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DEPARTMENT OF LABOUR
JERUSALEM

ANNUAL REPORT
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— 2 —

TABLE OF CONTENTS

PART I. ORGANIZATION.

General organization.
Labour inspection.
Statistical work of the Department.
Publications of the Department.

PART II. LABOUR MARKET.

Employment and unemployment.
Labour Exchanges.
Wage problems.

PART III. INDUSTRIAL DISPUTES.

Statistical survey of trade disputes reported.
Operation of the Defence (Trade Disputes) Order, 1942.

PART IV. SAFETY AND COMPENSATION FOR ACCIDENTS.

Safety in industry.
Industrial accidents and compensation.

PART V. LABOUR LEGISLATION CONTEMPLATED.

Brief survey.

PART VI. WELFARE AND SOCIAL INSURANCE.

Welfare.
Provident funds, sick funds.

PART VII. TRADE UNION MOVEMENT.

Development of labour organizations.

STATISTICAL APPENDIX.

Contravention notices issued by Regional Inspectors.
Undertakings visited by Inspectors of Labour.
Account of the operation of the Defence (Trade Disputes) Order, 1942.
Strikes and lockouts recorded.

— 3 —

PART I. ORGANIZATION.

GENERAL ORGANIZATION.

The opening of the three Regional Offices of the Department has been conspicuously successful in the primary object of affording an easy means of approach by the public to the Department and vice versa. As it becomes more widely known that the Department is willing and able to assist in many matters, and not merely those connected with the enactments with which it is concerned, the number of callers at the Regional Offices increases steadily. After the more obvious activities in connection with the inspection of workplaces and the encouragement of good industrial relations, this is a most important feature of the work of the Inspectorate.

2. The staff was working under continuous pressure throughout the year. Its substantial increase by the appointment of six additional Assistant Inspectors of Labour did not relieve this pressure, but enabled the Department to increase the scope of its activities.

3. A good deal has been done by way of co-operation with other Departments— notably the Department of Health, with which arrangements have been made with a view to representing this Department's interests in the administration of the Trades and Industries (Regulation) Ordinance. The Inspectorate has also assisted in ensuring that applications to the Controller of Heavy Industries for the release of controlled materials for the necessary purposes of constructing safeguards and protecting the health of workers have been properly made with due regard to economy. In collaboration with the Food Control authorities, every possible encouragement and assistance have been given to the provision of points-free bread to workers in heavy industries and to the setting up of factory canteens.

4. An interesting feature of the Department's relations with the public has been a continued demand for lectures by members of the staff. These have ranged over the whole field covered by the Department and have proved to be of great interest and value not only to the hearers, but to the lecturers who, in every case, welcome discussion on the matters with which they deal.

LABOUR INSPECTION.

5. As in the preceding year, labour inspection was handicapped by the frequent occurrence of trade disputes, particularly in the Southern Region. During the year under review 3,779 visits were made by Inspectors in industrial and business undertakings for the purpose of inspecting conditions of safety and health and compliance with labour legislation in force. This figure does not include numerous visits made for purposes other than inspection proper, e.g. investigation of trade disputes, and various special inquiries.

6. As a result of visits made by Inspectors 4,777 contravention notices and letters containing non-compulsory advice were issued during the year, apart from similar correspondence connected with the operation of the Workmen's Compensation Ordinance. About sixty per cent. of the contravention notices dealt with fencing of machinery and precautions in the mechanical equipment of factories and workshops and about a quarter dealt with the employment of women and children. Most of the remainder related to matters of hygiene and welfare.

In the course of inspection 372 industrial accidents were investigated on the site.

7. The card index of industrial and business undertakings inspected which was negligible at the beginning of last year, numbered 2,289 undertakings in various parts of the country on December 31st, 1943, including 1,565 plants with power driven machinery. Members of the industrial community on the whole willingly responded to Inspectors' advice, but safety measures were seriously handicapped by the scarcity of the materials required for the construction of proper guards or other safety devices.

8. Night work of women in factories continued in 1943; forty-nine permits to employ women on night shift were issued and six applications were refused.

9. More detailed data concerning the activities of the Inspectorate are contained in the Statistical Appendix.

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10. As in the preceding year, the Department followed a lenient policy in enforcing the law and preferred propaganda and advice to prosecutions. Two prosecutions only, apart from legal proceedings under the Defence (Trade Disputes) Order, 1942, were initiated by the Department of Labour in 1943. In both cases the offence was the failure to fence dangerous machinery, which had led to serious injuries being sustained by workmen.

STATISTICAL WORK OF THE DEPARTMENT.

11. The Research and Intelligence Section of the Department dealt with all departmental statistics, certain branches of social statistics, departmental information service and publications of the Department of Labour. The Section also exercises control of the operation of the Workmen's Compensation Ordinance, as far as it relates to returns of industrial accidents and compensation therefor. There has been useful connection between statistical work and inspection: wherever the statistical returns showed specific dangers, excessive accident rates or insufficient compensation, the relevant data were transmitted to the labour inspectorate for investigation with a view to remedial action.

