which is supported by various investigations and reports from overseas) has been that the solution of the problem of industrial absenteeism is mainly a matter of sympathetic adjustment between management and staff. It is a well-known fact that there can be identical factories in the same neighbourhood with a widely different incidence of absenteeism. Moreover, a reduction in absenteeism following readjustment of the relationship between management and staff has frequently been noted in reports on investigations into this matter. While the solution of the problem must be regarded, therefore, as lying largely in the hands of individual managements, absence from essential work without good reason during the period of war emergency has nevertheless had to be viewed seriously. Consequently, provisions were incorporated in the Industrial Man-power Regulations to discipline wilful absentees from industry, and the nature of the control machinery devised for this purpose is discussed in Subsection (iv) of Section III of this Part of the report.

347. The real extent of "voluntary" or "avoidable" absenteeism is difficult to gauge owing to the varying number of cases reported to District Man-power Officers and to the difficulty of substantiating charges of this kind. However, during the year ended 31st March, 1945, 16,246 cases of unauthorized absenteeism were reported by employers, as against the total for the previous year of 19,015. To date cases reported by employers have totalled 42,825.

348. The incidence of absenteeism has changed little. It is highest among men in the "heavy" industries, especially in mining, sawmilling, freezing-works, iron-foundries, and building and construction. Among women it is most observed in those industries where the routine is monotonous and sometimes physically exacting, such as in textile and clothing manufacturing and in the domestic work of hotels and restaurants and other institutions. It is believed that absenteeism is higher among persons held under direction, among young persons as yet imperfectly adjusted to the work environment, and among women with domestic responsibilities. In general, women continue to be worse offenders than men.

(ii) Absenteeism Control Results

349. To date warnings have been issued by District Man-power Officers in 25,543 of the total cases reported, and fines have been imposed in 6,687 cases. Of the 6,687 workers who suffered the imposition of a fine, 268 appealed against the decision of the Man-power Officer to the Industrial Man-power Committee. Of the appeals dealt with, 132 were dismissed, while in 42 cases fines were subsequently reduced and in 88 cases fines were wholly remitted. More detailed information covering the control measures operated by the Department is contained in Tables 34, 35, and 38 of the Appendix.

SECTION XIV.—MISCELLANEOUS MEASURES

(i) Accommodation of War Workers

350. Particular difficulty was encountered during 1942 and 1943 in directing female workers to employment in munitions and other essential industries, particularly in the Hutt Valley. Shortage of accommodation in this area was acute, and the Department found it necessary to establish several hostels for workers in essential industries. The first of these was constructed at Woburn, Lower Hutt, by arrangement with the Housing Department in 1943, and was designed to accommodate some 360 girls who, for the most part, comprised girls directed to munitions employment in Petone. Administration of the hostels on behalf of the Department was undertaken by the Y.W.C.A.

351. In 1944 it was found necessary to open further hostels in the Wellington and Hutt Valley areas. One of these, a former hotel at Oriental Bay, was converted into a hostel, while the second hostel was erected at Lower Hutt to accommodate women war workers. These two hostels were also administered by the Y.W.C.A.

352. The Y.W.C.A. played an important part not only in the day-to-day administration of the three hostels in question, but also in the general welfare and organization of the leisure-time activities of the girls living at the hostels.

353. The establishment of hostels has assisted the Department materially in the most difficult task of staffing munitions, manufacturing, and other essential undertakings in Wellington and the Hutt Valley.

(ii) Financial Assistance to Directed Workers

354. A necessary measure tributary to the direction of workers from one employment to another has been the provision of financial assistance to workers suffering loss as a result of a direction. Assistance has been of two kinds: firstly, compensation for loss of earnings as a result of transfer to other employment, and secondly, the payment of separation allowance where workers are required to upkeep two homes, and the payment of travelling expenses and fares.

355. Under the first provision, financial assistance up to a limit of £2 per week is payable by the Department with an overall maximum (including financial assistance) of £8 per week in the case of male workers and £5 per week for female workers, while in the second case separation allowance amounting to 30s. per week is payable to a married man who, on direction to another centre, continues to maintain a home in the centre from which he is directed. Details of the extent of the financial assistance granted to directed and other workers are contained in Section IV, Finance and Expenditure, of Part I of the report, while Tables 44 and 45 of the Appendix classify on a district and industrial basis payments made to date.

SECTION XV.—THE EMPLOYMENT POSITION AND OUTLOOK IN SOME KEY INDUSTRIES

(i) Farming

356. Despite the withdrawal of 1,140 Category "A" men from farming between December, 1944, and March, 1945, the labour position of this industry is in every district easier than it has been for several seasons. Table 47 of the Appendix, showing the disposal of approved vacancies between March and November, 1944, confirms this view.

357. At the outbreak of war the estimate of man-power engaged in all branches of farming was 155,000. At that time there were approximately 400 vacancies for farm workers notified to the Placement Service, but there were actually more men seeking farm-work than there were vacancies.

The bulk of the available man-power, however, was either located in the South Island or comprised married men, whereas the main demand was from the dairy-farms in the North and was for experienced single men or for inexperienced youths in respect of whom a training subsidy was available. Shortage of suitable accommodation was a universal difficulty.

358. Until the entry of Japan into the war—December, 1941—the Department found it unnecessary to organize any special farm labour measures. Circumstances combining to render such measures unnecessary were—

- (a) At the outbreak of war there were several hundred experienced farm workers seeking employment and a somewhat larger number of inexperienced men was available for absorption into the industry. It was not until the 1940–41 season that this reserve was depleted.
- (b) The first drafts of men despatched overseas were volunteers and until early in 1941 there was no compulsory draw-off of man-power from the farming or any other industry. If anything, the mobilization of volunteers was operated in such a way as to embarrass the farming industry as little as possible.
- (c) During 1940–41 the market for New Zealand's exportable commodities was seriously threatened by shipping difficulties. As a result there was an accumulation of dairy-produce and meat products which could not be readily exported and which gave signs of causing embarrassment as far as refrigeration storage accommodation was concerned. In this period it was necessary for the Government to take special measures for increasing refrigeration storage accommodation, particularly for frozen meat. In this situation there was no need for a definite policy to hold farm workers in industry in preference to other workers, while there was a distinct current of public opinion against the reservation of fit men anywhere.

359. During 1941 and particularly 1942 (the year of Japanese threat) the farming industry, in common with other industries, made a heavy man-power contribution to the Forces. Following the gazetting of the Industrial Man-power Emergency Regulations (October, 1942), special arrangements were made to conserve man-power in the farming industry as much as possible. Up to 31st March, 1943, some 8,200 farm workers who had been mobilized were released to build up the 1942–43 production. This number comprised more than half of a total of 16,000-odd men released from home-defence Forces during the same period—that is, after Japan had been halted at Guadalcanal.

360. The year 1943 was one of markedly increasing overseas military contribution and it was also a year of selective industrial effort in which the farming industry was conceded high priority. By the end of March, 1944, the peak overseas strength of the Forces, 72,000, had been reached, but it had been reached only at the heavy expense of industrial man-power, including farm man-power. The man-power content of the industry was estimated to have fallen by some 12,000 on the 1939 figure of 155,000.

361. During the year ended 31st March, 1944, the Department assisted the industry by the following means :—

- (a) Release of selected personnel from the Forces—4,115 men, or 20·7 per cent. of the total man-powered out of the Forces during the year, were released for farming.
- (b) A campaign to build up the strength of the Women's Land Service was launched. The number of the Service in consequence rose from 972 to 1,879.
- (c) Vacational schemes to employ University students, teachers, and school-children were organized—1,733 teachers and students were placed during the college vacation and 767 school-children were placed.
- (d) With the co-operation of the Army and the Air Force, an Army Harvesting Scheme was organized. Of 13,240 men made available, farmers took advantage of the services of 5,000, together with 1,282 mobilized Territorials and 633 men from N.Z.E.F. camps.
- (e) Male workers were directed from other industries to the farming industry, notwithstanding that it was not covered by a declaration of essentiality. Between October, 1943, and March, 1944, 457 men were so directed.

362. By the beginning of 1944 the demand for foodstuffs and other farm products by the United Kingdom and both the American and New Zealand Forces in the Pacific became so great that it was decided to bring back those men of the Third (Pacific) Division who would volunteer for farming or other selected essential work.

363. Between March, 1944, and April of the current year the Department has assisted the farming industry in the following ways :—

- (a) Normal man-power releases—1,822, or 19·1 per cent. of the total man-power releases, were for farming.
- (b) Third (Pacific) Division (or "Necal") releases, followed by directions—4,286 of the 9,500 men directed from this source were working in the farming industry at the end of November, 1944.
- (c) Further expansion of the Women's Land Service—i.e., 1,879 to a peak strength of 2,088 at 31st October, 1944, despite increasing shortage of female workers.
- (d) Vacational placement of 1,169 teachers and students and 239 school-children.
- (e) Placement of men made available through the Army and Air Force Harvesting Schemes—3,550 such men were employed by farmers.
- (f) Direction of male workers from other industries—1,309 to the end of March, 1945.

364. The table which appears below shows that of a total of 26,910 Category "A" men held under appeal in industry as at 28th February, 1945, no fewer than 13,124, or 49 per cent., were held in the farming industry. If regard is had to the number of single men held under appeal, it is found that 8,118, or 63 per cent., of the total of 12,868 were held in the farming industry.

TABLE SHOWING NUMBER OF CATEGORY "A" MEN HELD IN THE FARMING INDUSTRY AND IN ALL INDUSTRY

Date.	Category "A" Men held in all Industry.			Number of Category "A" Men held in Farming Industry.					
	Single.	Married.	Total.	Single.		Married.		Total.	
				Number.	Percentage of Whole.	Number.	Percentage of Whole.	Number.	Percentage of Whole.
31st March, 1943	..	..	36,077	..	..	..	..	13,013	36
31st March, 1944	11,255	25,169	36,424	6,036	54	7,624	30	13,660	38
28th February, 1945	12,868	14,042	26,910	8,118	63	5,006	36	13,124	49

NOTE.—(i) The above figures exclude coal-miners, ships' personnel, ministers of religion, and police.

(ii) Category "A" at 31st March, 1943, and 31st March, 1944, covered men aged twenty to forty years inclusive with fewer than four children, while Category "A" at 28th February, 1945, covered men aged twenty-one to thirty-five years inclusive with fewer than three children and who had had less than three years' overseas service.

365. Almost every Man-power Officer has reported a satisfactory farm labour position as at 31st March (subsequently confirmed as at the end of May), notwithstanding the effects of the recent comb-out of Category "A" men. All report that the "Necal" scheme played a major part in the 1944-45 season and has served to stabilize considerably the man-power position of the industry to this day. In this regard it is worth commenting that the influx of "Necal" personnel to the farming industry was rendered more difficult by the slowness of farmers to notify vacancies and the apparent inability of the industry to absorb all the "Necal" quota which had been set for it on negotiations with its representatives.

366. Very brief comments on the district farm labour position are appended :—

Whangarei (all North Auckland).—A shortage of dairy-farm hands for some time to come is anticipated, but the overall position is satisfactory. The main difficulties are accommodation shortage and inaccessibility.

Auckland.—The position is generally satisfactory. Primary Production Councils estimate that an increase in milking-cows of 10,000 for the district has been achieved during the year. The comb-cut of Category "A" men is not expected to affect production materially. Development of the use of machinery during the war years has greatly economized farm labour.

Hamilton (Waikato).—The dairy-farm labour shortage is chronic and is not a wartime development. Up to 250 additional dairy-farm hands could be absorbed. Farmers in this district failed to notify vacancies for "Necal" personnel as fully and promptly as was expected. In sheep, mixed, and agricultural farming little difficulty arises.

Paeroa (Hawaki and Thames).—Shortage of dairy-farm hands is chronic here also, where similar remarks to those made in connection with the Hamilton district apply. During the year the industry experienced a heavy labour turnover estimated at as high a figure as 30 per cent. This was due to seasonal labour requirements and to the remobilization of many "Necal" men.

Rotorua (and Bay of Plenty).—In this district the farm labour shortage in the dairy industry (almost the only branch of the industry pursued here) has been chronic. Again the shortage is explained by inaccessibility and shortage of suitable accommodation.

Gisborne (Poverty Bay).—In this district dairy-farming presents no problem, but sheep-farming, which is the main branch of farming activity, has always had an experienced farm labour problem. Vacancies for competent shepherds and shearers perennially exist. Lack of accommodation is quoted as the main difficulty.

Napier (Hawke's Bay).—In the dairying branch of the industry a steady increase in production over the war years is reported and the labour position is regarded as satisfactory. In sheep-farming a considerable shortage of shepherds has been felt for some time, and this has been accentuated by the expansion in this branch of the industry over the war years, typical of which is the increase in actual killings from 1,500,000 to 1,665,000. Lack of accommodation and inaccessibility are reported as the main difficulties. In the agricultural branch of farming a heavy increase during the war years is reported. A considerable acreage is at present cropped for vegetable and grass-seed production, while the baling of hay and ensilage has increased by approximately 20 per cent. The seasonal agricultural activity and harvesting have been rendered successful only by the use of Army personnel, students, teachers, week-end workers, and Maoris otherwise resident on their own small holdings. A considerable increase in stone and pip fruit production is also reported, and fruit-picking during the last year has substantially been accomplished by week-end workers.

New Plymouth (Taranaki).—Branches of farming other than dairy-farming are not important in this district. In the dairy-farming industry there was an acute shortage of labour until the return and direction of "Necal" personnel, but the farm labour position in the district is generally satisfactory. The arrears of maintenance during the war years are not regarded as presenting any formidable problem. Lack of accommodation is quoted as the main farm labour difficulty.

Wanganui.—In the dairy-farming industry a shortage of experienced men has been felt for some time, but the position was very much eased by the direction of "Necal" personnel. Lack of accommodation is a real difficulty. Similar remarks apply to both sheep and mixed farming. Wheat-farming is the only cropping activity of any consequence in the Wanganui district, and adequate Maori labour has been available for this purpose.

Palmerston North (Manawatu).—Here, again, the farm labour shortage which was experienced was felt mainly in the dairy branch of the industry, and the direction of "Necal" personnel has much improved the position. A stabilization of the dairy-farm labour force in this district is reported. This is attributed to the accessibility of the bulk of the district and to recent wage increases. Some change over from dairy-farming to sheep-farming has been reported, but this has been checked to a degree by the inflow of "Necal" personnel. The dairying branch of the industry has also suffered from the shortage of fertilizer. In the sheep-farming branch the farm labour position was never so difficult as in the case of dairy-farming, and the shortage which was experienced was corrected by the direction of "Necal" personnel. Some expansion of sheep-farming activity in the Manawatu district is expected. No problem is presented by either mixed farming or agricultural farming.

Masterton (Wairarapa).—In the Wairarapa district, as a result of the direction of "Necal" personnel, the farm labour position is reported as being easier than it has been for several seasons. Primary Production Councils have played a material part in achieving this good result. Special mention is made of the arrears of maintenance work, which will present a considerable problem, and also of the valuable contribution of the members of the Women's Land Service in this district.

Wellington and Lower Hutt.—In neither of the small districts covered by these two offices is farming activity of any consequence. Such farm labour problem as has existed has been correspondingly minute.

Blenheim (Marlborough).—Such dairy-farming as is carried on in this district is mainly pursued on a single-unit basis and hence little labour turnover has been experienced. Farm labour shortage is not a great problem. In the sheep-farming branch of the industry a very considerable labour turnover has been experienced and at times there has been a real shortage. The direction of "Necal" personnel has done much to improve the position. Agricultural farming has presented little difficulty, apart from its seasonal aspect. Small fruit, shearing, and harvesting have been the major seasonal difficulties in Marlborough. On the whole, the farm labour position in the Marlborough district is reported as satisfactory, with the normal drift to the towns arrested.

Nelson.—Little turnover of farm labour in this district is reported and the position is considered by both the District Man-power Officer and the Primary Production Council to be satisfactory. Seasonal farm labour shortage in the tobacco, hops, and fruit branches is considerable, and there is an annual immigration of labour for this purpose.

Westport (Northern West Coast).—In this district, where dairy-farming is practically the only branch of the industry, no marked labour shortage has been reported for some time.

Greymouth (Southern West Coast).—In dairy-farming a substantially similar position to that obtaining in the case of Westport is reported.

Christchurch (Canterbury).—In the dairy-farming branch of the industry the man-power position is regarded as being more satisfactory than for some years. In sheep-farming, also, the position is regarded as highly satisfactory. In mixed farming and agriculture, largely as a result of the valuable assistance of Primary Production Councils, there has been a satisfactory solution of the shortage of shearers, enabling the available labour force of trained men to handle the clip.

Ashburton.—In neither dairy nor sheep farming is there any important farm labour problem. Some shortage of labour is experienced in mixed farming, particularly in cropping, and here the position has been assisted materially by the use of Service personnel. Harvesting has always presented difficulties in the Ashburton district. The organized zoning of sheds for shearing has assisted in overcoming the shortage of shearers.

Timaru (South Canterbury).—Dairy-farming has presented little difficulty in this district, but a considerable shortage of experienced shepherds and other sheep-farm workers is known to exist. Again the shortage of trained shearers has been met by zoning. In mixed farming a demand for all types of workers, but particularly tractor-drivers and teamsters, is chronic. A large number of "Necal" men was allotted to farmers in this district. The Timaru district is a big absorber of seasonal farm labour and has been much assisted by the Army Harvesting Scheme. A labour problem in threshing-mills is reported.

Dunedin (Otago).—The overall farm labour position in this district is reported as satisfactory. It has been much assisted by the direction of "Necal" men. Dairy-farming presents no difficulties, but there is some shortage of high-country shepherds. Harvesting activity, as in the case of other districts, was dealt with satisfactorily with the aid of Service personnel. The zoning of shearing activities in co-operation with Primary Production Councils enabled a satisfactory solution of the always difficult shearing problem. Lack of suitable accommodation is quoted as the main difficulty of farming in this district.

Invercargill.—The general farm labour position is reported as satisfactory despite the recent comb-out of Category "A" men. This position is attributed to the direction of "Necal" personnel. Lack of suitable accommodation, particularly for married couples, is the main difficulty of the dairy-farming industry. Harvesting has been met during the last season by the aid of Service personnel, while in the case of the shearing season little difficulty was experienced.

367. The reports of District Man-power Officers justify the appraisal of the farm labour position which has already been made. Conclusions invited from the data provided are—

- (a) In both sheep and dairy farming in the main farming districts there is considerable scope for the progressive expansion of the labour force.
- (b) The dairy-farming branch of the industry is most affected by farm labour shortage, with the Hawke's Bay and South Canterbury districts presenting an especially difficult seasonal farm labour problem in agricultural activity.
- (c) Lack of suitable accommodation, inaccessibility and therefore absence of social amenities, seasonal nature of much of the work, and relatively low wages account for the reluctance of workers to engage in this activity.
- (d) The pre-war trend of the population from farming to urban industry has been temporarily arrested during the war years. (NOTE.—Some 8,900 male workers were held under direction in the farming industry as at 31st March, 1945.) This drift must, however, be expected to reassert itself unless employment in the industry is made more attractive, particularly in regard to the provision of suitable housing.

(ii) Bushfelling and Sawmilling

368. Perhaps no industry has been more under stress during the war years than the bushfelling and sawmilling industry. Before the war, shortages of both skilled and unskilled labour were widely felt, particularly in the bush mills in the centre of the North Island. With the great increase in the demand for timber for defence construction and other war purposes, in addition to the housing programme, the pressure on the man-power resources of the industry has greatly increased.

369. Table 49 of the report summarizes a survey undertaken at the end of 1944 and covering the man-power position in every bush and town mill of any consequence. From data provided by the managements of the 321 units surveyed, the labour force of the industry increased during 1944 from 6,561 to 6,780. Notwithstanding an inflow of 2,007 workers during the year, there was an outflow of 1,788. In addition, turnover of man-power between units in the industry affected 656 men. The conclusion invited from this is that the labour content of the industry has only been held by the most strenuous efforts of the Department and that the removal of man-power control would result in an almost immediate outflow of labour from the industry.

370. Almost all classes of workers in the industry are in short supply, but the greatest demand for labour has been in the heaviest and/or the most skilled branches—namely, bushman, with total vacancies at the end of 1944 numbering 241; sawmill hands, 208; and tram or road construction and surveying workers, 58.

371. The districts in which the greatest shortage of man-power has been experienced are naturally the districts where activity is greatest—namely, Taumarunui, 87; Rotorua, 139; Auckland, 39; Nelson, 30; Greymouth, 122; and Invercargill, 65.

372. Had no man-power become available from "Necal" personnel for direction to this industry, the total labour content of the industry would have dropped on the previous year by over 200. As it was, the total number of "Necal" men held under direction in the industry as at the end of November, 1944, was 474, which was considerably less than the target set for the industry. The remote nature of the work, the lack of accommodation, and the rigorous working conditions resulted in insufficient volunteers from the Third Division becoming available to achieve the "direction" target for the industry.

373. It must be concluded that, as the bushfelling and sawmilling industry is being called upon to play an increasingly important part in housing and reconstruction building activity, notwithstanding the cutting-out of readily accessible stands, a material expansion in the labour force of the industry must be achieved.

(iii) Coal-mining

374. Notwithstanding some expansion in the numbers of workers engaged in this industry, the man-power difficulties which the industry has presented have been almost as serious as those which have arisen in the case of the bushfelling and sawmilling industry, an industry which in some respects is similar to the coal-mining industry. Before the war there was a shortage of fit men as truckers in the Waikato and West Coast collieries. Since the outbreak of war the position both as far as miners and truckers have been concerned, but especially in the case of truckers, has become increasingly difficult as the increased demand for coal has taken place.

375. At the beginning of the war the production of coal was below the 1929 figure largely on account of the substitution of hydro-electric power for industrial purposes. As a result of this, mine development had lagged behind and many New Zealand mines are gradually approaching exhaustion, a state which has commensurately raised the cost and difficulty of extraction. The aggregate coal production for 1944 was 2,806,000 tons, as against the 1939 output of 2,342,000 tons. The estimated output for 1945 is 3,000,000 tons. A factor in the increase in production has been the opening-up of opencast mines.

376. The present labour force of the industry—viz., 5,550—is distributed throughout the various districts as follows:—

		Per Cent.
West Coast and Nelson	2,500	45
North Island: Waikato and Whangarei	2,100	38
Otago and Southland	950	17

As at the end of March of the current year there were vacancies in coal-mines for some 100-odd men. The demand at the present time is rather for truckers, who must be young and fit, than for miners, although a number of the latter could be employed in Waikato and West Coast mines. Above-ground maintenance staff, tradesmen, &c., have also been in short supply during the war years.

377. The shortage of man-power in the coal-mining industry is generally explained by the following factors:—

- The usual aversion to underground work.
- The shortage of fit men other than those held on appeal.
- Lack of suitable accommodation, particularly at the Waikato mines.
- The heavy nature of the work and industrial risks involved.

378. Before April of 1943 the Department, either through Armed Forces Appeal Boards or through District Man-power Officers, was responsible for some 200 recommendations to the Forces to release personnel whose pre-service employment had been in coal-mines. Since April of 1943 the number of men released by the Forces for employment in the industry has reached 535, of which number 393 (including 140 "Necal" personnel) were released and directed to the industry during the last twelve months.