12. In the course of the year the Research and Intelligence Section carried out an inquiry into conditions of employment of commercial and clerical workers of all communities. The results had not been summarized by the end of the year. A similar inquiry into the conditions of employment of manual labour was prepared with a view to being carried out in 1944.

13. In addition to detailed statistics of trade disputes the Section prepared a digest of awards of arbitration boards and was engaged in the work connected with provident and saving funds described elsewhere in this report.

PUBLICATIONS OF THE DEPARTMENT OF LABOUR.

14. The publication of the Department of Labour Bulletin (Quarterly) commenced at the end of 1942, continued in 1943. Four numbers were issued in the course of the year. The total circulation amounted to 650 copies of which 400 were distributed among Government Departments, Labour Departments of British Dominions, Colonies and Mandated Territories, neighbouring states and various public bodies in Palestine. The remainder was put on sale.

15. The Bulletins contained concise departmental statistics, articles on current labour problems, information regarding social legislation in other countries, surveys of industrial accidents and rules of industrial safety and health. Illustrations—reproduced safety posters, diagrams or drawings of safety devices—appeared in every issue. As in the previous year frequent demands were made for the issue of the Bulletin in Arabic and Hebrew, in addition to the English edition. Unfortunately, shortage of paper supply and insufficient staff caused it to be impossible to meet the wish of the public.

16. In the course of inspection it became evident that the industrial community was in great need of safety literature. To meet this end very modest means were at the disposal of the Department. In 1943 the following leaflets and posters were issued (Their printing was completed and distribution started early in 1944):—

- (a) Bicoloured illustrated poster containing instructions for dealing with apparent death from electric shock.
- (b) Leaflet containing rules of safety in work with wood-working machinery.
- (c) Leaflet containing rules of fencing transmission machinery.
- (d) Leaflet containing advice and a practical scheme for safety organization in factories.
- (e) Leaflet on the subject of provident funds.

All these publications were issued in English, Arabic and Hebrew; some of them were illustrated.

17. A programme for the issue of further posters and leaflets dealing with matters of safety and hygiene was worked out, *inter alia* including the following subjects: first aid, tidiness in work, use of gas apparatus, power presses, abrasive wheels and trivial accidents.

Serious accidents, some fatal, occurred in connection with the use of oil burners, particularly in bakeries. A circular letter setting out appropriate safety measures was prepared and widely distributed.

18. In addition to the publications referred to above, the Department of Labour had the benefit of co-operation with the Government Statistician who provided space in the General Monthly Bulletin of Current Statistics for statistical inquiries carried out by the Department of Labour and supplied this Department with a number of reprints which were distributed among organizations concerned. Statistics of union wage rates, trade disputes, arbitration awards and provident funds compiled by this Department were published by the Government Statistician in 1943. A reprint containing an inquiry into Palestinian saving, pension and provident funds was distributed and statistics of industrial accidents recorded in 1941 were prepared for publication (published early in 1944).

PART II. LABOUR MARKET.

EMPLOYMENT AND UNEMPLOYMENT.

19. The state of almost full employment which characterised the preceding three years persisted in 1943. Shortage of labour and a steady rise of money wages were in evidence throughout the year.

20. Information concerning the state of employment among Arabs was supplied by the District Administration and data relating to Jewish workers were supplied by the Joint Jewish Labour Exchanges. No unemployment of any significance was reported among Arab workers. The figures reported in respect of Jewish workers were negligible as compared with the employed labour force. The number of applications filed with the Labour Exchanges between April and December, including workers changing jobs and unemployables, ranged from 3,000 to 5,000, and the number of wholly unemployed workers did not exceed 600 in any month. However, a tendency towards an increase in unemployment became noticeable in the last quarter.

LABOUR EXCHANGES.

21. The Joint Jewish Labour Exchanges, administered by workers and supervised by the Jewish Agency, were in existence in rural settlements since 1939. In April, 1943, similar exchanges were established in towns. A brief description of the system of work and administration of these exchanges was given in Section 8 of last year's report. All Jewish labour organizations make use of these Exchanges, with the exception of the National Labour (Revisionist) Organization.

22. To some extent the existence of these exchanges prevented disputes between competing labour organizations over places of employment, though the abundance of employment acted in the same direction. Although they supplied labour to a fairly large number of industrial and business undertakings, including organized Jewish industry, the exchanges were not officially recognized by employers' associations. The latter claimed that an essential condition for the recognition and use of the exchanges was the participation of employers in their administration. The workers declared their willingness to co-operate with employers in the regularization of the labour market provided that an all-embracing collective agreement setting out standard terms of employment was arrived at between employers and labour. Negotiations sponsored by the Jewish Agency, concerning a collective agreement, had not been brought to a successful conclusion by the close of the year.

23. The need for the effective regularization of the labour market, particularly in connection with impending post-war labour problems, seems to have been recognized by the public. The merits and deficiencies of the Joint Jewish Labour Exchanges were actively canvassed in the local press, the Department of Labour Bulletin also having something to say in the matter. In an article which aroused lively comments in the press, the editor of the Bulletin outlined the basic principles for the organization of a public employment service, pointed out the need to organize the Arab labour market and expressed the hope that the existing Jewish exchanges might willingly submit to such modifications as would enable them to be integrated, while preserving a good measure of independence, into a country-wide system of public exchanges.

WAGE PROBLEMS.

24. The Wages Committee set up by Government towards the end of 1942 submitted an interim report in March, 1943, relating only to the question of cost-of-living allowances. The complete report was published in April. The Committee found it impossible to make precise and substantial recommendations with regard to standard wages and advised a long-term policy directed to "a rationalisation of the rewards for labour at the various levels of skill". Consequently, any hopes that might have been entertained that the Committee would find it possible to suggest an early stabilisation of wage rates were disappointed.

25. The recommendations with regard to cost-of-living allowances had, however, an immediate and beneficial effect. They were promptly adopted by Government and formed the basis of an agreement to last for the duration of the war between the Manufacturers' Association of Palestine and the General Federation of Jewish Labour. As a result the question of cost-of-living allowances did not figure very largely in trade disputes, except in cases where the employer had not adopted the Wages Committee's recommendations or on minor points such as the application of cost-of-living allowances to overtime payment.

26. The Wages Committee, in order to make its recommendations clear, defined what it meant by basic wage as "the element of the wage to which the cost-of-living allowance is added". The allowances having been determined, labour's natural pressure for increased remuneration was applied to the basic wage. The War Supply Board had in 1942 opened a Register of Contractors. Entry in this Register was conditional upon the contractor's agreeing not to increase basic wages without the approval of the Board, although the Board was prepared to recognise increases which were awarded by arbitration boards under the Defence (Trade Disputes) Order, 1942. As the most important civilian industrial undertakings were largely engaged upon war contracts, the effect was that increases in basic wages could generally be obtained only as a result of formal arbitration. This notwithstanding, labour was successful in the course of the year in obtaining, in one way or another, substantial increases in basic rates. The increases were not uniformly opposed by manufacturers, although in some cases concern about the post-war position of industries in which higher wages were being demanded led to effective opposition on the employers' side. It has not always been obvious that this consideration has appreciably affected the stand-point of organised labour in this matter. The statement in an official publication of the General Federation of Jewish Labour to the effect that one of the aims of its organization is to take part in the struggle for the abolition of capitalism and the establishment of a labour socialist society is noteworthy in this connection.

27. In order to simplify the whole wage structure of the country, it is necessary that trades be properly classified and that the workers within the trades should be graded. The Wages Committee drew attention to this and suggested that the very difficult task should be undertaken under the guidance of this Department. It was not possible in 1943 to take any positive action, although much information of value in subsequent developments was obtained.

PART III. INDUSTRIAL DISPUTES.

STATISTICAL SURVEY OF TRADE DISPUTES REPORTED IN 1943.

28. Trade disputes were frequent: a not unusual feature in a year of expanding industrial activity, increasing employment and rising living costs. In the course of the year 147 strikes and lockouts (the number of the latter was comparatively small) affected 249 industrial and business undertakings and involved 17,846 workers of whom some 12,300 were Jews, 4,000 were Arabs and 1,347 workers struck in undertakings in which mixed labour was employed. The aggregate loss of working days amounted to 131,650, about the same as in the preceding year. However, while in 1942 the average loss of working time per worker involved in disputes was 16 days, in 1943 the corresponding figure was seven days, showing that in the year under review strikes were generally of shorter duration.

29. Most disputes occurred in manufacturing industries. The diamond industry, in particular, was characterised by lack of stability in industrial relations which culminated in a general strike in that industry in the last quarter of the year. The

disputes recorded in the diamond industry involved throughout the year 6,076 workers and caused a loss of 75,821 working days,—more than half of the total number of working days lost in all strikes and lockouts. The total number of diamond workers was in the neighbourhood of 3,500, an obvious illustration of the fact that some diamond factories were affected by stoppage of work more than once.

A number of strikes of short duration also occurred in Service installations, in most cases involving Arab labour. In addition to the figures quoted above there was a one-day strike of protest against existing wages in Service installations, involving a large number of Jewish and some Arab workers.

30. Most disputes concerned wages and general terms of employment—demands for holidays with pay, sick-leave with pay, dismissal indemnities, contributions to Sick Fund, establishment of provident schemes and similar demands. Contrary to the disputes recorded in the previous year, there were only few strikes over cost-of-living allowances or employment of non-union labour. The number of strikes arising out of dismissal of workers or dismissal indemnities showed a rise as compared with the preceding year.