379. As no slackening in the demand for industrial and household coal can be foreseen (at least for some years to come until hydro-electric power generation is much extended), the coalfields of the country must be expected to present a difficult man-power problem. This is especially true when it is borne in mind that the wastage among skilled miners has been high and the number of men entering the industry as youths is decreasing. An important factor to be taken into account in any

consideration of the future man-power position is the fact that at the present time a total of approximately 1,100 Category "A" men are held in coal-mines (West Coast, 583; Waikato, 400; elsewhere, 117). In the absence of controls to retain these men in mine employment, a considerable outflow from their number can be expected.

(iv) Building and Construction

380. Throughout the war the building industry has presented a difficult problem to the Department. Until the entry of Japan into the war the industry suffered a heavy draw-off of its man-power. During 1942 at the time of the general mobilization and the launching of the enormous defence-construction programme, man-power was held in the industry, and, indeed, augmented by the release of a number of home-defence personnel in the spring of 1942. By the end of March, 1944, man-power releases to the industry totalled 2,491, and this figure was increased at the end of March of the current year to 5,714, excluding "Necal" directions. At the end of November, 1944, 1,386 "Necal" personnel were held under direction in the industry. Directions from other industries from 1st October, 1943, to 31st March, 1945, have totalled 3,112, and of this number no fewer than 2,222 have been directions during the last twelve months.

381. It is therefore obvious that a policy of building up the labour force of the industry has been pursued as actively and expeditiously as the military man-power position has permitted. During the last twelve months in particular a great effort has been made to deflect labour to housing constructional activity. In this connection it has been estimated that the man-power and materials which combined to complete the heavy defence construction programme would have produced no fewer than 17,000 dwellings.

382. Notwithstanding all the efforts of the Department, the man-power position in the industry is definitely unsatisfactory and must be expected to remain so for some time. Almost every Man-power Officer reporting on the building position in his district has advised that a great demand for housing and industrial buildings exists, and although a shortage of man-power has existed in most districts, the greatest difficulty confronting the industry has been the limited supplies of timber and other materials available.

383. Attention has recently been directed to the matter of securing greater co-ordination within the industry, with a view to ensuring that the available labour and materials are applied to the more essential types of building construction, such as housing, hospital and school buildings, hydro-electric schemes, and other priority works of national importance, until such time as the output of sawmills, brickworks, and other ancillary undertakings can be increased.

(v) Transport and Communications

384. Under this heading are included coastal shipping, road goods and passenger services, local-body bus and tram services, and all the services provided by the Post and Telegraph and Railways Departments.

385. Shortage of man-power in the transport and communications industry is almost entirely a wartime development. Of the various branches, road goods and passenger services and shipping services have experienced only particular temporary embarrassments, albeit it has been necessary to hold 600 Category "A" merchant seamen under appeal. The comparative easiness of the position in road services has been due to—

(a) The more or less permanent general surplus of motor-drivers.

(b) The inflow into the industry of ex-servicemen and others as owner operators.

Of the remaining branches of the industry, the Railways Department and the tramway services of the two largest cities have presented the greatest problems.

386. The Railways Department was embarrassed early in the war by the despatch of a railway operational unit to the Middle East and by the progressive mobilization of other members of its staff. Added to this difficulty was that created by the huge increase in goods and passenger traffic throughout the war, but especially during 1942 and 1943. The return of the railway operational unit in July, 1943, the direction of men from other industries, the reservation of 2,872 Category "A" men as at 31st March, 1944, and the wholesale engagement of women as clerks and porters did much to improve the position. Despite this, at the beginning of the twelve months ended 31st March, 1945, the Department was seriously short staffed, especially for permanent-way maintenance workers, train crews, and station porters. The direction of some 850 "Necal" men between April and November of 1944 did much to improve the position, which has now been again rendered somewhat strained by the comb-out of Category "A" men. Relatively low wages have, until recently, combined with other reasons to make staffing of the Department difficult.

387. Although a considerable number of its total staff is still serving with the Forces, the Post and Telegraph Department, except in special sections, has not presented a problem comparable with that of the Railways. This is explained by the great amount of clerical and light manual work involved and the wholesale use of women workers on this.

388. Real difficulty has been met in staffing the tramway services, particularly in Auckland and Wellington. In the case of Auckland, notwithstanding a heavy turnover of labour, the service has been maintained by—

(a) Increased hours of work among the traffic staff.

(b) An active direction policy applied to both males and females.

(c) A rigid surveillance of terminations from the industry.

(d) The efforts of an enthusiastic Man-power Utilization Committee.

Despite these aids to the situation, the maintenance work of the Auckland tramways service is considerably in arrear.

389. The Wellington tramway service, employing a staff of 970 men and women, of whom 600 are motormen, conductors, conductresses, or bus-drivers, has at times suffered serious man-power shortages. Women conducting staff, who numbered as many as 300 in 1942, have found the work somewhat arduous and are gradually being replaced by directed males or by ex-servicemen. During the twelve months ended 31st March, 1945, some 100 men were directed to conducting employment and a further 70 to repair and maintenance work. A considerable number of additional men could yet be engaged, particularly on track maintenance, but a progressive improvement in the position can be anticipated.

(vi) Clothing-manufacturing

390. The labour force of this industry in 1939 was 1,883 males and 10,387 females. By December, 1944, the total labour force had increased to 16,700, there having been some decrease in the number of males. As the overall increase was therefore due to the employment of more females, it will be seen that the employment of women is an important factor in this industry. At the present time there are some 4,000 women held under direction in clothing-factories and woollen-mills.

391. The Department has throughout experienced considerable difficulty in finding adequate female labour for clothing-factories, and only after it had become evident that sufficient labour was not available in the main cities, where clothing-manufacturing has been for the most part carried on, did firms decentralize plant to auxiliary factories in secondary towns. The Department assisted materially in this decentralization by conducting a survey of untapped female and male labour in the secondary towns in question.

392. Arising out of the data collected by the Department, several firms commenced operations in secondary towns such as New Plymouth, Wanganui, Napier, Levin, and Timaru. This has much eased the strain on the industry, which up until the present time has been most arduously engaged in producing Service requirements in addition to garments for civilian consumption.

393. The switch back to the manufacture on a large scale of civilian clothing with the return of many thousands of servicemen during the current year will place a great strain on this industry and focus attention on the importance of retaining the services of the women who have entered it during the war. At 15th March, 1945, the total vacancies in the industry for female workers were 1,390.

394. During the year some considerable improvement in the production of essential civilian garments of the types which have been in short supply has resulted from action initiated by the National Garment Control Council, which was set up in November, 1943, and on which this Department is represented.

395. Trends which have been observed in the industry during the war period are—

- (a) A considerable increase in the part-time employment of married and single women.
- (b) A disappointing lack of co-operation on the part of some manufacturers in the manufacture of the more essential utility garments.
- (c) The preference of women workers for work in factories producing women's and girls' wear.

396. Problems which face the industry include—

- (a) The prospective exodus of married women and other women proposing to marry ex-servicemen.
- (b) The likely general wastage of man-power following relaxation of control.
- (c) The difficulty of recruiting juveniles to offset the natural wastage of operatives and, in particular, to replace the wastage of married women when this takes place.
- (d) The objections of many parents to clothing-factory employment.
- (e) Absenteeism, which has been most marked during the war years, but which can be expected to decline with the return to peace conditions.
- (f) The necessity for further decentralization of the industry to overcome labour problems.

397. The district position presented by the industry is briefly summarized as follows:—

Auckland.—Here there has been an extension of some hundreds in the number of workers employed until the present labour strength of the industry in the district is in the neighbourhood of 6,000. Vacancies at the present time number 350 for females and 20 for male workers. However, these vacancies are merely those which have been approved by the Department for early filling, and the fact that there are in this district approximately 500 clothing-factory machines idle gives an indication of the expansion potential of this industry were the labour available. Good work has been done by the District Man-power Utilization Committee in the diversion of labour in terms of the findings of the National Garment Control Council, and the Committee has also greatly assisted in the comb-out of Category "A" men. Demands on the industry during the last year have been met only by—

- (a) Block transfers of labour within the industry to achieve priority schedules. In this the Utilization Committee has greatly assisted.
- (b) The direction of girls released from the W.A.A.C.s and W.A.A.F.s.
- (c) The recruitment of nearly 200 girls by the Vocational Guidance Centre.

A large labour turnover has been experienced by the industry as a result of transfers initiated by the District Man-power Officer and terminations due to ill health, maternity, &c. Working conditions in some of the local factories are poor.

Hamilton.—A small factory recently established at Huntly is securing all the labour required.

Paeroa.—A clothing-factory has recently been established at Thames and the staffing of it has not been difficult.

Napier.—An expansion in activity has taken place, but as the unit is small the staffing of it has presented no difficulty.

New Plymouth.—A recently established clothing-factory at New Plymouth has experienced no difficulty in obtaining adequate female labour. A similar factory commenced at Hawera has also met no difficulty.

Wanganui.—It has not been difficult to staff factories recently established in this centre.

Palmerston North.—The industry has greatly expanded during the war and a number of factories have been commenced in the city and adjoining towns. Their staffing has not been particularly difficult.

Masterton.—No fewer than five clothing-factories have been set up in this district during the war. Their establishment has tapped the female labour reserve of the district which was hitherto idle.

Wellington.—Some slight reduction in the total number of operatives employed in the industry has been offset by an extension in adjoining towns in the Manawatu and Wairarapa districts. Considerable difficulty has been experienced during the year in meeting priority orders, and the block transfer of labour between undertakings has not obtained the co-operation from all manufacturers that was anticipated. Considerable difficulty, in particular, has been experienced in switching productive effort towards shirts, pyjamas, and suits.

Christchurch.—No great difficulty has been experienced by the industry in this centre.

Timaru.—A small factory has recently been established in this centre and it is tapping a reserve of female labour.

Dunedin.—In the main, success has been achieved in finding labour for all priority work in Dunedin factories. Transfer of workers between factories and between departments inside the same factories has been necessary to achieve this. The degree of co-operation of employers in the block transfer of workers has been rather more satisfactory than has obtained in certain other centres. Notwithstanding the general satisfactory state of the industry, total vacancies as at the end of March were in the neighbourhood of 150. Again the difficulty is to recruit labour to those units or departments of units engaged on high-priority clothing. A high labour turnover in this industry and a diminution in the number of juvenile entrants is reported.

(vii) Woollen-manufacturing

398. The estimated total labour force of this industry is 3,403, of whom 1,523 are males and 1,880 are females. There has been a decline in the numbers employed amounting to some hundreds over the past few years.

399. During 1943, 1944, and the first quarter of 1945 the industry has been assisted by the issue of over 1,000 effective directions, the bulk of which has been issued to female workers. Vacancies at the present time stand at 305 viz., 267 for females and 38 for males. Category "A" men at present held under appeal number over 100.

400. It is apparent that, despite the strenuous efforts of the Department, there has been a progressive wastage from the labour force of this industry. The reasons for this are—

- (a) The pronounced tendency of almost all mills to rely on the Department for the supply of all labour required.
- (b) The high level of terminations among female workers due to marriage, ill health, maternity, or age.
- (c) The widespread antipathy of juveniles to mill employment and their entry into other industries offering more congenial working conditions or more attractive wages.
- (d) The insistence of some managements on obtaining the services of junior females.
- (e) Remoteness of a number of mills.

401. It may be recorded that this is the only industry in which the Department has been unsuccessful in securing the full co-operation of the managements, who have consistently refused to recognize or to appoint representatives to the Man-power Utilization Council.

402. Notwithstanding this unco-operative attitude, the Department, appreciating the basic importance of the mills' production to the clothing industry and to the Dominion's internal economy, has spared no effort to maintain the staffing position of the mills at the highest possible level, and to this end has accorded to woollen-mills vacancies the highest possible priority, second only to the needs of general and mental hospitals.

(viii) Dairy Factories

403. Always an industry presenting a definite seasonal labour problem, the butter and cheese making industry has become increasingly difficult to staff during the war years.

404. The 1941-42 season was the first during the war to present more than ordinary difficulty. The short-staffed Taranaki and Waikato factories worked through the season with the assistance of labour supplied by the Placement Service, including men from employment-promotion schemes, University students, and in some cases older secondary-school boys. During the following season the industry managed fairly well as a result of the release of a large number of men from the home-defence Forces. The following season the position was met in much the same way, but with increasing difficulty. By the end of that season—March, 1944—823 men had been man-powered out of the Forces to engage in the industry and many others had been directed to the industry from other employment.

405. When "Necal" personnel were being returned to New Zealand for work in essential industry (April to November, 1944), the man-power outlook for dairy and cheese factories was serious. It was doubtful just how the 1944-45 production would be handled. The industry gained from "Necal" drafts a total of 480 men, but it could have absorbed many more. The season's production was disposed of only by a severe direction policy and by an equally severe scrutiny of terminations from the industry and recourse to overtime work.

406. In the off-season the aggregate labour force of the industry is estimated at 2,000, and at the height of the season—November-December—it is required to rise to approximately 4,000. The present labour force includes, among others, 889 Category "A" men held on appeal.

407. If the output for the 1945-46 season is to be successfully handled, a considerable augmentation of the industry's man-power will be required, and this will call for an even more vigorous direction policy than has applied in previous seasons in diverting labour from other forms of employment. Present indications are that it will also be necessary to call upon staffs to work overtime to the same extent as has applied in past seasons.

408. As an indication of the difficulties confronting the Department in providing the full complement of labour for dairy factories, many of which are remotely situated, it may be recorded that in one district 72 additional workers will be required during next season by nine factories which are unable to provide any accommodation. Private accommodation must therefore be secured for any workers who may be directed to these factories. In the case of another group of seventeen factories requiring approximately 80 additional men, only single baches are available, the men being required to prepare their own meals and to supply all their own gear, including cooking utensils and bedding.

409. With the removal of man-power control, managements will find great difficulty in retaining factory staffs, for the following reasons :—

- (a) The work is heavy and unattractive.
- (b) Factories are remotely situated.
- (c) There is a serious lack of accommodation for married men.
- (d) The work is seasonal in nature, probably 40 per cent. of the staffs being laid off in the winter months.

410. Turning to the principal dairying districts, the following facts emerge :—

Auckland and North Auckland.—A labour turnover of up to 50 per cent. is recorded among inexperienced men, due to the seasonal nature of the work, physical breakdown, and lack of accommodation. Men are most reluctant to enter or remain in the industry. The direction of "Necal" personnel assisted materially last season.

Waikato and Hauraki.—A serious seasonal labour shortage is recurrent. Several hundred additional workers will be required by November. Difficulties are the same as those evident in the Auckland district, but the particular difficulty of absenteeism among Maori workers has attracted attention. Again the direction of "Necal" personnel somewhat eased the position during the last season.

Taranaki.—In no district is the problem of staffing dairy factories during the season more difficult than in Taranaki. It is estimated that in this district there is an increased seasonal demand for factory workers of some 500, but by the end of March staffs are almost always adequate to cope with the most pressing requirements. During last season no fewer than 328 men were directed to dairy-factory employment in Taranaki, but despite this the year's production was handled at the peak point only with considerable difficulty. In the Taranaki district the off-season fate of dairy-factory workers is ordinarily more insecure than that of similar workers in the Waikato, because the town of New Plymouth does not present the scope for employment that Hamilton and Auckland do. Dairy-factory workers laid off after the season, as far as Taranaki is concerned, must either rely on farm work, which is not always available, or migrate to other centres. Shortage of accommodation and the seasonal nature of the work are, as elsewhere, the main difficulties faced.

Wanganui and Manawatu.—The man-power position of factories in these districts has not been such a problem as in the Waikato and Taranaki, where factories are perhaps more remote and reserves of labour less readily tapped. Accommodation difficulties are nevertheless pronounced and recourse to "Necal" personnel was necessary to man factories during the last season.

Southland.—Unremitting endeavour to cope with a situation, made especially difficult by the emphasis on cheese production, has been necessary in this district. During the season just ended factories were manned only by the retention of 60 Category "A" men under appeal and the direction of 37 "Necal" men and 295 workers from other employment.

(ix) Public and Mental Hospitals and Sanatoria

411. The estimated aggregate staffs of public hospitals, sanatoria, and mental hospitals in New Zealand is in the neighbourhood of 15,000, of which number something under 2,000 are employed in mental hospitals. Nursing staffs, male and female, comprise rather more than half of the total staff strength.

412. No figures are available concerning the labour content of private hospitals, which have not caused the concern that the public hospitals and mental hospitals have done.

413. Staffing of both public hospitals and mental hospitals has been a constant source of difficulty to the Department and the authorities directly concerned. As at the end of March of the current year there were approximately 2,800 women held in hospital employment under direction, mainly as wardsmaids, kitchen staff, &c. As at the end of February of the current year, some 250 Category "A" men were held under appeal in the industry. All the larger centres report considerable difficulty in staffing public hospitals with nurses and wardsmaids, kitchen hands, &c., but particularly the latter class of workers. During the war years the difficulty has been accentuated by a growing demand for hospital services. This has been due to—

- (a) The benefits made available to the public through social security.
- (b) Treatment of large numbers of sick and wounded ex-servicemen.
- (c) Some general decline in the public health due to war stress.

414. Staffing difficulties have been accentuated by—

- (a) In some districts shortage of accommodation for workers living in.
- (b) In the cases of sanatoria, their remoteness.
- (c) In the cases of mental hospitals, the unreasoned prejudice of the public, especially women, against work of this kind.

415. At the present time the Mental Hospitals Department has vacancies for some 200 workers of all types, of which number rather more than two-thirds would be for nursing staff, both male attendants and female nurses. During the last twelve months the serious staffing position in almost all mental hospitals necessitated special measures on the part of the Department and the Mental Hospitals Department. A publicity campaign involving the use of printed matter, radio, and church appeals was launched, and as a result the position was somewhat improved. It has been the experience

of the Department that the direction of women to this class of work has, on the whole, been unsuccessful mainly because of the preconceived prejudices of the women concerned, and the repugnance with which the uninformed members of the public view the direction of women, especially young women, to this work. Recent improvement in the wages of mental-hospital employees is reflected to some degree in the increased recruitment of both male and female workers.

416. Vacancies in public hospitals at the present time number 165 for nurse probationers and approximately 300 for wardsmaids and other similar types of workers. Probably public hospitals and sanatoria could absorb considerably more workers than these. Only the most persistent direction efforts of District Man-power Officers and the closest scrutiny of applications to terminate from hospital employment have held the staffing position during the last twelve months. It is anticipated that the demobilization of large numbers of servicemen during the present year will enable easing in the staffing position of general hospitals.

417. During the year it has been necessary in some districts to place all single girls between the ages of twenty-one and twenty-two under a universal obligation to perform twelve months' hospital service, and this has enabled the Department to maintain the staffing position of the main general hospitals at a satisfactory level.

(x) Boot and Shoe Manufacturing

418. This is an industry which has been called upon during the war years to greatly expand its output. There has been a considerable increase in the number of workers employed in the industry as compared with the pre-war strength, but there are at present vacancies for 136 male workers and 240 females. The total number of Category "A" men held under appeal in the industry at the end of February of the current year was 220.

419. District Man-power Officers in the four main centres, which are almost the only ones affected, report that the staffing of factories has been much assisted by the active co-operation of their Man-power Utilization Committee. In particular, co-operation has been extended in the engagement of inexperienced labour in an endeavour to keep up production, especially for the Armed Forces.

420. Notwithstanding the decline in military orders, the maintenance of output at a high level—to meet growing civilian requirements—will make necessary the retention of the present labour force and the diversion of additional men to the industry.

(xi) Engineering

421. The total labour content of the engineering industry (all branches) as at the end of 1943 was estimated at 16,460, an increase of 4,364 on the 1939 figure of 12,096. Of the 1943 total, 2,401 were females and 14,059 males.

422. The engineering industry, which before the war was largely confined to a servicing role and to a lesser extent light manufacture, has blossomed during the war years as an important contributor in the munitions, ship building and repair, and manufacturing fields. Its servicing role has become still more important.

423. Pre-war industrial expansion saw the industry short-staffed, especially for moulders, fitters and turners, pattern-makers, tool-makers, and boilermakers. To meet the shortage, which was especially felt by the Railways workshops, several hundred Australian tradesmen were imported, and, in addition, a number of individual tradesmen in both Australia and Great Britain who wrote to the Placement Service seeking information regarding employment opportunities in New Zealand were encouraged to immigrate, and did so.

424. Notwithstanding the increase in workers from these sources, it had become necessary by the beginning of 1939 to consider ways of adding quickly to the labour force of the industry, and the Labour Department at that time sponsored a scheme for the training of auxiliary tradesmen in fitting and turning and welding. With the outbreak of war the auxiliary training scheme was extended, and by the time it was merged with the trade-training schools of the Rehabilitation Department (February, 1944) it had trained 478 auxiliary workers, 134 of whom were welders.

425. During the war years the demand in the industry itself and the direction policy of the Department resulted in the return to the engineering industry of a large number of men who had formerly left it. To attain and hold the increase of over 4,000 on the 1939 figure it has been necessary for the Department to undertake the most active measures, especially in consideration of the demand of the Forces for engineering tradesmen. From the middle of 1942 to the end of March of the current year the Department has been responsible for the release from the Forces of 2,931 engineering workers. In addition, men directed from other industries during the year (earlier figures are not available) have totalled 1,996, while it is estimated that the total number of men at present held under direction in the industry is 4,000. As at the end of February, 1,920 Category "A" men were held on appeal in the industry. Notwithstanding these several aids to the industry, vacancies approved by the Department now stand at the high figure of 1,265 for males. The industry has also steadily demanded additional female labour, and during the last year the Department has directed 602 women workers from other industries to the engineering industry.

426. It is known that there are many hundreds of skilled and semi-skilled engineering tradesmen at present serving with the Forces. In particular, the Air Force has been responsible for the training of a large number of light-engineering workers. It is uncertain whether all of these men can be absorbed by the industry in post-war years, as the emphasis is rather on the basic engineering trades than on the trades which have been most pursued in the Air Force. However, given general expansion of the industry, retraining of ex-servicemen and their diversion to the short-staffed trades should be possible.

427. Reports from the District Man-power Officers indicate a general expansion in engineering activity, with particularly noteworthy expansion in the Auckland, Christchurch, Hutt Valley and Wellington, and Dunedin districts. In the secondary centres such as Oamaru, Invercargill, Hamilton, Paeroa, Wanganui, and Palmerston North a shortage of engineering tradesmen is reported. These towns, for the most part, have seen the opening of new foundries or shops during the war period or considerable expansion of activity in existing shops and foundries. For example, in the case of Hamilton a branch factory was opened by the Colonial Ammunition Co. In Palmerston North, Invercargill, and Wanganui the industry has been mainly concerned with repair work and the manufacture of parts, while the two foundries at Thames have discharged heavy war contracts of a basic engineering type.

428. The man-power position in the industry, as far as the main centres are concerned, is now dealt with briefly :—

Auckland.—A large number of both actual and potential vacancies is reported from this district, where approximately 6,000 men are employed by some 200 firms. The Man-power Utilization Committee has greatly assisted the Department during the last year, especially in connection with the comb-out of Category "A" men held on appeal and their replacement by other man-power. Turnover of labour has been high and the District Man-power Officer has been hard put to it to maintain shop strengths. Temporary transfers of labour as between firms have been inevitable. The outlook for the industry in this district is one of continued expansion, the degree of which will depend on the future of shipbuilding and repair work and, in particular, naval repair work. The shortage of labour which will result from any expansion will extend to semi-skilled and unskilled workers. The greatest demand will be for fitters and turners, boilermakers, and welders. In neither of the two latter trades are apprentices being trained at anything like the rate required to augment the labour force to the desired extent.