Generally speaking the trade disputes recorded in 1943 showed a tendency on the part of the workers to secure a larger share of the proceeds of business and to utilise the period of abundant employment and shortage of labour for the purpose of improving general terms of employment.

It may be of interest to note that ten disputes accompanied by stoppage of work arose out of disciplinary matters.

31. In addition to the disputes accompanied by stoppage of work, there were 124 disputes in which no stoppage of work took place: 106 were reported under the Defence (Trade Disputes) Order, 1942, and on 18 occasions, not so reported, personal intervention of officers of the Department of Labour took place. Disputes reported under the Order totalled 161, affecting 820 establishments and involving 16,976 workers. Intervention under the Order was decided upon in 82 instances and 43 cases were passed to official arbitration.

32. Of the disputes in which Government intervened, twenty-six were accompanied by stoppage of work, and prosecutions under the Defence (Trade Disputes) Order, 1942, were instituted against offenders in eleven instances*. Ninety minor strikes or lockouts of short duration—four and a half days on the average—were not reported at all under the Order and were brought to the Department's notice through its statistical machinery.

OPERATION OF THE DEFENCE (TRADE DISPUTES) ORDER, 1942.

33. The foregoing figures and those contained in the Statistical Appendix show the volume of industrial disputes dealt with under the Defence (Trade Disputes) Order, 1942.

34. The Administration of this Order occupied much of the activity of the Department, particularly in the Southern Region with its headquarters at Tel Aviv, the centre of Jewish industry and the trade union movement. While it was occasionally found possible to settle disputes reported to the Department by conciliation, in most cases the services of Arbitration Boards had to be utilised.

35. The majority of awards resulted in substantial advantages whether as regards wages or conditions of work being secured by labour. Indeed it is doubtful whether the wage increases granted by Arbitration Boards were in all cases justified in view of the necessity to resist inflationary tendencies.

36. Employers' associations and individual employers occasionally criticised the composition of Boards on the ground that absolute impartiality was not to be expected in Palestine and that it therefore was necessary to counterbalance a "neutral left" by a "neutral right". It is now the practice for the Department in making recommendations for the appointment of Board members to select from categories with a view to obtaining as far as possible an equipoise.

37. Another difficulty with which the Department has had to contend in the administration of the Order has been that of getting the work done quickly. In most cases an award is not issued until considerably later than the date contemplated by

*) 163 persons charged.

the legislator. This is due to a variety of reasons including the volubility of disputants but mainly to the fact that Board members being for the most part fully occupied business men who undertake to serve as arbitrators as an unremunerated act of good citizenship, cannot easily find dates on which all of them are simultaneously free to attend Arbitration meetings.

38. The awards of Boards are now sufficiently numerous to need collation with the object of extracting useful precedents, which may in future serve Arbitration Boards and Industrial Courts.

This task is now occupying the attention of the Department.

39. Among the questions which have caused a certain amount of perplexity to members of Arbitration Boards has been that connected with workers' claims for indemnities on the termination of employment and for the creation of provident funds. With regard to the latter it has been usual for Boards to express interest and sympathy but in no case has an employer been compelled by an award to participate in a provident fund against his will. On the other hand the obligation to pay leaving indemnities amounting usually to 12 or 14 days pay for every year of service has frequently been imposed by Boards. Labour usually agitates for both of these advantages, but it is obvious that no employer, whose business is not highly prosperous, can assume both of these obligations in addition to paying cost-of-living allowances at a high rate, insuring his workpeople against accidents and contributing to the Workers' Health Insurance institution.

40. It cannot be said that the penal clauses provided in the Defence (Trade Disputes) Order, 1942, have effectually reduced the number of illegal strikes. This is partly due to the fact that wholesale prosecutions are impracticable and generally undesirable especially if they are followed by insignificant sentences.

41. On the whole it may be said in summing up that in spite of delays in its operation and of the difficulty in finding a sufficient number of impartial and dispassionate members, the Trade Disputes Order has rendered very considerable service to industrial relations during the past year as well as providing useful experience in democratic procedure.

PART IV. SAFETY AND COMPENSATION FOR INDUSTRIAL ACCIDENTS.

SAFETY IN INDUSTRY.

42. The Workmen's Compensation Ordinance for several reasons provides an inadequate picture of the industrial accident risk in this country. That picture can be drawn only from conjecture, but there are good reasons for believing that the accident rate in industry may be even as high as three times that in Britain. Very little satisfaction can be derived from this state of affairs, and it is one which industry itself should examine and take up very seriously. Throughout 1943 Inspectors gave advice in all cases which came to their notice in which unnecessary and avoidable risks were being taken. In many quarters the response was good and substantial improvement can be recorded, despite the difficulty of obtaining materials for the construction of guards. Apart from the risks of mechanical injury, considerable hazards in connection with occupational diseases have been run with almost no precautionary measures. In some cases both the employer and the employed appeared to be apathetic, but most often there was almost complete ignorance of the nature of the risks. For example, it was found that no attention was given to the prevention of lead poisoning in work in connection with electrical accumulators and the manufacture of pottery.