Wellington and Hutt Valley.—In this district the greatest emphasis in the industry has been on munition manufacture and on the Woburn Railways workshops. As the manufacture of munitions has tapered, more labour has become available for general engineering, but it is estimated that there are still 1,800 males and 860 females employed on munitions or other war contracts in the Wellington and Lower Hutt districts. The total labour force of the industry in these two districts is estimated at 3,450.

Rapid turnover of labour, especially in the large converted motor-engineering works of the Hutt Valley, has been reported, and the District Man-power Officer has had difficulty in maintaining staffs for urgent repair work—*e.g.*, of American vehicles from the Pacific area. Ship repair and aeroplane manufacture and repair work have presented special difficulty during the last twelve months, but of late there has been a cut back in the manufacture of the trainer machines in which the De Havilland Aircraft Factory has been engaged. Canister and dry-cell-battery manufacture has expanded considerably in this district and heavy demands for labour have been met only with difficulty.

Christchurch.—Utilization of all available local labour and transfer of labour from secondary towns in the South Island have been unequal to the task of manning all engineering shops in this centre. There has been some dilution of labour, as semi-skilled men have undertaken the work of tradesmen, but the process has gone as far as it can. Turners, fitters, moulders, and electricians in particular are in short supply, and bottle-necks in the output of certain firms have had to be overcome by diversion of men from other essential industries. In the immediate post-war period sufficient civilian demand should result in a general expansion of the industry, although the future of some of the semi-skilled men in the industry may be uncertain.

Dunedin.—The industry in this district has suffered during the last year by the loss of unreplaced tradesmen to the Forces, the most serious shortage has been for floor moulders and turners. In the engineering industry in Dunedin the services of moulding tradesmen are crucial and active steps to train more of these workers are necessary. Approved vacancies for more than 100 tradesmen exist in engineering shops and foundries in Dunedin, but a considerably larger number of skilled workers could probably be engaged.

(xii) Hotels and Restaurants

429. The provision of adequate suitable female labour for hotels and restaurants has been most difficult throughout the war years. At the present time it is estimated that there are some 1,600 female workers held under direction in restaurants, hotels, boardinghouses, &c. At 15th March, 1945, there were 707 vacancies, 676 of these being for women.

430. During the war years the labour position in this section of industry has been aggravated by the influx into main centres of servicemen and by the competitive employment opportunities for women workers. Further difficulties have been a high degree of labour turnover and absenteeism, and the engagement of labour in work of an unessential nature.

431. The outlook is for a progressive easing of the situation as women become available from other industries.

(xiii) Meat-freezing

432. In this industry there has always been some shortage of man-power during the peak months of the season owing to the size and momentum of the seasonal swing and the physically exacting nature of much of the work. The peak labour content of the industry (33 works) for the 1944–45 season was 13,246, against a content of 13,574 for the 1942–43 season. Activity in this industry reaches its peak in December and January and falls off markedly after March. In mid-winter the total labour force of the industry is not more than 5,000. Table 48 of the Appendix analyses the peak strengths of all freezing-works on a district basis.

433. Throughout the war years there have been seasonal labour shortages. These have been met by directions, release of man-power from the Forces, and reservation of Category "A" men. At the end of November no fewer than 1,099 category "A" men were held under appeal in the industry, and mainly as a result of the direction of "Necal" personnel this number had increased to 1,625 by the end of February of the current year. At that date 766 "Necal" personnel were working under direction in freezing-works. A large proportion of the single men are now in the process of being combed out to man replacement drafts.

434. Seasonal labour for freezing-works constitutes a major problem in the Auckland, Hamilton, Gisborne, Hastings, New Plymouth, Wanganui, Palmerston North, Masterton, Timaru, and Invercargill districts. The experience of the Auckland district is typical of the other districts mentioned. In its case it has been necessary during recent seasons to direct student labour and clerical and warehouse employees from other industries, while last year the direction of "Necal" personnel, even though fewer than the quota set, helped greatly. Special problems presented by the industry during the season were—

- (a) Prolonged duration of the season.
- (b) Failure to obtain the full quota of "Necal" men.
- (c) Difficulty in redirecting men as a result of medical conditions.
- (d) Comb-out of Category "A" men towards the end of the season affected some works.

435. In many districts the man-power position of the industry deteriorated due largely to the seasonal nature of the work and the lack of suitable accommodation. In the smaller towns these problems are not so pressing, as the works are largely manned by workers who operate small holdings and who work on these between seasons.

436. The outlook for the 1945-46 season, unless large numbers of ex-servicemen enter the industry (and it is apparently an industry not greatly favoured by these workers), is for a further season of man-power difficulty. The Department is attempting to provide against this development by ascertaining in advance the peak labour requirements of the various works, the dates on which gangs of men will be required, and the combing of the local seasonal registers for suitable personnel for direction to works.

437. This work must remain largely seasonal in nature, and the solution to the man-power problem in the industry apparently lies along the lines of developing between-season employment in the districts where the major works are located (more particularly in the Hawke's Bay and South Canterbury districts), and in the provision of more accommodation at some of the works.

(xiv) Essential Services

438. Included under this heading are such services as gas and electric supply, butcheries, bakeries, &c.

439. In this field man-power shortage has been a constant source of difficulty to the Department. Staffs of undertakings have been substantially maintained during the war years, but only per medium of stringent direction policy, release of man-power from the Forces, and reservation of Category "A" men.

440. Dealing with each of the main sub-headings already distinguished, the following remarks are made :—

Electricity Generation and Supply.—In almost all North Island centres there has been and remains a shortage of tradesmen, linesmen, and other workers engaged in hydro-electric-power generation and reticulation. The Public Works Department in particular is extremely short-staffed for tradesmen at Arapuni, in which district substation construction has been delayed by the shortage of carpenters, electricians, and electrical fitters. Despite most strenuous direction efforts, Karapiro remains understaffed for certain types of labour. In the Gisborne district a shortage of experienced linesmen is noticeable, while farther south at Lower Hutt and in Wellington extreme difficulty in meeting expanding labour requirements is being experienced. In Otago, rural reticulation has been delayed by staffing difficulties and maintenance work has had to be curtailed.

With the increasing development of electric-power generation and supply, an expanding scope for the engagement of supervisory, technical, and skilled and semi-skilled workers of many kinds can be expected. The shortage of qualified technical workers in particular *i.e.*, men such as power-station superintendents, operators, and substation operators must be regarded as a partially limiting factor in the desired expansion of this industry.

Coal-gas Production and Supply.—In only a few centres has this section of industry presented a serious problem. Difficulties faced by the industry have been rather on the coal-supply side than on the man-power side, but in Auckland, Wellington, Christchurch, and Lower Hutt man-power has been difficult to supply. In Auckland in particular the shortage of suitable retort hands has presented a difficulty, while in Wellington the turnover of retort hands has been high. On the whole, through the direction of man-power from other industries, the Department has been able to maintain the labour force of this section of industry reasonably well. This state of affairs should continue.

Butcheries. In smaller centres little shortage of butchers is reported, but in the main towns a considerable shortage of skilled butchers capable of manufacturing small-goods has been experienced. The Department has assisted the position by the reservation of a limited number of Category "A" men under appeal and the direction of a small number of "Necal" personnel to butcheries during the last twelve months. The summer months have presented greater difficulty as a result of the temporary direction by the Department of a number of butchers to freezing-works. On the whole, it can be said that there is a shortage, but not a serious one, of skilled butchers, and this can be expected to persist for some time.

Bakeries.—This is a section of industry which on certain occasions in particular localities has presented a serious man-power problem. The total labour force of the industry is 1,535, of which number 1,039 are journeymen and 496 are others. There are 44 vacancies at the present time. Generally, the trade is understaffed for apprentices, journeymen, and labourers.

During the war years the Department has found it most difficult to man the 500-odd bakeries of the Dominion. There has been a progressive increase in the output from bakeries, due mainly to the presence of large forces of servicemen. During the fifteen months ended 31st March, 1945, the industry lost a total of 310 workers, of which number 183 transferred to other industries and the balance of 127 entered the Forces.

During the same fifteen months the industry gained by direction, voluntary engagement, and return of ex-servicemen a total of 408. In other words, the labour force of the industry has been more than held during the last fifteen months. A total of 217 Category "A" men are still held under appeal in the industry. Notwithstanding the increase in personnel and the reservation of Category "A" men, most bakeries have been called upon to work a considerable amount of overtime during the last twelve months. The general man-power position in the industry can be expected to improve, but there is a necessity for the training of a greater number of apprentices.

(xv) Food Processing and Canning

441. Already showing signs of considerable development before the war, this is an industry which has achieved a notable expansion during the war years. The presence of large numbers of New Zealand and Allied troops in camps in remote parts of the country and the necessity for despatching overseas to the Forces and to the United Kingdom large stocks of canned foods have combined to explain this expansion. Existing canneries have everywhere been expanded, but particularly in Auckland, Hastings, Nelson, Paeroa, Wellington, and Christchurch has there been dramatic expansion.

442. In Auckland the dehydration of vegetables and their canning, as well as the canning of meat products, has attained a record high level. The industry during the last twelve months in this district has seen a marked turnover of labour, 580 workers leaving it, as against 600 entering. Vacancies at the present time are in the neighbourhood of 40.

443. Although the vegetable-dehydration plant at Hastings may not continue to operate after the war, food-canning in this district has nevertheless received an impetus which is likely to be maintained. It is possible that an expansion of jam making and canning will be undertaken, and this will absorb the bulk of any staff released from dehydration plants. Considerable use has been made of part-time workers in this district.

444. In Paeroa the development of the "Loyeda" fish-paste processing and canning industry, and also the establishment of a mussel factory at Coromandel, has increased the seasonal demand for labour. Modest expansion in both these fields is expected.

445. In Wellington there has been an extension in the output of Karitane Products, Ltd., and fish-oil manufacture has actually been developed to the point of providing oil for export. A considerable increase in the manufacture of margarine has taken place, and the post-war expansion of the bulk of the products of this undertaking is anticipated.

446. Vegetable-canning has always been an important aspect of Nelson's economic activity. In 1944 the Internal Marketing Department established a dehydration plant at Motueka. This employed about 35 males and over 50 females. The firm of Kirkpatrick and Co. in Nelson has experienced great increases in the demand for its products and has been hard-pressed to obtain necessary labour during the season. Volunteers, part-time workers, college girls, and W.A.A.F.s have all been called upon to assist.

447. In Christchurch, too, the establishment of a dehydration plant has resulted in a considerable increase in the processing and canning of foodstuffs; the engagement of considerable labour, especially during the season, has resulted.

448. The food processing and manufacturing industry has been one that has, regardless of the war, steadily expanded. As the population of urban areas increases and new food preserving and canning techniques are developed, a further expansion in this field can be expected.

SECTION XVI.—THE REGIONAL EMPLOYMENT POSITION AND OUTLOOK

(i) Some General Observations

449. The problem of special areas (due to the advanced decline of industry) that exists in Wales has no counterpart in New Zealand. The west coast of the South Island, which comes nearest to being a special area in this sense, does not, on account of its small population and the mobility of its labour, present any irremediable employment problem.

450. Apart from the decline of small erstwhile gold and coal towns and the arrested development of small townships within close vehicular reach of larger towns, population, and hence industrial activity, has increased in varying degrees everywhere in New Zealand.

451. The population of the South Island both in urban areas and rural districts has steadily increased from 384,400 in 1901 to 563,700 in 1945. On the whole, during these forty years the rate of increase has favoured rural districts, although the larger towns have in no instance receded in population. In this Island the most striking development has been in the Southland area and in the City of Invercargill. This fertile area has witnessed an expansion during the present century comparable with that of Taranaki in the North Island, which in many respects it resembles.

452. It is in the North Island, however, where development has been most spectacular. Population in this Island has increased from 431,300 in 1901 to 1,116,300 in 1945, or approximately double that of the larger South Island. The ratio of absolute population increase between the two Islands during the last forty years has been approximately 4 to 1 in favour of the North Island.

453. The greater development of the North Island is generally explained by the following reasons:—

- (a) Early settlement of the South Island was induced largely by gold and coal mining activity, whereas the North Island was mainly pioneered by farmers.
- (b) As settlement in both Islands proceeded, town dwellers in the South—especially in Canterbury—suffered a lack of adequate suitable building materials, whereas in the North Island building timber was being milled most actively.
- (c) For pastoral farming and New Zealand is mainly a pastoral country) the farm lands of the North eclipse those of most of the South Island.
- (d) Generally the climate of the North is more equable than that of the South.
- (e) Migration from the South to the North between 1880 and 1900 stimulated the development of the North Island. Its gain from this transfusion attracted further people until its general population and industrial ascendancy over the South Island became largely self-perpetuating.

454. Herein lies the explanation of the more rapid development of the North and the tendency—observable long before the war—of population to shift gradually to the North. Under war conditions this trend has been accentuated, as the bulk of munitions, constructional, and general manufacturing activity has been concentrated in North Island centres. Man-power control has been responsible for an inconsiderable part of the northward trend, which is almost entirely explained by the voluntary transfer of labour to more attractive employment in the North.

455. Progressive expansion in the North Island does not necessarily involve a contraction of population and industrial activity in the South. The South Island is well favoured from the power, timber, farm, and industrial aspects, and needs only population and the planned dispersion of developing industries. It is a case of a temporarily overshadowed region, but in the long-run, particularly if given a considerable influx of immigrants, its potential farm and industrial resources might well enable it to correct the present difference between the two Islands.

456. In both Islands, but especially in the North, there has been concentration of population in and around large towns. In the North, Auckland, Hamilton, Palmerston North, Lower Hutt, and Wellington are the most noteworthy examples, while in the South, Christchurch, Dunedin, and Invercargill stand out. On the whole, the deep-seated drift from the rural areas has been arrested during the war years largely by the special measures adopted by the Department to protect the primary industries.

457. A more detailed treatment of the present employment position and the outlook of the various zones of the country now follows. For this purpose the zones distinguished are five in number, and include—

- (a) *Northern North Island.*—viz., the Whangarei, Auckland, Hamilton, Paeroa, Rotorua, and Gisborne Man-power Districts.
- (b) *Southern North Island.*—viz., the Napier, New Plymouth, Wanganui, Palmerston North, Masterton, Lower Hutt, and Wellington Man-power Districts.
- (c) *Northern South Island.*—viz., the Blenheim, Nelson, Christchurch, Ashburton, and Timaru Man-power Districts.
- (d) *Southern South Island.*—viz., the Oamaru, Dunedin, and Invercargill Man-power Districts.
- (e) *West Coast, South Island.*—viz., the Westport and Greymouth Man-power Districts.

(ii) Northern North Island

458. Roughly one-third—621,500—of the total population is located in this zone. Its increase in both population and industrial activity has been the most dramatic of all five zones. The centres of Whangarei and Gisborne have steadily grown, while a mushroom development has taken place in Hamilton and to a much lesser extent in the Paeroa district, two centres which have reaped advantage first from the wholesale opening up of farm lands after the last war and latterly from the development of urban industries. In Auckland and the surrounding district both trends have also been observed, but the spectacular development of industries of all kinds in the metropolitan area has been by far the most important single feature.

459. Seasonal unemployment in this zone is less serious than in any other, being mainly confined to the farming districts around Hamilton, Paeroa, and Gisborne. The absence of any considerable problem of this kind is attributed to—

- (a) The general economic development and diversification of the zone. Between seasons the industrial undertakings of greater Auckland largely take up the slack from adjacent districts.
- (b) The large numbers of small holders, especially in the far North, who work upon their holdings between seasons and undertake freezing-works, dairy-factory, and harvesting work in the season.
- (c) The warmer climate attracts many people, including retired workers, and this expands the general scope for employment in the zone.

460. For the whole zone it can be said that further expansion of employment in the smaller centres of Whangarei, Paeroa, Gisborne, and Rotorua depends on closer land settlement, while in Auckland and, to a lesser extent, Hamilton progressive development can be expected as existing industries expand and new ones are established. The probability is that the zone will for some time hold, if not increase, its lead in industry and population over all other zones.

461. The employment position and outlook of each of the centres in the zone are now briefly discussed :—

Whangarei.—Apart from its large cement-works, some timber-mills, and a few coal-mines, Whangarei is almost entirely a farming centre. Seasonal unemployment is not an important problem owing to the large number of small holders. Wartime expansion of industry has not been noteworthy, and man-power shortages have consequently not been serious.

Auckland.—Wartime labour shortages have been extremely acute in most industries pursued in this man-power district. The food requirements of the Services, the expansion of munitions and ship building and repair work, and the general development of secondary industries to meet wartime demands have combined to strain the labour supply to the limit. In particular, a spectacular development in food processing and canning and ship building and repair work has taken place.

Further growth in employment opportunities is expected to arise from constructional work, especially deferred maintenance, and the development of rubber, wood products, and builders' supplies, manufacturing, and perhaps ship building and repair.

Paeroa.—Although mainly a farming area, some secondary development has taken place. It is expected to continue.

Rotorua. This town remains the centre of the largest sawmilling area in New Zealand. The labour required for State forests absorbs all surplus man-power between seasons.

Hamilton. A number of secondary industries, including munitions-manufacturing, has been developed in this centre, and further scope in the secondary industries field exists. Greatest scope, however, lies in dairy-farming, which is paramount in the district. During the war years extreme difficulty has been experienced in manning dairy factories, coal-mines, and hydro-electric projects. Normally, between-season unemployment involves approximately 500 men, but given a degree of decasualization in farming and dairy factories and a further expansion in secondary industries, this should give way to a shortage of man-power.

Gisborne.—This centre has remained comparatively unaffected by war developments. It has contributed substantially to the essential labour requirements of undertakings in other districts. Lack of secondary development and considerable between-season unemployment indicate this town as one suitable for regional development. Its port should assist in any such development.

(iii) Southern North Island

462. With a total population of 494,800, this zone ranks second to the Northern North Island zone in industrial activity. Metropolitan Wellington has seen a rapid development, though not on the scale of that enjoyed by Auckland City. There has also been rapid expansion in the main secondary towns, especially Lower Hutt, Palmerston North, New Plymouth, Wanganui, Hastings, Masterton, and Levin.

463. With the exception of Wellington and Lower Hutt, the towns mentioned all present a picture of developing secondary industries superimposed on primary industrial activity. The secondary industries have not in the past taken up the slack of between-season unemployment which has arisen as men have been laid off from freezing-works and dairy factories. During the war years, between-season unemployment has not been acute. It is expected that the growing secondary industries will gradually iron out this difficulty in most of these towns. Already there is evidence of this happening in Palmerston North and Wanganui, while the recent establishment of clothing and canning factories and engineering-works in other towns such as New Plymouth, Hastings, Masterton, and Levin promises to meet the between-season problem of the future.

464. While secondary industries are probably the best means of taking up the seasonal slack, the labour demand of the purely manufacturing industries is mainly for female labour. This has necessitated in the past peak public-works and building activity during the winter months. With the return to more normal conditions, some off-season provision of this nature, varying with the development of each centre, will probably be necessary.

465. The outlook for secondary industry in these towns, given an export market for woollens and a growth in domestic population, is one of expanding employment opportunities. Farming can expect further development as closer settlement takes place, farm-work is decasualized, and land is further improved.

466. In Wellington and Lower Hutt, labour during the war years has been in shorter supply than in any other districts in New Zealand. A great development in secondary industries, discernible before the war, but much accelerated by it, the wartime growth of Government functions and with it a large increase in public services, and a spectacular increase in goods and passenger transport have combined to bring about this shortage.

467. As these two man-power districts contain only a small farming area, seasonal activity and between-season unemployment are relatively unimportant.

468. The position and outlook for each centre is now briefly commented upon :—

Napier and Hastings.—Both of these centres lie in a rich agricultural and pastoral district and, as might be expected, greatest difficulty has been experienced in manning freezing-works, orchards, market-gardens, shearing-sheds, and canneries. As elsewhere, there has of recent years been a marked shortage of building tradesmen. Sanatoria, hospitals, and hotels have presented the greatest difficulty in the female labour field. Wartime developments—*e.g.*, canneries, clothing-factories, and Internal Marketing Department plants—have drained the district of unskilled labour, thereby accentuating the perennial seasonal labour problem.

For the future, Napier faces a degree of between-season slackening in employment and some decline in the employment of women. Hastings, too, is affected by the off-season wane, but employment opportunities for women should continue numerous—*i.e.*, in orchards, market-gardens and canneries.

New Plymouth.—This is a town which has rapidly developed as the dairying industry has developed, but until the war years it has been almost entirely devoid of secondary industries. A clothing-manufacturing establishment has recently been opened in the town, and several other manufacturing undertakings are also in the process of establishment. These should lead to a more

balanced employment position in this centre with expanding employment opportunities. The development of new undertakings in New Plymouth has to a degree been influenced by data of untapped male and female labour which the Department has placed at the disposal of managements contemplating establishment in that town.

Wanganui.—No very serious shortages of labour during the war years have been experienced in this district. The greatest difficulty has been experienced in meeting the demand for female workers in hospitals, hotels, and restaurants. There has been a considerable increase in female employment in the city during the war years as a result of the establishment of new factories, including clothing and boot and shoe manufacturing factories. Farm development and maintenance work, which has fallen into arrears seriously during the war years, is expected to absorb all between-season male surpluses.

Palmerston North.—This is a centre which is doubly favoured, first on account of its central position, and secondly on account of the rich farming area which surrounds it. Until shortly before the war limited secondary industry was pursued, but in the few years immediately before the war a development of secondary industries took place. This has been accelerated during the war years, particularly in the clothing and engineering industries. The most serious bottle-neck in the future expansion of this centre is in residential and industrial building.

Masterton.—The establishment of clothing-factories in this centre during the war years and the stepping-up of constructional activity has come to replace the pre-war unemployment of the district with brisk industrial activity.

Lower Hutt.—The demand for labour in this district is very great, and the potential demand for labour is still greater. A reduction in munitions manufacturing and maintenance of Service vehicles may permit some redistribution of labour, but cannot be expected to materially improve the skilled-labour position. More than 3,000 women are estimated to be employed in essential industries in the Hutt Valley, and almost all of the highly varied secondary industries in the valley are expected to continuously expand their demand for labour in the immediate post-war years.

Wellington.—The labour shortage in the capital has been on such a scale that the inflow of demobilized servicemen, "Necal" drafts, and workers from other centres has barely kept pace with the normal wastage of man-power and the calling-up of Category "A" men for service with the Forces. Less essential industries have been stringently combed for labour to enable the manning of essential undertakings, and the scope for further man-power from this source is negligible.

Wellington City is fortunate in its almost complete absence of off-season unemployment, and the progressive expansion of existing industries is expected to afford developing employment opportunities.

(iv) Northern South Island

469. This zone, with a population of 297,000, is scarcely an homogeneous one, as Nelson and Marlborough have little contact with Canterbury and look rather to Wellington as their centre.

470. Both Nelson and Marlborough, but particularly Nelson, possess a specialized group of primary industries—viz., hops, tobacco, fruit, and small fruit—which suffer serious male and female labour shortages during the spring and summer months. Between-season unemployment in both districts has always been a problem. Although man-power shortages have abolished it during the war years, the basic tendency can be expected to reassert itself after the war.

471. Christchurch, Ashburton, and Timaru, with their greater industrial development, have never presented the same difficulty, although between-season unemployment in the last centre has always demanded public works or other State-organized activity. These three centres have experienced more or less acute man-power shortages during the war, but with the return to peace conditions this should disappear. None of these centres has developed in recent years to the extent that North Island centres have done, and the stimulation of industrial development in all three centres will be an important part of any scheme for regional development of New Zealand. Since the success of any such scheme in the long-run depends upon additional population, in the absence of immigration on a substantial scale it will be many years before the development of northern centres is likely to be emulated.

472. The present position and outlook for each centre are discussed, as follows:—

Blenheim.—At present the male employment position in this town is satisfactory, but a shortage of female workers in hospitals and hotels exists. As in the past, seasonal unemployment is likely to be a problem unless there is a development of secondary industry—for example, woollen and clothing manufacturing. The completion of the South Island Main Trunk line should assist this development.

Nelson.—Geographical location and inadequate transport services limit the scope for industrial development in this centre. The main source of any development will probably come from the specialized primary industries, but there is some scope for the establishment of secondary industries, a development which would do much to correct the seasonal unbalance at present evident. The present employment position is satisfactory, apart from the inevitable seasonal labour shortages.

Christchurch.—At the present time the male labour position is reasonably satisfactory but the supply of female workers for hotels, clothing-factories, and hospitals is very short. Skilled workers of almost all kinds are in short supply, while there is an unsatisfied demand for labourers for the same types of work. Such expansion as can be anticipated in this centre will apparently be in engineering, clothing and footwear manufacture, and in the manufacture of builders' materials.

Ashburton.—No serious labour shortage exists in this centre, but, in common with other centres, some shortage of tradesmen is experienced. The secondary industries and services established in the centre should be sufficient to employ all women available for some time to come, but provision for the between-season employment of men will be necessary after the war. Existing secondary industries, notably clothing-manufacture and flour-milling, can be expected to expand, while there is a prospect of some development in the manufacture of glass.

Timaru.—Male labour supplies in the district are at the present time adequate, and, like most other secondary districts, in the South Island there is at present no serious shortage of female workers. Some expansion of secondary industry is anticipated, but it will probably be insufficient to absorb all the labour available in the post-war period. Seasonal unemployment is normally a serious problem in this district, and special measures to provide against it will be necessary.

(v) Southern South Island

473. With a population of 225,800, this zone ranks fourth in importance. It has similar characteristics to the Canterbury zone, and this fact should be borne in mind when studying it along the arbitrary zoning approach that has been adopted.

474. It is characteristic of the Southern South Island zone that most of the secondary industries in existence have been long established, but expansion has been slow. Invercargill alone—reflecting the great development of dairy-farming in Southland—is the only centre which has increased much in size, albeit this expansion has been by virtue of the city's entrepot trade rather than its secondary industry.

475. The Southern South Island zone is similarly situated to the Northern South Island zone, in that its industrial future depends largely upon the expansion of the population.

476. The main centres in this zone are now discussed briefly :—

Oamaru.—No serious shortage of labour is at present experienced in this centre, although shops and offices have had staffs reduced in order to staff woollen-mills. Between-season unemployment has always been a problem in the Oamaru district, and secondary industries have not developed sufficiently to affect this aspect materially.

Dunedin.—In this centre the wartime demand for labour has been acute, and in particular the shortage of female labour has been more evident than in any other centre of the South Island. The future growth of woollen-mills, clothing-factories, foundries, and the confectionery industry will importantly affect the level of employment in this centre in post-war years. Probably because of its basic engineering activity, Dunedin is the centre which has perhaps the greatest stake in the general development of the South Island.

Invercargill.—War conditions have made no appreciable difference to the employment situation in Southland. Most secondary industries have been established for some time. The war has not resulted in any new developments except for the manufacture of linen flax, the permanency of which is doubtful. Freezing-works and dairy factories employ a large number of seasonal workers, as do the milk-products-manufacturing industry and the paper-mills. Coal-mines and sawmills are also in evidence in this district, and at the Bluff and Stewart Island fishing and oyster canning are noteworthy. It is unlikely that any dramatic expansion in secondary industry will be observed at any rate for some time to come, and greatest progress can be expected in farming.

(vi) West Coast of the South Island

477. With a population of approximately 40,900, this zone is easily the smallest. It merits especial consideration on account of its geographical isolation and the long-term threat of economic decline which it faces. Farming in this zone is relatively unimportant and less efficient by comparison with the dairy-farming technique of the North Island and Southland. The main fields of economic activity continue to be coal-mining and timber-milling, and this must be expected to continue for some years. Rigorous climatic conditions and most restricted employment opportunities for both males and females in urban employment have led to a steady exodus from the coast to more favourable areas. For some years after the war such industries as coal-mining and timber-milling can be expected to maintain their present high level of activity (there has been considerable expansion during the war years), but ultimately the exhaustion of coal stocks as hydro-electric-power generation becomes more important will pose the question of whether to establish further industries on the coast—for example, woollen and clothing manufacture—or whether to stimulate the out-flow of man-power from the coast to centres of industry elsewhere. The wholesale development of exotic and indigenous afforestation projects on the West Coast appears to afford considerable scope for the engagement of male labour.

478. The two towns affected are now discussed :—

Westport.—This centre depends almost entirely on coal and timber, with some dairy-farming activity. There is little prospect of industrial expansion, and the employment avenues for women in particular are most limited. The present labour position is satisfactory, with a keen demand for fit men in sawmills and coal-mining, &c.

Greymouth.—Much the same picture as is seen in Westport is presented here. Timber and coal and gold mining all have a limited life, while the climate and location do not favour the development of primary industries. Labour of almost all kinds is at present fairly scarce, and likely to remain so for some time. As in the case of Westport, employment opportunities for women have been most limited, although a small clothing-factory which has opened during the war will correct this position to an extent. Nevertheless, the normal outflow of female labour from the district is expected to continue.

SECTION XVII.—UNEMPLOYMENT AND EMPLOYMENT-PROMOTION MEASURES

(i) The Incidence and Extent of Unemployment

479. New Zealand has attained a level of employment not previously reached. Although this state of affairs is attributed to heavy internal war expenditure and to the withdrawal of men and women from industry to serve with the Forces, it is for the most part reflected in a general heightening of industrial activity. It is difficult to gauge the extent of unemployment, if any, but if regard is had to the number and types of workers at present engaged on various employment-promotion schemes the conclusion that such workers as cannot now find employment in industry are marginal workers is inevitable. In the next Subsection the strengths of the various employment-promotion measures still engaging the attention of the Department are dealt with, and the entire Scheme 13 strength can be regarded as being made up of marginal workers.

480. If the position as at the end of March, 1939, is consulted it will be found that the records of the pre-war State Placement Service show that at that time a total of 24,000 workers was enrolled with the Service for placement. Of this number, approximately 8,000 would comprise the irreducible number of unemployed marginal workers. This number therefore represented the core of unemployment at that time. The balance of 16,000 included men on certain employment promotion schemes, and this number substantially comprised seasonal workers laid off from various industries; especially from farming and meat freezing and preserving and dairy factories. However, some thousands of these men were drawn from building and construction, national and local-body public works, commerce, and personal and domestic service.

481. With the general easing of the man-power position in industry, it can be expected that unemployment, if only present among marginal workers, will again arise to engage the attention of the Department. Whether unemployment can be confined to this class of worker will depend on the degree of success which attends any plan for the promotion and maintenance of full employment.

(ii) Employment Promotion Schemes

482. Even though man-power is in short supply, the need for special assistance in keeping in employment the marginal labour force (which would otherwise rapidly become completely unemployable) has not entirely disappeared, though a further reduction in the extent of this assistance has become possible during the past year.

483. The following statement shows the operations of the various employment-promotion schemes under the control of the Hon. the Minister of Labour for the period from 1st April, 1944, to 31st March, 1945 :—

Scheme No. 4F.—This scheme provides subsidies for twelve months on the basis of £1 10s. per week for the first six months and 15s. per week for the second six months in respect of the employment of inexperienced labour on farm work.

A total of 1,294 inexperienced farm hands has been placed under this scheme for training since its inception in 1939, and in an additional 246 cases house allowance had been paid. Of the whole number placed, none was in subsidized employment at the 31st March, 1945.

Scheme No. 13.—This scheme provides for the full-time employment at award rates with local bodies and other employing authorities of registered eligible unemployed men.

At 31st March, 1945, only 449 men remained in employment under this scheme. These men represented cases of visible handicap, medical disability, advanced age, or failing powers, and all except a negligible proportion had dependants. It is considered that, denied work, many of these men would deteriorate, whereas steady employment and the difference between social security benefit and award rates of pay enable them to maintain their health and a reasonably contented psychology, to provide a somewhat improved standard of comfort for their dependants, and to render useful service to the community.

The numbers of men engaged in each main class of work are—

Streets, roads, and reserves	..	..	..	..	..	..	359
School-ground improvements	..	..	..	..	..	..	9
River-protection	..	..	..	..	..	..	2
Vegetable-production	..	..	..	..	..	..	72
Recovery of essential war materials	..	..	..	..	..	..	3
Miscellaneous	..	..	..	..	..	..	4
							<hr/> 449

Scheme No. 16: Subsidized Apprentices in Building Trade.—Since this scheme commenced in September, 1937, some 631 apprentices and 128 trainees have been placed, but there have been no men engaged on this scheme since October, 1943.

Table 50 of the Appendix summarizes the disposal of the contracts approved under this scheme.

Scheme No. 16A: Subsidized Workers in Boot-manufacturing Industry. A total of 29 men have been engaged under this scheme since its commencement in August, 1939, 1 of these contracts being in operation on 31st March, 1945, 17 having terminated, and the remaining 11 having expired.

Numbers employed under the various Schemes.—Table 51 of the Appendix shows the numbers of men engaged under the various schemes in full-time subsidized employment from 3rd April, 1943, to 31st March, 1945.

Financial.—Provision for expenditure incurred by the promotion of employment is subject to appropriation by Parliament in terms of the Public Revenues Act, 1926, and during the year under review the sum of £149,250 (gross) was appropriated from the Consolidated Fund under vote "Labour" for this purpose.

The amount appropriated included £7,100 (gross) to cover the administration expenses, which were met by vote "National Service" in the first instance and subsequently recovered from vote "Labour."

The net payments during the year ended 31st March, 1945, and corresponding figures for the previous year, including administration expenses, are shown in Table 52 of the Appendix.

It will be seen from Table 52 that the expenditure under the employment-promotion schemes during the year ended 31st March, 1945, was £125,041, compared with £157,253 during the previous year, a reduction of £32,212.

In addition to the employment-promotion schemes discussed above, several schemes which were formerly administered by the Department have at least for the time being been abandoned. Among these are Scheme No. 13A (Noxious Weeds Eradication), Scheme No. 4B (Land Development Labour Subsidy Scheme and the Rabbit Extermination Scheme).

APPENDIX TO THE REPORT OF THE NATIONAL SERVICE DEPARTMENT

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**TABLE 1.—ANALYSIS OF EXPENDITURE OF THE NATIONAL SERVICE DEPARTMENT
DURING EACH YEAR FROM 1941 TO 1945**

	Year ended					
	31st March, 1941.	31st March, 1942.	31st March, 1943.	31st March, 1944.	31st March, 1945.	Total.
Administration expenses charged to vote " National Service " in the first instance and subsequently charged to War Expenses Account—	£	£	£	£	£	£
Salaries	94,954	139,847	227,387	262,924	224,375	949,487
Other charges	79,538	98,897	156,786	143,352	124,587	603,160
	174,492	238,744	384,173	406,276	348,962	1,552,647
Other expenditure charged direct to War Expenses Account—						
Defaulters' detention camps ..	..	12,297	172,813	133,246	92,767	411,123
Emergency Fire Service ..	..	72,022	130,420	150,745	14,424	367,611
Emergency Precautions Scheme ..	596	4,339	299,631	164,422	25,046	494,034
Home Guard	1,748	10,604	..	..	..	12,352
Industrial mobilization ..	..	584	9,213	32,079	46,435	88,311
Women's Land Service ..	..	36	1,870	53,318	52,867	108,091
Women's War Service Auxiliary ..	..	15,482	9,537	Cr. 611	Cr. 1,147	23,261
	176,836	354,108	1,007,657	939,475	579,354	3,057,430
Promotion of employment expenditure met from vote " Labour "	2,412,786	1,288,432	374,179	157,253	125,041	4,357,691

STRENGTHS AND CASUALTIES OF ARMED FORCES

TABLE 2.—ESTIMATED TOTALS OF STRENGTHS (INCLUDING FEMALES) OF THE NEW ZEALAND ARMED FORCES

					Army.	Air Force.	Navy.	Total.
1939—								
September	..	..	..	..	1,000	1,000	1,000	3,000
1940—								
March	..	..	..	..	30,000*	4,000	3,000	37,000
1941—								
March—	..	..	..	..	98,000*	11,000	4,000	113,000
1942—								
March	..	..	..	..	107,000	18,000	5,000	130,000
September	..	..	..	..	127,000	24,000	6,000	157,000
1943—								
March	..	..	..	..	107,000	34,000	7,000	148,000
1944—								
March—								
In New Zealand	..	..	..	..	21,000	28,000	5,000	54,000
Overseas	..	..	..	..	55,000	13,000	4,000	72,000
1945—								
March—								
In New Zealand	..	..	..	..	16,000	23,000	4,000	43,000
Overseas	..	..	..	..	37,000	13,000	6,000	56,000

* Army strengths for 1940 and 1941 include a large Territorial Force which did only part-time training, including three months' intensive training per year. These Territorials were later mobilized for full-time service.

TABLE 3.—ANALYSIS OF STRENGTH OF ARMED FORCES AT 31ST MARCH, 1945

		Army.		Air Force.		Navy.		Total.	
		Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
In New Zealand	..	13,927	2,008	20,272	2,541	3,890	501	38,089	5,050
Overseas—									
European war zone	..	35,531	701	4,199	..	3,621	..	43,351	701
Pacific war zone	..	631	16	8,448	67	1,804	..	10,883	83
Other locations	..	200	..	547	..	..	..	747	..
Sub-total	..	36,362	717	13,194	67	5,425	..	54,981	784
Total strength	..	50,289	2,725	33,466	2,608	9,315	501	93,070	5,834

TABLE 4.—PROGRESSIVE ANNUAL TOTALS OF ALL CASUALTIES INCURRED BY THE NEW ZEALAND ARMED FORCES

From Onset to —					Army.	Air Force.	Navy.	Total.
March, 1942—								
Killed	..	..	..	..	1,558	580	50	2,188
Missing	..	..	..	..	736	141	175	1,052
Prisoners	..	..	..	..	5,715	132	7	5,854
*Wounded	..	..	..	..	4,078	258	23	4,359
Total	..	..	..	..	12,087	1,111	255	13,453
March, 1943—								
Killed	..	..	..	..	3,165	1,373	264	4,802
Missing	..	..	..	..	529	315	101	945
Prisoners	..	..	..	..	7,745	313	28	8,086
*Wounded	..	..	..	..	9,133	482	38	9,653
Total	..	..	..	..	20,572	2,483	431	23,486
March, 1944—								
Killed	..	..	..	..	4,733	2,303	337	7,373
Missing	..	..	..	..	560	314	57	931
Prisoners	..	..	..	..	6,826	445	44	7,315
*Wounded	..	..	..	..	13,358	664	120	14,142
Total	..	..	..	..	25,477	3,726	558	29,761
March, 1945—								
Killed	..	..	..	..	5,970	3,012	425	9,407
Missing	..	..	..	..	420	477	51	948
Prisoners	..	..	..	..	6,400	509	48	6,957
*Wounded	..	..	..	..	17,113	805	133	18,051
Total	..	..	..	..	29,903	4,803	657	35,363

* These figures are cumulative totals of all cases reported wounded to date.

MEN CALLED UP FOR MILITARY SERVICE

TABLE 5.—ANALYSIS OF BALLOTS UP TO 31ST MARCH, 1945

Ballot No.	Date of Gazette.	Number of Men Gazetted	Type of Service,*	Classes included in Ballot.
1	2/10/40	16,000	Territorial	Single men aged 19 to 45 inclusive.
2	6/11/40	33,717	..	Single men aged 19 to 45 inclusive.
3	4/12/40	14,000	Overseas	Single men aged 21 to 40 inclusive.
4	4/3/41	19,000	..	Single men aged 21 to 40 inclusive.
5	26/3/41	7,710	Territorial	All remaining single men aged 19 and 41 to 45 inclusive.
6	29/4/41	1,445	..	Inflow at age 19 and age 41 during period since fifth ballot.
7	7/5/41	19,000	Overseas	Single men aged 21 to 40 inclusive.
8	24/6/41	11,111	Territorial	Bulk of 18-year-old group, plus further inflow at ages 19 and 41.
9	6/8/41	23,825	Overseas	All remaining single men aged 21 to 40 inclusive.
10	19/8/41	4,431	Territorial	Balance of 18-year-old group, together with inflow at age 18.
11	8/10/41	2,626	..	Inflow at age 18 since tenth ballot.
12	2/12/41	4,684	Overseas	Inflow at age 21 since ninth ballot.
13	20/1/42	27,104	Territorial	†Married men (without children) aged 18 to 45 inclusive.
14	25/3/42	17,570	..	†Married men (with children) up to age 28 inclusive.
15	28/4/42	17,955	..	†Married men (with children) aged 29 to 31 inclusive.
16	24/6/42	21,268	General	†Married men (with children) aged 32 to 34 inclusive.
17	15/9/42	22,225	..	†Married men (with children) aged 35 to 37 inclusive.
18	11/11/42	21,715	..	†Married men (with children) aged 38 to 40 inclusive.
19	22/12/42	31,997	..	†Married men (with children) aged 41 to 45 inclusive.
20	27/7/43	7,536	..	Further inflow at age 18 and miscellaneous "seepages" into other classes.
21	10/11/43	4,077	..	Further inflow at age 18 and miscellaneous "seepages" into other classes.
22	28/6/44	7,071	..	Further inflow at age 18 and miscellaneous "seepages" into other classes.
23	21/11/44	4,609	..	Further inflow at age 18 and miscellaneous "seepages" into other classes.

* With the coming into force of the general service provisions, all men drawn in previous Territorial ballots were deemed to have been drawn for general service.

† Each of these ballots included also the inflow at age eighteen, together with other "seepages" into classes previously drawn.

TABLE 6.—CLASSIFICATION BY DISTRICTS AND TYPE OF MILITARY SERVICE OF MEN CALLED IN BALLOTS 1-23

Military Area.	Territorial Service: Ballots 1, 2, 5, 6, 8, 10, 11, 13, 14, 15.	Overseas Service: Ballots 3, 4, 7, 9, 12.	General Service.				All Ballots combined.	Percentage of Dominion Total.
			Ballots 16-19.	Ballots 20-21.	Ballot 22.	Ballot 23.		
1. Auckland ..	26,275	12,724	16,767	2,166	1,328	900	60,160	17·6
2. Paeroa ..	8,346	4,552	5,847	580	370	255	19,950	5·9
3. Whangarei ..	6,575	3,012	4,327	416	236	151	14,717	4·3
4. Hamilton ..	9,440	4,959	5,895	612	367	257	21,530	6·3
5. Wellington..	19,085	10,789	11,640	1,504	903	625	44,546	13·1
6. Wanganui ..	8,484	5,393	6,845	786	471	294	22,273	6·5
7. Napier ..	11,009	6,473	8,112	862	580	377	27,413	8·0
8. N. Plymouth	5,337	3,581	4,853	598	288	223	14,880	4·4
9. Nelson ..	6,634	5,243	5,527	585	362	233	18,584	5·5
10. Christchurch	21,254	11,985	14,475	1,800	1,139	687	51,340	15·1
11. Dunedin ..	9,659	6,204	7,109	1,032	570	340	24,914	7·3
12. Invercargill	7,571	5,594	5,978	672	457	267	20,539	6·0
Whole Dominion	139,669	80,509*	97,375	11,613	7,071	4,609	340,846	100·0

NOTES.—* (i) Of the 80,509 men called for overseas service, 34,494 had already been included in previous Territorial ballots.
(ii) In 2,690 cases the calling-up was subsequently cancelled by amending *Gazette* notice.
(iii) Apart from the men included in ballots as shown above, 551 have been called up under Regulation 44 following default in complying with the obligation to register for service.

TABLE 7.—RESULTS OF MEDICAL EXAMINATIONS OF MEN CALLED IN BALLOTS 20, 21, AND 22, AND COMPARISON WITH GRADINGS OF MEN CALLED IN BALLOTS 1-19

Ballot Number.	Number of Men placed in Medical Grade						Percentage of Men placed in Medical Grade					
	I.	Tempor- arily Unfit and Deferred.	II.	III.	IV.	Total examined.	I.	Tempor- arily Unfit and Deferred.	II.	III.	IV.	Total.
20	4,178	407	625	473	77	5,760	Per Cent.	Per Cent.	Per Cent.	Per Cent.	Per Cent.	Per Cent.
21	2,594	258	360	362	53	3,627	72·5	7·1	10·9	8·2	1·3	100·0
22	4,331	333	586	557	81	5,888	71·5	7·1	9·9	10·0	1·5	100·0
1-12 (single men)	58,602	10,185	11,661	15,606	7,132	103,186	73·5	5·6	10·0	9·5	1·4	100·0
13-19 (married men)	64,330	12,728	19,040	30,738	2,990	129,826	56·8	9·9	11·3	15·1	6·9	100·0
13-19 (married men)	64,330	12,728	19,040	30,738	2,990	129,826	49·5	9·8	14·7	23·7	2·3	100·0
All ballots ..	134,035	23,911	32,272	47,736	10,333	248,287	54·0	9·7	13·0	19·1	4·2	100·0

APPEALS AGAINST MILITARY SERVICE

TABLE 8.—DETERMINATION OF APPEALS HEARD BY ARMED FORCES APPEAL BOARDS
(Period covered: 1st May, 1943, to 31st March, 1945)

Determination of Appeal.	May, 1943– March, 1944.	April– June, 1944.	July– September, 1944.	October– December, 1944.	January– March, 1945.	Total, April, 1944– March, 1945.	Total, May, 1943– March, 1945.
Number dismissed outright and withdrawn	1,213	689	540	963	2,576	4,768	5,981
Number dismissed (general service) subject to time condition	629	195	116	758	2,316	3,385	4,014
Number dismissed subject to New Zealand service (all types)	99	2	..	3	3	8	107
Number allowed and adjourned <i>sine die</i> (not medically unfit)	6,344	5,857	4,378	4,706	6,334	21,275	27,619
Number struck out (Grade IV) and adjourned (medically unfit)	2,429	133	107	109	227	576	3,005
Total appeals heard	10,714	6,876	5,141	6,539	11,456	30,012	40,726

TABLE 9.—INDUSTRIAL ANALYSIS OF MEN POSTPONED OR RELEASED FROM SERVICE WITH THE
ARMED FORCES FOLLOWING APPEAL BOARD ACTION
(Position at 28th February, 1945)

(These 28,441 men comprise all Grade I men aged 21–35 years inclusive with fewer than three children and who have had less than three years' overseas service, together with all Air Force and naval volunteers.)