43. The reasons for the high accident rate may be put under four heads:—

- (i) *untidiness*: on the part of the employer means failure to provide for an even flow of work, to provide proper gangways and sound floors, good racks and bins for storage, or to look out for efficient or labour-saving methods of work. On the part of the worker it means that he does not endeavour to keep gangways, benches and floors clean and free from rubbish, or to keep tools in good order, or to develop orderly methods of work;

(ii) *lack of skill and knowledge*. Many adults now working in factories have entered industry after being trained for some other occupation and generally the proportion of workers who have been properly trained is regrettably small. It requires skill and knowledge to avoid the taking of unnecessary risks. Both sides of industry have a great deal to learn in this respect. The habit of examining processes from the standpoint of safety has not yet been formed;

(iii) *lack of discipline*. Palestinian industry has not yet settled down. The habit of beneficial discipline is not easy to acquire. It is a form of tidiness—an orderly and tidy arrangement of minds in a common interest;

(iv) *guarding of machinery and other safety precautions*. Although only about one accident in ten is connected with the use of machinery, most accidents on machines are severe and lead to permanent mutilation and disablement. They are the easiest of all accidents to prevent. The chief difficulty at present is to find material, but this difficulty is not of sufficient magnitude to justify the generally poor standard of fencing existing today.

INDUSTRIAL ACCIDENTS AND COMPENSATION.

44. An important change was introduced in the First Schedule to the Workmen's Compensation Ordinance which defines the employments to which the Ordinance is applicable. Before 1943 only those manufacturing industries were covered by the Ordinance in which mechanically driven power was used. In 1943, the item of the first Schedule relating to manufacturing industries was amended to include "all operations in which articles are manufactured, repaired, cleaned, ornamented, finished, adapted for sale, broken up or demolished or in which materials are transformed". This amendment brought into the scope of the Ordinance a large number of small workshops and repair shops not using mechanical power.

45. Important alterations were also enacted in respect of the Second Schedule dealing with statutory rates of compensation for industrial accidents. The former maximum statutory rates were: two hundred and fifty pounds in case of death and one pound per week in case of total or partial incapacity from work. With the decline of the purchasing power of money, these rates of compensation have become more and more inadequate. A number of employers voluntarily raised the maximum rates up to two pounds a week. Revised rates providing for maxima of three hundred pounds for death and a pound and a half per week for incapacity, were enacted and were made retroactive in certain circumstances. The receipt of earnings below a certain limit was removed as a qualification for eligibility for compensation.

46. The statistics of industrial accidents collected and compiled by the Department of Labour showed a marked increase in accident rates during wartime. Palestinian accident rates were found to have been very much higher than those recorded in Great Britain and the United States of America.

47. Efforts were made to obtain proper reports of injuries and compensation from most employers liable to payment of compensation under the Ordinance. In 1941 there were 739 reporting employers on record; by the end of 1943 the number of reports exceeded one thousand. Arrangements were made for the collection and control of two thousand returns in 1944. The statistics referred to above also showed that eleven per cent. of all accidents recorded in 1941 (the latest year for which systematized data are available) were caused by machinery; about the same proportion was caused by vehicles and during work in transportation. The great majority of injuries recorded belonged to the class of trivial accidents, mostly caused by hand tools, falls and incompetent handling of goods without the aid of machinery.

It was also noted that the number of employers insured against liability for industrial accidents increased as compared with preceding years.

PART V. LABOUR LEGISLATION CONTEMPLATED.

BRIEF SURVEY.

48. The enactment of labour legislation, in comparison with the volume of new legislation drafted, has been unavoidably delayed. The Draft Ordinances governing the employment of Women, Young Persons and Children have not yet been enacted, but these drafts are now in final form and the Ordinances should become law during the next two or three months.

Delays have also attended the Notification of Accidents Ordinance owing to difficulties in interdepartmental adjustment.

49. In consequence of the proposals made by the Wages Committee drafts of an Industrial Courts Ordinance have been prepared in the Department. A draft Trade Unions Ordinance was prepared in the autumn of 1943 and circularised to interested bodies. It is not likely that Jewish labour organizations, especially the Histadruth, will accord their unqualified approval to an 'orthodox' Trade Union Law based on the British model. Nevertheless, in view of the fact that the provisions contained in the draft are not of a nature to incommode existing organizations seriously, it is hoped that the Ordinance may soon be placed on the Statute Book.