Industrial Group.	Aged 20 Years and under.	Aged 21–35 Years inclusive.				Total.
		Single.	Married.		Total aged 21–35 Years.	
			Without Children.	With Children.		
<i>Primary Industry—</i>						
Sheep-farming	169	1,394	268	649	2,311	2,480
Dairy-farming	374	3,660	661	1,829	6,150	6,524
Other farming (including tobacco and vegetable) ..	282	3,064	433	1,166	4,663	4,945
All farming	825	8,118	1,362	3,644	13,124	13,949
Fishing and trapping	6	54	20	38	112	118
Flax growing and milling	2	7	5	17	29	31
Bush sawmilling and afforestation	47	593	141	378	1,112	1,159
Gold-mining	2	24	5	43	72	74
*Other mining (including scheelite and oil)	1	5	2	3	10	11
Quarrying .. ..	..	1	3	9	13	13
Sub-total	883	8,802	1,538	4,132	14,472	15,355
<i>Building and Construction—</i>						
Road, railway, hydro, &c., construction	5	46	40	117	203	208
Housing and other building construction	38	150	198	469	817	855
Sub-total	43	196	238	586	1,020	1,063
<i>Transport and Communication—</i>						
Railways (including workshops and motor services) ..	36	748	465	882	2,095	2,131
Tramways (including workshops)	1	2	22	29	53	54
Motor services n.e.i. (including garages)	34	68	77	316	461	495
*Shipping and harbour services	2	13	38	61	112	114
Air services .. ..	..	4	2	6	12	12
Post and Telegraph and radio broadcasting	23	138	67	155	360	383
Sub-total	96	973	671	1,449	3,093	3,189
<i>Heat, Light, and Power—</i>						
Electricity production and supply	5	29	36	112	177	182
Gas production and supply	2	3	3	21	27	29
Sub-total	7	32	39	133	204	211
<i>Secondary Industry—</i>						
Engineering	134	731	348	707	1,786	1,920
Meat freezing, preserving, &c.	58	433	342	792	1,567	1,625
Butter and cheese manufacture	27	393	149	320	862	889
Grain-milling and cereal-food making .. ..	..	4	2	13	19	19
Sugar-refining .. ..	..	1	4	13	18	18
Bread, cake, and pastry making	19	62	36	127	225	244
Biscuit and confectionery making .. ..	..	2	2	6	10	10
Jam-making, fruit and vegetable preserving .. ..	..	4	8	14	26	26
Brewing and malting .. ..	..	2	..	4	6	6
Aerated-water and cordial making .. ..	..	..	..	..	..	..
Other food and drink industries	1	25	13	49	87	88
All food and drink industries	105	926	556	1,338	2,820	2,925

* These figures exclude coal-miners, ships' personnel, ministers of religion, and police, totalling some 2,500.

TABLE 9. —INDUSTRIAL ANALYSIS OF MEN POSTPONED OR RELEASED FROM SERVICE WITH THE ARMED FORCES FOLLOWING APPEAL BOARD ACTION—*continued*

Industrial Group.	Aged 20 Years and under.	Aged 21-35 Years inclusive.				Total.
		Single.	Married.		Total aged 21-35 Years.	
			Without Children.	With Children.		
<i>Secondary Industry—continued.</i>						
Fellmongering and woolscouring .. .. .	..	15	7	15	37	37
Tanning	1	28	24	39	91	92
Woollen and knitted goods manufacture	4	33	20	63	116	120
Silk-hosiery manufacture .. .. .	..	1	3	2	6	6
Flock, felt, sack, rope, &c., manufacture	1	6	3	18	27	28
Hats and millinery manufacture .. .. .	..	..	1	3	4	4
Clothing-manufacture n.e.i.	2	16	16	39	71	73
Boot, shoe, and slipper making	11	47	47	90	184	195
Boot-repairing .. .. .	..	9	3	13	25	25
Other leather-working .. .. .	..	..	2	3	5	5
Laundering, dry-cleaning, and dyeing	2	4	2	10	16	18
Other textile, clothing, &c., industries	1	1	2	5	8	9
All textile, clothing, &c., industries	22	160	130	300	590	612
Lime and cement making	2	8	9	22	39	41
Brick, tile, and concrete products manufacture	2	17	20	63	100	102
Asbestos, stone, and other mineral processing .. .. .	..	2	1	4	7	7
Wallboard-manufacture .. .. .	..	7	4	12	23	23
Timber-milling and joinery	4	49	32	72	153	157
Wooden box and case making	3	21	12	28	61	64
Cabinet and hard-furniture making	7	12	6	32	50	57
Upholstering and soft-furniture making	1	2	2	7	11	12
Other industries allied to building .. .. .	..	1	4	5	10	10
All industries allied to building	19	119	90	245	454	473
Glass-manufacture .. .. .	..	6	3	17	26	26
Rubber and rubber-goods manufacture	2	14	5	16	35	37
Paint and varnish making .. .. .	..	2	7	4	13	13
Soap and candle making .. .. .	..	..	2	6	8	8
Manure-manufacture .. .. .	..	8	2	22	32	32
Drugs and chemical manufacture	1	10	5	8	23	24
Paper and cardboard manufacture	1	3	..	11	14	15
Carton, cardboard-box, and paper-bag making .. .. .	..	1	2	2	5	5
Printing, publishing, and bookbinding	4	14	21	62	97	101
Tobacco-processing and cigarette-making	1	..	..	4	4	5
Other secondary industries	1	11	12	15	38	39
Sub-total	290	2,005	1,183	2,757	5,945	6,235
<i>Commerce and Finance—</i>						
Banks, insurance, trustees, &c.	3	9	11	47	67	70
Shops, warehouses, depots, &c.	34	155	85	310	550	584
Stock and station agencies and storage	3	12	9	39	60	63
Sub-total	40	176	105	396	677	717
<i>Public Administration and Professional—</i>						
*Health and social welfare	9	97	58	114	269	278
Education	7	30	26	77	133	140
Defence (civil staffs) .. .. .	..	8	16	12	36	36
*Lawyers, justice, and prisons .. .. .	..	8	4	7	19	19
Government Departments n.e.i.	4	137	100	156	393	397
Local authorities n.e.i.	4	26	44	172	242	246
Sub-total	24	306	248	538	1,092	1,116
<i>Miscellaneous Services and Professions—</i>						
Entertainment, sport, and recreation .. .. .	..	1	1	..	2	2
Hotels and catering .. .. .	..	5	6	5	16	16
Musicians, artists, authors, &c. .. .. .	..	6	..	7	13	13
Other services .. .. .	..	4	1	3	8	8
Sub-total .. .. .	..	16	8	15	39	39
<i>Training for Industry—</i>						
University and other students	148	362	6	..	368	516
Total for all industries	1,531	12,868	4,036	10,006	26,910	28,441

NOTE.—The above figures exclude men held from service on other than occupational grounds (mostly on grounds of domestic hardship).

* These figures exclude coal-miners, ships' personnel, ministers of religion, and police, totalling some 2,500.

TABLE 10.—DISPOSAL OF APPEALS ON GROUNDS OF CONSCIENTIOUS OBJECTION
(Position at 31st December, 1944)

Total number of appeals dealt with	5,117
Of these—	
Number withdrawn, struck out (Grade IV), or dismissed for lack of prosecution	944
Number adjourned <i>sine die</i> on grounds of public interest or otherwise ..	1,096
Remainder— <i>i.e.</i> , cases heard on grounds of conscientious objection ..	3,077
Of the above cases heard on grounds of conscientious objection—	
Number—	
(i) Allowed	606
(ii) Dismissed subject to non-combatant service	1,226
(iii) Dismissed outright	1,245
Percentage—	
(i) Allowed	19·7
(ii) Dismissed subject to non-combatant service	39·8
(iii) Dismissed outright	40·5

TABLE 11.—CASES UNDER THE JURISDICTION OF THE SPECIAL TRIBUNAL
(Position at 31st December, 1944)

(a) Classification by Age and Marital Status

	Under 21 Years.	21–25 Years.	26–30 Years.	31–35 Years.	36–40 Years.	41 Years and over.	All Ages.
Single men	9	97	86	35	24	22	273
Married without children .. ..	..	20	53	34	17	13	137
Married with children .. .. .	..	5	41	71	36	9	162
Total	9	122	180	140	77	44	572

(b) Classification by Normal Occupation

Number normally engaged in—	
Farming	121
Other primary industry (sawmill, mining, &c.)	14
Transport and communication	35
Engineering	34
Building and construction	51
Miscellaneous factories	87
Shops, warehouses, &c.	79
Clerical work	74
Religion and theological studies	13
Other studies	11
Teaching	19
Other work	34
Total	572

(c) Classification by Estimated Annual Payment

Number making payment of—	
Nil	312
Under £20 per annum	87
£20 and under £40 per annum	53
£40 „ £60 „	22
£60 „ £80 „	15
£80 „ £100 „	5
£100 „ £150 „	5
£150 „ £200 „	1
Total	500
Total estimated annual yield	£5,547
Average estimated annual yield per order ..	£11 2s.

NOTE.—The above figures exclude 72 cases (appeals dismissed subject to non-combatant service where financial obligations have been suspended).

TABLE 12.—GRADE I MEN MADE AVAILABLE TO THE ARMED FORCES BY ARMED FORCES APPEAL BOARD ACTION

(Period covered: 1st April, 1943, to 31st March, 1945)

Number of Men made available—	Period during which Release was effected.							Total, April, 1943– March, 1945.
	April, 1943– March, 1944.	April– June, 1944.	July– September, 1944.	October and November 1944.	December, 1944.	January– March, 1945.	Total, April, 1944– March, 1945.	
(a) Following withdrawal of an unheard appeal or dismissal of an appeal on its first hearing (the appeal being dismissed either with or without a time condition)—								
Single men	587	261	153	247	185	598	1,444	2,031
Married men without children ..	199	29	26	48	31	97	231	430
Married men with children ..	1,046	47	38	54	43	80	262	1,308
Total	1,832	337	217	349	259	775	1,937	3,769
(b) Following withdrawal or review of a case where service with the Armed Forces had been previously postponed—								
Single men	2,405	404	259	228	370	2,584	3,845	6,250
Married men without children ..	542	36	44	48	130	546	804	1,346
Married men with children ..	2,056	107	136	100	237	987	1,567	3,623
Total	5,003	547	439	376	737	4,117	6,216	11,219
Total men made available	6,835	884	656	725	996	4,892	8,153	14,988

TABLE 13.—CLASSIFICATION BY PRE-SERVICE INDUSTRIAL GROUP, OF MEN WHOSE SERVICE HAD BEEN PREVIOUSLY POSTPONED, MADE AVAILABLE TO THE ARMED FORCES

(Period covered: 1st April, 1943, to 31st March, 1945)

Industrial Group.	Period during which Release was effected.							Total April, 1943– March, 1945.
	April, 1943– March, 1944.	April– June, 1944.	July– September, 1944.	October and November, 1944.	December, 1944.	January– March, 1945.	Total, April, 1944– March, 1945.	
<i>Primary Industry—</i>								
Fishing and trapping	14	1	3	2	1	13	20	34
Sheep-farming	234	32	26	18	8	203	287	521
Dairy-farming	745	58	36	18	17	518	647	1,392
Other farming (including tobacco and vegetable)	498	50	47	24	34	360	515	1,013
Flax growing and milling	27	8	..	3	1	19	31	58
Bush sawmilling and afforestation ..	76	13	18	16	13	47	107	183
Mining and quarrying	28	4	5	2	5	30	46	74
<i>Building and Construction—</i>								
All building and construction	337	28	32	72	179	489	800	1,137
<i>Transport and Communication—</i>								
Railways (including workshops and motor services)	138	31	26	10	14	437	518	656
Motor services n.e.i. (including garages) ..	189	25	17	31	33	144	250	439
Other transport services	186	4	5	2	20	66	97	283
Post and Telegraph and radio broadcasting ..	81	5	3	2	2	18	30	111
<i>Heat, Light, and Power—</i>								
All gas and electricity production and supply ..	44	3	3	2	12	48	68	112
<i>Secondary Industry—</i>								
Engineering and metal trades	414	70	43	56	125	466	760	1,174
Meat freezing, preserving, &c.	316	33	30	20	15	144	242	558
Butter and cheese manufacture	114	7	5	2	10	288	312	426
Other food and drink industries	121	13	9	10	16	66	114	235
Textile, fibre, clothing manufacture and repair, and leather industry	270	29	26	23	41	186	305	575
Building materials, timber and furniture industries	123	6	17	20	85	136	264	387
Other secondary industries	129	6	12	4	22	60	104	233
<i>Commerce and finance—</i>								
Banks, insurance, trustees, &c.	118	9	3	2	7	10	31	149
Shops, warehouses, stock and station agencies, storage, &c.	268	22	20	19	29	112	202	470
<i>Public Administration and Professional—</i>								
All public administration and professional (including Government Departments n.e.i.)	427	30	38	13	29	185	295	722
<i>Miscellaneous—</i>								
Miscellaneous services and professions ..	23	4	1	2	1	4	12	35
Training for Industry	83	56	14	3	18	68	159	242
All groups combined	5,003	547	439	376	737	4,117	6,216	11,219

RELEASES FROM THE ARMED FORCES

TABLE 14.—ESTIMATED RELEASES OF MEN FROM THE ARMED FORCES TO INDUSTRY

Period during which Release was effected.	Type of Release.		Total Releases.
	Man-power and Appeal Board.	Other.	
Outset to 31st March, 1943	16,300	6,500	22,800
1st April, 1943, to 31st March, 1944	23,900	8,000	31,900
1st April, 1944, to 31st March, 1945	24,400	9,900	34,300
Outset to 31st March, 1945	64,600	24,400	89,000

TABLE 15.—INDUSTRIAL CLASSIFICATION OF MEN RELEASED FROM THE ARMED FORCES BY THE ACTION OF DISTRICT MAN-POWER OFFICERS AND ARMED FORCES APPEAL BOARDS
(Period covered : 1st April, 1944, to 31st March, 1945)

Industrial Group in which placed following release from Forces.	Number of Releases.	Percentage of Total.	Industrial Group in which placed following release from Forces.	Number of Releases.	Percentage of Total.
Primary industry—			Secondary industry— <i>continued</i>		
Fishing and trapping	48	0·2	Leather working and repair	119	0·5
Farming	6,386	26·2	Building-materials manufacture	409	1·7
Flax growing and milling	45	0·2	Timber-milling and joinery (including box-manufacture)	562	2·3
Bush sawmilling and afforestation	668	2·7	Furnishings-manufacture	282	1·2
Coal-mining	232	0·9	Paper, &c., manufacture, printing and publishing	315	1·3
Other mining and quarrying	87	0·4	Other secondary industries	345	1·4
Building and construction—			Commerce and finance—		
All building and construction	3,223	13·2	Banks, insurance, trustees, &c.	450	1·8
Transport and communication—			Shops, warehouses, depots, &c.	1,602	6·6
Railways (including workshops and motor services)	1,227	5·0	Stock and station agencies and storage	262	1·1
Motor services n.e.i. (including garages) ..	952	3·9	Public administration and professional—		
Other transport services	446	1·8	Health and social welfare	225	0·9
Post and Telegraph and radio broadcasting	453	1·9	Education (not students)	252	1·0
Heat, light, and power—			Lawyers, justice, and prisons	63	0·3
All gas and electricity production and supply	271	1·1	Government Departments n.e.i.	505	2·1
Secondary industry—			Local authorities n.e.i.	283	1·2
Engineering and metal trades	1,246	5·1	Miscellaneous—		
Meat freezing, preserving, &c.	1,407	5·8	Miscellaneous services and professions ..	308	1·3
Butter and cheese manufacture	581	2·4	Students	16	0·1
Other food and drink industries	501	2·0	Industry not specified	222	0·9
Fellmongery, woolscouring, tanning	85	0·3			
Textile, fibre, and clothing manufacture and repair	297	1·2	Total	24,375	100·0

TABLE 16.—CLASSIFICATION, BY DISTRICTS AND INDUSTRIES, OF MEN OF THE 3RD DIVISION ("NECAL" PERSONNEL) HELD IN INDUSTRY UNDER DIRECTION AT 30TH NOVEMBER, 1944

Man-power District.	Approved Industries.														Other Industries.		Total.	Number of Men Remobilized or Liable for Remobilization.	
	Farming.		Building and Construction.		Meat-freezing Works.		Logging and Sawmilling.		Railways (2nd Division).		Coal-mining.		Butter and Cheese Factories.						Other Approved Industries.
	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.			
Whangarei ..	261	4	15	7	5	..	11	..	4	1	2	..	19	..	2	2	5	344	32
Auckland ..	408	11	27	166	185	20	26	13	119	1	..	..	57	..	28	77	21	1,207	496
Hamilton ..	536	3	..	103	40	..	74	..	..	26	47	..	96	..	4	27	6	966	32
Paeroa ..	154	..	3	..	..	..	4	..	6	..	..	..	41	..	..	4	5	223	20
Rotorua ..	150	..	35	..	..	..	74	..	3	..	1	..	19	..	..	5	..	291	35
Gisborne ..	106	3	38	1	38	..	12	..	10	..	2	..	3	..	5	9	5	243	37
Napier ..	217	..	22	..	78	..	14	..	24	..	..	..	3	..	6	12	4	386	74
New Plymouth ..	275	5	46	..	9	..	21	2	20	..	1	..	87	..	3	18	8	506	10
Wanganui ..	155	4	16	4	3	10	23	..	37	..	..	..	6	..	..	..	3	280	64
Palmerston North ..	276	9	6	17	18	3	2	6	22	1	..	..	47	..	2	12	6	437	68
Masterton ..	136	7	10	..	13	2	10	..	2	..	..	..	15	..	..	10	..	215	5
Lower Hutt ..	25	1	29	..	..	15	8	..	46	..	..	..	..	..	27	55	5	219	105
Wellington ..	31	..	267	..	17	..	13	..	85	..	..	..	..	..	2	141	5	607	30
Blenheim ..	80	2	2	2	1	..	6	..	21	1	..	..	1	..	8	2	1	127	23
Nelson ..	98	1	12	1	2	..	13	..	1	..	..	..	5	..	6	7	1	150	51
Westport ..	4	..	1	2	..	..	3	4	16	1	9	3	..	2	1	2	1	49	6
Greymouth ..	28	..	34	..	..	..	42	..	24	..	44	..	3	..	14	3	..	192	95
Christchurch ..	340	22	266	79	..	2	24	2	164	6	6	..	10	..	10	19	84	1,049	40
Ashburton ..	124	..	8	..	13	..	7	..	6	..	2	..	..	..	2	4	4	170	21
Timaru ..	156	33	25	17	1	..	4	2	25	..	1	..	5	..	12	3	9	306	5
Oamaru ..	92	2	7	..	1	..	..	..	11	2	..	..	..	..	2	9	3	129	1
Dunedin ..	223	..	77	8	..	..	8	..	85	..	14	..	4	..	..	50	13	512	136
Invercargill ..	304	..	14	..	2	..	46	..	41	..	11	..	37	..	..	8	29	492	67
Whole Dominion ..	4,179	107	960	426	428	50	445	29	772	39	140	3	458	15	121	480	219	9,100	1,453

TABLE 17.—CLASSIFICATION, BY PRE-SERVICE OCCUPATION, OF WOMEN IN THE ROYAL NEW ZEALAND NAVAL SERVICE

(Position at 31st March, 1945)

Pre-service Occupational Group.	Number.	Percentage.	Pre-service Occupational Group.	Number.	Percentage.
Farming—			Hospitals—		
All farming (including tobacco and vegetable)	5	1.0	Nursing staff	1	0.2
			Domestic staff	10	2.0
Secondary industry—			Sub-total	11	2.2
Engineering and munitions .. ..	..	..	Hotels and catering—		
Food and drink industries	3	0.6	Hotels and boardinghouses	4	0.8
Woollen and knitting mills	1	0.2	Restaurants, &c.	5	1.0
Clothing-manufacture	4	0.8	Private domestic work (not at home)	13	2.6
Footwear and leather	1	0.2			
Laundries .. ..	..	..	Sub-total	22	4.4
Printing, paper, cardboard, &c., manufacture	6	1.2	Miscellaneous—		
Other secondary industries .. ..	..	..	School-teachers	5	1.0
Sub-total	15	3.0	Others employed	29	5.8
Shops, warehouses, &c.—			Students	12	2.4
General assistants	71	14.2	Housewives and domestics at home	77	15.3
Hairdressers, dressmakers, and other skilled workers	32	6.4	Unemployed	27	5.4
Sub-total	103	20.6	Sub-total	150	29.9
Office workers (all industries)—			Total	501	100.0
Typistes	80	16.0			
Other office workers	115	22.9			
Sub-total	195	38.9			

NOTE.—For occupational classification of W.A.A.C. and W.A.A.F., see 1944 annual report.

THE WOMEN'S LAND SERVICE

TABLE 18.—ANALYSIS OF APPLICATIONS, STRENGTHS, AND VACANCIES AT 31ST MARCH, 1945

	Girls already on Relatives' Farms.*	Other Girls.	Total.
Number of applications to join Women's Land Service received up to 31st March, 1945	1,582	2,674	4,256
Number on active strength at 31st March, 1944	1,067	812	1,879
Number on active strength at 31st March, 1945	1,149	701	1,850
Number of applications held up on occupational grounds	..	420	420
†Number immediately available for placement	..	38	38
Number temporarily unavailable for placement	..	82	82
†Number of approved vacancies existing at 31st March, 1945	..	42	42

* The applications by girls on relatives' farms to join the Women's Land Service are applications to continue working as Land Girls on the same farms.

† The vacancies for Land Girls exist in districts to which the girls available are unwilling to transfer.

TABLE 19.—ANALYSIS, BY DISTRICTS AND TYPE OF FARM, OF THE STRENGTH OF THE WOMEN'S LAND SERVICE AT 31ST MARCH, 1945

District.	Girls' on Relatives' Farms.			Other Girls.			Total Strength.
	Dairy-farms.	Other Farms.	Total.	Dairy-farms.	Other Farms.	Total.	
			*			*	*
Whangarei	36	3	39 (31)	23	1	24 (29)	63 (60)
Auckland	49	4	53 (42)	27	3	30 (31)	83 (73)
Hamilton	94	21	115 (142)	80	6	86 (86)	201 (228)
Taumarunui	4	8	12 (..)	2	..	2 (..)	14 (..)
Paeroa	55	3	58 (47)	23	3	26 (34)	84 (81)
Rotorua	73	3	76 (82)	48	1	49 (62)	125 (144)
Gisborne	15	41	56 (46)	4	17	21 (19)	77 (65)
Napier	17	62	79 (79)	9	61	70 (71)	149 (150)
New Plymouth	93	5	98 (89)	49	3	52 (64)	150 (153)
Wanganui	40	42	82 (69)	16	22	38 (41)	120 (110)
Palmerston North	77	17	94 (95)	22	10	32 (42)	126 (137)
Masterton	34	36	70 (61)	11	40	51 (48)	121 (109)
Lower Hutt .. ..	..	..	.. (..)	1	..	1 (..)	1 (..)
Wellington	1	1	2 (..)	..	..	.. (..)	2 (..)
Blenheim	4	10	14 (18)	3	30	33 (28)	47 (46)
Nelson	11	14	25 (17)	2	3	5 (8)	30 (25)
Westport	3	..	3 (3)	..	..	.. (..)	3 (3)
Greymouth	5	..	5 (2)	1	..	1 (2)	6 (4)
Christchurch	10	51	61 (55)	29	43	72 (89)	133 (144)
Ashburton .. ..	..	1	1 (..)	1	3	4 (..)	5 (..)
Timaru	1	31	32 (35)	7	20	27 (37)	59 (72)
Oamaru	2	13	15 (12)	..	6	6 (9)	21 (21)
Dunedin	14	64	78 (75)	8	31	39 (68)	117 (143)
Invercargill	29	52	81 (67)	7	25	32 (44)	113 (111)
Total	667	482	1,149 (1,067)	373	328	701 (812)	1,850 (1,879)

* Figures in parentheses show strength at 31st March, 1944.

MAN-POWER UTILIZATION COUNCILS AND COMMITTEES

TABLE 20.—SCHEDULE OF LOCAL COMMITTEES ATTACHED TO THE VARIOUS COUNCILS
(Position at 31st March, 1945)

Industries for which Dominion Councils have been set up.	Locations of Local Committees attached to each Dominion Council.
Baking trades	Auckland, Wellington, Christchurch, Dunedin.
Biscuit-manufacture	Nil.
Butter and cheese	Nil.
Clothing-manufacture	Auckland, Wellington, Christchurch, Dunedin.
Coal-gas	Auckland, Wellington, Christchurch, Dunedin.
Electrical trades	Auckland, Wellington, Christchurch, Dunedin.
Engineering	Auckland, Wellington, Christchurch, Dunedin, Whangarei, Hamilton, Thames, Gisborne, Napier, New Plymouth, Wanganui, Palmerston North, Lower Hutt, Nelson, Westport, Greymouth, Timaru, Invercargill.
Food canning and preserving	Nil.
Footwear-manufacture	Auckland, Wellington, Christchurch, Dunedin.
Freezing-works	Auckland, Wellington, Christchurch, Dunedin, Gisborne.
Furniture-manufacture	Auckland, Wellington, Christchurch, Dunedin, Hamilton, Gisborne, Napier, New Plymouth, Wanganui, Nelson, Timaru, Invercargill.
Laundries	Auckland, Wellington, Christchurch, Dunedin.
Motor-trades	Auckland, Wellington, Christchurch, Dunedin, Whangarei, Hamilton, Thames (including Paeroa), Rotorua, Gisborne, Napier, New Plymouth, Wanganui, Palmerston North, Masterton, Nelson, Greymouth, Timaru, Invercargill.
Optical trades	Nil.
Plumbing trades	Auckland, Wellington, Christchurch, Dunedin.
Printing and publishing	Auckland, Wellington, Christchurch, Dunedin, Hamilton, Gisborne, Napier, New Plymouth, Wanganui, Palmerston North, Timaru, Invercargill.
Road transport	Auckland, Wellington, Christchurch, Dunedin, Whangarei, Hamilton, Paeroa, Rotorua, Gisborne, Napier, New Plymouth, Wanganui, Palmerston North, Masterton, Nelson, Westport, Greymouth, Timaru, Oamaru, Invercargill.
Tanneries	Nil.
Tobacco-manufacture	Wellington, Napier.
Tramways	Auckland, Wellington, Christchurch, Dunedin, New Plymouth, Wanganui, Invercargill.
Wholesale grocery trade	Auckland, Wellington, Christchurch, Dunedin, Napier, New Plymouth, Invercargill.
Woollen-mills	Auckland, Wellington, Dunedin, Napier, Wanganui.
In addition, there are two industries where Utilization Committees have been established but where Dominion Councils have not been set up. These are as follows :—	
Coal-distribution	Auckland, Wellington, Christchurch, Dunedin.
Ship-building	Auckland.

REGISTRATION FOR WORK OF NATIONAL IMPORTANCE

TABLE 21.—SCHEDULE OF REGISTRATION ORDERS

Name of Order.	Date.	Serial Reference.	Classes covered.*
The Registration for Employment Order No. 1 ..	18/3/42	1942/71	Men aged 46–49 inclusive, and women aged 20–21 inclusive.
The Building and Allied Trades' Workers' Registration Order 1942	18/3/42	1942/72	Men with experience in building and construction, aged 18–70 inclusive.
The Metal Trades' Workers' Registration Order 1942	18/3/42	1942/73	Men with experience in engineering and metal trades, aged 18–70 inclusive.
The Registration for Employment Order No. 2 ..	8/4/42	1942/97	Men aged 50 but not 51.
The Timber-workers Registration Order 1942 ..	7/5/42	1942/130	Men with experience in the timber industry, aged 18–65 inclusive.
The Registration for Employment Order No. 3 ..	15/7/42	1942/218	Women aged 22–25 inclusive resident in boroughs of Hamilton and Cambridge.
The Registration for Employment Order No. 4 ..	3/8/42	1942/239	Women aged 22–23 inclusive.
The Registration for Employment Order No. 5 ..	24/9/42	1942/281	Women aged 24–30 inclusive.
The Registration for Employment Order No. 6 ..	8/10/42	1942/291	Men aged 51–59 inclusive.
The Registration for Employment Order No. 7 ..	8/10/42	1942/292	Aliens aged 18–45 inclusive.
The Scientists and Technicians Registration Order 1943	3/2/43	1943/14	Persons with qualifications or experience in science or engineering.
The Registration for Employment Order No. 8 ..	18/2/43	1943/24	Women aged 18–19 inclusive.
The Registration for Employment Order No. 9 ..	26/1/44	1944/5	Women aged 31–40 inclusive.

* Except in the case of the Scientists and Technicians Order, exempted classes were provided for in each case, including, *inter alia*, persons already registered, members of the Forces, invalids, and other classes definitely unavailable for direction into (other) employment.

TABLE 22.—REGISTRATION OF WOMEN UNDER ALL ORDERS
(Position at 31st March, 1945)

Manpower District.	Total Women registered up to 31st March, 1944.	Women registered from 31st April, 1944, to 31st March, 1945.					Total to Date of Women registered for Employment.
		Aged 18 Years.	Aged 19 Years.	All other Ages.			
				Single.	Married without Children.	Married with Children.*	
Whangarei	4,080	358	1	6	5	6	4,456
Auckland	31,583	1,298	628	86	49	5	33,649
Hamilton	10,110	560	3	20	35	13	10,741
Paeroa	2,502	88	13	16	33	4	2,656
Rotorua	2,974	173	19	12	3	..	3,181
Gisborne	2,757	188	10	44	28	1	3,028
Napier	4,864	298	21	50	31	8	5,272
New Plymouth.. ..	5,893	344	4	17	18	8	6,284
Wanganui	3,611	229	15	12	13	2	3,882
Palmerston North	6,321	397	10	36	12	14	6,790
Masterton	2,598	230	4	4	2	3	2,841
Lower Hutt	3,320	225	28	41	24	50	3,688
Wellington	16,220	762	55	157	122	52	17,368
Blenheim	608	75	1	16	13	3	716
Nelson	2,473	124	1	7	5	1	2,611
Westport	668	50	2	8	3	1	732
Greymouth	1,946	148	..	29	26	10	2,159
Christchurch	18,598	886	38	140	143	32	19,837
Ashburton† .. ..	..	88	7	16	7	..	118
Timaru†	5,502	173	7	32	7	1	5,722
Oamaru	1,569	132	..	1	1	..	1,703
Dunedin	12,132	886	..	8	1	..	13,027
Invercargill	6,533	500	2	8	2	2	7,047
All districts	146,862	8,212	869	766	583	216	157,508

* Registration of married women with children under 16 years has not been compulsory where domestic duties include the care of such children.

† Ashburton registrations before April, 1944, were recorded at Timaru office.

DIRECTIONS INTO ESSENTIAL WORK**TABLE 23.—RESULTS OF DIRECTIONS GIVEN BY DISTRICT MAN-POWER OFFICERS**

	Outset to 31st March, 1944.			1st April, 1944, to 31st March, 1945.			Outset to 31st March, 1945.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Total directions given ..	71,338	19,120	90,458	59,043	19,111	78,154	130,381	38,231	168,612
Of these directions given—									
Number withdrawn ..	6,545	2,230	8,775	5,226	2,902	8,128	11,771	5,132	16,903
Number complied with ..	63,545	16,408	79,953	53,536	16,044	69,580	117,081	32,452	149,533
Number not complied with (under action at the end of period)	1,248	482	1,730	281	165	446	1,529	647	2,176

TABLE 24.—MONTHLY PROGRESS OF DIRECTIONS GIVEN FROM 1ST APRIL, 1944, TO 31ST MARCH, 1945

Period.	Number of Directions given to—		Total Directions given.	Period.	Number of Directions given to—		Total Directions given.
	Males.	Females.			Males.	Females.	
Outset to 31st March, 1944	71,338	19,120	90,458	Outset to 30th September, 1944	101,164	29,330	130,494
Increase during—				Increase during—			
1944—April ..	2,812	1,477	4,289	1944—October ..	4,778	1,539	6,317
May ..	3,847	1,996	5,843	November ..	5,396	1,534	6,930
June ..	4,375	1,681	6,056	December ..	4,773	1,206	5,979
July ..	7,643	1,732	9,375	1945—January ..	6,315	1,607	7,922
August ..	6,110	1,687	7,797	February ..	4,583	1,614	6,197
September ..	5,039	1,637	6,676	March ..	3,372	1,401	4,773
Total up to 30th September, 1944	101,164	29,330	130,494	Total up to 31st March, 1945	130,381	38,231	168,612

TABLE 25.—DETAILS OF MOVEMENTS WITHIN AND INTO TEN DIFFERENT INDUSTRIAL GROUPS AS A RESULT OF DIRECTIONS GIVEN BY DISTRICT MAN-POWER OFFICERS

(Period covered : 1st April, 1944, to 31st March, 1945)

(a) Males

Industrial Group.	Circulation within the Industrial Group.	Inflow from the other Groups.	Inflow from the Armed Forces.	Inflow of Students on Vacation.	Inflow of others not Working.	Total Directions.
Farming (including flax and vegetable) ..	1,156	1,309	5,578	477	171	8,691
Sawmilling and mining ..	606	716	881	46	155	2,404
Building and construction ..	2,613	2,222	2,843	114	521	8,313
Transport and communications ..	518	1,465	2,568	52	179	4,782
Engineering and power-production ..	1,213	1,996	1,280	124	228	4,841
Food and drink industries ..	1,327	6,226	2,280	385	1,021	11,239
Other secondary industries ..	1,149	2,884	2,026	142	356	6,557
Commerce and finance ..	331	1,191	1,461	300	218	3,501
Public administration and professional ..	207	1,076	965	116	182	2,546
Hotels, entertainments, and miscellaneous ..	162	266	163	6	65	662
All industries combined ..	9,282	19,351	20,045	1,762	3,096	53,536

(b) Females

Industrial Group.	Circulation within the Industrial Group.	Inflow from other Groups.	Inflow from the Armed Forces.	Inflow of Students on Vacation.	Inflow of Housewives, &c.	Inflow of others not Working.	Total Directions.
Farming (including flax and vegetable) ..	711	361	26	351	75	132	1,656
Engineering ..	136	602	27	14	146	152	1,077
Food and drink industries ..	111	788	30	59	280	215	1,483
Textile, footwear, &c., industries ..	1,060	1,219	173	29	613	551	3,645
Other secondary industries ..	76	391	38	14	147	118	784
Shops, warehouses, &c. ..	20	55	6	19	26	12	138
Office workers (all industries) ..	628	326	101	60	184	207	1,506
Hospitals ..	404	1,438	67	258	221	332	2,720
Hotels and catering ..	981	745	48	154	265	443	2,636
Miscellaneous (transport, &c.) ..	43	186	11	35	84	40	399
All industries combined ..	4,170	6,111	527	993	2,041	2,202	16,044

TABLE 26.—DIAGRAM SHOWING RATIO OF DIRECTIONS GIVEN TO POPULATION : POSITION AT 31ST MARCH, 1945

Males

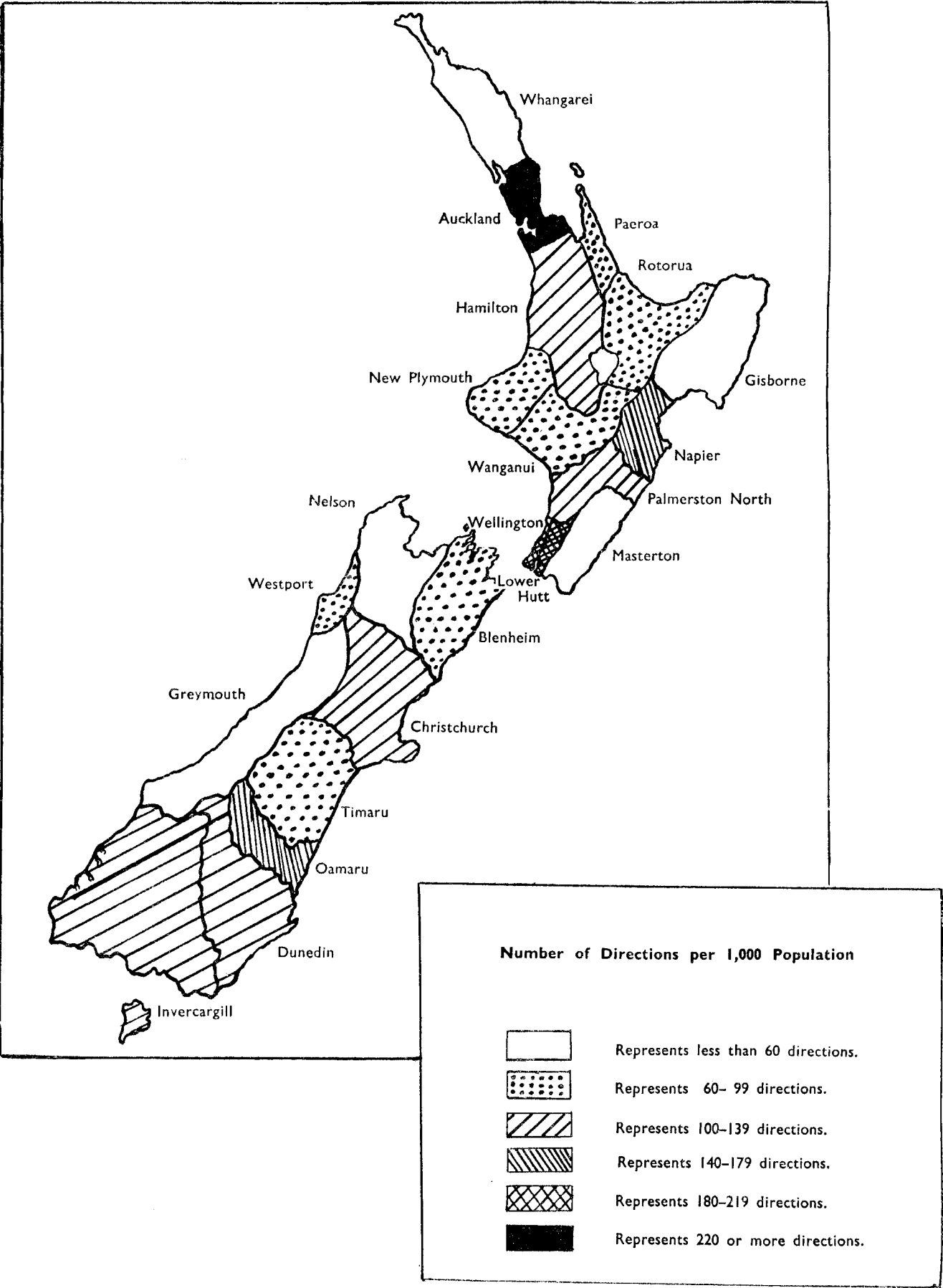


TABLE 27.—DIAGRAM SHOWING RATIO OF DIRECTIONS GIVEN TO POPULATION: POSITION AT 31ST MARCH, 1945

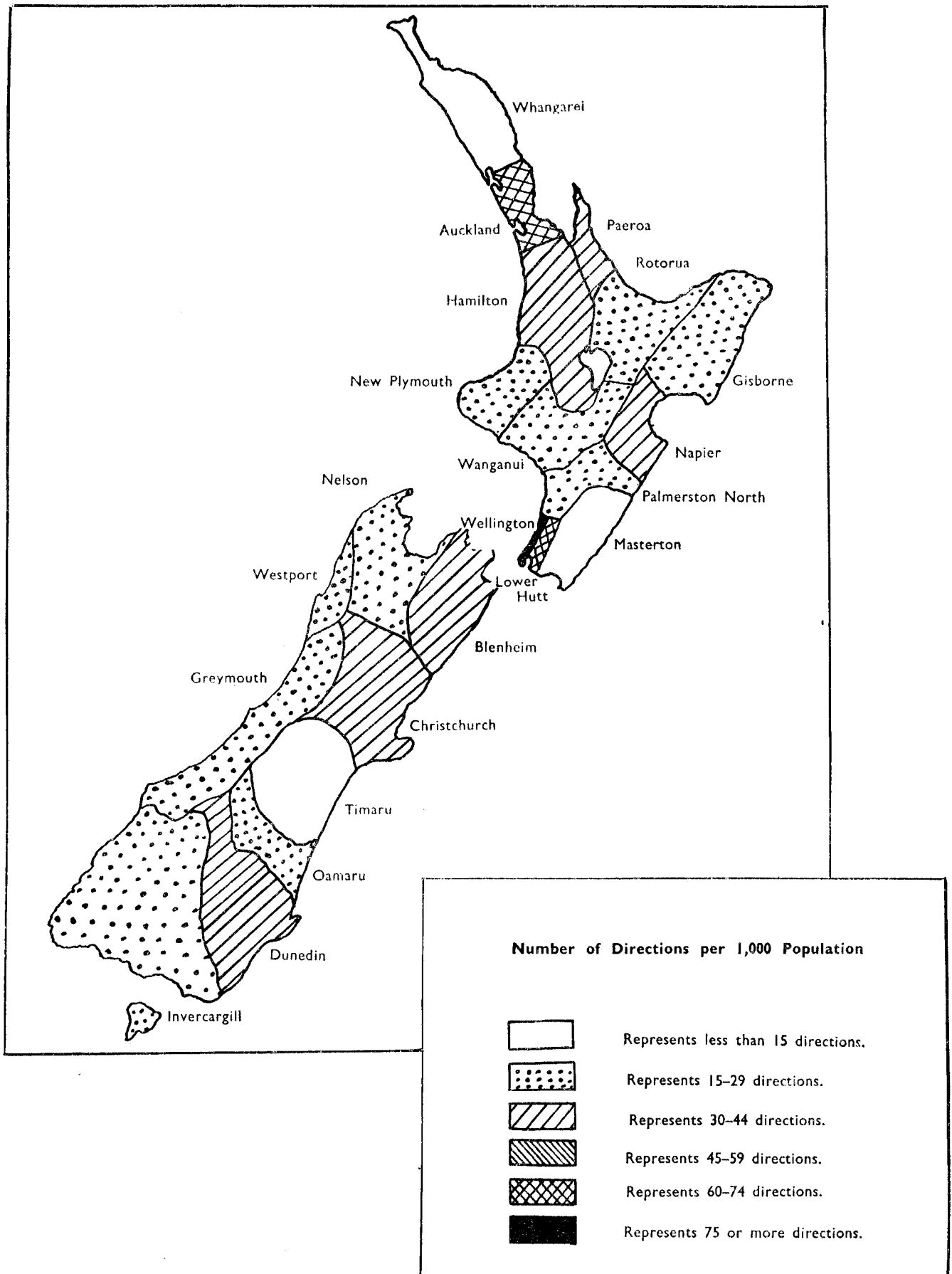
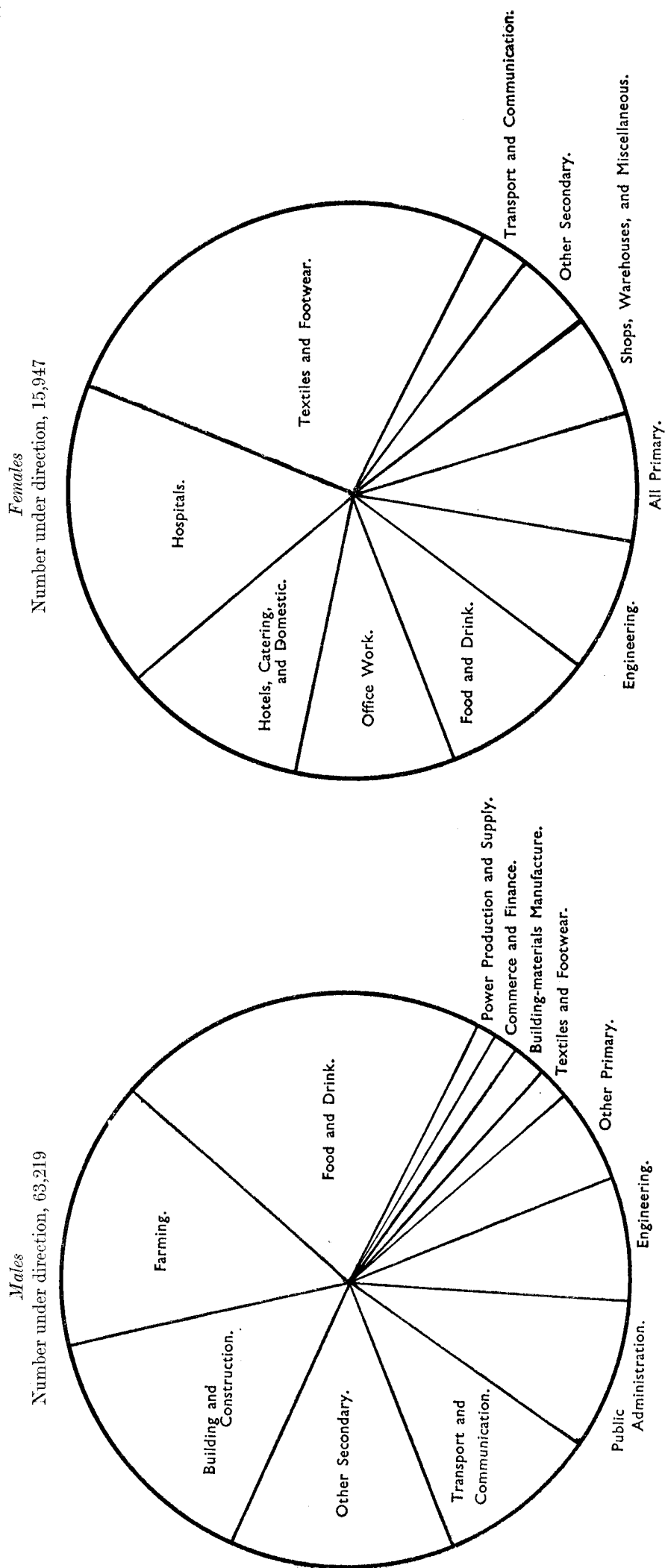
Females

TABLE 28.—DIAGRAM SHOWING INDUSTRIAL DISTRIBUTION OF PERSONS HELD IN INDUSTRY UNDER DIRECTION BY DISTRICT MAN-POWER OFFICERS AS AT 31ST MARCH, 1945



RESTRICTION OF INFLOW INTO INDUSTRY

TABLE 29.—RESULTS OF APPLICATIONS TO ENGAGE LABOUR IN ESSENTIAL INDUSTRIES

	* July to September, 1944.		October to December, 1944.		January to March, 1945.		* July, 1944, to March, 1945.		
	Applications in respect of—		Applications in respect of—		Applications in respect of—		Applications in respect of—		Total.
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	
Total applications received from employers to engage workers	7,081	4,318	3,703	2,762	5,434	4,470	16,218	11,550	27,768
Number of applications dealt with	7,039	4,216	3,708	2,771	5,410	4,492	16,157	11,479	27,636
Details of applications dealt with—									
Number of employees required	7,270	4,314	4,075	2,796	5,470	4,572	16,815	11,682	28,497
Number of names submitted	7,276	4,316	4,075	2,798	5,470	4,572	16,821	11,686	28,507
Number of names where permission was—									
Granted	7,087	4,109	3,987	2,673	5,321	4,440	16,395	11,222	27,617
Refused	189	207	88	125	149	132	426	464	890
Percentage refused	2·6	4·8	2·2	4·5	2·7	2·9	2·5	4·0	3·1
Number of persons directed into other work ..	102	148	56	110	105	108	263	366	629

* Figures relating to restrictions of inflow of labour into essential industries are not available prior to July, 1944.