50. An Apprenticeship Ordinance for which there is an urgent need, has also been drafted after consultation and agreement with the most important organizations of Employers and Workers. It is not disputed that industry in Palestine can only hope to flourish if high standards of skill are maintained. The absence, save on a very limited scale, of facilities for vocational training is tending to lower standards at present, although the training obtained in War Department workshops has to a certain extent counteracted this tendency.

In any case the need for workers with high professional standards seems now generally to be realised and the Apprenticeship Ordinance will do much to solve the problem.

51. The projected Factories Ordinance, alluded to in the last annual report has now been completed and will soon be under consideration by Government. This Ordinance, which in many respects will be a smaller edition of the English Factories Act though it will not touch the protection of Women, Young Persons and Children, will necessitate the repeal of the Machinery (Fencing) Ordinance, the Steam Boilers Ordinance and the White Phosphorus Matches (Prohibition) Ordinance. It will also absorb a few of the matters at present regulated by the Trades and Industries (Regulation) Ordinance, which do not naturally fall within the competence of the Department of Health.

52. The question of Public Employment Exchanges was carefully studied during the past year and concrete proposals including suggestions for legislation were submitted to Government. No decision on the principle has yet been reached.

53. The High Commissioner has recently appointed a Committee on which the Department is fully represented to report (a) on the provisions of the Workmen's Compensation Ordinance in relation to war conditions and (b) to make recommendations on long terms policy in the field of Workmen's Compensation.

54. In spite of the amendments in the Ordinance enacted in August 1943, the rates of compensation provided by law are inadequate by any modern standards and more particularly so at a time when the cost of living has more than doubled. This situation will be dealt with by the Committee before the second term of reference is considered and it is hoped that concrete proposals may be made for fixing war-time scales of compensation at an early date.

55. The matters to be dealt with under the second term of reference will include the scope of applications of the Ordinance as regards occupations, the inclusion of occupational diseases, legal procedure (which at present is painfully slow) obligatory insurance and general problems of administration.

PART VI. WELFARE AND SOCIAL INSURANCE.

WELFARE.

56. With the encouragement of this Department and the assistance of the Food Controller, a few new canteens have been started and the establishment of others is progressing. The Department has also been responsible for certifying applications by workers for additional supplies of bread, released by the Food Controller.

57. Much useful progress has been made in this field. Collaboration with the Department of Health and the Jewish Workers' Sick Fund has resulted in a standard list of contents for First Aid Boxes being agreed on; the Sick Fund now has trained nurses regularly visiting premises on its subscription list to see that the boxes are maintained

and to train workers in First Aid treatment; several factories have installed ambulance rooms and the Sick Fund is contemplating training Industrial Nurses with the help of this Department. Inspections have ensured that many workplaces now have a First Aid box for the first time. A local firm has been encouraged and helped to manufacture waterproof adhesive plaster. Improved facilities have been provided for injured workers at the Docks.

58. In addition to recommendations to employers during inspections, special attention has been given to supply of protective colthing in some arbitration awards.

59. The Department has on a few occasions been able to assist workers to obtain improved transport facilities or services.

60. The General Manager, Railways, has appointed a Welfare Officer to his staff and in one of the big oil companies a Labour Officer has commenced work.

61. Co-operation with the Health authorities was maintained and, in spite of war-time difficulties, it was possible to improve conditions at many workplaces as regards washing facilities, sanitary accommodation, cloakrooms, etc.

PROVIDENT FUNDS, SICK FUNDS.

62. Problems of social security and social insurance continued to occupy the attention of the public in 1943. The subject was canvassed in the labour press and in the various interested circles among employers, trade union leaders, co-operative societies and so on. The inquiry into saving, provident and pension schemes carried out by this Department in 1942 and published in 1943 aroused lively comments in the press. The establishment of contributory provident schemes in industrial undertakings appeared as a point at issue in several trade disputes, and a number of provident funds came into existence in such undertakings. The movement to establish provident and pension schemes was encouraged by their favourable position under the Income Tax Ordinance. Provident funds were established in the form of co-operative societies, companies limited by guarantee, trust deeds and societies registered under the Ottoman Law of Societies.

63. In order to improve the system of administration and financial management of provident societies and to provide a suitable legal form for their organizations the Director decided to issue model statutes of provident funds for the guidance of persons interested in their establishment or reconstruction. A number of competent persons and institutions were consulted for that purpose; at the end of the year these model statutes were still under preparation. In certain matters relating to registration of provident societies and exemption from income tax the Department of Labour acted in close co-operation with the Registrar of Co-operative Societies and the Commissioner of Income Tax.

A leaflet outlining the basic principles of sound provident funds was issued at the end of the year (printed and distributed early in 1944).

64. No changes occurred in the existing institutions for sickness insurance. The Jewish sick funds referred to in Part VI of last year's Annual Report provided medical aid to about 250,000 persons of whom eighty per cent. were contributors to the Sick Fund of the General Federation of Jewish Labour. Demands to impose on employers the obligation to contribute to the sick fund were put forward in many industrial disputes. In most cases employers agreed or were required by force of arbitration awards to contribute up to three per cent. of the pay-roll, with certain reductions in cases where paid sick leave was granted.

PART VII. TRADE UNION MOVEMENT.

DEVELOPMENT OF LABOUR ORGANIZATIONS IN PALESTINE IN 1943.

65. Trade Unionism continued to make progress in Palestine during 1943. No new trade unions were created, and, if anything, the small minority trade unions lost ground relatively to the two larger Jewish and Arab organizations. On the other hand the General Federation of Jewish Labour (Histadruth) and the Palestine Arab Workers' Society were able to record increases in membership and more extended activities. There is no co-operation between the principal Jewish and Arab trade unions.

66. It is reported that the total membership of Histadruth, including non-gainfully employed wives of members, was 139,500 at the end of September, 1943, representing an increase of 6,000 in one year. Gainfully occupied members totalled 103,500, an increase of 2,000 during the year. Of the total Histadruth membership, 23.6% were said to have been engaged in workers' agricultural settlements.

67. If the total Jewish labour force at the end of September, 1943, be taken as 140,000—probably an under-estimate in view of the expanding economy of the country—and the total of members of minority Jewish organizations be estimated at around 20,000, it is probable that saturation point in the organizations of Jewish labour is being approached.

68. Some additional communal settlements, under the aegis of Jewish labour organizations, were established during the year.

69. Arab trade union organization continues to develop. The year has been largely one of consolidation. In the continued absence of adequate statistical data, it is estimated that trade union membership now exceeds 12,000, of which by far the greater part is comprised within the Palestine Arab Workers' Society. Membership of the minority Arab trade unions remains steady, except that the Palestine Labour League, an affiliate of Histadruth, has gained numbers in Jaffa and the South.

The Palestine Arab Workers' Society established a number of new branches and local committees during the year. Additional economic enterprises were founded by the Society, including three retail food stores, a utility clothing store at Haifa, a savings and loan co-operation society and a tailors' co-operative.

70. Associations of civil servants and municipal employees have remained active and have shown increased membership.

STATISTICAL APPENDIX.

Table 1.—

CONTRAVENTION NOTICES ISSUED BY REGIONAL INSPECTORS.
(Including letters containing non-compulsory advice).

<i>Subject of notice</i>	<i>Number</i>
Night work of women	13
Employment of women in dangerous trades	3
Register of children employed	443
Excessive hours of work of children	236
Continuous hours of work of children contrary to law	90
Employment of children under statutory age	60
Other contraventions with regard to employment of children	54
Fencing of prime movers	364
Fencing of transmission machinery	1,134
Fencing of other machinery	900
Electrical installation	130
Safety of steam boilers	56
Safety of air compressors and pneumatic tools	7
Fire precautions	11
Poisonous substances	13
Other safety matters	253
Cleanliness	185
Light	42
Ventilation	35
Sanitary accommodation	135
Other matters relating to sanitation	3
First aid	383
Washing facilities	77
Cloak rooms	55
Protective clothing	28
Mess rooms	50
Other matters relating to welfare	17
Workmen's compensation returns	244
Total	5,021

ADDENDUM.

Industrial accidents and occupational diseases investigated by inspectors	372
Permits to employ women at night:	
issued	49
refused or revoked	6
Prosecutions initiated:	
under the Machinery (Fencing) Ordinance	2
under the Defence (Trade Disputes) Order, 1942 (prosecutions instituted by Police authorities)	11 163
	Cases Persons charged

Table 2.—

UNDERTAKINGS VISITED BY INSPECTORS OF LABOUR.
(Occupiers Card Index as on 31st December, 1943).

Nature of industry or business	Number of undertakings	
	with power driven machinery	without power driven machinery
PRIMARY PRODUCTION		
Agriculture and forestry	65	70
Extraction of minerals	17	2
Generation and distribution of electricity, water supply	8	—
SECONDARY PRODUCTION		
Food articles, beverages, tobacco	276	23
Chemical industries	70	17
Polygraphic industries	101	8
Tanning and dressing of leather	14	3
Textiles	50	130
Wearing apparel, including footwear	206	147
Wood and cork industries	178	41
Metal-working industries	358	54
Non-metallic minerals	74	14
Other manufacturing industries	52	16
CONSTRUCTION	11	12
TRANSPORT AND COMMUNICATION		
Marine, ports, railways	3	5
Road transport, loading and unloading	2	14
Communication	4	—
TRADE AND COMMERCE (business offices, stores and shops)	16	98
PERSONAL SERVICE INDUSTRIES		
Public health	3	4
Entertainment	1	4
Other personal service undertakings (hotels, restaurants, laundries)	48	50
Domestic service	1	—
ADMINISTRATION AND PUBLIC INSTITUTIONS	7	12
Total	1,565	724

ADDENDUM (Data relate to 1943).