TABLE 30.—RESULTS OF APPLICATIONS TO ENGAGE LABOUR IN NON-ESSENTIAL INDUSTRIES

	Outset to 31st March, 1944.			1st April, 1944, to 31st March, 1945.			Outset to 31st March, 1945.		
	Applications in respect of—		Total.	Applications in respect of—		Total.	Applications in respect of—		Total.
	Males.	Females.		Males.	Females.		Males.	Females.	
Total applications received from employers to engage workers	14,037	18,189	32,226	17,239	18,109	35,348	31,276	36,298	67,574
Number of applications dealt with	13,967	18,096	32,063	17,173	18,109	35,282	31,140	36,205	67,345
Further details of applications dealt with—									
Number of employees required	15,565	19,966	35,531	17,729	18,349	36,078	33,294	38,315	71,609
Number of names submitted	15,577	20,002	35,579	17,738	18,361	36,099	33,315	38,363	71,678
Number of names where permission was—									
Granted	14,651	18,485	33,136	17,238	17,195	34,433	31,889	35,680	67,569
Refused	926	1,517	2,443	500	1,166	1,666	1,426	2,683	4,109
Percentage refused	5·9	7·6	6·9	2·8	6·4	4·6	4·3	7·0	5·7
Number of persons directed into other work ..	526	878	1,404	352	879	1,231	878	1,757	2,635

TERMINATION OF EMPLOYMENT IN ESSENTIAL UNDERTAKINGS

TABLE 31.—RESULTS OF APPLICATIONS TO TERMINATE EMPLOYMENT

	Outset to 31st March, 1944.			1st April, 1944, to 31st March, 1945.			Outset to 31st March, 1945.		
	Applications from—		Total.	Applications from—		Total.	Applications from—		Total.
	Employers.	Employees.		Employers.	Employees.		Employers.	Employees.	
Total number of applications received	44,639	98,500	143,139	25,896	62,534	88,430	70,535	161,034	231,569
Number of applications dealt with during period	44,363	97,649	142,012	25,871	62,628	*88,499	70,234	160,277	230,511
Of these applications dealt with—									
Number subsequently withdrawn ..	493	1,520	2,013	412	806	1,218	905	2,326	3,231
Number where permission to terminate was refused	1,599	17,050	18,649	730	8,490	9,220	2,329	25,540	27,869
Number where permission was granted	42,271	79,079	121,350	24,729	53,332	78,061	67,000	132,411	199,411
Percentage—									
Subsequently withdrawn	1.1	1.5	1.4	1.6	1.3	1.4	1.3	1.5	1.4
Refused	3.6	17.5	13.1	2.8	13.6	10.4	3.3	15.9	12.1
Granted	95.3	81.0	85.5	95.6	85.1	88.2	95.4	82.6	86.5

* This includes cases lodged during previous period but not dealt with until the current period.

TABLE 32.—MONTHLY GROWTH IN NUMBER OF APPLICATIONS FROM 1ST APRIL, 1944, TO 31ST MARCH, 1945

Period.				Number of Applications received from—				Total.	
				Employers.		Employees.			
				Males.	Females.	Males.	Females.	Males.	Females.
Outset to 31st March, 1944				44,639		98,500		143,139	
Increase during—									
1944—April				1,251	360	2,631	2,012	3,882	2,372
May				1,956	412	3,288	2,752	5,244	3,164
June				2,981	352	2,762	2,250	5,743	2,602
July				3,084	407	2,933	2,396	6,017	2,803
August				1,960	475	2,968	2,398	4,928	2,873
September				1,961	475	2,811	2,106	4,772	2,581
October				1,320	471	2,662	2,322	3,982	2,793
November				1,483	557	2,897	2,313	4,380	2,870
December				708	525	1,714	1,818	2,422	2,343
1945—January				1,162	132	2,888	2,281	4,050	2,413
February				1,247	426	3,671	2,567	4,918	2,993
March				1,729	462	3,417	2,677	5,146	3,139
1st April, 1944, to 31st March, 1945 ..				20,842	5,054	34,642	27,892	55,484	32,946
Outset to 31st March, 1945 ..				70,535		161,034		231,569	

TABLE 33.—DETAILS OF CASES WHERE PERMISSION TO TERMINATE WAS GRANTED
(Period covered : 1st August, 1943, to 31st March, 1945)

(a) *Males*

Reason for Termination.	1st August, 1943, to 31st March, 1944.	1st April, 1944, to 31st March, 1945.					Total, 1st April, 1944, to 31st March, 1945.	Total, 1st August, 1943, to 31st March, 1945.
		Nature of Movements.						
		Retained in same Industry.	Moved to other Essential or Important Industry.	Moved to Non-essential Industry.	Lost to Industry (Ill Health, Retired, Married, &c.).	New Position not known.		
(a) Expiry of season (shearing, freezing, &c.)	2,025	636	5,847	209	435	344	7,471	9,496
(b) Shortage of materials or termination of contract (construction, &c.)	3,695	1,373	4,473	186	377	379	6,788	10,483
(c) Unsuitability of worker (inefficiency, misconduct, temperament, &c.)	3,968	658	4,958	295	308	549	6,768	10,736
(d) Improvement in position (as regards income, experience, responsibility, &c.)	6,234	2,685	7,447	1,048	48	32	11,260	17,494
(e) Medical unfitness (not elsewhere included)	5,608	468	4,898	846	2,106	338	8,656	14,264
(f) Other causes (retirement, transfer of home, young persons, &c.)	5,076	1,362	4,952	200	1,523	205	8,242	13,318
Total	26,606	7,182	32,575	2,784	4,797	1,847	49,185	75,791

(b) *Females*

Reason for Termination.	1st August, 1943, to 31st March, 1944.	1st April, 1944, to 31st March, 1945.					Total, 1st April, 1944, to 31st March, 1945.	Total, 1st August, 1943, to 31st March, 1945.
		Nature of Movements.						
		Retained in same Industry.	Moved to other Essential or Important Industry.	Moved to Non-essential Industry.	Lost to Industry (Ill Health, Retired, Married, &c.).	New Position not known.		
(a) Expiry of season (shearing, freezing, &c.)	289	59	260	53	74	14	460	749
(b) Shortage of materials or termination of contracts (construction, engin- eering, &c.)	626	94	780	63	120	40	1,097	1,723
(c) Unsuitability of worker (inefficiency, misconduct, temperament, &c.)	1,644	359	2,257	120	201	242	3,179	4,823
(d) Improvement in position (as regards income, experience, responsibility, &c.)	2,730	1,691	2,044	294	50	23	4,102	6,832
(e) Causes connected with marriage or married status of women	3,799	111	1,002	78	5,148	69	6,408	10,207
(f) Medical unfitness (not elsewhere included)	3,302	185	2,900	410	2,340	221	6,056	9,358
(g) Other causes (retirement, transfer of home, young persons, &c.)	3,943	1,174	3,329	305	2,459	307	7,574	11,517
Total	16,333	3,673	12,572	1,323	10,392	916	28,876	45,209

INDUSTRIAL ABSENTEEISM

TABLE 34.—RESULTS OF APPLICATION OF INDUSTRIAL ABSENTEEISM REGULATIONS

	Outset to 31st March, 1944.			1st April, 1944, to 31st March, 1945.			Outset to 31st March, 1945.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Number of complaints received by Man-power Officers	15,571	11,008	26,579	9,893	6,353	16,246	25,464	17,361	42,825
Number of complaints dealt with by Man-power Officers	15,094	10,680	25,774	9,900	6,398	16,298	24,994	17,078	42,072
Of these complaints dealt with, number where—									
(a) Allegation of offence not substantiated ..	3,501	2,485	5,986	2,236	1,620	3,856	5,737	4,105	9,842
(b) Warning given to worker ..	9,537	6,555	16,092	5,866	3,585	9,451	15,403	10,140	25,543
(c) Fine imposed ..	2,056	1,640	3,696	1,798	1,193	2,991	3,854	2,833	6,687

TABLE 35.—INDUSTRIAL CLASSIFICATION OF PERSONS REPORTED FOR UNAUTHORIZED ABSENTEEISM
(Period covered : 1st April, 1944, to 31st March, 1945)

(a) Males

	Number of Complaints lodged during Period—				Total.	Percentage.
	April to June.	July to September.	October to December.	January to March.		
Complaints relating to male workers employed in—						
Mines and sawmills ..	522	477	274	298	1,571	15·9
Building and construction ..	695	514	414	364	1,987	20·1
Transport and power-production ..	156	164	166	161	647	6·5
Engineering and munitions ..	259	266	177	212	914	9·2
Food-manufacture ..	993	298	333	1,162	2,786	28·2
Other industries ..	656	465	430	437	1,988	20·1
Total ..	3,281	2,184	1,794	2,634	9,893	100·0

(b) Females

	Number of Complaints lodged during Period—				Total.	Percentage.
	April to June.	July to September.	October to December.	January to March.		
Complaints relating to female workers employed in—						
Engineering and munitions ..	227	108	153	194	682	10·7
Food-manufacture ..	289	187	85	104	665	10·5
Textiles and clothing manufacture ..	705	599	345	507	2,156	33·9
Hotels and restaurants ..	422	377	262	354	1,415	22·3
Other industries ..	519	311	229	376	1,435	22·6
Total ..	2,162	1,582	1,074	1,535	6,353	100·0

OPERATIONS OF INDUSTRIAL MAN-POWER APPEAL COMMITTEES

(Period covered : Outset to 31st March, 1945)

TABLE 36.—RESULTS OF APPEALS AGAINST DIRECTIONS INTO ESSENTIAL WORK

	Outset to 31st March, 1944.	1st April, 1944, to 31st March, 1945.		Outset to 31st March, 1945.
		Males.	Females.	
(a) Appeals from <i>employers</i> against directions by District Man-power Officers—				
Total directions given by all District Man-power Officers ..	90,458	59,043	19,111	168,612
Number of appeals against directions heard in period ..	1,178	412	721	2,311
Percentage of appeals heard to directions given	1.3	0.7	3.8	1.4
Of the appeals dealt with, number—				
Withdrawn	225 (19%)	74 (18%)	94 (13%)	393 (17%)
Dismissed	529 (45%)	204 (50%)	317 (44%)	1,050 (45%)
Upheld	424 (36%)	134 (32%)	310 (43%)	868 (38%)
(b) Appeals from <i>employees</i> against directions by District Man-power Officers—				
Total directions given by all District Man-power Officers ..	90,458	59,043	19,111	168,612
Number of appeals against directions heard in period ..	1,204	601	806	2,611
Percentage of appeals heard to directions given	1.3	1.0	4.2	1.5
Of the appeals dealt with, number—				
Withdrawn	240 (20%)	98 (16%)	132 (16%)	470 (18%)
Dismissed	469 (39%)	235 (39%)	247 (31%)	951 (36%)
Upheld	495 (41%)	268 (45%)	427 (53%)	1,190 (46%)

TABLE 37.—RESULTS OF APPEALS AGAINST DECISIONS REGARDING TERMINATION OF EMPLOYMENT IN ESSENTIAL UNDERTAKINGS

	Outset to 31st March, 1944.	1st April, 1944, to 31st March, 1945.		Outset to 31st March, 1945.
		Males.	Females.	
(a) Appeals from employers against decisions by District Man-power Officers—				
Total applications to terminate (made by employers) dealt with by District Man-power Officers	44,363	20,803	5,068	70,234
Number of appeals lodged against decisions	598	272	108	978
Percentage of appeals lodged to decisions given	1.3	1.3	2.1	1.4
Number of appeals dealt with in period	555	279	107	941
Of the appeals dealt with, number—				
Withdrawn	145 (26%)	64 (23%)	25 (23%)	234 (25%)
Dismissed	290 (52%)	166 (59%)	68 (64%)	524 (56%)
Upheld	120 (22%)	49 (18%)	14 (13%)	183 (19%)
(b) Appeals from employees against decisions of District Man-power Officers—				
Total applications to terminate (made by employees) dealt with by District Man-power Officers	97,649	34,679	27,949	160,277
Number of appeals lodged against decisions	2,881	1,337	657	4,875
Percentage of appeals lodged to decisions given	3.0	3.9	2.4	3.0
Number of appeals dealt with in period	2,653	1,356	665	4,674
Of the appeals dealt with, number—				
Withdrawn	438 (17%)	317 (23%)	135 (20%)	890 (19%)
Dismissed	1,327 (50%)	611 (45%)	282 (43%)	2,220 (48%)
Upheld	888 (33%)	428 (32%)	248 (37%)	1,564 (33%)

TABLE 38.—RESULTS OF APPEALS AGAINST FINES IMPOSED FOR UNAUTHORIZED ABSENTEEISM

	Outset to 31st March, 1944.	1st April, 1944, to 31st March, 1945.		Outset to 31st March, 1945.		
		Males.	Females.	Males.	Females.	Total.
Total number of cases where fines have been imposed	3,696	1,798	1,193	3,854	2,833	6,687
Number of appeals arising from the imposition of fines	141	81	46	172	96	268
Percentage of appeals lodged to fines imposed ..	3.8	4.5	3.9	4.5	3.4	4.0
Number of appeals heard in period ..	132	84	46	168	94	262
Of the appeals dealt with, number of cases where appeal—						
Dismissed	60 (45%)	39 (46%)	33 (72%)	80 (47%)	52 (55%)	132 (50%)
Fine reduced	27 (21%)	15 (18%)	— (—%)	38 (23%)	4 (4%)	42 (16%)
Fine wholly remitted	45 (34%)	30 (36%)	13 (28%)	50 (30%)	38 (41%)	88 (34%)

NOTE.—There have also been 120 appeals dealt with to date against decisions of District Man-power Officers regarding the restriction of inflow into industry. Of these, 31, or 26 per cent., have been dismissed.

OPERATIONS OF VOCATIONAL GUIDANCE CENTRES

TABLE 39.—ANALYSIS OF INFLOW AND OUTFLOW OF LABOUR THROUGH VOCATIONAL GUIDANCE CENTRES
(Period covered : 1st December, 1942, to 31st March, 1945)

	Inflow to Centre from—						Outflow from Centre.					
	Industries, &c.		Post-primary Schools.		Primary Schools.		Total Inflow.		Temporary Placements.		Permanent Placements.	
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
Totals from 1st December, 1942, to 31st March, 1944	3,266	3,783	2,005	2,647	553	834	5,824	7,264	507	285	4,417	6,061
1st April, 1944, to 31st March, 1945—												
Vocational Guidance Centre—												
Auckland	1,512	744	555	584	128	177	2,495	1,505	13	..	1,866	1,238
Wellington	1,005	1,353	376	616	38	59	1,419	2,028	15	32	1,300	1,750
Christchurch	463	652	480	620	55	123	998	1,395	1	5	1,069	1,440
Dunedin	314	368	253	338	52	61	619	767	24	49	525	713
All Centres	3,294	3,117	1,664	2,158	273	420	5,231	5,695	50	86	4,760	5,141
Totals from 1st December, 1942, to 31st March, 1945	6,560	6,900	3,669	4,805	826	1,254	11,055	12,959	557	371	9,177	11,202

TABLE 40.—INDUSTRIAL ANALYSIS OF PERMANENT PLACEMENTS BY VOCATIONAL GUIDANCE CENTRES
(Period covered : 1st April, 1944, to 31st March, 1945)

(a) Males

Industry in which placed.	Outflow from —			Total.
	Industries &c.	Post-primary Schools.	Primary Schools.	
Farming	295	34	16	345
Building and construction ..	143	60	11	214
Transport and communication ..	93	3	2	98
Engineering and metalwork ..	535	322	29	886
Meat, butter, cheese, fertilizers, tanneries	97	6	3	106
Food and drink manufacture, n.e.i.	125	13	9	147
Textile, clothing, footwear manufacture	231	45	29	305
Timber, joinery, furniture &c., manufacture	212	58	31	301
Printing, publishing, stationery, and cartons-manufacture	102	52	10	164
Other secondary industry ..	328	91	23	442
Commerce and finance ..	649	532	68	1,249
Public Service, local authorities, hospitals, n.e.i.	101	50	3	154
Miscellaneous	278	62	9	349
Total	3,189	1,328	243	4,760

(b) Females

Industry in which placed.	Outflow from —			Total.
	Industries &c.	Post-primary Schools.	Primary Schools.	
Farming	12	2	..	14
Engineering and metalwork ..	28	3	..	31
Food and drink manufacture ..	100	14	21	135
Textiles and clothing manufacture	528	310	161	999
Footwear - manufacture and leather-working	77	4	11	92
Other secondary industry ..	180	48	31	259
Commerce and finance ..	1,158	1,157	100	2,415
Public Service, local authorities, hospitals, n.e.i.	256	145	3	404
Hotels and restaurants ..	241	20	12	273
Private domestic work ..	115	9	8	132
Miscellaneous	236	131	20	387
Total	2,931	1,843	367	5,141

TABLE 41.—PLACEMENT BY VOCATIONAL GUIDANCE OFFICERS OF SCHOOL-CHILDREN IN HOLIDAY AND SEASONAL WORK DURING PERIOD DECEMBER, 1944, AND JANUARY, 1945

Type of Work.	Males.			Females.			Males and Females.		
	School Holidays.	Leaving School.	Total.	School Holidays.	Leaving School.	Total.	School Holidays.	Leaving School.	Total.
Vegetable-growing	2	..	2	2	..	2	4	..	4
Fruit-picking, tobacco, hops, &c.	23	..	23	61	35	96	84	35	119
Harvesting	11	..	11	..	..	..	11	..	11
Other farming	94	5	99	6	..	6	100	5	105
Freezing-works	16	5	21	..	..	..	16	5	21
Dairy factories	1	..	1	..	..	..	1	..	1
Canneries	6	..	6	..	..	..	6	..	6
Other secondary industry ..	76	9	85	71	1	72	147	10	157
Offices	27	1	28	54	1	55	81	2	83
Retail shops	123	4	127	606	7	613	729	11	740
Warehouses, wool-stores, &c. ..	59	14	73	..	..	..	59	14	73
Other work	222	9	231	120	3	123	342	12	354
Total placements during 1944-45 season	660	47	707	920	47	967	1,580	94	1,674
Placements, 1943-44 season ..	779	14	793	1,005	33	1,038	1,784	47	1,831

STUDENTS AND TEACHERS IN HOLIDAY AND SEASONAL WORK

TABLE 42.—NUMBER OF STUDENTS FROM EACH UNIVERSITY AND TRAINING COLLEGE CONSIDERED BY DISTRICT MAN-POWER OFFICERS FOR PLACEMENT IN ESSENTIAL HOLIDAY AND SEASONAL WORK

(Period covered : October, 1944, to February, 1945)

University College.	Number of Students considered.		Training College.	Number of Students considered.	
	Males.	Females.		Males.	Females.
Auckland University College ..	355	126	Auckland Training College ..	110	354
Victoria University College ..	193	75	Wellington Training College ..	107	193
Canterbury University College ..	305	165	Christchurch Training College ..	92	197
University of Otago ..	666	341	Dunedin Training College ..	48	44
Massey Agricultural College ..	77	10			
Canterbury Agricultural College ..	3	..			
Total	1,599	717	Total	357	788

TABLE 43.—DIRECTIONS AND OTHER RULINGS GIVEN BY DISTRICT MAN-POWER OFFICERS TO UNIVERSITY STUDENTS, TRAINING COLLEGE STUDENTS, AND TEACHERS IN RESPECT OF THEIR PLACEMENT IN ESSENTIAL HOLIDAY AND SEASONAL WORK

(Period covered : October, 1944, to February, 1945)

	Males.				Females.			
	University Students.	Training College Students.	Teachers.	Total.	University Students.	Training College Students.	Teachers.	Total.
Number placed in—								
Farming (on parent's farm) ..	97	34	11	142	61	151	125	337
Farming (not on parent's farm)	201	63	17	281	37	47	34	118
Vegetable-growing	56	11	4	71	25	32	26	83
Fruit, hops, tobacco picking, &c.	19	13	..	32	25	43	37	105
Other primary industry ..	50	13	..	63	..	1	..	1
Building and construction ..	122	9	2	133	..	..	..	..
Transport and communication	43	13	4	60	5	1	3	9
Gas and electricity production and supply	17	2	..	19	..	..	..	..
Engineering	97	7	..	104	8	1	7	16
Freezing-works	182	51	16	249	..	..	..	..
Dairy factories	18	15	1	34	..	..	..	..
Jam and fruit preserving ..	8	..	1	9	..	11	3	14
Other food and drink industries	32	2	..	34	10	26	6	42
Textiles, leather-work, &c. ..	17	1	..	18	8	10	11	29
Building-materials and furniture-manufacture	49	10	3	62	..	..	..	..
Fertilizer-manufacture ..	20	1	..	21	..	..	..	..
Other secondary industry ..	31	8	1	40	5	3	2	10
Wool-stores	244	29	3	276	..	..	..	..
Shops and warehouses ..	..	..	..	..	22	32	16	70
Government clerical work ..	4	..	..	4	9	5	11	25
Other office work	66	15	2	83	18	19	10	47
Hospitals—								
Medical work	48	..	..	48	16	..	..	16
Nursing work .. ..	..	..	..	..	58	17	11	86
Domestic work .. ..	..	..	..	..	116	64	33	213
Dental work (including hospitals)	26	..	..	26	5	..	..	5
Scientific work	43	..	..	43	15	2	..	17
Domestic work at home ..	..	..	..	..	27	29	31	87
Domestic work, n.e.i. ..	..	..	..	..	29	13	37	79
Hotels and restaurants ..	..	..	..	..	50	69	25	144
Other work n.e.i.	30	6	2	38	26	10	5	41
Work not specified	9	6	..	15	19	59	9	87
Total placed in employment	1,529	309	67	1,905	594	645	442	1,681
Number exempted—								
On medical grounds	43	6	11	60	35	40	78	153
Taking permanent position ..	27	3	..	30	22	1	3	26
Entering Forces	19	13	4	36	..	..	..	..
For studies	23	..	..	23	18	4	5	27
On other grounds	22	17	14	53	47	50	53	150
Failed to report for work ..	..	1	1	2	..	..	1	1
Unable to be placed	4	16	13	33	9	53	170	232
Total not placed in employment	138	56	43	237	131	148	310	589
Grand total for 1944–54 season	1,667	365	110	2,142	725	793	752	2,270
Total placed in employment during 1943–44 season	1,690	388	212	2,290	625	947	558	2,130
Total not placed in employment during 1943–44 season	133	24	..	157	82	91	..	173

NOTE.—The above figures include 89 cases where more than one direction or ruling was given to the same student.

FINANCIAL ASSISTANCE TO DIRECTED WORKERS

TABLE 44.—CLASSIFICATION, BY MAN-POWER DISTRICTS, OF AMOUNTS PAID AND NUMBER OF PERSONS WHO HAVE RECEIVED FINANCIAL ASSISTANCE AT ANY TIME UP TO 31ST MARCH, 1945

Man-power District.	Males.		Females.		Total.	
	Number of Persons.	Amount paid.	Number of Persons.	Amount paid.	Number of Persons.	Amount paid.
		£ s. d.		£ s. d.		£ s. d.
Whangarei	1	13 7 10	..	..	1	13 7 10
Auckland	58	1,821 9 5	90	1,140 6 7	148	2,961 16 0
Hamilton	2	111 2 3	3	75 13 8	5	186 15 11
Paeoa .. .. .	..	..	2	6 15 9	2	6 15 9
Gisborne	1	29 17 2	3	10 3 0	4	40 0 2
Napier	3	14 6 5	11	129 15 4	14	144 1 9
New Plymouth	2	52 13 3	2	11 12 0	4	64 5 3
Wanganui .. .. .	..	..	6	172 4 11	6	172 4 11
Palmerston North .. .. .	..	..	5	60 16 6	5	60 16 6
Lower Hutt	8	491 18 10	20	381 15 10	28	873 14 8
Wellington	34	1,165 15 2	101	1,326 10 5	135	2,492 5 7
Nelson	6	34 18 2	19	128 4 11	25	163 3 1
Greymouth	4	143 1 6	3	61 13 3	7	204 14 9
Christchurch	4	79 7 9	48	622 0 10	52	701 8 7
Ashburton	1	1 16 11	2	29 0 10	3	30 17 9
Timaru	3	30 15 11	..	..	3	30 15 11
Oamaru	2	6 7 2	15	372 2 5	17	378 9 7
Dunedin	23	318 9 2	75	1,314 19 4	98	1,633 8 6
Invercargill	6	164 14 2	12	263 17 11	18	428 12 1
All districts	158	4,480 1 1	417	6,107 13 6	575	10,587 14 7
Increase since 1st April, 1944	91	2,726 10 2	340	5,210 9 1	431	7,936 19 3

TABLE 45.—INDUSTRIAL CLASSIFICATION OF AMOUNTS PAID BY WAY OF FINANCIAL ASSISTANCE TO DIRECTED WORKERS UP TO 31ST MARCH, 1945

Industrial Group.	Males : Amount paid.	Females : Amount paid.	Total Amount paid.
	£ s. d.	£ s. d.	£ s. d.
Farming	58 9 0	..	58 9 0
Building and construction	359 9 10	..	359 9 10
Railways (including railway workshops and N.Z.R. motor services) ..	213 3 8	138 12 10	351 16 6
Shipping and harbour services	0 11 11	..	0 11 11
Post and Telegraph and radio broadcasting	27 12 6	95 10 1	123 2 7
Electricity production and supply	67 1 9	..	67 1 9
Gas production and supply	0 16 0	..	0 16 0
Engineering and metal trades	1,807 10 6	316 13 4	2,124 3 10
Meat freezing, preserving, &c.	68 19 0	22 18 2	91 17 2
Butter and cheese manufacture	184 13 5	23 3 5	207 16 10
Grain-milling and cereal-food making	7 2 3	108 4 5	115 6 8
Bread, cake, and pastry making and delivery .. .. .	..	13 8 0	13 8 0
Biscuit and confectionery making	12 15 10	132 17 6	145 13 4
Jam-making, fruit and vegetable preserving	135 1 11	376 19 2	512 1 1
Tanning	52 18 7	..	52 18 7
Woolen and knitting mills	128 10 11	1,121 18 8	1,250 9 7
Silk-hosiery mills .. .. .	..	8 9 1	8 9 1
Flock, felt, sack, rope, &c., manufacture .. .. .	..	20 0 1	20 0 1
Clothing-manufacture	149 16 6	1,146 0 0	1,295 16 6
Boot, shoe, and slipper making and repairing	14 9 9	183 15 5	198 5 2
Other textile, leather, &c., industries .. .. .	..	6 0 8	6 0 8
Laundries, dry-cleaning, and dyeing	10 5 8	17 15 1	28 0 9
Lime and cement making	71 17 7	4 0 0	75 17 7
Brick, tile, pottery, concrete, &c., manufacture	30 14 11	..	30 14 11
Wallboard manufacture	160 9 2	..	160 9 2
Wooden box and case making	18 5 1	..	18 5 1
Glass-manufacture	10 9 11	5 18 4	16 8 3
Rubber and rubber-goods manufacture	52 5 11	105 5 6	157 11 5
Soap and candle making	56 6 5	29 11 0	85 17 5
Drugs and chemicals manufacture .. .. .	..	48 15 11	48 15 11
Paper and cardboard manufacture	15 18 5	..	15 18 5
Carton, cardboard-box, and paper-bag making .. .. .	..	36 14 4	36 14 4
Printing, publishing, and bookbinding	7 15 0	2 4 6	9 19 6
Tobacco-processing and cigarette-making .. .. .	..	469 7 9	469 7 9
Other secondary industries	1 8 8	139 17 5	141 6 1
Commerce and finance	16 4 10	25 12 2	41 17 0
Health and social welfare (including Social Security Department, Health Department, hospitals, &c.)	14 3 11	1,176 10 7	1,190 14 6
Defence Department	191 17 3	44 12 11	236 10 2
Government Departments n.e.i.	339 11 6	156 1 11	495 13 5
Local authorities	187 17 6	..	187 17 6
Hotels and catering	5 6 0	130 15 3	136 1 3
All industries	4,480 1 1	6,107 13 6	10,587 14 7

TABLE 46.—INDUSTRIAL CLASSIFICATION OF VACANCIES IN ESSENTIAL WORK NOTIFIED AT POINTS DURING THE YEAR ENDED 31ST MARCH, 1945

(a) Males

Industrial Group.	Vacancies at—						Total.
	Mid-April, 1944.	Mid-June, 1944.	Mid-September, 1944.	Mid-December, 1944.	Mid-March, 1945.*		
					Priority.	Non-priority.	
Farming	437	1,059	1,265	946	456	111	567
Sawmilling and forestry	341	457	408	434	388	35	423
Mining and quarrying	169	158	96	95	192	54	246
Building and construction	1,255	1,062	1,182	1,420	1,258	578	1,863
General engineering	690	1,018	1,069	1,053	654	609	1,263
Food and drink manufacture	230	170	185	794	218	63	281
Textiles and footwear	127	85	123	279	125	177	302
Timber and furniture industries	161	192	204	186	29	201	230
Other secondary industries	357	313	210	249	200	153	353
Gas and electricity	68	39	37	39	88	3	91
Railways	120	165	71	185	134	77	211
Other transport and communication	50	57	117	256	91	122	213
Other industries n.e.i.	360	687	473	415	267	307	574
Total	4,365	5,462	5,440	6,351	4,100	2,490	6,590

(b) Females

Industrial Group.	Vacancies at—						Total.
	Mid-April, 1944.	Mid-June, 1944.	Mid-September, 1944.	Mid-December, 1944.	Mid-March, 1945.*		
					Priority.	Non-priority.	
Farming	62	67	52	53	266	7	273
Office work	219	255	271	336	166	123	289
Food and drink manufacture	111	371	156	230	166	110	276
Textiles and footwear	1,628	1,705	1,911	1,642	1,489	551	2,040
Other secondary industries	522	651	487	430	225	268	493
Transport and communication	25	24	22	26	13	47	60
Hotels and restaurants	428	504	639	813	265	411	676
Hospitals	593	617	586	597	593	24	617
Other industries n.e.i.	98	121	163	140	22	46	68
Total	3,686	4,315	4,287	4,267	3,205	1,587	4,792

* Previous to 1945 vacancies were not classified into priority and non-priority.

TABLE 47.—DISPOSAL OF APPROVED VACANCIES FOR FARM LABOUR FROM MARCH TO NOVEMBER, 1944

(a) Males

	Dairy-farms.	Sheep-farms.	Other Farms.	Total.
Number of vacancies recommended to be filled ..	2,627	2,006	881	5,514
Number of vacancies satisfied up to 30th November, 1944 ..	2,264	1,429	744	4,437
Number not required until after 30th November, 1944 ..	46	38	27	111
Of vacancies satisfied number which were filled by—				
(a) "Necal" personnel	1,844	1,160	634	3,638
(b) Others	420	269	110	799

(b) Females

	Dairy-farms.	Sheep-farms.	Other Farms.	Total.
Number of vacancies recommended to be filled ..	71	33	5	109
Number of vacancies satisfied up to 30th November, 1944 ..	63	22	5	90
Of vacancies satisfied number which were filled by Land Girls ..	24	2	3	29

TABLE 48.—ANALYSIS OF LABOUR CONTENT OF FREEZING-WORKS

Man-power District.	Number of Works in District.	Number of Employees at Peak of 1942-43 Season.	Number of Employees at Peak of 1944-45 Season.
Whangarei	1	290	302
Auckland	3	3,260	3,061
Hamilton	1	433	606
Gisborne	3	798	693
Napier	2	1,354	1,170
New Plymouth	1	550	606
Wanganui	2	857	806
Palmerston North	2	748	821
Masterton	1	538	556
Lower Hutt	1	408	405
Wellington	1	375	379
Blenheim	1	120	114
Nelson	1	60	55
Christchurch	4	1,369	1,371
Ashburton	1	225	206
Timaru	2	509	524
Oamaru	1	250	204
Dunedin	2	558	535
Invercargill	3	872	832
Total	33	13,574	13,246

TABLE 49.—ANALYSIS OF LABOUR CONTENT OF BUSHFELLING AND SAWMILLING INDUSTRY

(Period covered : December, 1943, to December, 1944)

Man-power District.	Number of Mills in District.	Workers employed at the End of 1943.	Circulation within the Industry.		Inflow of Workers from other Sources.	Outflow of Workers to other Work.	Workers employed at the End of 1944.
			Inflow.	Outflow.			
North Island—							
Whangarei ..	14	377	17	24	78	94	354
Auckland ..	17	311	17	27	126	116	311
Hamilton ..	6	177	19	17	43	35	187
Taumarunui ..	29	992	103	108	220	174	1,033
Paeroa ..	9	31	16	12	29	10	54
Rotorua ..	43	1,599	214	203	643	587	1,666
Gisborne ..	7	114	12	8	30	27	121
Napier ..	11	221	28	26	75	67	231
New Plymouth ..	8	98	10	6	29	23	108
Wanganui ..	8	123	9	10	44	49	117
Palmerston North ..	5	46	3	3	26	13	59
Masterton ..	7	104	10	14	39	33	106
Lower Hutt ..	3	123	7	31	42	27	114
Wellington ..	1	9	5	..	4	4	14
South Island—							
Blenheim ..	4	35	1	3	10	7	36
Nelson ..	23	211	5	9	65	53	219
Westport ..	14	113	4	8	37	38	108
Greymouth ..	42	967	85	72	194	229	945
Christchurch ..	13	173	21	19	91	64	202
Ashburton ..	5	28	2	2	36	30	34
Timaru ..	9	66	6	3	21	22	68
Oamaru ..	Nil	..	..	..	..	..	..
Dunedin ..	11	121	10	2	19	14	134
Invercargill ..	32	522	52	49	106	72	559
Total ..	321	6,561	656	656	2,007	1,788	6,780

EMPLOYMENT PROMOTION SCHEMES

TABLE 50.—SUMMARY OF CONTRACTS APPROVED UNDER SCHEME NO. 16 AS AT 31ST MARCH, 1945

				Carpenters.		Bricklayers.	Total.
				Apprentices.	Trainees.		
Contracts suspended	..	..	..	214	14	7	235
Contracts terminated	..	..	..	185	81	4	270
Contracts completed	..	..	..	199	28	12	239
Contracts cancelled	..	..	..	9	5	1	15
Totals	..	..	..	607	128	24	759

TABLE 51.—NUMBERS OF MEN ENGAGED IN FULL-TIME SUBSIDIZED EMPLOYMENT UNDER THE VARIOUS PROMOTION-OF-EMPLOYMENT SCHEMES FROM APRIL, 1943, TO 31ST MARCH, 1945

Date.				Scheme No. 4F.	Scheme No. 13.	Scheme No. 16.	Scheme No. 16A.	Total.
1943								
3rd April	..	..	..	4	636	1	4	645
26th June	..	..	..	4	622	1	4	631
18th September	..	..	..	4	595	1	4	604
11th December	..	..	..	1	572	..	4	577
1944								
1st April	..	..	..	1	494	..	2	497
24th June	..	..	..	..	495	..	2	497
16th September	..	..	..	..	492	..	1	493
9th December	..	..	..	..	476	..	1	477
1945								
31st March	..	..	..	..	449	..	1	450

TABLE 52.—STATEMENT OF NET EXPENDITURE FOR YEAR ENDED 31ST MARCH, 1945, AND PREVIOUS YEAR

Employment-promotion schemes—				£	£	£	£
Scheme No. 4B	..	..	..	..	..	1,023	..
Scheme No. 4F	..	..	..	..	16	174	..
Scheme No. 13	..	..	..	116,886	..	143,667	..
Scheme No. 16	..	..	..	..	..	63	..
Scheme No. 16A	..	..	..	54	..	110	..
Insurance of workers	..	..	..	1	..	..	..
Youths' farm settlement	..	..	..	520	..	348	..
Rural housing bonus	..	..	..	..	..	778	..
Assistance to flax industry	..	..	..	..	..	23	..
Miscellaneous	..	..	..	464	..	567	..
Administration expenses				..	..	..	..
				..	117,941	146,753	..
				..	7,100	10,500	..
				..	£125,041	£157,253	..

NEW ZEALAND

SPECIAL ADDENDUM

TO THE 1945 REPORT OF THE

NATIONAL SERVICE DEPARTMENT

Presented to both Houses of the General Assembly by Command of His Excellency

National Service Department, Wellington, 20th August, 1945.

The Hon. the MINISTER OF NATIONAL SERVICE.

SIR,—

In this special addendum to the 1945 annual report on the activities of the National Service Department, I have the honour to submit a brief statement of the salient developments in the field of national service during the period commencing from 31st March, 1945 (the date of the report itself), and ending on 15th August—viz., VJ Day, or the day on which Japan's acceptance of surrender terms was announced.

I have, &c.,

H. L. BOCKETT,

Director of National Service and Controller of Man-power.

NATIONAL SERVICE DEVELOPMENTS FROM 31st MARCH TO 15th AUGUST, 1945

Man-power Phases since 31st March, 1945.—VJ Day, celebrated on 15th August, 1945, brought to an end Japanese resistance to the Allied Forces and with it almost six years of warfare unexampled in totality and destructiveness.

Since the report on the activities of the National Service Department for the year ended 31st March was compiled there have been several important developments in the field of national service. These have culminated in the surrender of Japan and the sudden inversion of basic man-power problems and therefore the functions of the Department.

The salient developments in this period arise in three brief phases—viz., from 31st March to 8th May, when Germany surrendered; from 8th May to 15th August, when Japan surrendered; and the phase commencing with the changes of policy that victory has made possible.

During the first phase the main currents of man-power policy remained those observed during the year ended 31st March, 1945, and described in Section II of Part I of the main report. Summarized, they were: the maintenance of New Zealand's overseas contribution; the intensification of the industrial war effort; the implementation of the Middle East (Second) Division Replacement Scheme; the industrial absorption of ex-servicemen; and the relaxation of man-power control.

Between the defeat of Germany and Japan—a matter of three months—these policy currents remained the dominant ones, except that it was no longer necessary to maintain a full Army Division in the field for employment against Japan and at the same time maintain current Air Force and Navy commitments. A regrouping of Forces involving the contraction of the overseas division to two brigades and a substantial reduction of both the Air Force and Navy became possible and was announced by the Right Hon. the Prime Minister on 2nd August. The nature of this reorganization is described below.

VJ Day transferred the emphasis from mobilization and the replacement scheme to measures for the demobilization of the Forces, the relaxation of industrial man-power control consistent with the need for maintaining the labour force in industries of critical importance in the immediate reconstruction period, and the promotion of planning and organizational measures designed to realize and maintain a state of full employment.

Maintenance of Overseas Contribution and Continuation of Second Division Replacement Scheme.—From the beginning of December, 1944, to the end of July—a fortnight before the surrender of Japan—a total of 3,100 men was mobilized by Army, 2,850 by Air Force, and 550 by Navy. (NOTE.—These figures represent first postings only and do not include men who had previously been in the Forces and who were remobilized during this period—e.g., “Necal” personnel.) In the same period, as a result of the activity of Armed Forces Appeal Boards, nearly 7,000 Category “A” men were put at the immediate disposal of Army or were made available subject to a short postponement of call-up.

The Reorganization of the New Zealand Forces.—When War Cabinet decided at the beginning of August to reorganize the New Zealand Forces there was a total of approximately 100,000 men on the combined New Zealand and overseas strengths of the three Service arms. In view of the depletion of Category “A” men held on appeal and the inadequate number of fit men attaining military age, it had been foreseen at the time of the introduction of the Second Division Replacement Scheme that a military contribution on this scale could not be maintained indefinitely. Accordingly, all efforts were directed to the maintenance of the full overseas contribution until the defeat of Germany, when a complete reorganization of the Forces was envisaged. The reorganization plan decided upon and approved by Parliament at the beginning of August involved the reduction of the total strength of the Forces

from 100,000 men to 55,000. In particular, it was decided to repatriate the remaining veterans of the Second (Middle East) Division and regroup the division as a two-brigade force of 16,000 officers and men plus an immediate reinforcement draft of 2,000, as against the then total strength of 33,000. On regrouping, this reduced force was to be switched to employment against Japan. The Army establishment in New Zealand was to be reduced from 16,000 (which included a reinforcement pool of 5,000) to 8,400. Other small overseas groups which it was necessary to retain totalled 900. In the case of the Air Force, it was decided to reduce the then total strength of 35,000 to 21,500, while that of the Navy was to be reduced from 10,000 to 6,200. Although the addition of 45,000 men to the industrial labour force could be expected to lead to an overall easing of the industrial position, it would not immediately overcome the shortage of key and other skilled workers which was accentuated by the comb-out of Category "A" men until then held under appeal in industry, as the gain to industry from the large number of men to be demobilized would be gradual.

Happily, the defeat of Japan has rendered possible the immediate release of some thousands of men for farms and other essential work.

Relaxation of Man-power Control.—In the main report reference is made to the intention of the Government to raise man-power controls as soon as practicable. In Section II of Part I of the report an italicized note inserted after the compilation of the report stated that, in pursuance of this policy, control had been withdrawn (June, 1945) from (a) wives of returned ex-service-men desiring to establish a home; (b) married women forty years of age or more; (c) young persons under eighteen years of age; and (d) the widows of deceased servicemen of the present war. Early in August control was also removed from returned servicemen regardless of medical grading.

These exemptions were at once observed, except that it has been necessary to defer the release from essential employment of a number of returned servicemen repatriated to New Zealand in one or other of the essential industry drafts until replacements are available. In addition, the protection of a number of undertakings conferred by declarations of essentiality was removed by the revocation of such declarations.

Immediately following VJ Day the Minister announced the exemption from direction of the following further classes: (a) all married women irrespective of age; (b) all other women of thirty years of age or more; (c) all men of forty-five years of age or more. Moreover, employers have been freed of the necessity to obtain consent for the engagement of labour within certain specified classes, provided they notify all such engagements to Man-power Officers within seven days. Most declarations of essentiality are to be revoked by the end of 1945, and some large groups before the end of September. Revocation of a declaration of essentiality results in (a) freedom of workers in the industry or undertaking concerned to leave it; (b) freedom of employers to dismiss staff; and (c) the abandonment of direction powers to staff the industry or undertaking in question. In the meantime, regardless of the date of revocation of any declaration, all married women will, on application, receive automatic consent to leave declared industries if they desire to take up home duties.

Revocation of declarations and a consequential contraction of the direction field is expected to proceed rapidly, until at the end of 1945, the only industries likely to remain under protection will be—

Hospitals and mental hospitals.

Prisons, State Housing and Rehabilitation Departments, and possibly one or two other Departments.

Hydro-electric schemes.

Freezing-works and dairy factories.

Dehydration and food processing for export.

Sawmilling and building.

Coal-mining.

Woollen-mills.

Public utility services such as gasworks, electricity supply, certain essential transport services including the Second Division of the New Zealand Railways, and possibly some other industries and undertakings of similar priority ranking—*e.g.*, ship repair and the manufacture of housing requirements.

These further relaxations are consistent with the policy of the Government, already referred to in the main report, to abolish man-power control at the earliest possible date.

Cessation of Mobilization.—Mobilization activity as from VJ Day has ceased in all three Service arms. Such recruitment of man-power as may subsequently be undertaken by any or all of the three Services will be a matter for determination in the light of the Government's decision as to military peacetime establishments.

The embarkation arrangements for the despatch of the Sixteenth (Army) Reinforcements have been cancelled and the bulk of this draft is being demobilized immediately.

Demobilization Procedure.—Government some time ago gave consideration to a report on demobilization presented by a Committee set up to investigate this question. On the declaration of VJ Day the Right Hon. the Prime Minister was in a position to announce in general terms the demobilization procedure which had been determined. Briefly, it has been provided that the following priorities in demobilization are to be observed :—

(a) On Occupational Grounds :—

Farmers and farm workers.
Shearers.
Musterers.
Dairy-factory workers.
Bushfelling and sawmill workers.
Coal-miners.
Carpenters.
Electricians.
Plumbers.
Painters.
Bricklayers.
Plasterers.

In accordance with the procedure laid down for the withdrawal of men under the priorities established, it will be necessary for employers or other persons to make application to the appropriate District Man-power Officer for the release of the serviceman in question. The District Man-power Officer, if satisfied that the serviceman falls within the designated priority class, is to lodge an application for release with the Service arm in question. In addition to this procedure, individual survey forms, which, in accordance with the Demobilization Committee's earlier recommendations, have been completed in respect of every person serving with the Forces, are being distributed to District Man-power Officers. From these the District Man-power Officers will be able to select additional persons falling within the demobilization priority classes and lodge applications to the Service arm for their release. The effect of the two procedures in operation should be to procure the release to industry with all possible expedition of the bulk of key industrial personnel serving in New Zealand. Demobilization of personnel at present serving overseas will probably not involve an industrial priority approach, and these men will be repatriated in order of their length of service.

(b) On Compassionate Grounds.—In these cases District Man-power Officers will make application to the Services for the release of the men concerned, provided they are satisfied that good cause for release on compassionate grounds exists.

(c) *On Service and other Grounds, viz.—*

- (i) Servicemen who have completed four years' service.
- (ii) Married men with children.
- (iii) Youths under twenty years and six months of age.
- (iv) Persons over thirty-five years of age.
- (v) Any other persons whose services are no longer required by the Service arm and who cannot be used to replace a person in one of the priority groups.

Full Employment Research and Organizational Measures.—VJ Day has accentuated the necessity for research and organizational measures calculated to realize and maintain a state of full employment. These measures are discussed at some length in Section II of Part I of the main report. In the field of research the surveys of industrial absorptive capacity mentioned in that section are now being pushed ahead and staff is being deflected from other branches of the Department to this work. On the organizational side the preparation of legislation for the establishment of a National Employment Service, also referred to in Section II of Part I of the report, is in hand, and legislation is to come down during the present session.

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