Number of visits made by inspectors for the purpose of inspection of conditions of safety and compliance with labour legislation in force	3,779
Number of visits made for purposes other than inspection, e.g. investigation of trade disputes, various inquiries.	2,937
Number of interviews had by inspectors at their offices	3,255

Table 3.—

ACCOUNT OF THE OPERATION OF THE DEFENCE (TRADE DISPUTES) ORDER IN 1943.
(The Defence (Trade Disputes) Order came into force on January 1st, 1942).

Classes of disputes	Number of		
	Disputes	Workers involved	Working days lost
CASES IN WHICH STOPPAGE OF WORK TOOK PLACE (STRIKES AND LOCKOUTS).			
<i>Reported under the Defence (Trade Disputes) Order, 1942.</i>			
Cases in which Government intervened, passed to official arbitration	17	1,747	9,763
Cases in which Government intervened, settled by direct negotiations or by non-official arbitration or pending	9	3,919	46,788
Cases in which Government did not intervene, incl. instances where conciliation proceedings took place	29	959	24,325
<i>Not reported under the Defence (Trade Disputes) Order, 1942.</i>	90	11,117	45,294
<i>Disputes which were reported in 1942, and were in progress in 1943.</i>	2	104	5,480
TOTAL STRIKES AND LOCKOUTS IN PROGRESS	147	17,846	131,650
CASES IN WHICH NO STOPPAGE OF WORK TOOK PLACE.			
<i>Reported under the Defence (Trade Disputes) Order, 1942.</i>			
Cases in which Government intervened, passed to official arbitration	26	3,862	—
Cases in which Government intervened, settled by direct negotiations or by non-official arbitration or pending	30	3,050	—
Cases in which Government did not intervene, incl. instances where conciliation proceedings took place	50	3,439	—
<i>Not reported under the Defence (Trade Disputes) Order, 1942; conciliation proceedings took place.</i>	18	2,924	—
TOTAL DISPUTES WHICH WERE NOT ACCOMPANIED BY STOPPAGE OF WORK.	124	13,275	—
TOTAL NUMBER OF DISPUTES REPORTED UNDER THE DEFENCE (TRADE DISPUTES) ORDER, 1942.			
Cases in which Government intervened, passed to official arbitration	43	5,609	9,763
Cases in which Government intervened, settled by direct negotiations or by non-official arbitration or pending	39	6,969	46,788
Cases in which Government did not intervene	79	4,398	24,325
Total reported under the Defence (Trade disputes) Order, 1942.	161	16,976	80,876

NOTE:—In addition to the figures shown above there was a one-day strike concerning wages in Service installations.

Table 4.—

STRIKES AND LOCKOUTS RECORDED BY THE DEPARTMENT OF LABOUR AS BEING IN PROGRESS IN 1943.

Classification of disputes	Number of			
	Disputes	Workers involved	Working days lost	
Total number of disputes recorded (x) (z)	147	17,846	131,650	
A. Type of labour involved.				
Arab labour	11	4,143	13,903	
Jewish labour	132	12,356	113,499	
Mixed labour	4	1,347	4,248	
B. Industries affected.				
Agriculture	—	—	—	
Manufacturing industries (y)	123	9,571	107,224	
Construction	2	166	166	
Transport	1	50	62	
Trade and commerce	2	35	100	
Personal service industries	5	68	2,645	
Public institutions, municipal services	9	3,315	7,466	
Service installations (z)	5	4,641	13,987	
C. Causes of disputes (major points at issue).				
Wage rates only	59	11,511	77,428	
Wage rates and other conditions of employment	43	3,868	41,507	
General conditions of employment, not including wage problems	4	126	374	
Employment of non-union labour	2	55	85	
Discharge of labour, distribution of work	21	624	6,774	
Irregular payment of wages	1	50	62	
Other causes	17	1,612	5,420	
D. Results of disputes.				
Instances in which workers secured their main demands	54	2,316	10,783	
Instances in which workers failed	15	914	6,761	
Compromise settlement	67	13,202	99,415	
Disputes pending settlement at the end of the year	11	1,414	14,691	
E. Annual statistics of strikes and lockouts, 1938 to 1943.				
Year:	1938.	74	1,876	14,149
	1939	103	2,964	19,435
	1940	85	2,221	22,108
	1941	80	3,803	36,342
	1942	109	8,540	137,640
	1943	147	17,846	131,650

(x) Including two strikes which began in 1942, involved 104 workers, and caused a loss of 5,480 working days in 1943.

(y) Including 38 disputes in the diamond industry, which involved throughout the year 6,076 workers and caused an aggregate loss of 75,821 working days.

(z) Not including a one-day strike concerning wages in Service installations.

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